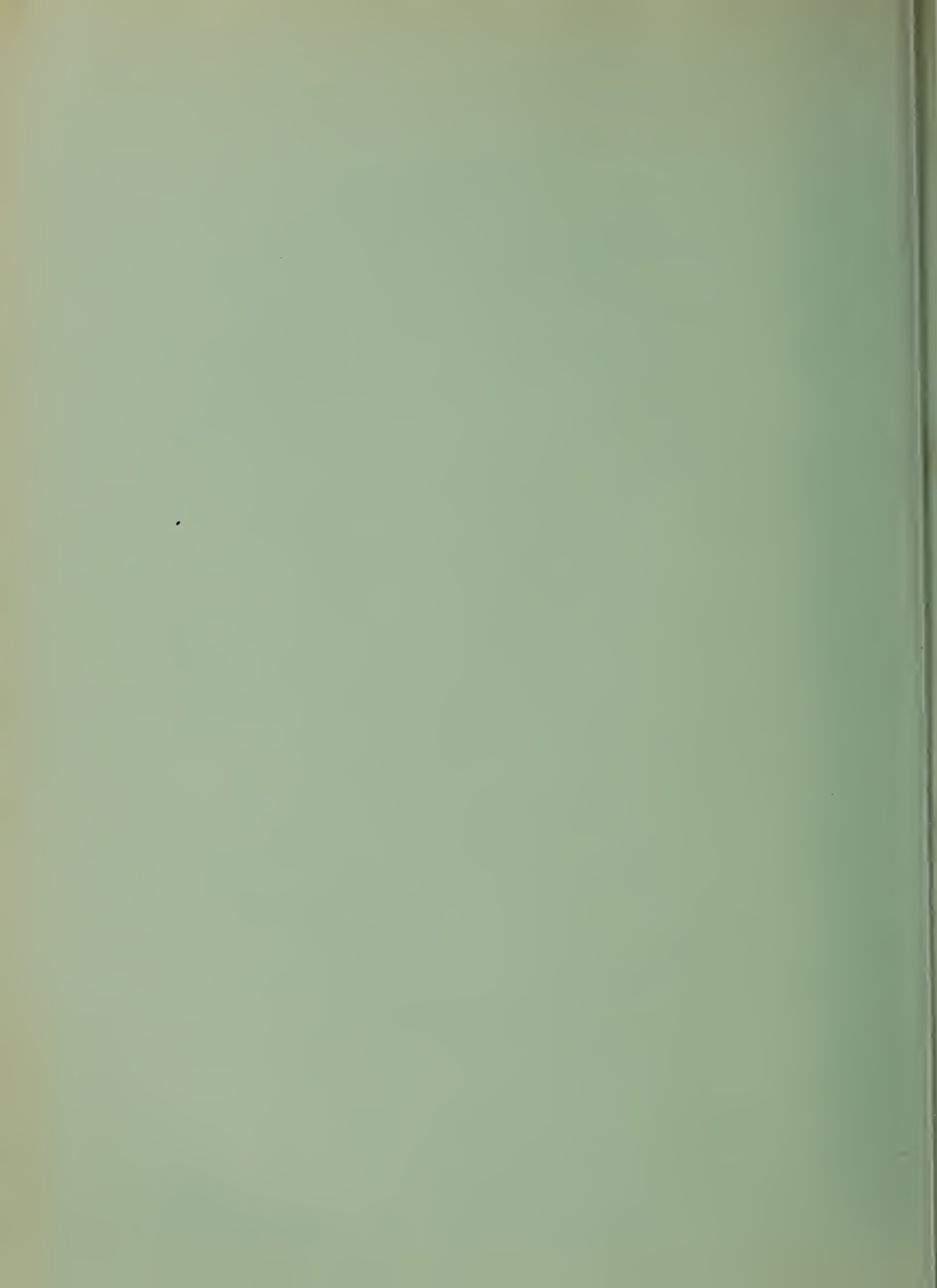


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LEGISLATIVE HISTORY
Public Law 91-308
S.2315

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INDEX AND SUMMARY OF S. 2315

- June 5, 1969 Sen. Jackson and others introduced and Sen. Jackson discussed S. 2315 which was referred to Interior and Insular Affairs Committee. Print of bill as introduced and remarks of Author.
- Aug. 11, 1969 Senate committee voted to report S. 2315
- Sept. 9, 1969 Senate committee reported S. 2315 with an amendment. S. Rept. 91-395. Print of bill and report.
- Sept. 10, 1969 Senate passed S. 2315 as reported.
- Sept. 11, 1969 S. 2315 was referred to House Interior and Insular Affairs Committee. Print of bill as referred.
- Sept. 12, 1969 Senate agreed to reconsider the vote on passage of S. 2315.
- Sept. 15, 1969 House agreed to return S. 2315 to the Senate.
- Sept. 24, 1969 Senate by unanimous consent reconsidered the votes by which S. 2315 was passed and again passed S. 2315 with an amendment. S. 2315 was re-referred to House committee. Print of bill as re-referred.
- Mar. 19, 1970 House sub-committee approved S. 2315 for full committee consideration.
- Apr. 13, 1970 House committee reported S. 2315 with an amendment H. Rept. 91-1000. Print of bill and report.
- Apr. 28, 1970 House Rules committee reported a resolution H. Res 953 for consideration of S. 2315. H. Rept. 91-1029. Print of Resolution and H. Rept. not available.
- June 22, 1970 House passed S. 2315 with amendment.
House earlier agreed to resolution to consider S. 2315.
- June 23, 1970 Senate agreed to House amendment to S. 2315.
- July 8, 1970 Approved: P.L. 91-308

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S. 2345

IN SENATE

A BILL



S. 2315

IN THE SENATE OF THE UNITED STATES

JUNE 5, 1969

Mr. JACKSON (for himself, Mr. BIBLE, Mr. CHURCH, Mr. MAGNUSON, and Mr. Moss) introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

A BILL

To restore the golden eagle program to the Land and Water Conservation Fund Act.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 That (a) the first section of the Act entitled "An Act to
4 amend title I of the Land and Water Conservation Fund Act
5 of 1965, and for other purposes", approved July 15, 1968
6 (82 Stat. 354; Public Law 90-401), is hereby repealed.

7 (b) Subsection (c) of section 2 of the Land and Water
8 Conservation Fund Act of 1965 (16 U.S.C. 4601-5), as
9 added by section 2 of the Act of July 15, 1968 (82 Stat.
10 354; Public Law 90-401), is redesignated as subsection
11 (d).

A BILL

To restore the golden eagle program to the
Land and Water Conservation Fund Act.

By Mr. JACKSON, Mr. BIBLE, Mr. CHURCH, Mr.
MAGNUSON, and Mr. MOSS

JUNE 5, 1969

Read twice and referred to the Committee on Interior
and Insular Affairs

Transportation Department, may do battle for the right to serve the jetport with an interstate highway or a \$100 million high speed rail link, either of which will rip up more of this unique area.

Surely, the creation of a Department of Conservation and the Environment is an idea whose time has come. It is a concept implicit in Senator Moss' bill to create a Department of Natural Resources—a measure I have joined in sponsoring.

While governmental reorganization by itself is no panacea, I believe it is a necessary first step in any concerted attack on environmental pollution.

In recent years, for example, Congress established new departments to deal with mounting crises in urban affairs and transportation. As one of the first to introduce legislation to create a Transportation Department, I well remember the need to pull together the then patchwork of transportation programs, and also to separate promotional from regulatory functions.

Unlike our urban affairs and transportation departments, which were started virtually from scratch, the Interior Department already exists. But Interior started out as, in effect, a Department of the West and never has lost its western orientation. Moreover, its hodge-podge growth has inequipped it to do battle against environmental deterioration.

Under our bill the present Interior Department will be abolished and its primary conservation and environmental functions, such as parks, recreation, and water pollution will be absorbed by the Department of the Environment, or DOE, as I call it. Such conservation and environmental activities as air pollution, forest and soil management, noise abatement and highway beautification will be transferred to DOE from other departments.

In addition, the civil works activities of the Army Corps of Engineers would be subject to DOE approval before execution.

Primarily promotional or non-conservation activities carried out by the Interior Department will be moved to departments other than DOE. For example, commercial fisheries and oil and gas functions will be transferred to the Commerce Department; the Bureau of Indian Affairs and the Office of Trust Territories will go to HEW.

Our bill creates a nine-member, presidentially appointed Council of Environmental Advisors to give the Secretary of DOE independent advice on environmental matters. This Council and its staff also would receive and investigate complaints from the public about federal activities that may threaten the environment.

Our bill also creates within the new Department an Environmental Security Council headed by the Secretary and including the Secretary of the Army and Commandant of the Coast Guard. The Council will have responsibility for formulating and carrying out the Department's response to environmental emergencies of more than local consequence.

The Environmental Security Council might, for example, be activated to deal with a major oil spill or air pollution crisis. Through its staff the Council can, in cooperation with state and local governments and our universities, develop an "early warning system" to head off or lessen environmental contamination.

Our bill provides the Secretary with new authority to delay any federal or federally assisted activities which may adversely affect the environment, including neighborhoods or communities. The Secretary's authority would extend to any proposed, planned or on-going projects and programs, as well as to expansion or renovation of construction projects already completed.

Our bill provides exceptions for national security activities, but requires that in those

instances the President must certify to Congress that any delay "would have an immediate and serious effect with respect to the national security."

Under the delay provision in our bill the Secretary of DOE would have 120 days to review any potentially "offending" project. During that period he would be required to decide whether to give the project a green light, or make an adverse report to the President and the Congress.

If the Secretary made an adverse report, the project could be delayed an additional 120 days while Congress decided whether further action is required.

This is a strong provision, to be sure. But the environment cannot be protected by half-way measures. I am confident that if this provision is enacted the various agencies of the Federal Government will include environmental protection in planning a project rather than risk costly delays at a later date.

Each day seems to bring news or warning of environmental contamination. Only recently the Federal Food and Drug Administration seized 22,000 pounds of Lake Michigan Coho Salmon because the fish contained dangerous levels of DDT. A few months ago a massive oil leak off Santa Barbara, California, alarmed the nation.

Scientist Barry Commoner of Washington University in St. Louis told a Senate Subcommittee recently: "The new technological man carries strontium-90 in his bones, iodine-131 in his thyroid, DDT in his fat, asbestos in his lungs." At the present rate of contamination, says Mr. Commoner, the environment may be irreparably destroyed in perhaps 50 years.

The choice before our nation is clear: We can reverse the tide of environmental destruction while there still is time, or we can permit apathy, ignorance or downright stupidity to bring on a nightmare that may rival nuclear war in its horrors.

I am certain that most, if not all, Americans will opt for saving our environment while there still is a chance to do it. If this is the course we choose, as I believe we should, then the first step must be a decisive re-organization and strengthening of the federal structure and authority that will carry the burden of salvaging and safeguarding the environment.

S. 2313—INTRODUCTION OF A BILL TO PROVIDE THAT THE AMOUNT OF GROUND FISH IMPORTED INTO THE UNITED STATES SHALL NOT EXCEED THE AVERAGE ANNUAL AMOUNT THEREOF IMPORTED DURING 1963 AND 1964

Mr. HATFIELD. Mr. President, the offshore fishery industry is of tremendous importance to the State of Oregon, as well as to other coastal States of our country. In recent years the fishing industry of our Nation has suffered heavily because of foreign imports of groundfish or bottom fish.

Pertinent evidence of the growing threat of groundfish and bottom fish imports is considerable. For instance, according to a March 1969 report of the U.S. Department of Interior, imports of groundfish and ocean perch fillets were 87.6 percent of the supply in 1968. The 1968 imports figure was 390 million pounds, which is 180 million pounds above the 5-year average of 210 million pounds for 1960-64. On the other hand, the U.S. production in 1968 was 55 million pounds, which was the lowest production year of the last 20 years, and represented only 12.4 percent of the supply.

In Oregon the fishing boats are on limits as to what they can bring in because imports are taking over in our marketplace. According to Dr. E. W. Harvey, administrator of the Otter Trail Commission of Oregon, the annual Oregon trawl landings of fish have decreased from 33 million pounds in 1965 to 20 million pounds in 1968.

Thus, there is convincing evidence that the marketing power of our fishery industry faces even further deterioration unless legislative action is taken to prevent unreasonable and disabling competition by foreign competitors, who enjoy lower labor costs and who in many instances are favored by subsidies.

Legislation to assist the groundfish and bottom fish industry has been introduced in the House of Representatives.

I introduce at this time a bill to amend the Tariff Schedules of the United States to provide that the amount of groundfish imported into the United States shall not exceed the average annual amount thereof imported during 1963 and 1964.

I ask unanimous consent that the text of the bill be printed at this point in the RECORD.

The PRESIDING OFFICER. The bill will be received and appropriately referred; and, without objection, the bill will be printed in the RECORD.

The bill (S. 2313) to amend the Tariff Schedules of the United States to provide that the amount of groundfish imported into the United States shall not exceed the average annual amount thereof imported during 1963 and 1964, introduced by Mr. HATFIELD, was received, read twice by its title, referred to the Committee on Finance, and ordered to be printed in the RECORD, as follows:

S. 2313

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the headnotes to part 3 of schedule 1 of the Tariff Schedules of the United States (19 U.S.C. 1202) are amended by adding at the end thereof the following new headnote:

"(5) Notwithstanding any other provision of the schedules, the aggregate number of pounds of fish which may be entered under item 110.20, 110.47, 110.50, 110.55, or 110.60 in the calendar year 1970 or in any subsequent calendar year shall not exceed the average annual number of pounds of fish described in such item entered during the calendar years 1963 and 1964 (as determined and published by the Secretary of the Interior). Of the aggregate number of pounds of fish permitted by the preceding sentence to be imported into the United States during any calendar year under any item, not over $\frac{1}{4}$ shall be entered during the first three months, not over $\frac{1}{2}$ during the first six months, and not over $\frac{3}{4}$ during the first nine months of that year. For the purposes of applying this headnote, item 110.20 shall be treated as not including salmon."

S. 2315—INTRODUCTION OF A BILL TO RESTORE THE "GOLDEN EAGLE" PROGRAM TO THE LAND AND WATER CONSERVATION FUND ACT

Mr. JACKSON. Mr. President, I introduce, for appropriate reference, a bill to amend the Land and Water Conservation Fund Act of 1965, as amended, to restore the popular "Golden Eagle"

program for admission to Federal outdoor recreation areas.

The Members of the Senate will recall that in the 90th Congress I sponsored S. 1401, which provided new sources of revenue to assist the States in their outdoor recreation programs and for the acquisition of additional Federal areas. The measure also granted the Secretary of the Interior administrative powers with which to meet land escalation costs which threatened growth of State and Federal activity with respect to outdoor recreation.

The 1964 act established a uniform system of entrance and user fees for all Federal outdoor recreation areas as one of the sources of revenue for the fund. An annual fee of not more than \$7 was authorized which would admit the payer to all Federal recreation areas during the year. Such areas now number more than 3,000.

This provision for payment of a single annual fee for general admission was designated the Golden Eagle program.

During the course of consideration of S. 1401, the committee had before it proposals to abolish the entrance and user fee system entirely. One such proposal was embodied in S. 2828, 90th Congress, which was sponsored by Senators HARRIS, McCLELLAN, and MONRONEY. It would have prohibited the collection or receipt of any entrance or user fees at any of the many Corps of Engineers projects.

However, the committee, after weighing the pros and cons at some length, reached the following decision, as set forth in our unanimous report on S. 1401:

In view of the disagreements as to the facts and the controversy as to the policy, the committee believes the entire fee system under the act should be the subject of comprehensive legislative review. This bill, which is in the nature of emergency legislation to provide aid to the States and Federal agencies to save their outdoor recreation programs, is not the proper legislative vehicle for such consideration, the committee believes.

Therefore, the fee system will be given the full and careful study required in separate legislation.

The present bill is an outgrowth of this commitment.

The Senate in the 90th Congress concurred with the committee, and as we passed S. 1401, the entrance and user fee system, with the Golden Eagle, was left intact. The House, however, abolished the program forthwith. In conference, we were able to get a year's extension for the program, or until March 31, 1970. This is the form in which the 1968 amendment to the Fund Act was enacted. The bill I am introducing today would repeal the provision by which the Golden Eagle program goes out of existence next year. It is, as I have stated, based on the independent study to which the Interior Committee committed itself last year.

Admittedly, the Golden Eagle program did get off to a slow start, because, in part at least, of a prohibition in the law against the use of any of the funds for publicity or public education purposes. Certainly, in the first years of the operation, revenues did not come up to expectations, and at some facilities there may have been some basis for the charge that the costs of collection exceeded the revenues.

However, with more than 3,000 Federal outdoor recreation facilities now available in 47 States in all parts of the country, and with more and more Americans finding physical and spiritual refreshment in them, the popularity and use of the Golden Eagle pass has grown by leaps and bounds. Revenues from it increased from \$633,600 in 1965 to \$4,846,200 in 1968. The Bureau of Outdoor Recreation estimates that at least \$5,200,000 will come into the fund from the program during this year.

The Golden Eagle is particularly popular with retired and elderly persons, and others who have the opportunity to visit extensively a number of the outdoor recreation areas to which the pass provides admission. Clearly the program furthers the use of our magnificent outdoor recreation areas for the benefit of our citizens.

Mr. President, I am convinced that the repeal of the Golden Eagle program was a mistake and I urge prompt, favorable consideration of this measure to restore it to the American people. The cost to the individual is small indeed and the funds aid both State and Federal activities. I hope the Senate will agree with me and with the very large number of concerned citizens who have urged the retention of this worthwhile program.

Mr. President, joining me as cosponsors of this measure are Senators CHURCH, MOSS, MAGNUSON, and BIBLE. The Senator from Idaho is necessarily absent from the Senate today, and I ask unanimous consent that a statement prepared by Senator CHURCH on this bill be printed at this point in the RECORD.

The PRESIDING OFFICER. The bill will be received and appropriately referred; and, without objection, the statement will be printed in the RECORD.

The bill (S. 2315) to restore the "Golden Eagle" program to the Land and Water Conservation Fund Act, introduced by Mr. JACKSON (for himself and other Senators), was received, read twice by its title, and referred to the Committee on Interior and Insular Affairs.

Mr. CHURCH. Mr. President, I am happy to join with the distinguished Senator from Washington (Mr. JACKSON) and others in support of this bill to extend the life of the Golden Eagle Passport.

I have received scores of letters from my constituents urging the extension, Mr. President, and I believe it has been solidly demonstrated that the passport has performed an essential service. In addition, although revenue from the passport in its first year was little more than half a million dollars, its sale has since steadily increased, and last year alone returned almost \$5 million to the land and water conservation fund.

Even if the revenue were not significant, Mr. President, it is obvious from the mail received—not only by myself—but by the Bureau of Outdoor Recreation and other Senators, that the Golden Eagle program has been a success. It has been of major benefit, as an example, to thousands of our senior citizens, who in their retired years have found great pleasure in traveling to our many fine national parks and recreation areas. In short, this is a public service which should be continued, a purpose which this bill would accomplish.

This is in line, Mr. President, with the legislative history of Public Law 90-401, which indicates that by extending the life of the Golden Eagle Passport until March 31 of next year, there would be time for the Congress to consider the public attitudes and advantages and disadvantages regarding the Government's outdoor recreation fee system. It is quite apparent that the Passport has wide acceptance and support.

I would also like to comment that much of the mail which I received linked the projected termination of the Golden Passport with the consideration being given by the National Park Service to turning over the operation of major campgrounds to private concessionaires. Most of the passport users vigorously oppose such a changeover, fearing that greatly increased fees will result.

To illustrate this, and the need for continuation of the Golden Passport, Mr. President, I ask unanimous consent that three of the typical letters which I have received on this matter appear at this point in the RECORD.

There being no objection, the letters were ordered to be printed in the RECORD, as follows:

COEUR D'ALENE, IDAHO,
March 25, 1969.

DEAR SIR: I just want to ask you to help save our Golden Eagle Pass.

We bought it every year. It is the only pleasure a lot of poor people can afford with a load of kids, gas & food—Please don't let them take this away too. Money's at the bottom of this. So stop the small camp owners from killing a cheap vacation for Poor People. Thank you.

Sincerely,

Mrs. HARRIET J. ERICKSON.

POCATELLO, IDAHO,
May 21, 1969.

Senator FRANK CHURCH,
Washington, D.C.

HONORABLE SIR: Through the news media we are informed it is the intention of the Forest Service to do away with the Golden Eagle Pass and contract the care and operation of our National Forests and Parks camping grounds, and recreational facilities, and they in turn charge the users \$2.50 and up per day for these accommodations.

We urgently request you do all you can to discourage and prevent this being done and to encourage the continuance of the Golden Eagle pass, as to contract the management of these facilities can only lead to ultimate down grading of the facilities and profiteering on the part of the lessee to the detriment of the facility and the prohibition of use and enjoyment of them by that mass of the public who may not be able to afford the increased charges.

Respectfully,

JOSEPH C. KORTUM,
ABBIE C. KORTUM.

EMMETT, IDAHO,
May 12, 1969.

Hon. FRANK CHURCH,
U.S. Senator,
Boise, Idaho

DEAR SENATOR CHURCH: It has come to our attention that the Golden Eagle Passport is to be cancelled after this year, and the facilities at the National Parks to be turned over to concessionaires.

We feel that this will soon run into so much extra cost that the lower income families and retired people will not be able to visit the Parks.

When the Golden Eagle was imposed, most people here greatly resented having to pay to get into what they felt was their own tax-maintained, God-given right. Many families

have purchased their own picnic tables and chairs to carry along so that they won't have to pay the Camp fee. Now you know what this means: Every car-turn-off place and stream in the entire West will be littered and polluted until it will be impossible to clean up.

Perhaps the Government feels it cannot afford to build and maintain more Parks and camp sites . . . but, can it afford not to, when in these times it is so important for city-stressed people to be able to get out and away for a weekend, or even a Sunday picnic? Does the Government REALLY want its citizens to vacation in their own country?

If those who actually use the Parks must be the ones to help pay for their upkeep, then, surely, the Golden Eagle Passport should be enough payment. Let those who demand more expensive facilities seek privately owned camps.

Let's build more and better camp and picnic areas for the increasing population, and PLEASE, not impose concessionaires, or more costly fees.

Sincerely yours,

Mr. and Mrs. CLARK AMOS.

Mr. MOSS. Mr. President, I announced some weeks ago that I would introduce a bill to extend the Golden Eagle passport. Since that time I have been working closely with the Senator from Washington (Mr. JACKSON) and the Senator from Idaho (Mr. CHURCH) and other members of the Senate Interior Committee in the preparation of such a bill. We have decided that the best approach is legislation which will provide for the continuation of the Golden Eagle passport beyond the date now set for its expiration—March 31, 1970. This is the measure I take pleasure in sponsoring today.

I realize that others have rushed in with Golden Eagle passport bills which make some changes in the program; but it is my opinion that a direct extension of the program as it now exists is the more realistic and comprehensive approach.

There is no doubt in my mind that the American people want to see this particular American Eagle kept alive. Since 1965, the passport has allowed the bearer and everyone riding with him in his private vehicle to enter any federally operated recreation area without paying the fees charged at any of these areas.

Although the passport idea was resisted to some extent when it was first inaugurated, it has more than proved itself in the past 5 years, and its popularity, in my part of the country at least, is substantial. It has been an "open sesame" to wider admittance and greater use of our Federal recreation areas for many American families, and I predict its use will soar as more and more people become aware of its low cost and convenience.

The first year the passport was in operation—fiscal year 1965—it brought in only \$663,000 in revenue to be deposited in the land and water conservation fund, and apportioned among the National Park Service, the Forest Service, and the Bureau of Sport Fisheries to acquire national outdoor recreation lands and waters, and for matching grants to the States to acquire and develop recreational areas and facilities.

In fiscal 1966, sale of Golden Eagle passports brought \$2,819,000; in fiscal 1967, \$3,795,000; in fiscal 1968, \$4,846,000 and in fiscal 1969, through April 30,

\$3,294,000, with the heaviest use months yet to come.

It is impossible to know how many people were admitted to our recreation areas under these passports, or how many used the camping grounds or other facilities, because the Golden Eagle is a family-type permit, and a car with one of them could contain as many as six or even more persons when it passed through the entrance gates and often does. We do know that the number of permits issued grew from only 90,000 in the first full year in which the permit was in effect to 692,000 in the last full year, fiscal 1968. In the first half of fiscal 1969, over 400,000 were issued.

I understand there has been some disappointment in the Department of the Interior because the amount of revenue generated from the passport has not lived up to projections. I suggest first that perhaps the projections were too ambitious, and second, that the figures I have just quoted indicate that the use of the passport, and the revenues from it will continue to grow—and grow substantially—if it is not terminated. Also, there are many people who would be more than willing to pay more—even \$10 or \$15 a year—for the privilege of buying one passport which would admit them to about 3,000 Federal recreational areas.

I have received many letters from people in Utah who explain far better than I am able to do so what the Golden Eagle passport means to them and their families. I ask unanimous consent to place excerpts from several typical letters in the RECORD.

There being no objection, the excerpts were ordered to be printed in the RECORD, as follows:

DEAR SENATOR MOSS: I have had the pleasure of using the Golden Eagle Passport since it came into existence. In fact, I purchase three each year. One for each of our two children and their families and one for ourselves.

It has just come to my attention that Congress has silently, with very little notice and with lack of sufficient information to the majority of people affected, voted the pass discontinued as of April 1, 1970.

It is hard to understand when the program was expanding so rapidly in the direction in which it was originally intended, for the purchase of additional recreational land, having increased from 90,000 in 1965 to 692,000 in 1968, why the Golden Pass was made a scapegoat in such a manner and eliminated. * * * I remember the years before the Golden Pass when one could not even find a place to stop to eat a picnic lunch without being exploited by individuals who had been given concessions or the right to charge a fee just to stop for a short while. I feel there should have been more public notice of the final impending action against the Golden Eagle Pass so that residents who favor it could have brought favorable pressure to bear. * * *

A. E. GARNER.

NORTH OGDEN, UTAH.

DEAR SENATOR MOSS: I have purchased the Golden Eagle Passport each year since its inception and I'm sure that millions of others have done likewise. I think that this in itself indicates that the American people are concerned about their National Park Service and are willing to support its growth and improvement. I believe that the abolish-

ment of this passport is a rebuttal of the faith of the American people.

Let's keep our Forest Service Rangers and other essential personnel in these parks and if we need more, let's get more. I'm sure that most citizens that use the parks would be more than glad to pay an additional one or two dollars for their passports if the increase is justified.

Sincerely yours,

DONALD R. BROOKS.

SALT LAKE CITY, UTAH.

DEAN SENATOR MOSS: In regard to the Golden Eagle Program, we feel at this time we would like to express our interest in keeping the Golden Eagle Passport in force, and would appreciate anything you could do. * * * We are a couple of travelling people. We have supported the Golden Eagle from the beginning.

We, and all our friends, would be willing to pay more than \$7. In fact, we have heard that it will probably be impossible to go camping, because the costs will be prohibitive if the Government allows private enterprise to take over.

Sincerely yours,

VELMA and EARL JOHNSON.

SALT LAKE CITY, UTAH.

DEAR SENATOR MOSS: It has come to my attention that the Golden Eagle Pass will go out of existence next year, according to a law passed by our present Congress * * *

We have been a trailering family for six years now and belong to a small trailer club. We use these Federal parks at least once a month during the summer months, and really enjoy them. We also spend a two-week vacation this way each year. And really, I think the Golden Eagle Pass is the thing for this type of vacation. Where otherwise we could not afford two weeks away from home * * *

We wish to thank you for any help you may give us toward the repeal of this recent law passed by Congress which would eliminate the Golden Eagle Pass. Even a raise in price to \$10 would not be out of line at this time.

Yours truly,

LEONARD L. ROSS.

OGDEN, UTAH.

DEAR SENATOR MOSS: Much to my disappointment and surprise I find that "The Golden Eagle Passport" has been silently shot down while our backs were turned. The article that I read indicated that it may be too late to submit a protest, but I am surely going to appeal to you personally to use your influence to discourage this action if at all possible.

This has done more for outdoor people like myself than anything that has ever happened in the past in the way of encouraging people to spend more time in the great outdoors.

The facilities that have been provided for us through this program have been absolutely fabulous. We need more of them and I think that the Golden Eagle Passport will get them for us.

Please don't let them discontinue this program.

Sincerely,

FLOYD YATES.

MAGNA, UTAH.

DEAR SENATOR MOSS: This letter is written in protest of the manner in which the Golden Eagle Passport was voted out of existence as of 1 April 1970. I am an ardent recreational vehicle enthusiast and outdoorsman and subscribe to numerous hunting and fishing periodicals, trailer and camper magazines and it was not until recently that I became aware that the Golden Eagle Passport was no more. Apparently no one can offer a reasonable explanation except that certain groups silently and "sneakily" pressured

their Congressman to vote the passport out. * * *

The Golden Eagle Passport was probably the greatest single piece of assistance the Federal Government ever gave to vacationing families, hunters, fishermen and all those who love the outdoors. No recreational boom in history compares with the current interest in camping. It is estimated that 50 million Americans will indulge during 1969. * * *

It is absolutely essential that a national camping program provide more education to our urban population in the care and use of our wonderful natural environment.

This plan should provide for the enlargement of regional vacation areas, with more surrounding state parks, private campgrounds and resorts to serve the ever rising tide of recreational travelers. Certainly local communities have a great responsibility to relieve the intolerable pressure on national and state parks. * * *

May we respectfully ask that you indicate to us what your feelings are in this regard and advise what you intend to do now and in the future.

Very truly yours,

(Signed by some 80 Utahans).

Mr. MOSS. Among those who would be most seriously hurt if the Golden Eagle passport is not continued are older people who have retired. Many of them have saved for years to buy trailers and camping equipment so they might see as many of America's national parks and monuments and forests and other recreational areas as possible, and if they have to pay separate entrance fees to each one of them, they simply cannot afford to go.

I also ask unanimous consent to place excerpts from several letters in the RECORD which explain how people already retired—or soon to retire—feel.

There being no objection, the excerpts were ordered to be printed in the RECORD, as follows:

DEAR SENATOR MOSS: We want to add our voices to the thousands of others who are protesting the cancellation of the Golden Eagle Passport to our National Parks and Recreation Areas. * * *

It makes one lost what little faith there was left in the fairness of our government.

We have paid taxes all of our lives and we think the Golden Eagle is the fairest thing ever, especially for retired people and others of moderate means. We have purchased one every year and with its help we have managed to see a little bit of 45 of the 50 states. By the time of retirement from U.S. Forest Service work, we had managed to acquire a comfortable camper outfit, and hoped to be able to see all we could of our beautiful outdoors. Now with the elimination of the Passport it looks doubtful.

Even if we have to pay more for the Golden Eagle, at least we would know what to expect. * * *

Please, Senator Moss, use whatever influence you have to either renew or replace with a pass equally fair, before the Golden Eagle Passport expires.

Thank you,

Mr. and Mrs. E. L. BROWN.
SALT LAKE CITY, UTAH.

DEAR SENATOR MOSS: Again I am writing you concerning the Golden Eagle Pass. It has come to my attention that the present Congress has voted the pass out of existence and I want to strongly protest this unfair action. * * *

My husband and I plan to retire in three years and have long looked forward to the time when we could travel and see this beloved country of ours, with the convenience of our travel trailer. Being able to spend some

time in our National Forests is a cherished dream which we certainly cannot afford on retirement pay if we have to pay unreasonable prices to park our trailer. * * *

Thank you very much,

Mr. and Mrs. WESLEY H. MOORE.

CLEARFIELD, UTAH.

Mr. MOSS. Mr. President, an excellent case can be made for continuing the Golden Eagle passport beyond the expiration date of May 31, 1970, and we are taking the first step here today in the introduction of the bill which is sponsored by the Senator from Washington, the Senator from Idaho, and myself. The next step will be hearings in the Senate Interior and Insular Affairs Committee, and I am confident they will be scheduled at an early date.

S. 2324—INTRODUCTION OF A BILL TO REPEAL THE REPORTING REQUIREMENT CONTAINED IN SUBSECTION (b) OF SECTION 1308, RELATING TO THE GOVERNMENT EMPLOYEES TRAINING ACT OF 1958

Mr. McGEE. Mr. President, I introduce, for appropriate reference, a bill to repeal subsection (b) of section 1308 of title 5, United States Code, which requires that the Civil Service Commission report annually to the President for physical transmittal to Congress a report of those employees who, during a designated fiscal year, participated in training in non-Governmental facilities in courses that were over 120 days in duration and those employees who received awards or contributions incident to training in non-Governmental facilities.

A summary of the information contained in these forms is also included in the annual report of the Civil Service entitled "Report on Agency Training Activities." The repeal of this subsection will not eliminate the necessity for each agency to report to the Civil Service Commission, but would eliminate the necessity of the preparation of a report transmitting the forms to the President and the Congress.

The PRESIDING OFFICER. The bill will be received and appropriately referred.

The bill (S. 2324) to amend title 5, United States Code, to repeal the reporting requirement contained in subsection (b) of section 1308, relating to the Government Employees Training Act of 1958, introduced by Mr. McGEE (by request), was received, read twice by its title, and referred to the Committee on Post Office and Civil Service.

S. 2325—INTRODUCTION OF A BILL TO PROVIDE FOR ADDITIONAL SUPERGRADES IN THE CLASSIFIED CIVIL SERVICE

Mr. McGEE. Mr. President, I introduce, for appropriate reference, a bill to amend title 5 to provide for additional supergrades in the classified civil service.

This legislation was submitted to the Senate by the chairman of the U.S. Civil Service Commission on behalf of the administration. It provides for additional supergrades to be administered by the

Civil Service Commission and for special allotments to the Federal Bureau of Investigation, the General Accounting Office, the Library of Congress, and the National Security Agency.

Earlier this year legislation was introduced to provide a special allotment of supergrades for certain officers of the Smithsonian Institution. I anticipate that early hearings can be scheduled on this legislation.

The PRESIDING OFFICER. The bill will be received and appropriately referred.

The bill (S. 2325) to amend title 5, United States Code, to provide for additional positions in grades GS-16, 17, and 18, introduced by Mr. McGEE (by request), was received, read twice by its title, and referred to the Committee on Post Office and Civil Service.

S. 2326—INTRODUCTION OF A BILL RELATING TO CIVIL SERVICE RETIREMENT

Mr. McGEE. Mr. President, I introduce, for appropriate reference, a bill to amend title 5, United States Code, to revise the civil service retirement system.

This legislation is identical to the bill pending on the calendar of the House of Representatives at the present time, and I hope that early hearings can be scheduled so that enactment of significant reforms, particularly in regard to retirement benefits for Federal employees as well as improved financing for the retirement fund can be enacted before Congress adjourns this year.

The PRESIDING OFFICER. The bill will be received and appropriately referred.

The bill (S. 2326) to amend subchapter III of chapter 83 of title 5, United States Code, relating to civil service retirement, and for other purposes, introduced by Mr. McGEE (by request), was received, read twice by its title and referred to the Committee on Post Office and Civil Service.

S. 2327—INTRODUCTION OF A BILL TO AUTHORIZE THE CONSTRUCTION OF EXTENSIONS OF THE AMERICAN CANAL AT EL PASO, TEX.

Mr. KARBOROUGH. Mr. President, I introduce a bill for myself and my colleague (Mr. TOWER) to authorize construction of extensions of the American Canal at El Paso, Tex. This irrigation canal replacement is requested to complete the series of public facility projects in El Paso contemplated as a part of the boundary relocation involved in the settlement of the Chamizal dispute with Mexico.

Enactment of this bill will allow construction of a new American-Franklin Canal some 13 miles long, of a size to assure U.S. water users their share of the Rio Grande water allocation to them by the United States-Mexican Treaty of 1906. Part of the proposed new canal is being constructed as a necessary part of the Chamizal boundary relocation; this bill authorizes construction of the remaining needed sections.



DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

Issued August 12, 1969
For actions of August 11, 1969
91-1st; No. 136

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HIGHLIGHTS: Both Houses received President's welfare message.

HOUSE

1. WELFARE. Both Houses received the President's welfare reform message in which he proposed "a new approach that will make it more attractive to go to work than to go on welfare, and will establish a nation-wide minimum payment to dependent families with children" (H. Doc. 91-1146); to the Committee of the Whole House on the State of the Union and the Senate Finance Committee. pp. H7239-41, S9582-85
Several Members discussed the President's message. pp. H7200, H7242-44, H7258-61

2. WATERSHEDS; BUILDINGS. The "Daily Digest" states that the Public Works Committee "approved 14 watershed projects" and "approved public building prospectuses" in several areas. p. D753
3. CONSUMER AFFAIRS. Rep. Rosenthal stated that the Nixon administration "has failed to keep pace with the imaginative consumer programs of our past two Presidents," and inserted the report of the Democratic Study Group Task Force on Consumer Affairs. pp. H7245-46
4. WATER QUALITY. Rep. Robison spoke in support of a bill he cosponsored "to provide a supplementary method of financing waste treatment works, on at least a temporary basis." pp. H7257-58
5. FOOTWEAR. Rep. Cleveland warned of the "massive wave of imported footwear" into the country and stated the Nation's shoe industry "seeks a change to compete fairly with foreign labor rates and conditions that would be illegal in the United States." He inserted supporting tables on leather and vinyl imports. pp. H7272-73
6. TEXTILE; HEALTH. Rep. Hechler, W.Va., inserted a letter to HEW from Ralph Nader describing a "serious occupational respiratory disease" which he states has "raged silently through the factories of the cotton textile industry," byssinosis, or commonly known as "brown lung." pp. H7273-74
7. RECESS. Agreed to a resolution that when the two Houses adjourn on Wed., Aug. 13, they stand adjourned until Wed., Sept. 3. p. H7203

SENATE

8. FISHERIES. The Interior and Insular Affairs Committee reported without amendment S. 40, to authorize the Secretary of the Interior to modify the operation of the Kortes unit, Missouri River Basin project, Wyo. for fishery conservation (S. Rept. 91-371). p. S9637
9. TARIFFS. Passed as reported H. R. 10107, to continue for a temporary period the existing suspension of duty on certain istle and the existing interest equalization tax (pp. S9610-12). The bill was reported earlier by the Finance Committee with amendment (S. Rept. 91-373) (p. S9637).
10. FEES AND CHARGES. The Interior and Insular Affairs Committee voted to report (but did not actually report) S. 2315, to restore the golden eagle program to the Land and Water Conservation Fund Act. p. D752
11. FARM COOPERATIVES. Sen. Aiken opposed the provision in the tax reform bill which would require farmer cooperatives to pay 50 percent of their patronage refunds in cash while business corporations can pay their dividends entirely in stock or other noncash form. pp. S9-1304
12. OLDER AMERICANS. Sen. Goldwater urged the Senate to act immediately on the proposed Older Americans Act Amendments of 1969. pp. S9645-6

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Issued
For actions of

Sept. 11, 1969
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HIGHLIGHTS: House passed bill to reserve certain lands for Pueblo de Taos Indians.

SENATE

1. GOLDEN EAGLE. The Interior and Insular Affairs Committee reported with amendment S. 2315, to restore the golden eagle program to the Land and Water Conservation Fund Act (S. Rept. 91-395). p. S10255
2. SOLID WASTE DISPOSAL. Sen. Boggs submitted and discussed an amendment to S. 2005, to amend the Solid Waste Disposal Act, which would establish a national commission on materials policy having as its long range purpose the improvement of environmental quality by development of materials and technology which would allow for the recycling of solid wastes. pp. S10263-8

3. PESTICIDES. Sen. Nelson commented upon and inserted newspaper articles on the conservation dispute relating to the Federal-State pesticides control programs and said the Department "unfortunately decided to delay action on its pest control programs at airports and is still giving the matter further consideration." pp. S10278-9
4. FOREST LAND. Sen. Metcalf commended and inserted an editorial calling for the protection of land that has been set aside for forest land which should, in his opinion, remain set aside. p. S10280
5. ENVIRONMENT. Sen. Tydings called for top-level action to preserve the natural resources of the Everglades National Park and a study of the environmental impact of the establishment of a jetport near the park. pp. S10285-8
6. ADJOURNMENT. Under unanimous consent agreed not to meet on Thursday, Sept. 10, in order that Senators may attend the funeral of Sen. Dirksen. p. S10245

HOUSE

7. PERSONNEL. The Post Office and Civil Service Committee reported with amendment H. R. 13000, to implement the Federal employee pay comparability system, to establish a Federal Employee Salary Commission and a Board of Arbitration (H. Rept. 91-480). p. H7742
8. PROCUREMENT. The Rules Committee reported a resolution for the consideration of H. R. 474, to establish a Commission on Government Procurement. p. H7742
9. NATIONAL PARKS. Passed as reported H. J. Res. 247, relating to the administration of the national park system (pp. H7689-96). Rep. Aspinall explained that the bill as passed would authorize the Secretary of the Interior to permit overnight use of group campgrounds on regularly designated campgrounds and on campgrounds open to such use by all persons (p. H7695).
10. INDIAN LANDS. Passed as reported H. R. 471, to reserve the Blue Lake area, N. Mex., for the Pueblo de Taos Indians. pp. H7689, H7696-705
Rejected the following amendment:
By Rep. Dingell in the nature of a substitute that was basically the same as the committee bill, but would withhold land title. pp. H7704-5
11. POSTAL REFORM. Rep. Mize expressed concern over "the rapid evaporation of our favorable balance of trade" and inserted a "U. S. News & World Report" interview with Secretary of Commerce Stans on "Is United States Being Squeezed Out of World Markets?" pp. H7714-6

THE GOLDEN EAGLE PROGRAM

SEPTEMBER 9, 1969.—Ordered to be printed

Mr. JACKSON, from the Committee on Interior and Insular Affairs, submitted the following

REPORT

[To accompany S. 2315]

The Committee on Interior and Insular Affairs, to which was referred the bill (S. 2315) to restore the golden eagle program to the Land and Water Conservation Fund Act, having considered the same, reports favorably thereon with amendments and recommends that the bill as amended do pass.

The amendments are as follows:

Add a new subsection (c) and sections 2 and 3 as follows:

(c) The first sentence of Section 8 of the Land and Water Conservation Fund Act, as amended, is further amended to read as follows:

“Not to exceed \$30,000,000 of the money authorized to be appropriated from the Fund by Section 3 of this Act may be obligated by contract during each fiscal year for the acquisition of lands, waters, or interest therein within areas specified in Section 6(a)(1) of this Act.”

SEC. 2. (a) Section 2(a)(i) of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897), is amended by deleting “\$7” and inserting in lieu thereof “\$10”.

(b) Section 7 of such Act (78 Stat. 903), is amended by inserting immediately before the period at the end thereof a comma and the following: “except to the extent that the Secretary of the Interior determines necessary in order to advertise and promote any entrance or user fee program established pursuant to section 2(a) of this Act.”

SEC. 3. Section 210 of the Flood Control Act of 1968 (82 Stat. 746) is repealed.

PURPOSE OF S. 2315

The primary objective of this measure, as introduced by Senator Jackson and amended by the committee, is to retain the extremely popular golden eagle program created by the original enactment of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897), as amended. The legislation would restore the golden eagle passport program due to expire next March, while also increasing the annual fee from \$7 to \$10. The bill also continues the advance contract authority of the Secretary of the Interior to deal with the increasingly serious problem of land-cost escalation. He had this authority for fiscal years 1969 and 1970 for the acquisition of certain land, water, or interests therein.

Other provisions of S. 2315, as amended, include: (1) authorization for the Secretary of the Interior to advertise and promote entrance or user fee programs currently in operation and, (2) repeal of section 210 of the Flood Control Act of 1968, which, as interpreted, precludes the sale of golden eagle passports in recreation areas under the administrative jurisdiction of the Corps of Engineers.

BACKGROUND OF THE GOLDEN EAGLE PROGRAM

The Land and Water Conservation Fund Act of September 3, 1964, Public Law 88-578, established the Land and Water Conservation Fund, as of January 1, 1965, to help expand local, State, and Federal outdoor recreation opportunities.

The act authorized as revenue for the fund: (1) Proceeds from the sale of Federal surplus real property, (2) Federal motorboat fuels tax, and (3) Entrance, admission, and user fees at Federal recreation areas, or the so-called golden eagle program.

Money appropriated by Congress from the fund is used by the National Park Service, Forest Service, and Bureau of Sport Fisheries and Wildlife to acquire authorized national outdoor recreation lands and waters; and as matching grants to the States and their political subdivisions for planning, acquiring, and developing outdoor recreation areas and facilities. During the first 5 fiscal years of the fund, receipts have averaged around \$100 million annually.

In 1968, Congress amended the Land and Water Conservation Fund Act to provide that the original sources of revenue to the fund could be augmented to provide a fund of \$200 million annually, during fiscal years 1969 and 1973. The additional income to the fund, if not appropriated into the fund by Congress, will be earmarked from Outer Continental Shelf mineral leasing receipts.

By the same 1968 act, Congress repealed authority for the annual Federal recreation area permit, known as the golden eagle passport, and for other recreation entrance and user fees collected under the golden eagle program. Under the 1968 act, the Federal agencies are not precluded from collecting recreation fees at their areas, but after March 31, 1970, no such collections may be made under the auspices of the Land and Water Conservation Fund Act.

ADMISSION AND USER FEES

Support for the enactment of S. 2315 and a continuation of the popular golden eagle program came through thousands of letters received from citizens throughout the Nation urging reconsideration of the action terminating the golden eagle and other fee programs next March. Many, if not a majority of these citizens were retired people living on fixed incomes who have found a new way of spending their retirement years in the out of doors at a price they can afford. Others supported user and admission fees because they do not adversely affect large families by extending a "per person" charge. Consequently, family vacations are encouraged, and the costs are reduced.

The golden eagle passport, purchased for \$7, provides access to all Federal recreation areas including national parks, seashores, recreation areas, monuments, and historic sites under the jurisdiction of the Department of Interior, and recreational areas operated by both the Department of Defense and the Department of Agriculture.

During the hearing on S. 2315, it was reported by a witness representing the U.S. Forest Service that the fee system—

* * * has led to significant improvement in administration of use of National Forest recreation developments, facilities and services provided at public expense.

Particularly, we believe recreation users have had greater interest in and respect for the areas they visit. In turn, the emphasis of the program has encouraged us to continue to provide high quality recreation opportunities.¹

A Department of the Interior witness, also testifying in favor of S. 2315, confirmed a statement that the National Park Service encountered reduced vandalism and destruction to areas under its administration where an entrance charge is collected. The Interior Department witness states "* * * I think it is not an uncommon phenomenon that when you have to pay for something you are a little more careful of that something than if you get it for nothing."²

Continuation of the golden eagle program is completely consistent with the national policy of requesting users of special public facilities to be responsible for paying their fair share of the costs. For many years, the Federal Government has had a policy that where the use of Federal resources convey special benefits to identifiable recipients above and beyond those which accrue to the general public, such recipients should pay a reasonable charge for the service or product received or for the resource used. The Department of the Interior reports, for example, that specific charges are made for other similar recreational services such as bathhouses, boat launching ramps, cabins, overnight shelters, electricity, fuel and winter sports facilities.

A similar policy of collecting fees for special benefits also exists at the State level of government. Forty-seven of the 50 States make charges for the use of tent and trailer campsites or for picnicking,

¹ Refer to page 42 of the hearing record on the "golden eagle program", held before the Subcommittee on Parks and Recreation of the Committee on Interior and Insular Affairs, July 17 and 18, 1969.

² Refer to page 34 of the hearing of July 17 and 18 cited above.

swimming, water access, shelter rentals, boat rides, et cetera. The charges for the use of overnight camping facilities range from 50 cents per night for tent campsites to \$3.50 per night for trailer campsites.

LAND ACQUISITION CONTRACTS

In the act of July 15, 1968, language was added which authorized the Secretary of the Interior to enter into advance contracts prior to actual appropriation for the acquisition of certain lands and waters within authorized Federal recreational areas for fiscal years 1969 and 1970. The advance contract limitation was \$30 million annually. If enacted, S. 2315 would continue this advance contract authority.

In reviewing the operation and conduct of the program by the responsible agencies, the committee found that advance contract authorization served as an important anti-inflationary measure and useful land management and acquisition tool. With recreational land price increases averaging 5 to 10 percent per year for land not in close proximity to water, and significantly higher for water-oriented areas, the advance contract authority has the potential of enabling the Departments of the Interior and Agriculture to purchase lands and waters at substantial savings.

Although this provision does not alleviate the frustrating, and as yet unresolved problem of rapid land price escalation of new parks and recreation areas between the time a bill is introduced to create such an area, and the time it finally becomes law, it does at least shorten the time between enactment and the availability of appropriations. In extending the advance contract authorization provision, the committee expressed its belief that this authority should be utilized in recently authorized areas, areas where the best opportunities and greatest need occur, and sites where prices are rising or are likely to rise rapidly enough to jeopardize eventual Federal purchase.

INCREASING GOLDEN EAGLE PASSPORT COST TO \$10

Section 2(a) of the amended bill, S. 2315, amends the Land and Water Conservation Fund Act of 1965, by increasing the golden eagle passport cost from \$7 to \$10. The committee members, in agreeing to this provision, stated that many of those who favor extension of the golden eagle program actually expressed a willingness to have a fee increase. Some users of the passport spend weeks, and even months in Federal outdoor recreational areas, and consequently do not contribute a reasonable share of the costs associated with maintaining those areas.

EXPENDITURE OF FUNDS FOR ADVERTISING ADMISSION AND USER FEE PROGRAMS

The committee, in reporting this measure, expressed the belief that the revenues collected under the golden eagle and other recreational fee programs during the last 4 calendar years are not a true reflection of the future funds which can be generated under this program. The passport's apparent lack of acceptance until recently by recreationists was felt to be caused by incomplete knowledge of the program stemming from restrictions imposed on the advertising

of the golden eagle passport. The committee feels that as the benefits to be derived from these fee programs are better understood, brought about through the expenditure of funds for advertising, that participation will expand, thus substantially adding to the revenue source of the Land and Water Conservation Fund.

A study conducted by the Arthur D. Little, Inc., for the Bureau of Outdoor Recreation provided recommendations on both the collection and advertising systems of the entire Federal recreation area permit and fee system. The report, entitled "Marketing Study and Recommendations Concerning Federal Recreation Area Permit and Fee System," recommended that a major, adequately funded, program be implemented for the educational task of attaining greater public acceptance and conformity of Land and Water Conservation fee programs. For the 1969 recreation season, the study recommended the expenditure of \$1 million be made available for a mass-media advertising approach to the permit and fee program. Approximately one-half to one-third of this amount was recommended for each succeeding fiscal year.

In referring to the potential revenues capable of being generated from increased public information on fee programs, the report stated:

In the absence of adequate indication of congressional intent as to the amount of revenue to be raised from a recreation area user fee program, except indications that the present level of revenues is considered to be inadequate and disappointing, we recommend a permit system which for 1969 as a first calendar year of operation, would be designed to raise approximately \$33 million of gross revenue of which \$29 to \$30 million would be carried into the land and water conservation fund net of the cost of sales commissions. It is also designed to have increasing revenues in each succeeding year so that 1979 net revenues into the fund would be \$58 million, and total revenues for the years 1969-89 would be about \$1,250 million.

USER FEE COLLECTIONS BY THE CORPS OF ENGINEERS

The Land and Water Conservation Fund Act listed the Corps of Engineers as one of several agencies deemed appropriate to collect user and admission fees for support of the fund on recreational lands under its jurisdiction. In practice, however, the corps which has over 4,000 recreation areas and has in excess of one-quarter billion visitations each year, has made only minimal contributions to the fund through the collection of admission and user fees. Nearly 75 percent of the total collection of admission and user fees come from the Department of the Interior, while another 20 percent is collected by the Department of Agriculture. The remaining 5 percent are received by all other agencies combined, including the Corps of Engineers.

While the Corps of Engineers maintained at our hearing that it has no objection to an indefinite extension of the admission and user fee programs, it feels that it is prohibited from collecting any such fees as a result of provisions in section 210 of the Flood Control Act of 1968 (Public Law 90-483). Subsequent to passage of this act last year, the Corps of Engineers discontinued, entirely, fee collections of

any kind at recreation areas under their administration. Section 210 of the Flood Control Act of 1968 is printed below:

SEC. 210. No entrance or admission fees shall be collected after March 31, 1970, by any officer or employee of the United States at public recreation areas located at lakes and reservoirs under the jurisdiction of the Corps of Engineers, United States Army. User fees at these lakes and reservoirs shall be collected by officers and employees of the United States only from users of highly developed facilities requiring continuing presence of personnel for maintenance and supervision of the facilities, and shall not be collected for access to or use of water areas, undeveloped or lightly developed shoreland, picnic grounds, overlook sites, scenic drives, or boat launching ramps where no mechanical or hydraulic equipment is provided.

Prior to enactment of this act, the corps collected admission and user fees at as many as 189 areas according to the criteria established by the President in Executive Order 11200.

In a recent letter to Senator Jackson from Major General Clarke, Deputy Chief of Engineers, it was reported that the corps, acting in accordance with the procedures established, issued regulations governing the collection of fees. The criteria, as set forth in the corps letter, states as follows:

The Corps of Engineers, in accordance with the procedures established, issued regulations governing the collection of fees at its projects. Under these regulations no entrance fees were charged at projects, where the total Federal investment in recreational facilities for the entire project was less than \$50,000, and the recreation pool was less than 100 acres. Entrance fees were collected at designated public use areas of the project where at least \$25,000 had been spent by the Federal Government on recreational facilities at each area, apart from roads; there were at least 25 acres of usable land available in the area above the conservation pool; there was an annual recreational attendance of at least 50,000 per year; and the area had potential for further recreational development. Consideration was also given to such factors as to whether there were other access areas on the same project with minimum recreation facilities where no fee was charged. There was at least one such no-charge area at each project. The developed areas for which entrance fees were charged contained such facilities as campsites, water, toilets, picnic tables, boat launching ramps, and the like.

The committee believes that the Corps of Engineers should not be exempt from charging entrance or user fees at its recreational areas, when other Federal agencies such as the Park Service, the Forest Service, and the Bureau of Land Management presently impose such fees. The corps, which supports more waterborne recreational users than any other Federal agency, could make a significant contribution to the land and water conservation fund if included among the other fee-collecting agencies.

The Corps of Engineers places heavy reliance upon the use of recreational benefits to justify the construction of navigation and multiple-use dams and reservoirs. For example, Public Law 90-483, the River and Harbor and Flood Control Act, approved August 13, 1968, authorized the construction of 19 projects which included multiple-purpose reservoirs in the plan for development. Total benefits accruing to all project purposes would be \$71,322,400 annually of which \$22,781,090, representing 32 percent, would accrue to recreation or fish and wildlife enhancement.

As the corps becomes more recreationally oriented, their investments will constitute an increasingly larger portion of the Federal Government's investment in public recreation. Therefore, it seems appropriate that revenues should be derived from these investments to help support such activities.

Cost

The continuation of the golden eagle will not enlarge the land and water conservation fund program because the ceiling is set at \$200 million a year. Rather, if the golden eagle, and other fee collections are continued the income from such sales will go into the fund and the amount of mineral receipts entering the fund will be reduced accordingly. Therefore, the miscellaneous receipts of the Treasury will benefit to the extent of the golden eagle and other related fee income.

At the request of Senator Bible, chairman of the Subcommittee on Parks and Recreation, the committee was provided with data from the Bureau of Outdoor Recreation as to the cost of collecting recreation fees. Subsequent to the hearing on S. 2315, the committee received correspondence from the Bureau of Outdoor Recreation, stating:

We have carefully reviewed all available information relating to the costs of collecting recreation fees. None of the agencies involved has a cost accounting system that would reflect actual costs of collecting such fees. The estimate of 10 percent used by the Bureau of Outdoor Recreation includes the same cost items as the other agencies use. One reason for the difference is that each agency figures its costs in relation to the funds it collects. Many permits are sold by mail orders addressed to the Bureau of Outdoor Recreation. While the cost of checking Passports at areas, answering questions and processing visitors falls on the managing agencies, the revenues from the mail order sales cannot be credited to specific agencies. Thus, their costs may run 15 to 20 percent. Overall, we believe that total costs will not exceed 12 to 15 percent of total collections.

During the executive session on S. 2315, the committee thoroughly discussed the anticipated costs of advertising the annual passport to increase public awareness and acceptance of the program. Rather than establish rigid guidelines on expenditures, the committee felt that the Secretary of the Interior should be given sufficient latitude to expend such sums as he deems necessary in order to advertise and promote any recreational entrance or user fees of the golden eagle passport. The committee anticipates that the Appropriations Committee will review these expenditure requests each year.

COMMITTEE RECOMMENDATIONS

The Interior and Insular Affairs Committee recommends that S. 2315, as amended, be enacted.

EXECUTIVE COMMUNICATIONS

The executive communications on S. 2315 from the Departments of Interior and Agriculture, and the Bureau of the Budget, are set forth in full below. Also included are copies of correspondence between the chairman of the committee and the Corps of Engineers regarding the collection of entrance and user fees.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., July 16, 1969.

HON. HENRY M. JACKSON,
*Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: This responds to your request of June 19, 1969, for the views of this Department on S. 2315, a bill "To restore the golden eagle program to the Land and Water Conservation Fund Act." While we have received no request, we note that S. 2331, which is identical to S. 2315 except for the title, is pending before your committee. A similar bill, S. 2197, is also pending.

S. 2315 would repeal section 1 of the act of July 15, 1968 (82 Stat. 354), which in turn repealed, effective March 31, 1970, the provisions in section 2(a) of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897) concerning admission and user fees at Federal outdoor recreation areas. Under such provisions a uniform Government-wide recreation fee (golden eagle) program was established. The program involves the sale of an annual automobile permit of \$7 which entitles a purchaser thereof and anyone accompanying him in his automobile to enter most Federal recreation areas without paying any additional entrance fee. The purpose of S. 2315 is to continue such program indefinitely after March 31, 1970.

S. 2197 would provide for a Federal recreation fee program limited to areas administered by the Secretaries of the Interior and Agriculture. The annual automobile fee would be raised to \$10. Section 2 of the bill would authorize the respective Secretaries to prescribe rules and regulations for the collection of the \$10 fee. Under section 3 of the bill all fees collected would be covered into the fund established by the Land and Water Conservation Fund Act of 1965 (78 Stat. 897).

This Department has had 4 years experience with the uniform Government-wide fee program. We believe that there are a number of factors to be considered, such as whether each individual seeking admission to an area should be required to obtain an entrance permit rather than pay a single charge covering all occupants of the purchaser's automobile. An additional factor is whether the fee should be based on the use a visitor makes of specific facilities rather than a flat-rate entrance fee. There are other factors to be considered.

We believe that the present Government-wide recreation fee program, including the golden eagle program, should be fully re-evaluated before action is taken on bills of this nature. When such

reassessment has been completed, we will be in a much better position to make recommendations to the Congress on the kind of legislation that should be enacted. We recommend that Congress extend the existing program only for one additional year (through March 31, 1971) at the present price of \$7 for each golden eagle passport.

We also recommend that the extension apply to recreation areas under the administrative jurisdiction of the Corps of Engineers. We recommend an amendment to section 210 of the Flood Control Act of 1968 (82 Stat. 731, 746) which precludes entrance or admission charges after March 31, 1970.

We have prepared the enclosed draft bill to carry out our recommendations and recommend its enactment as a substitute for S. 2315 and related bills.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

RUSSELL E. TRAIN,
Acting Secretary of the Interior.

A BILL To amend certain provisions in Acts concerning fees for entrance to and use of areas administered by Federal agencies for outdoor recreation and related purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 1(d) of the Act of July 15, 1968 (82 Stat. 354, 355), is amended by deleting "1970" and inserting in lieu thereof "1971".

SEC. 2. Section 210 of the Act of August 13, 1968 (82 Stat. 731, 746), is hereby amended by deleting "1970" and inserting in lieu thereof "1971".

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, July 17, 1969.

HON. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate.

DEAR MR. CHAIRMAN: In response to your request of June 19, 1969, this is our report on S. 2315, a bill to restore the golden eagle program to the Land and Water Conservation Fund Act.

We recommend that S. 2315 be enacted.

The purpose of the bill is to reestablish the recreation entrance and user fee system under the program established by the Land and Water Conservation Fund Act of 1965.

Five years of experience with the original provisions of the act makes it clear that this phase of the program is a desirable one. It has led to significant improvement in the administration of the use of national forest recreation developments, facilities and services provided at public expense. Those taking advantage of these opportunities pay a reasonable fee for the privilege of doing so and the program has been well accepted.

Under the act of July 15, 1968 (82 Stat. 354), Public Law 90-401, the entrance and user fee phase of the program will be repealed as of

March 31, 1970. We therefore recognize the urgency of action if it is to continue without repeal.

There are some aspects which we believe on the basis of our experience might be improved. As time goes on we will review these and make appropriate recommendations if it is determined that changes in the basic legislation are needed. In the meantime, we believe that the entrance and user fee part of the program should continue. In this connection, we understand that Interior is recommending that the date of expiration of the Government-wide fee system be extended 1 year to allow for further study. We will have no objection to that approach if the committee believes it advisable.

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely,

J. PHIL CAMPBELL, *Under Secretary.*

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., July 22, 1969.

HON. HENRY M. JACKSON,
*Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: This responds to your June 19, 1969, request for the views of the Bureau of the Budget on S. 2315, a bill "To restore the golden eagle program to the Land and Water Conservation Fund Act."

In the report which the Department of the Interior has submitted to your committee it recommends enactment of a draft bill in lieu of S. 2315. The draft bill differs from S. 2315 in the following two ways:

First, it would authorize an extension of the program only from March 31, 1970 to March 31, 1971, instead of for an indefinite period. We would prefer a 1-year extension during which time the administration plans to evaluate fully the Government-wide recreation fee program and to recommend any changes necessary to have an administratively and economically practical as well as a uniformly equitable fee system to become effective by April 1, 1971.

Second, the draft bill would amend section 210 of the River and Harbor Act of 1968 (82 Stat. 746) by changing the date in the first sentence of that section from March 31, 1970, to March 31, 1971. We are not clear what, if any, effect changing the date in section 210 might have, as a practical matter, given the current legal interpretation of that section by the Department of the Army. However, since the date in that section coincided with the date on which the golden eagle program otherwise would expire, it seems logical to conform the date in section 210 to the recommended expiration date for the extension period for the golden eagle program.

The Bureau of the Budget would have no objection to the enactment of the Interior draft bill in lieu of S. 2315.

Sincerely yours,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

JUNE 13, 1969.

Lt. Gen. WILLIAM F. CASSIDY,
Chief of Engineers, Department of the Army,
Washington, D.C.

DEAR GENERAL CASSIDY: It has come to the attention of this committee that since the first of this year the Corps of Engineers has failed to collect entrance and user fees at outdoor recreation facilities under the administration of the Corps of Engineers. As you know, the collection of such fees by the corps and other agencies is made mandatory by section 2 of the Land and Water Conservation Fund Act (Public Law 88-578; 78 Stat. 897). These revenues are covered into a fund established by the act from which the States are aided in their outdoor recreation programs and additional Federal areas acquired.

In the 90th Congress the provision in the basic law, that is, Public Law 88-578, was amended by Public Law 90-401 which repealed the requirement for the uniform system of entrance and user fees. This amendment was not effective until March 31, 1970. Thus, until March 31, 1970, all of the agencies listed in section 2(a) of Public Law 88-578, including the Corps of Engineers, are required to collect the entrance and user fees and cause them to be covered into the Land and Water Conservation Fund.

The committee's information is, however, that on the basis of a simple committee resolution from the House Public Works Committee, the corps ceased collecting entrance and user fees at corps installations.

This committee, as you know, is the unit of the Senate that has initial legislative oversight responsibility for the Land and Water Conservation Fund Act. Would you please be good enough to give the committee a report on the corps' reported action in this matter.

Sincerely yours,

HENRY M. JACKSON, *Chairman.*

DEPARTMENT OF THE ARMY,
 OFFICE OF THE CHIEF OF ENGINEERS,
Washington, D.C., July 15, 1969.

HON. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This is in further reply to your inquiry concerning the termination of collection of fees at outdoor recreation facilities under the administration of the Corps of Engineers.

Collection of these fees was originally authorized by section 2(a) of the Land and Water Conservation Fund Act of 1965 which authorized the President to designate or provide for the designation of land or water areas administered by the heads of certain Federal agencies, including the Corps of Engineers, at which entrance, admission, and other forms of recreation user fees shall be charged, and to provide for the establishment of such fees.

The President, in implementation of this authority, issued Executive Order 11200, which set forth criteria for designation of fee areas and provided that areas meeting those criteria shall be designated by the head of the agency having jurisdiction over them as areas at which

recreational user fees will be charged. The Secretary of the Interior was directed to establish a schedule of fees, and criteria to be used in determining which of these fees are to be used at designated areas.

Pursuant to the Land and Water Conservation Fund Act of 1965, and the above Executive order, regulations were promulgated covering the application of recreation fees (43 C.F.R. 18). These regulations establish two general types of fees: entrance or admission fees, and user fees.

The Corps of Engineers, in accordance with the procedures established, issued regulations governing the collection of fees at its projects. Under these regulations, no entrance fees were charged at projects where the total Federal investment in recreational facilities for the entire project was less than \$50,000, and the recreation pool was less than 100 acres. Entrance fees were collected at designated public use areas of the projects where at least \$25,000 had been spent by the Federal Government on recreational facilities at each area, apart from roads; there were at least 25 acres of usable land available in the area above the conservation pool; there was an annual recreational attendance of at least 50,000 per year; and the area had potential for further recreational development. Consideration was also given to such factors as to whether there were other access areas on the same project with minimum recreation facilities where no fee was charged. There was at least one such no-charge area at each project. The developed areas for which entrance fees were charged contained such facilities as campsites, water, toilets, picnic tables, boat launching ramps, and the like.

As you noted in your letter, Public Law 90-401 repealed the requirement for the uniform system of entrance and user fees, effective March 31, 1970. However, the termination of fee collection at Corps projects was not done pursuant to this act, but rather because of the prohibitions on user fees contained in section 210 of the Flood Control Act of 1968 (Public Law 90-483), enacted subsequent to passage of Public Law 90-401. This section provides that:

“SEC. 210. No entrance or admission fees shall be collected after March 31, 1970, by any officer or employee of the United States at public recreation areas located at lakes and reservoirs under the jurisdiction of the Corps of Engineers, United States Army. *User fees* at these lakes and reservoirs shall be collected by officers and employees of the United States only from users of highly developed facilities requiring continuous presence of personnel for maintenance and supervision of the facilities, and *shall not be collected for access to or use of water areas, undeveloped or lightly developed shoreland, picnic grounds, overlook sites, scenic drives, or boat launching ramps where no mechanical or hydraulic equipment is provided.*”

The section recognizes the two types of fees authorized to be charged at lakes and reservoirs under the jurisdiction of the Corps: Entrance or admission fees, and user fees. The collection of entrance or admission fees was prohibited after March 31, 1970. As to user fees, Section 210 provides that they may be collected only for highly developed facilities requiring continuous presence of personnel, and not for access to or use of water areas, undeveloped or lightly developed shoreland, picnic grounds, overlook sites, scenic drives, or boat launching ramps where no mechanical or hydraulic equipment is provided.

We have interpreted this provision of the section, in view of the legislative history, as taking effect immediately upon enactment. This view finds support in the floor discussion on the section. During the House debate on the conference report on S. 3710, 90th Congress, Congressman Edmundson stated, with regard to Section 210 (vol. 114, Congressional Record, No. 135, p. H7946):

"Government personnel administering fee programs at these reservoirs are expected to take note of the provisions of Section 210 regarding user fees in general at these lakes and reservoirs, *and should move without delay to eliminate all fees in conflict with the provisions stated therein.* No fees of any kind should be imposed for access to, or use of, undeveloped or lightly developed shoreland, picnic grounds, overlook sites, scenic drives, or boat launching ramps where no mechanical or hydraulic equipment is provided" (Underscoring added).

Congressman Albert stated (vol. 114, Congressional Record, No. 121, p. H6579):

"The same provision (Sec. 210) assures that user fees at these lakes, following enactment and presidential approval of S. 3710, will no longer be used to deny access to and use of water areas. Picnic areas, lightly developed shorelands, scenic drives and many other areas of our lakes would be freed from these user fees."

In addition, shortly after enactment, the House Public Works Committee with which section 210 originated, passed a resolution affirming the intent that termination of user fees be effected immediately. That resolution stated:

"*Resolved*, That it is the consensus of the Committee on Public Works that new policy on fees charged the public at the Army Engineer reservoirs established in the 1968 River and Harbor Flood Control Act (Public Law 90-483) should be implemented by the Chief, Army Engineers without further delay, to assure immediate free access to and use of waters in these reservoirs by the public."

While section 210 is somewhat unclear as to the effective date of the provision concerning user fees, in view of the above legislative history we feel that our interpretation that it provided for the termination of certain user fees immediately upon enactment was a reasonable one.

Prior to the enactment of section 210, the Corps of Engineers, pursuant to the Land and Water Conservation Fund Act of 1965, imposed charges, characterized as entrance fees, at designated outdoor recreation areas.

The only areas so designated were those containing facilities such as picnic tables, boat launching ramps, water, sanitary facilities, and campsites. This fee was payable by persons entering for the purpose of using any of these facilities.

After the enactment of section 210, we considered it necessary to discontinue the existing system of charges, as its continuance would violate the prohibitions as to user fees for lightly developed facilities as defined in section 210. This is because persons entering an area to engage in activities for which section 210 prohibits a user fee would be paying such a fee if the entrance fee were retained, just as would those persons entering to utilize a highly developed facility for which a user fee may be charged.

Accordingly, the existing system of charges was discontinued in October in 1968, in favor of a system of user fees as provided for in

section 210. At present, no such fees are being charged, as there are no areas which meet both the requirements of section 210 and of the Land and Water Conservation Fund Act of 1965.

When and as areas are developed which meet these requirements we will, of course, impose user fees as authorized by section 210.

Sincerely yours,

F. J. CLARKE,
Major General, U.S. Army,
Deputy Chief of Engineers.

CHANGES IN EXISTING LAW

In compliance with subsection (4) of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill, S. 2315, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

THE LAND AND WATER CONSERVATION FUND ACT, AS AMENDED, (PUBLIC LAW 88-578; 78 STAT. 897; 16 U.S.C. 4601)

To establish a land and water conservation fund to assist the States and Federal agencies in meeting present and future outdoor recreation demands and needs of the American people, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

TITLE I—LAND AND WATER CONSERVATION PROVISIONS

SHORT TITLE AND STATEMENT OF PURPOSES

SECTION 1. (a) CITATION; EFFECTIVE DATE.—This Act may be cited as the “Land and Water Conservation Fund Act of 1965” and shall become effective on January 1, 1965.

(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 (1) providing funds for and authorizing Federal assistance to the States in planning, acquisition, and development of needed land and water areas and facilities and (2) providing funds for the Federal acquisition and development of certain lands and other areas.

CERTAIN REVENUES PLACED IN SEPARATE FUND

SEC. 2. SEPARATED FUND.—During the period ending June 30, 1989, and during such additional period as may be required to repay any advances made pursuant to section 4(b) of this Act, there shall be

covered into the land and water conservation fund in the Treasury of the United States, which fund is hereby established and is hereinafter referred to as the "fund," the following revenues and collections:

(a) ENTRANCE AND USER FEES; ESTABLISHMENT; REGULATIONS.— All proceeds from entrance, admission, and other recreation user fees or charges collected or received by the National Park Service, the Bureau of Land Management, the Bureau of Sport Fisheries and Wildlife, the Bureau of Reclamation, the Forest Service, the Corps of Engineers, the Tennessee Valley Authority, and the United States section of the International Boundary and Water Commission (United States and Mexico), notwithstanding any provision of law: *Provided*, That nothing in this Act shall affect any rights or authority of the States with respect to fish and wildlife, nor shall this Act repeal any provision of law that permits States or political subdivisions to share in the revenues from Federal lands or affect any contract heretofore entered into by the United States that provides that such revenues collected at particular Federal areas shall be credited to specific purposes; but the proceeds from fees or charges established by the President pursuant to this subsection for entrance or admission generally to Federal areas shall be used solely for the purposes of this Act.

The President is authorized, to the extent and within the limits hereinafter set forth, to designate or provide for the designation of land or water areas administered by or under the authority of the Federal agencies listed in the preceding paragraph at which entrance, admission, and other forms of recreation user fees shall be charged and to establish and revise or provide for the establishment and revision of such fees as follows:

(i) An annual fee of not more than **[\$7]** \$10 payable by a person entering an area so designated by private noncommercial automobile which, if paid, shall excuse the person paying the same and anyone who accompanies him in such automobile from payment of any other fee for admission to that area and other areas administered by or under the authority of such agencies, except areas which are designated by the President as not being within the coverage of the fee, during the year for which the fee has been paid.

(ii) Fees for a single visit or a series of visits during a specified period of less than a year to an area so designated payable by persons who choose not to pay an annual fee under clause (i) of this paragraph or who enter such an area by means other than private noncommercial automobile.

(iii) Fees payable for admission to areas not within the coverage of a fee paid under clause (i) of this paragraph.

(iv) Fees for the use within an area of sites, facilities, equipment, or services provided by the United States.

Entrance and admission fees may be charged at areas administered primarily for scenic, scientific, historical, cultural, or recreational purposes. No entrance or admission fee shall be charged except at such areas or portions thereof administered by a Federal agency where recreation facilities or services are provided at Federal expense. No fee of any kind shall be charged by a Federal agency under any provision of this Act for use of any waters. All fees established pursuant to this subsection shall be fair and equitable, taking into consideration direct and indirect cost to the Government, benefits to the recipient,

public policy or interest served, and other pertinent factors. Nothing contained in this paragraph shall authorize Federal hunting or fishing licenses or fees or charges for commercial or other activities not related to recreation. No such fee shall be charged for travel by private noncommercial vehicle over any national parkway or any road or highway established as a part of the national Federal-aid system, as defined in section 101, title 23, United States Code, or any road within the National Forest system or a public land area, which, though it is part of a larger area, is commonly used by the public as a means of travel between two places either or both of which are outside the area. No such fee shall be charged any person for travel by private noncommercial vehicle over any road or highway to any land in which such person has any property right if such land is within any such designated area.

No fees established under clause (ii) or clause (iii) of the second paragraph of this subsection shall become effective with respect to any area which embraces lands more than half of which have heretofore been acquired by contribution from the government of the State in which the area is located until sixty days after the officer of the United States who is charged with responsibility for establishing such fees has advised the Governor of the affected State, or an agency of the State designated by the Governor for this purpose, of his intention, so to do, and said officer shall, before finally establishing such fees, give consideration to any recommendation that the Governor or his designee may make with respect thereto within said sixty days and to all obligations, legal or otherwise, that the United States may owe to the State concerned and to its citizens with respect to the area in question. In the Smoky Mountains National Park, unless fees are charged for entrance into said park on main highways and thoroughfares, fees shall not be charged for entrance on other routes into said park or any part thereof.

There is hereby repealed the third paragraph from the end of the division entitled "National Park Service" of section 1 of the Act of March 7, 1928 (45 Stat. 238) and the second paragraph from the end of the division entitled "National Park Service" of section 1 of the Act of March 4, 1929 (45 Stat. 1602; 16 U.S.C. 14). Section 4 of the Act entitled "An Act authorizing the construction of certain public works on rivers and harbors for flood control, and for other purposes", approved December 24, 1944 (16 U.S.C. 460d), as amended by the Flood Control Act of 1962 (76 Stat. 1195) is further amended by deleting ", without charge," in the third sentence from the end thereof. All other provisions of law that prohibit the collection of entrance, admission, or other recreation user fees or charges authorized by this Act or that restrict the expenditure of funds if such fees or charges are collected are hereby also repealed: *Provided*, That no provision of any law or treaty which extends to any person or class of persons a right of free access to the shoreline of any reservoir or other body of water, or to hunting and fishing along or on such shoreline, shall be affected by this repealer.

The heads of departments and agencies are authorized to prescribe rules and regulations for the collection of any entrance, admission, and other recreation user fees or charges established pursuant to this subsection for areas under their administration: *Provided further*, That no free passes shall be issued to any Member of Congress or other

government official. Clear notice that a fee or charge has been established shall be posted at each area to which it is applicable. Any violation of any rules or regulations promulgated under this title at an area so posted shall be punishable by a fine of not more than \$100. Any person charged with the violation of such rules and regulations may be tried and sentenced by any United States commissioner specially designated for that purpose by the court by which he was appointed, in the same manner and subject to the same conditions as provided for in title 18, United States Code, section 3401, subsections (b), (c), (d), and (e), as amended.

Committee Note: The foregoing section 2(a) sets forth the law as it now is until March 31, 1970, except for the indicated change in annual fee or "golden eagle passport" charge provided by S. 2315. Public Law 90-401 repealed the above section 2(a), providing in lieu thereof as follows:

¶ That (a) section 2, subsection (a), of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897; 16 U.S.C. 460 1-5), except the fourth paragraph thereof, is repealed; said fourth paragraph is redesignated section 10 of said Act; and subsections (b) and (c) of said section 2 are redesignated (a) and (b), respectively.

(b) It is not the intent of the Congress by this repealer to indicate that Federal agencies which have under their administrative jurisdiction areas or facilities used or useful for outdoor recreation or which furnish services related to outdoor recreation shall not exercise any authority they may have, including authority under section 501 of the Act of August 31, 1951 (65 Stat. 290; 31 U.S.C. 483a), or any authority they may hereafter be given, to make reasonable charges for admission to such areas, for the use of such facilities, or for the furnishing of such services. Except as otherwise provided by law or as may be required by lawful contracts entered into prior to September 3, 1964, providing that revenues collected at particular Federal areas shall be credited to specific purposes, all fees so charged shall be covered into a special account under the Land and Water Conservation Fund and shall be available for appropriation, without prejudice to appropriations from other sources for the same purposes, for any authorized outdoor recreation function of the agency by which the fees were collected.

(c) Section 6, subsection (a), of said Act is amended by striking out the words "in substantially the same proportion as the number of visitor-days in areas and projects hereinafter described for which admission fees are charged under section 2 of this Act".

(d) The provisions of subsections (a) and (c) of this section shall be effective March 31, 1970. Until that date, revenues derived from the subsection (a) that is repealed by this section shall continue to be covered into the fund. ¶

S. 2315 would rescind the provision of Public Law 90-401 which repealed section 2(a) of the original Land and Water Conservation Fund Act, thus reinstating its provisions, since the repeal is not effective until March 31, 1970.

(b) **SURPLUS PROPERTY SALES.**—All proceeds (except so much thereof as may be otherwise obligated, credited, or paid under author-

ity of those provisions of law set forth in section 485(b)-(e), title 40, United States Code, or the Independent Offices Appropriation Act, 1963 (76 Stat. 725) or in any later appropriation Act) hereafter received from any disposal of surplus real property and related personal property under the Federal Property and Administrative Services Act of 1949, as amended, notwithstanding any provision of law that such proceeds shall be credited to miscellaneous receipts of the Treasury. Nothing in this Act shall affect existing laws or regulations concerning disposal of real or personal surplus property to schools, hospitals, and States and their political subdivisions.

(c) MOTORBOAT FUELS TAX.—The amounts provided for in section 201 of this Act.

[(c)] (d)(1) OTHER REVENUES.—In addition to the sum of the revenues and collections estimated by the Secretary of the Interior to be covered into the fund pursuant to this section, as amended, there are authorized to be appropriated annually to the fund out of any money in the Treasury not otherwise appropriated such amounts as are necessary to make the income of the fund not less than \$200,000,000 for each of the five fiscal years beginning July 1, 1968, and ending June 30, 1973.

“(2) To the extent that any such sums so appropriated are not sufficient to make the total annual income of the fund amount to \$200,000,000 for each of such fiscal years, an amount sufficient to cover the remainder thereof shall be credited to the fund from revenues due and payable to the United States for deposit in the Treasury as miscellaneous receipts under the Outer Continental Shelf Lands Act, as amended (43 U.S.C. 1331 et seq.): *Provided*, That notwithstanding the provisions of section 3 of this Act, moneys covered into the fund under this paragraph shall remain in the fund until appropriated by the Congress to carry out the purpose of this Act.

SEC. 3. APPROPRIATIONS.—Moneys covered into the fund shall be available for expenditure for the purposes of this Act only when appropriated therefor. Such appropriations may be made without fiscal-year limitation. Moneys covered into this fund not subsequently authorized by the Congress for expenditures within two fiscal years following the fiscal year in which such moneys had been credited to the fund, shall be transferred to miscellaneous receipts of the Treasury.

ALLOCATION OF LAND AND WATER CONSERVATION FUND FOR STATE AND FEDERAL PURPOSES: AUTHORIZATION FOR ADVANCE APPROPRIATIONS

SEC. 4. (a) ALLOCATION.—There shall be submitted with the annual budget of the United States a comprehensive statement of estimated requirements during the ensuing fiscal year for appropriations from the fund. In the absence of a provision to the contrary in the Act making an appropriation from the fund, (i) the appropriation therein made shall be available in the ratio of 60 per centum for State purposes and 40 per centum for Federal purposes, but (ii) the President may, during the first five years in which appropriations are made from the fund, vary said percentages by not more than 15 points either way to meet, as nearly as may be, the current relative needs of the States and the Federal Government.

(b) **ADVANCE APPROPRIATIONS; REPAYMENT.**—Beginning with the third full fiscal year in which the fund is in operation, and until the end of fiscal year 1969, advance appropriations are hereby authorized to be made to the fund from any moneys in the Treasury not otherwise appropriated in such amounts as to average not more than \$60,000,000 for each fiscal year. Such advance appropriations shall be available for Federal and State purposes in the same manner and proportions as other moneys appropriated from the fund. Such advance appropriations shall be repaid without interest, beginning at the end of the next fiscal year after the first ten full fiscal years in which the fund has been in operation, by transferring, annually until fully repaid, to the general fund of the Treasury 50 per centum of the revenues received by the land and water conservation fund each year under section 2 of this Act prior to July 1, 1989, and 100 per centum of any revenues thereafter received by the fund. Revenues received from the sources specified in section 2 of this Act after July 1, 1989, or after payment has been completed as provided by this subsection, whichever occurs later, shall be credited to miscellaneous receipts of the Treasury. The moneys in the fund that are not required for repayment purposes may continue to be appropriated and allocated in accordance with the procedures prescribed by this Act.

FINANCIAL ASSISTANCE TO STATES

SEC. 5. GENERAL AUTHORITY; PURPOSES.—(a) The Secretary of the Interior (hereinafter referred to as the “Secretary”) is authorized to provide financial assistance to the States from moneys available for State purposes. Payments may be made to the States by the Secretary as hereafter provided, subject to such terms and conditions as he considers appropriate and in the public interest to carry out the purposes of this Act, for outdoor recreation: (1) planning, (2) acquisition of land, waters, or interests in land or waters, or (3) development.

(b) **APPORTIONMENT AMONG STATES; NOTIFICATION.**—Sums appropriated and available for State purposes for each fiscal year shall be apportioned among the several States by the Secretary, whose determination shall be final, in accordance with the following formula:

(1) two-fifths shall be apportioned equally among the several States; and

(2) three-fifths shall be apportioned on the basis of need to individual States by the Secretary in such amounts as in his judgment will best accomplish the purposes of this Act. The determination of need shall include among other things a consideration of the proportion which the population of each State bears to the total population of the United States and of the use of outdoor recreation resources of individual State by persons from outside the State as well as a consideration of the Federal resources and programs in the particular States.

The total allocation to an individual State under paragraphs (1) and (2) of this subsection shall not exceed 7 per centum of the total amount allocated to the several States in any one year.

The Secretary shall notify each State of its apportionments; and the amounts thereof shall be available thereafter for payment to such State for planning, acquisition, or development projects as hereafter prescribed. Any amount of any apportionment that has not been paid

or obligated by the Secretary during the fiscal year in which such notification is given and for two fiscal years thereafter shall be reapportioned by the Secretary in accordance with paragraph (2) of this subsection.

The District of Columbia, Puerto Rico, the Virgin Islands, Guam, and American Samoa shall be treated as States for the purpose of this title, except for the purpose of paragraph (1) of this subsection. Their population also shall be included as a part of the total population in computing the apportionment under paragraph (2) of this subsection.

(c) **MATCHING REQUIREMENTS.**—Payments to any State shall cover not more than 50 per centum of the cost of planning, acquisition, or development projects that are undertaken by the State. The remaining share of the cost shall be borne by the State in a manner and with such funds or services as shall be satisfactory to the Secretary. No payment may be made to any State for or on account of any cost or obligation incurred or any service rendered prior to the date of approval of this Act.

(d) **COMPREHENSIVE STATE PLAN REQUIRED; PLANNING PROJECTS.**—A comprehensive statewide outdoor recreation plan shall be required prior to the consideration by the Secretary of financial assistance for acquisition or development projects. The plan shall be adequate if, in the judgment of the Secretary, it encompasses and will promote the purposes of this Act. The plan shall contain—

(1) the name of the State agency that will have authority to represent and act for the State in dealing with the Secretary for purposes of this Act;

(2) an evaluation of the demand for and supply of outdoor recreation resources and facilities in the State;

(3) a program for the implementation of the plan; and

(4) other necessary information, as may be determined by the Secretary.

The plan shall take into account relevant Federal resources and programs and shall be correlated so far as practicable with other State, regional, and local plans. Where there exists or is in preparation for any particular State a comprehensive plan financed in part with funds supplied by the Housing and Home Finance Agency, any statewide outdoor recreation plan prepared for purposes of this Act shall be based upon the same population, growth, and other pertinent factors as are used in formulating the Housing and Home Finance Agency financed plans.

The Secretary may provide financial assistance to any State for projects for the preparation of a comprehensive statewide outdoor recreation plan when such plan is not otherwise available or for the maintenance of such plan.

(e) **PROJECTS FOR LAND AND WATER ACQUISITION; DEVELOPMENT.**—In addition to assistance for planning projects, the Secretary may provide financial assistance to any State for the following types of projects or combinations thereof if they are in accordance with the State comprehensive plan:

(1) **ACQUISITION OF LAND AND WATERS.**—For the acquisition of land, waters, or interests in land or waters (other than land, waters, or interests in land or waters acquired from the United States for less than fair market value), but not including incidental costs relating to acquisition.

(2) DEVELOPMENT.—For development, including but not limited to site planning and the development of Federal lands under lease to States for terms of twenty-five years or more.

(f) REQUIREMENTS FOR PROJECT APPROVAL; CONDITION.—Payments may be made to States by the Secretary only for those planning, acquisition, or development projects that are approved by him. No payment may be made by the Secretary for or on account of any project with respect to which financial assistance has been given or promised under any other Federal program or activity, and no financial assistance may be given under any other Federal program or activity for or on account of any project with respect to which such assistance has been given or promised under this Act. The Secretary may make payments from time to time in keeping with the rate of progress toward the satisfactory completion of individual projects: *Provided*, That the approval of all projects and all payments, or any commitments relating thereto, shall be withheld until the Secretary receives appropriate written assurance from the State that the State has the ability and intention to finance its share of the cost of the particular project, and to operate and maintain by acceptable standards, at State expense, the particular properties or facilities acquired or developed for public outdoor recreation use.

Payments for all projects shall be made by the Secretary to the Governor of the State or to a State official or agency designated by the Governor or by State law having authority and responsibility to accept and to administer funds paid hereunder for approved projects. If consistent with an approved project, funds may be transferred by the State to a political subdivision or other appropriate public agency.

No property acquired or developed with assistance under this section shall, without the approval of the Secretary, be converted to other than public outdoor recreation uses. The Secretary shall approve such conversion only if he finds it to be in accord with the then existing comprehensive statewide outdoor recreation plan and only upon such conditions as he deems necessary to assure the substitution of other recreation properties of at least equal fair market value and of reasonably equivalent usefulness and location.

No payment shall be made to any State until the State has agreed to (1) provide such reports to the Secretary, in such form and containing such information, as may be reasonably necessary to enable the Secretary to perform his duties under this Act, and (2) provide such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement and accounting for Federal funds paid to the State under this Act.

Each recipient of assistance under this Act shall keep such records as the Secretary of the Interior shall prescribe, including records which fully disclose the amount and the disposition by such recipient of the proceeds of such assistance, the total cost of the project or undertaking in connection with which such assistance is given or used, and the amount and nature of that portion of the cost of the project or undertaking supplied by other sources, and such other records as will facilitate an effective audit.

The Secretary of the Interior, and the Comptroller General of the United States, or any of their duly authorized representatives, shall

have access for the purpose of audit and examination to any books, documents, papers, and records of the recipient that are pertinent to assistance received under this Act.

(g) **COORDINATION WITH FEDERAL AGENCIES.**—In order to assure consistency in policies and actions under this Act, with other related Federal programs and activities (including those conducted pursuant to title VII of the Housing Act of 1961 and section 701 of the Housing Act of 1954) and to assure coordination of the planning, acquisition, and development assistance to States under this section with other related Federal programs and activities, the President may issue such regulations with respect thereto as he deems desirable and such assistance may be provided only in accordance with such regulations.

ALLOCATION OF MONEYS FOR FEDERAL PURPOSES

SEC. 6. (a) Moneys appropriated from the fund for Federal purposes shall, unless otherwise allotted in the appropriation Act making them available, be allotted by the President to the following purposes and subpurposes in substantially the same proportion as the number of visitor-days in areas and projects hereinafter described for which admission fees are charged under section 2 of this Act:

(1) For the acquisition of land, waters, or interests in land or waters as follows:

NATIONAL PARK SYSTEM; RECREATION AREAS.—Within the exterior boundaries of areas of the national park system now or hereafter authorized or established and of areas now or hereafter authorized to be administered by the Secretary of the Interior for outdoor recreation purposes.

NATIONAL FOREST SYSTEM.—Inholdings within (a) wilderness areas of the National Forest System, and (b) other areas of national forests as the boundaries of those forests exist on the effective date of this Act which other areas are primarily of value for outdoor recreation purposes: *Provided*, That lands outside of but adjacent to an existing national forest boundary, not to exceed five hundred acres in the case of any one forest, which would comprise an integral part of a forest recreational management area may also be acquired with moneys appropriated from this fund: *Provided further*, That not more than 15 per centum of the acreage added to the National Forest System pursuant to this section shall be west of the 100th meridian.

THREATENED SPECIES.—For any national area which may be authorized for the preservation of species of fish or wildlife that are threatened with extinction.

RECREATION AT REFUGES.—For the incidental recreation purposes of section 2 of the Act of September 28, 1962 (76 Stat. 653; 16 U.S.C. 460 k-1); and

(2) For payment into miscellaneous receipts of the Treasury as a partial offset for those capital costs, if any, of Federal water development projects hereafter authorized to be constructed by or pursuant to an Act of Congress which are allocated to public recreation and the enhancement of fish and wildlife values and financed through appropriations to water resource agencies.

(b) **ACQUISITION RESTRICTION.**—Appropriations from the fund pursuant to this section shall not be used for acquisition unless such acquisition is otherwise authorized by law.

FUNDS NOT TO BE USED FOR PUBLICITY

SEC. 7. Moneys derived from the sources listed in section 2 of this Act shall not be available for publicity [purposes.] *purposes, except to the extent that the Secretary of the Interior determines necessary in order to advertise and promote any entrance or user fee program established pursuant to section 2(a) of this Act.*

SEC. 8. [Not to exceed \$30,000,000 of the money authorized to be appropriated from the fund by section 3 of this Act may be obligated by contract during each of fiscal years 1969 and 1970 for the acquisition of lands, waters, or interests therein within areas specified in section 6(a)(1) of this Act.] *Not to exceed \$30,000,000 of the money authorized to be appropriated from the Fund by Section 3 of this Act may be obligated by contract during each fiscal year for the acquisition of lands, waters, or interest therein within areas specified in Section 6(a)(1) of this Act.* Any such contract may be executed by the head of the department concerned, within limitations prescribed by the Secretary of the Interior. Any such contract so entered into shall be deemed a contractual obligation of the United States and shall be liquidated with money appropriated from the fund specifically for liquidation of such contract obligation. No contract may be entered into for the acquisition of property pursuant to this section unless such acquisition is otherwise authorized by Federal law.

SEC. 9. The Secretary of the Interior may enter into contracts for options to acquire lands, waters, or interests therein within the exterior boundaries of any area the acquisition of which is authorized by law for inclusion in the national park system. The minimum period of any such option shall be two years, and any sums expended for the purchase thereof shall be credited to the purchase price of said area. Not to exceed \$500,000 of the sum authorized to be appropriated from the fund by section 3 of this Act may be expended by the Secretary in any one fiscal year for such options.‡

TITLE II—MOTORBOAT FUEL TAX PROVISIONS

TRANSFERS TO AND FROM LAND AND WATER CONSERVATION FUND

SEC. 201. (a) There shall be set aside in the land and water conservation fund in the Treasury of the United States provided for in title I of this Act the amounts specified in section 209(f)(5) of the Highway Revenue Act of 1956 (relating to special motor fuels and gasoline used in motorboats).

(b) There shall be paid from time to time from the land and water conservation fund into the general fund of the Treasury amounts estimated by the Secretary of the Treasury as equivalent to—

(1) the amounts paid before July 1, 1973, under section 6421 of the Internal Revenue Code of 1954 (relating to amounts paid in respect of gasoline used for certain nonhighway purposes or by local transit systems) with respect to gasoline used after December 31, 1964, in motorboats, on the basis of claims filed for periods ending before October 1, 1972; and

(2) 80 percent of the floor stocks refunds made before July 1, 1973, under section 6412(a)(2) of such Code with respect to gasoline to be used in motorboats.

AMENDMENTS TO HIGHWAY REVENUE ACT OF 1956

SEC. 202. (a) Section 209(f) of the Highway Revenue Act of 1956 (relating to expenditures from highway trust fund) is amended by adding at the end thereof the following new paragraph:

“(5) TRANSFERS FROM THE TRUST FUND FOR SPECIAL MOTOR FUELS AND GASOLINE USED IN MOTORBOATS.—The Secretary of the Treasury shall pay from time to time from the trust fund into the land and water conservation fund provided for in title I of the Land and Water Conservation Fund Act of 1965 amounts as determined by him in consultation with the Secretary of Commerce equivalent to the taxes received, on or after January 1, 1965, under section 4041(b) of the Internal Revenue Code of 1954 with respect to special motor fuels used as fuel for the propulsion of motorboats and under section 4081 of such Code with respect to gasoline used as fuel in motorboats.”

(b) Section 209(f) of such Act is further amended—

(1) by adding at the end of paragraph (3) the following new sentence: “This paragraph shall not apply to amounts estimated by the Secretary of the Treasury as paid under section 6421 of such Code with respect to gasoline used after December 31, 1964, in motorboats.”; and

(2) by inserting after “such Code” in paragraph (4)(C) the following: “(other than gasoline to be used in motorboats, as estimated by the Secretary of the Treasury)”.

* * * * *

SECTION 210 OF THE FLOOD CONTROL ACT OF 1968 (Public Law 90-483; 82 Stat. 746)

[SEC. 210. No entrance or admission fees shall be collected after March 31, 1970, by any officer or employee of the United States at public recreation areas located at lakes and reservoirs under the jurisdiction of the Corps of Engineers, United States Army. User fees at these lakes and reservoirs shall be collected by officers and employees of the United States only from users of highly developed facilities requiring continuous presence of personnel for maintenance and supervision of the facilities, and shall not be collected for access to or use of water areas, undeveloped or lightly developed shoreland, picnic grounds, overlook sites, scenic drives, or boat launching ramps where no mechanical or hydraulic equipment is provided.]





S. 2315

[Report No. 91-395]

IN THE SENATE OF THE UNITED STATES

JUNE 5, 1969

Mr. JACKSON (for himself, Mr. ANDERSON, Mr. BIBLE, Mr. CHURCH, Mr. GOLDWATER, Mr. HATFIELD, Mr. JORDAN of Idaho, Mr. MAGNUSON, Mr. MOSS, Mr. NELSON, Mr. PEARSON, Mr. SCOTT, and Mr. STEVENS) introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

SEPTEMBER 9, 1969

Reported by Mr. JACKSON, with an amendment

[Insert the part printed in italic]

A BILL

To restore the golden eagle program to the Land and Water Conservation Fund Act.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 That (a) the first section of the Act entitled "An Act to
4 amend title I of the Land and Water Conservation Fund Act
5 of 1965, and for other purposes", approved July 15, 1968
6 (82 Stat. 354; Public Law 90-401), is hereby repealed.

7 (b) Subsection (c) of section 2 of the Land and Water
8 Conservation Fund Act of 1965 (16 U.S.C. 460l-5), as
9 added by section 2 of the Act of July 15, 1968 (82 Stat.

1 354; Public Law 90-401), is redesignated as subsection
2 (d).

3 (c) *The first sentence of section 8 of the Land and*
4 *Water Conservation Fund Act, as amended, is further*
5 *amended to read as follows:*

6 "Not to exceed \$30,000,000 of the money authorized to
7 be appropriated from the fund by section 3 of this Act may
8 be obligated by contract during each fiscal year for the ac-
9 quisition of lands, waters, or interest therein within areas
10 specified in section 6(a)(1) of this Act."

11 SEC. 2. (a) *Section 2(a)(i) of the Land and Water*
12 *Conservation Fund Act of 1965 (78 Stat. 897), is amended*
13 *by deleting "\$7" and inserting in lieu thereof "\$10".*

14 (b) *Section 7 of such Act (78 Stat. 903), is amended*
15 *by inserting immediately before the period at the end thereof*
16 *a comma and the following: "except to the extent that the*
17 *Secretary of the Interior determines necessary in order to*
18 *advertise and promote any entrance or user fee program*
19 *established pursuant to section 2(a) of this Act."*

20 SEC. 3. *Section 210 of the Flood Control Act of 1968*
21 *(82 Stat. 746) is repealed.*

A BILL

To restore the golden eagle program to the Land
and Water Conservation Fund Act.

By Mr. JACKSON, Mr. ANDERSON, Mr. BIBLE,
Mr. CHURCH, Mr. GOLDWATER, Mr. HAR-
FIELD, Mr. JORDAN of Idaho, Mr. MAGNUSON,
Mr. MOSS, Mr. NELSON, Mr. PEARSON, Mr.
SCOTT, and Mr. STEVENS

JUNE 5, 1969

Read twice and referred to the Committee on Interior
and Insular Affairs

SEPTEMBER 9, 1969

Reported with an amendment

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

Issued Sept. 11, 1969
For actions of Sept. 10, 1969
91st-1st No. 144

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HIGHLIGHTS: House subcommittee voted to report high timber yield bill. Rep. Hall introduced and discussed "updated" farm bill. Sen. Stevens introduced and discussed travel status bill. Sen. Stevens introduced and discussed bill to permit Alaskans to purchase ammunition with food stamps.

SENATE

1. GOLDEN EAGLE. Passed as reported S. 2315, to restore the golden eagle program to the Land and Water Conservation Fund Act (pp. S10349-52). Sen. Mansfield inserted an excerpt from the committee report which states, "The legislation would restore the golden eagle passport program due to expire next March, while also increasing the annual fee from \$7 to \$10. The bill also continues the advance contract authority for fiscal years 1969 to 1970 for the acquisition of certain land, water, or interests therein" (p. S10350).

2. PEACE CORPS. The "Daily Digest" states the Foreign Relations Committee voted to report (but did not actually report) "H. R. 11039, authorizing funds for the Peace Corps for fiscal year 1970. One amendment to the bill would reduce authorizations to \$92.8 million." p. D791
3. MEXICAN-AMERICAN. Received from the President a communication urging prompt action on a resolution for "provision of sufficient funds to cover the modest expenses of the U. S. Section of the United States-Mexico Commission for Border Development and Friendship." p. S10356
4. FOREST LANDS. Received from this Department a proposed bill to modify the boundaries of the Santa Fe, Cibola, and Carson National Forests in N. Mex; to Interior and Insular Affairs Committee. p. S10356
5. ATOMIC ENERGY. Received from the Atomic Energy Commission a proposed bill "to amend the Atomic Energy Act of 1954, as amended;" to the Joint Committee on Atomic Energy. pp. S10356-7
6. MINERALS. Sen. Stevens inserted an article, "Yukon Mining: What Makes It So Successful?" pp. S10366-7
7. IRRIGATION. Sen. Hruska stated that "irrigation has had a tremendous role" in making Nebr. what it is today and inserted an article, "Big Dollar Impact in Nebraska: \$812.3 Million Per Year From Irrigation." PP. S10367-8
8. SORED HORSES. Sen. Tydings spoke in support of his "sored horse" bill and inserted material favoring its enactment. pp. S10370-2
9. PESTICIDES. Sen. Nelson inserted an article, "Wisconsin Not Alone in DDT Fight." pp. S10373-4
10. FOREIGN TRADE. Sen. Javits inserted an article which discusses the "obstacles both in Europe and America to freer trade." pp. S10377-8
Sen. Jordan, Idaho, inserted a "U. S. News & World Report" interview with Secretary of Commerce Stans on "Is United States Being Squeezed Out of World Markets?" pp. S10378-80
11. WATER RESOURCES. Sen. Dole inserted a statement from the Miss. Valley Ass'n. presented to the Water Resources Council setting forth views concerning the role of the Budget Bureau in evaluating water resource projects. pp.S10386-9
12. CONSUMERS. Sen. Moss reported on the "very useful and informative consumer seminars" recently held in Utah and stated that consumers have a right to participate in consumer protection laws. pp. S10403-4
13. ADJOURNED until Fri., Sept. 12. p. S10432

Senate

WEDNESDAY, SEPTEMBER 10, 1969

The Senate met at 10 o'clock a.m. and was called to order by Hon. JAMES B. PEARSON, a Senator from the State of Kansas.

The Chaplain, the Reverend Edward L. R. Elson, D.D., offered the following prayer:

Eternal Father, whose mercies are new every morning, open our eyes to Thy beauty, open our minds to Thy truth, open our hearts to Thy spirit, and use us this day to advance the Nation's welfare and extend Thy kingdom among men.

Draw together the world of the visible and the invisible, the temporal and the eternal, and unite us in our labors with that unseen Host, whom we have loved long since and lost awhile. Grant that being compassed about with so great a cloud of witnesses we may run with patience the race that is set before us looking unto the author and finisher of our faith for guidance and strength.

In His holy name, we pray. Amen.

DESIGNATION OF ACTING PRESIDENT PRO TEMPORE

The PRESIDING OFFICER. The clerk will read a communication to the Senate.

The legislative clerk read the following letter:

U.S. SENATE,
PRESIDENT PRO TEMPORE,
Washington, D.C., September 10, 1969.
To the Senate:

Being temporarily absent from the Senate, I appoint Hon. JAMES B. PEARSON, a Senator from the State of Kansas, to perform the duties of the Chair during my absence.

RICHARD B. RUSSELL,
President pro tempore.

Mr. PEARSON thereupon took the chair as Acting President pro tempore.

THE JOURNAL

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the reading of the Journal of the proceedings of Tuesday, September 9, 1969, be dispensed with.

The ACTING PRESIDENT pro tempore. Without objection, it is so ordered.

MESSAGES FROM THE PRESIDENT

Messages in writing from the President of the United States submitting nominations were communicated to the Senate by Mr. Leonard, one of his secretaries.

EXECUTIVE MESSAGES REFERRED

As in executive session, the Acting President pro tempore laid before the Senate messages from the President of the United States submitting sundry

nominations, which were referred to the appropriate committees.

(For nominations this day received, see the end of Senate proceedings.)

EXECUTIVE SESSION

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate go into executive session to consider the nominations on the Executive Calendar, beginning with Department of Justice.

There being no objection, the Senate proceeded to the consideration of executive business.

The ACTING PRESIDENT pro tempore. The nominations on the Executive Calendar will be stated, as requested by the Senator from Montana.

DEPARTMENT OF JUSTICE

The bill clerk proceeded to read sundry nominations in the Department of Justice.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the nominations be considered en bloc.

The ACTING PRESIDENT pro tempore. Without objection, the nominations are considered and confirmed en bloc.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the President be immediately notified of the confirmation of these nominations.

The ACTING PRESIDENT pro tempore. Without objection, it is so ordered.

LEGISLATIVE SESSION

Mr. MANSFIELD. Mr. President, I move that the Senate resume the consideration of legislative business.

The motion was agreed to, and the Senate resumed the consideration of legislative business.

THE CALENDAR

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of Calendar Nos. 388 and 389.

The ACTING PRESIDENT pro tempore. Without objection, it is so ordered.

NATIONAL ADULT-YOUTH COMMUNICATIONS WEEK

The joint resolution (H.J. Res. 614) authorizing the President to proclaim the week of September 28, 1969, through October 4, 1969, as "National Adult-Youth Communications Week," was considered, ordered to a third reading, read the third time, and passed.

Mr. MANSFIELD. Mr. President, I ask unanimous consent to have printed in the RECORD an excerpt from the report

(No. 91-394), explaining the purposes of the measure.

There being no objection, the excerpt was ordered to be printed in the RECORD, as follows:

PURPOSE

The purpose of the joint resolution is to authorize and request the President of the United States to issue a proclamation designating the week of September 28, 1969, through October 4, 1969, as "National Adult-Youth Communications Week."

STATEMENT

This legislation will demonstrate to young people in all parts of the United States that meaningful change can be brought about through the democratic legislative process rather than through violence or by taking over administration buildings. It is hoped that this resolution would encourage the communication of ideas and cooperation between persons of different generations.

The committee is of the opinion that this resolution has a meritorious purpose and accordingly recommends favorable consideration thereof without amendment.

RESTORATION OF THE GOLDEN EAGLE PROGRAM TO THE LAND AND WATER CONSERVATION FUND ACT

The Senate proceeded to consider the bill (S. 2315) to restore the golden eagle program to the Land and Water Conservation Fund Act, which had been reported from the Committee on Interior and Insular Affairs, with amendments, on page 2, after line 2, insert:

(c) The first sentence of section 8 of the Land and Water Conservation Fund Act, as amended, is further amended to read as follows:

"Not to exceed \$30,000,000 of the money authorized to be appropriated from the fund by section 3 of this Act may be obligated by contract during each fiscal year for the acquisition of lands, waters, or interest therein within areas specified in section 6(a)(1) of this Act."

After line 10, insert a new section, as follows:

SEC. 2. (a) Section 2(a)(i) of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897), is amended by deleting "\$7" and inserting in lieu thereof "\$10".

(b) Section 7 of such Act (78 Stat. 903), is amended by inserting immediately before the period at the end thereof a comma and the following: "except to the extent that the Secretary of the Interior determines necessary in order to advertise and promote any entrance or user fee program established pursuant to section 2(a) of this Act."

After line 19, insert a new section, as follows:

SEC. 3. Section 210 of the Flood Control Act of 1968 (82 Stat. 746) is repealed.

So as to make the bill read:

S. 2315

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) the

first section of the Act entitled "An Act to amend title I of the Land and Water Conservation Fund Act of 1965, and for other purposes", approved July 15, 1968 (82 Stat. 354; Public Law 90-401), is hereby repealed.

(b) Subsection (c) of section 2 of the Land and Water Conservation Fund Act of 1965 (16 U.S.C. 4601-5), as added by section 2 of the Act of July 15, 1968 (82 Stat. 354; Public Law 90-401), is redesignated as subsection (d).

(c) The first sentence of section 8 of the Land and Water Conservation Fund Act, as amended, is further amended to read as follows:

"Not to exceed \$30,000,000 of the money authorized to be appropriated from the fund by section 3 of this Act may be obligated by contract during each fiscal year for the acquisition of lands, waters, or interest therein within areas specified in section 6(a) (1) of this Act."

SEC. 2. (a) Section 2(a) (1) of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897), is amended by deleting "\$7" and inserting in lieu thereof "\$10".

(b) Section 7 of such Act (78 Stat. 903), is amended by inserting immediately before the period at the end thereof a comma and the following: "except to the extent that the Secretary of the Interior determines necessary in order to advertise and promote any entrance or user fee program established pursuant to section 2(a) of this Act."

SEC. 3. Section 210 of the Flood Control Act of 1968 (82 Stat. 746) is repealed.

Mr. HATFIELD. Mr. President, we on the Interior Committee reported out a bill S. 2315, which would extend the golden eagle passport. To many Oregonians, the golden eagle is the best investment they can make in their vacation enjoyment. Each time they visit an area, the cost drops.

I wish to highlight two groups of people who profit greatly from the golden eagle program. They are senior citizens and large families. Many older Oregonians have written me to tell of their great pleasure in using our parks. The golden eagle offers them an opportunity to visit our parks as often as they can with no increase in cost. Because so many elderly people have fixed incomes, the golden eagle helps hold down the cost of vacation plans.

Large families are not penalized by a per-person charge, and, therefore, are encouraged to take family vacations. I think the Senate shares my belief that we should encourage such endeavors, and the golden eagle is a step in that direction.

I support the golden eagle and am pleased to be a cosponsor of the bill.

The reason I speak today is to point out the support in my State for the program. I wish to call attention to a fine article from the East Oregonian of Friday, August 29, 1969, written by Mrs. Bernice Riley. I think that it represents the views not only of Oregonians, but of many Americans.

Mr. President, Mrs. Riley captures the feelings of many of us who support the bill. Because of the interest in this bill, I ask unanimous consent to have the article by Mrs. Riley printed in the RECORD.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

GOLDEN EAGLE PERMITS TO BE TERMINATED

(By Mrs. Bernice Riley)

The first of September marks the end of summer to many families in this area. There will still be several weeks of bright, sunny days. But the nights will turn crisp and there will be the feeling of autumn in the air.

Camping equipment will soon be stored to await the return of the long vacation period, when we head for the mountains almost every weekend.

This part of Oregon is blessed with vast forests unmarked by the inroads of commercial exploitation. Outdoor lovers can find camp spots at a hundred places, tree-shaded, with creeks winding through meadows or rippling over rocks in the gorges.

The Umatilla National Forest maintains camp facilities in many scenic locations. Eight of these, with tables, water and sanitary facilities, are "charge camps."

This means there is a box at the entry to the camp, where you leave a dollar for each night you'll be staying there.

(If you go to Union Creek Camp, at Mason Dam in the Wallowa-Whitman Forest, you'll pay \$2 a night. But you can connect your trailer to water, sewer and electricity. This is the only forest camp in the west with such plush facilities.)

For the past several years the Forest Service has offered vacationers a bargain fee for use of camps, and for entry into national parks. You've been able to buy a "Golden Eagle" card for \$7, good anywhere in the United States for a year.

"The law was passed by Congress," said Jay Hughes, recreation director on the Umatilla Forest, "as part of the land and water conservation fund act of 1965. This act provided \$150 million yearly to expand the recreation program in the nation."

Hughes said many people have believed the \$7 fee for the Golden Eagle goes directly back into the Forest Service for development of more recreation areas.

"This isn't true," he said. "Actually, 60 per cent of all land and water conservation funds goes to the states, and only 16 per cent of the remainder is allocated to federal agencies west of the Mississippi River."

Hughes said the states pass along their share of the fund to counties for development of local facilities, after a community plan has been made and approved, and matching funds have been assured.

"For example, the tennis courts at Athena were built partly with these funds. And Pendleton has bought some property adjacent to McKay Creek School under this program." The remainder of county funds will go into development of the camp ground at the Port of Umatilla.

The Forest Service use of the fund can be only for land acquisition, said Hughes. He said the only project currently underway in the Umatilla Forest is Kelly Prairie, where a lake will be built. Land is being purchased for this new recreation site.

So, if you have felt that you are contributing to the maintenance of your national forest when you pay \$7 for a Golden Eagle, you'll have to adjust your feeling of ownership a bit.

You are buying land for new camp sites. You are paying for recreational facilities in your home town as well.

Apparently you aren't paying enough. For this is the last year the Golden Eagle will be available, said Hughes. "The program will be discontinued at the end of this year. Congress has decided to return to the policy of an individual fee for use of each facility."

He said there has been complaint because some of the big national parks, such as Yellowstone, Yosemite and Grand Canyon have

suffered a big decline in receipts since the Golden Eagle went into effect.

"Some of those parks charge as much as \$2.50 admission. Golden Eagle owners have been gaining entry by showing their cards."

The director observed that termination of the Golden Eagle will work a hardship on persons on fixed incomes who may spend seven or eight months a year traveling with trailers or campers. These people use the federal campgrounds with no other charge than their yearly \$7 fee.

Low-income families may spend almost every weekend during the summer in a forest campground, said Hughes. These people too will be hurt by termination of the Golden Eagle.

There has been some discontent voiced by the public over termination of this bargain fee. Letters are being sent to members of the Congress and U.S. Senate, asking that the policy be continued. If there are enough letters, the solons may reconsider.

Hughes said the Umatilla Forest collected \$1,206 in dollar fees from the charge camps in 1968. That same year 507 Golden Eagle cards were purchased for \$3,549.

It may be that few people will object to paying the dollar a night to use a forest camp ground.

On the other hand, when the camper displays his Golden Eagle, he has tangible evidence that he is part owner of the great national forests in our country.

Mr. MANSFIELD. Mr. President, I ask unanimous consent to have printed in the RECORD an excerpt from the report (No. 91-395), explaining the purposes of the measure.

There being no objection, the excerpt was ordered to be printed in the RECORD, as follows:

PURPOSE OF S. 2315

The primary objective of this measure, as introduced by Senator Jackson and amended by the committee, is to retain the extremely popular golden eagle program created by the original enactment of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897), as amended. The legislation would restore the golden eagle passport program due to expire next March, while also increasing the annual fee from \$7 to \$10. The bill also continues the advance contract authority of the Secretary of the Interior to deal with the increasingly serious problem of land-cost escalation. He had this authority for fiscal years 1969 and 1970 for the acquisition of certain land, water, or interests therein.

Other provisions of S. 2315, as amended, include: (1) authorization for the Secretary of the Interior to advertise and promote entrance or user fee programs currently in operation and, (2) repeal of section 210 of the Flood Control Act of 1968, which, as interpreted, precludes the sale of golden eagle passports in recreation areas under the administrative jurisdiction of the Corps of Engineers.

BACKGROUND OF THE GOLDEN EAGLE PROGRAM

The Land and Water Conservation Fund Act of September 3, 1964, Public Law 88-578, established the Land and Water Conservation Fund, as of January 1, 1965, to help expand local, State, and Federal outdoor recreation opportunities.

The act authorized as revenue for the fund: (1) Proceeds from the sale of Federal surplus real property, (2) Federal motorboat fuels tax, and (3) Entrance, admission, and user fees at Federal recreation areas, or the so-called golden eagle program.

Money appropriated by Congress from the fund is used by the National Park Service, Forest Service, and Bureau of Sport Fisheries

and Wildlife to acquire authorized national outdoor recreation lands and waters; and as matching grants to the States and their political subdivisions for planning, acquiring, and developing outdoor recreation areas and facilities. During the first 5 fiscal years of the fund, receipts have averaged around \$100 million annually.

In 1968, Congress amended the Land and Water Conservation Fund Act to provide that the original sources of revenue to the fund could be augmented to provide a fund of \$200 million annually, during fiscal years 1969 and 1973. The additional income to the fund, if not appropriated into the fund by Congress, will be earmarked from Outer Continental Shelf mineral leasing receipts.

By the same 1968 act, Congress repealed authority for the annual Federal recreation area permit, known as the golden eagle passport, and for other recreation entrance and used fees collected under the golden eagle program. Under the 1968 act, the Federal agencies are not precluded from collecting recreation fees at their areas, but after March 31, 1970, no such collections may be made under the auspices of the Land and Water Conservation Fund Act.

ADMISSION AND USER FEES

Support for the enactment of S. 2315 and a continuation of the popular golden eagle program came through thousands of letters received from citizens throughout the Nation urging reconsideration of the action terminating the golden eagle and other fee programs next March. Many, if not a majority of these citizens were retired people living on fixed incomes who have found a new way of spending their retirement years in the out of doors at a price they can afford. Others supported user and admission fees because they do not adversely affect large families by extending a "per person" charge. Consequently, family vacations are encouraged, and the costs are reduced.

The golden eagle passport, purchased for \$7, provides access to all Federal recreation areas including national parks, seashores, recreation areas, monuments, and historic sites under the jurisdiction of the Department of Interior, and recreational areas operated by both the Department of Defense and the Department of Agriculture.

During the hearing on S. 2315, it was reported by a witness representing the U.S. Forest Service that the fee system—

* * * has led to significant improvement in administration of use of National Forest recreation developments, facilities and services provided at public expense.

Particularly, we believe recreation users have had greater interest in and respect for the areas they visit. In turn, the emphasis of the program has encouraged us to continue to provide high quality recreation opportunities.¹

A Department of the Interior witness, also testifying in favor of S. 2315, confirmed a statement that the National Park Service encountered reduced vandalism and destruction to areas under its administration where an entrance charge is collected. The Interior Department witness states " * * I think it is not an uncommon phenomenon that when you have to pay for something you are a little more careful of that something than if you get it for nothing."²

Continuation of the golden eagle program is completely consistent with the national policy of requesting users of special public facilities to be responsible for paying their fair share of the costs. For many years, the

¹ Refer to page 42 of the hearing record on the "golden eagle program", held before the Subcommittee on Parks and Recreation of the Committee on Interior and Insular Affairs, July 17 and 18, 1969.

² Refer to page 34 of the hearing of July 17 and 18 cited above.

Federal Government has had a policy that where the use of Federal resources convey special benefits to identifiable recipients above and beyond those which accrue to the general public, such recipients should pay a reasonable charge for the service or product received or for the resource used. The Department of the Interior reports, for example, that specific charges are made for other similar recreational services such as bathhouses, boat launching ramps, cabins, overnight shelters, electricity, fuel and winter sports facilities.

A similar policy of collecting fees for special benefits also exists at the State level of government. Forty-seven of the 50 States make charges for the use of tent and trailer campsites or for picnicking, swimming, water access, shelter rentals, boat rides, et cetera. The charges for the use of overnight camping facilities range from 50 cents per night for tent campsites to \$3.50 per night for trailer campsites.

LAND ACQUISITION CONTRACTS

In the act of July 15, 1968, language was added which authorized the Secretary of the Interior to enter into advance contracts prior to actual appropriation for the acquisition of certain lands and waters within authorized Federal recreational areas for fiscal years 1969 and 1970. The advance contract limitation was \$30 million annually. If enacted, S. 2315 would continue this advance contract authority.

In reviewing the operation and conduct of the program by the responsible agencies, the committee found that advance contract authorization served as an important anti-inflationary measure and useful land management and acquisition tool. With recreational land price increases averaging 5 to 10 percent per year for land not in close proximity to water, and significantly higher for water-oriented areas, the advance contract authority has the potential of enabling the Departments of the Interior and Agriculture to purchase lands and waters at substantial savings.

Although this provision does not alleviate the frustrating, and as yet unresolved problem of rapid land price escalation of new parks and recreation areas between the time a bill is introduced to create such an area, and the time it finally becomes law, it does at least shorten the time between enactment and the availability of appropriations. In extending the advance contract authorization provision, the committee expressed its belief that this authority should be utilized in recently authorized areas, areas where the best opportunities and greatest need occur, and sites where prices are rising or are likely to rise rapidly enough to jeopardize eventual Federal purchase.

INCREASING GOLDEN EAGLE PASSPORT COST TO \$10

Section 2(a) of the amended bill, S. 2315, amends the Land and Water Conservation Fund Act of 1965, by increasing the golden eagle passport cost from \$7 to \$10. The committee members, in agreeing to this provision, stated that many of those who favor extension of the golden eagle program actually expressed a willingness to have a fee increase. Some users of the passport spend weeks, and even months in Federal outdoor recreational areas, and consequently do not contribute a reasonable share of the costs associated with maintaining those areas.

EXPENDITURE OF FUNDS FOR ADVERTISING ADMISSION AND USER FEE PROGRAMS

The committee, in reporting this measure, expressed the belief that the revenues collected under the golden eagle and other recreational fee programs during the last 4 calendar years are not a true reflection of the future funds which can be generated under this program. The passport's apparent lack of acceptance until recently by recreationists was felt to be caused by incomplete

knowledge of the program stemming from restrictions imposed on the advertising of the golden eagle passport. The committee feels that as the benefits to be derived from these fee programs are better understood, brought about through the expenditure of funds for advertising, that participation will expand, thus substantially adding to the revenue source of the Land and Water Conservation Fund.

A study conducted by the Arthur D. Little, Inc., for the Bureau of Outdoor Recreation provided recommendations on both the collection and advertising systems of the entire Federal recreation area permit and fee system. The report, entitled "Marketing Study and Recommendations Concerning Federal Recreation Area Permit and Fee System," recommended that a major, adequately funded, program be implemented for the educational task of attaining greater public acceptance and conformity of Land and Water Conservation fee programs. For the 1969 recreation season, the study recommended the expenditure of \$1 million be made available for a mass-media advertising approach to the permit and fee program. Approximately one-half to one-third of this amount was recommended for each succeeding fiscal year.

In referring to the potential revenues capable of being generated from increased public information on fee programs, the report stated:

In the absence of adequate indication of congressional intent as to the amount of revenue to be raised from a recreation area user fee program, except indications that the present level of revenues is considered to be inadequate and disappointing, we recommend a permit system which for 1969 as a first calendar year of operation, would be designed to raise approximately \$33 million of gross revenue of which \$29 to \$30 million would be carried into the land and water conservation fund net of the cost of sales commissions. It is also designed to have increasing revenues in each succeeding year so that 1979 net revenues into the fund would be \$58 million, and total revenues for the years 1969-89 would be about \$1,250 million.

USER FEE COLLECTIONS BY THE CORPS OF ENGINEERS

The Land and Water Conservation Fund Act listed the Corps of Engineers as one of several agencies deemed appropriate to collect user and admission fees for support of the fund on recreational lands under its jurisdiction. In practice, however, the corps which has over 4,000 recreation areas and has in excess of one-quarter billion visitations each year, has made only minimal contributions to the fund through the collection of admission and user fees. Nearly 75 percent of the total collection of admission and user fees come from the Department of the Interior, while another 20 percent is collected by the Department of Agriculture. The remaining 5 percent are received by all other agencies combined, including the Corps of Engineers.

While the Corps of Engineers maintained at our hearing that it has no objection to an indefinite extension of the admission and user fee programs, it feels that it is prohibited from collecting any such fees as a result of provisions in section 210 of the Flood Control Act of 1968 (Public Law 90-483). Subsequent to passage of this act last year, the Corps of Engineers discontinued, entirely, fee collections of any kind at recreation areas under their administration. Section 210 of the Flood Control Act of 1968 is printed below:

SEC. 210. No entrance or admission fees shall be collected after March 31, 1970, by any officer or employee of the United States at public recreation areas located at lakes and reservoirs under the jurisdiction of the Corps of Engineers, United States Army. User fees at these lakes and reservoirs shall

be collected by officers and employees of the United States only from users of highly developed facilities requiring continuing presence of personnel for maintenance and supervision of the facilities, and shall not be collected for access to or use of water areas, undeveloped or lightly developed shoreland, picnic grounds, overlook sites, scenic drives, or boat launching ramps where no mechanical or hydraulic equipment is provided.

Prior to enactment of this act, the corps collected admission and user fees at as many as 189 areas according to the criteria established by the President in Executive Order 11200.

In a recent letter to Senator Jackson from Major General Clarke, Deputy Chief of Engineers, it was reported that the corps, acting in accordance with the procedures established, issued regulations governing the collection of fees. The criteria, as set forth in the corps letter, states as follows:

The Corps of Engineers, in accordance with the procedures established, issued regulations governing the collection of fees at its projects. Under these regulations no entrance fees were charged at projects, where the total Federal investment in recreational facilities for the entire project was less than \$50,000, and the recreation pool was less than 100 acres. Entrance fees were collected at designated public use areas of the project where at least \$25,000 had been spent by the Federal Government on recreational facilities at each area, apart from roads; there were at least 25 acres of usable land available in the area above the conservation pool; there was an annual recreational attendance of at least 50,000 per year; and the area had potential for further recreational development. Consideration was also given to such factors as to whether there were other access areas on the same project with minimum recreation facilities where no fee was charged. There was at least one such no-charge area at each project. The developed areas for which entrance fees were charged contained such facilities as campsites, water, toilets, picnic tables, boat launching ramps, and the like.

The committee believes that the Corps of Engineers should not be exempt from charging entrance or user fees at its recreational areas, when other Federal agencies such as the Park Service, the Forest Service, and the Bureau of Land Management presently impose such fees. The corps, which supports more waterborne recreational users than any other Federal agency, could make a significant contribution to the land and water conservation fund if included among the other fee-collecting agencies.

The Corps of Engineers places heavy reliance upon the use of recreational benefits to justify the construction of navigation and multiple-use dams and reservoirs. For example, Public Law 90-483, the River and Harbor and Flood Control Act, approved August 13, 1968, authorized the construction of 19 projects which included multiple-purpose reservoirs in the plan for development. Total benefits accruing to all project purposes would be \$71,322,400 annually of which \$22,781,090, representing 32 percent, would accrue to recreation or fish and wildlife enhancement.

As the corps becomes more recreationally oriented, their investments will constitute an increasingly larger portion of the Federal Government's investment in public recreation. Therefore, it seems appropriate that revenues should be derived from these investments to help support such activities.

COST

The continuation of the golden eagle will not enlarge the land and water conservation fund program because the ceiling is set at \$200 million a year. Rather, if the golden eagle, and other fee collections are continued the income from such sales will go into the fund and the amount of mineral receipts entering the fund will be reduced ac-

cordingly. Therefore, the miscellaneous receipts of the Treasury will benefit to the extent of the golden eagle and other related fee income.

At the request of Senator Bible, chairman of the Subcommittee on Parks and Recreation, the committee was provided with data from the Bureau of Outdoor Recreation as to the cost of collecting recreation fees. Subsequent to the hearing on S. 2315, the committee received correspondence from the Bureau of Outdoor Recreation, stating:

We have carefully reviewed all available information relating to the costs of collecting recreation fees. None of the agencies involved has a cost accounting system that would reflect actual costs of collecting such fees. The estimate of 10 percent used by the Bureau of Outdoor Recreation includes the same cost items as the other agencies use. One reason for the difference is that each agency figures its costs in relation to the funds it collects. Many permits are sold by mail orders addressed to the Bureau of Outdoor Recreation. While the cost of checking Passports at areas, answering questions and processing visitors falls on the managing agencies, the revenues from the mail order sales cannot be credited to specific agencies. Thus, their costs may run 15 to 20 percent. Overall, we believe that total costs will not exceed 12 to 15 percent of total collections.

During the executive session on S. 2315, the committee thoroughly discussed the anticipated costs of advertising the annual passport to increase public awareness and acceptance of the program. Rather than establish rigid guidelines on expenditures, the committee felt that the Secretary of the Interior should be given sufficient latitude to expend such sums as he deems necessary in order to advertise and promote any recreational entrance or user fees of the golden eagle passport. The committee anticipates that the Appropriations Committee will review these expenditure requests each year.

COMMITTEE RECOMMENDATIONS

The Interior and Insular Affairs Committee recommends that S. 2315, as amended, be enacted.

The PRESIDING OFFICER. The question is on agreeing to the committee amendments.

The amendments were agreed to.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

LIMITATION ON STATEMENTS DURING TRANSACTION OF ROUTINE MORNING BUSINESS

Mr. KENNEDY. Mr. President, I ask unanimous consent that statements in relation to the transaction of routine morning business be limited to 3 minutes.

The PRESIDING OFFICER (Mr. ALLEN in the chair). Without objection, it is so ordered.

OFFICERS' BONANZA

Mr. YOUNG of Ohio. Mr. President, in 1966 Congress was prevailed on to pass the 10-percent overseas savings plan. Generals galore appeared before the House and Senate Armed Services Committees claiming GI's in Vietnam and other foreign countries—a total 1,422,000 at this time—should be encouraged to save money. I voted against the bill predicting at the time that it would become a bonanza for officers, but mean little to enlisted men and draftees. The fact is that 50 percent of eligible officers have

made deposits, but only 15 percent of GI's. Many high-ranking officers are depositing much more than their "unallotted pay and allowances" notwithstanding that monthly deposits were limited to pay and allowances. Instead of the \$25 million expected to be deposited, approximately \$200 million was deposited in the first 14 months, mostly by officers. Unfortunately, American taxpayers are paying that 10-percent interest compounded quarterly. The money paid in interest to officers greatly exceeds actual deposits made by enlisted men and draftees overseas.

Unfortunately, this program has a rule that GI's cannot withdraw any of their deposits while overseas unless they prove an emergency. GI's in Vietnam, for example, desiring a rest and relaxation trip to Australia or Hong Kong naturally need their money, so very few make deposits. Officers who borrow money in the United States and whose relatives send their own money or borrow money in the United States at from 5 percent to 8 percent and then send bank drafts and checks overseas have no desire to end this bonanza. Obviously, relatives and close friends send bank drafts for deposit at 10-percent interest compounded quarterly by their officer relative, or friend, and join in this profiteering. The Secretary of Defense should end this racket. He should lower the interest rate to 5 or 6 percent without delay. This would not affect GI's adversely. It would end the racketeering and quick profiteering being made by some thousands of officers.

S. 2876—INTRODUCTION OF THE CAMPAIGN BROADCAST REFORM ACT

Mr. PEARSON. Mr. President, today it is my privilege to introduce the Campaign Broadcast Reform Act of 1969 together with the distinguished senior Senator from Michigan (Mr. HART) and Senators, ANDERSON, BROOKE, BURDICK, CASE, CRANSTON, DODD, EAGLETON, FULBRIGHT, GOODELL, GRAVEL, HARRIS, HARTKE, HATFIELD, HOLLINGS, HUGHES, INOUE, KENNEDY, MCGOVERN, MATHIAS, METCALF, MUSKIE, MONTOYA, NELSON, PELL, PERCY, RANDOLPH, SAXBE, SCOTT, SCHWEIKER, SMITH, SPONG, TYDINGS, YARBOROUGH, and YOUNG of Ohio.

Earlier this year I resubmitted the Campaign Finance Act (S. 1692) which was originally introduced several years ago. That bill is designed to broaden the contributions base in public affairs by offering tax incentives to small- and medium-sized donors to political campaigns. The bill would also require much more stringent reporting of all campaign spending. At that time I noted that the rising costs of political campaigns was rapidly pricing many qualified men of modest means out of the public arena. A better system of reporting and a broadened contributions base would help alleviate the problem, of course, but they could not alone halt the costly trend that is rapidly making a mockery of our democratic election philosophy. Thus, something must also be done to directly reduce the major costs of seeking public office. That is the purpose of the legislation we introduce today, for it is obvi-

91ST CONGRESS
1ST SESSION

S. 2315

IN THE HOUSE OF REPRESENTATIVES

SEPTEMBER 11, 1969

Referred to the Committee on Interior and Insular Affairs

AN ACT

To restore the golden eagle program to the Land and Water Conservation Fund Act.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That (a) the first section of the Act entitled "An Act to
4 amend title I of the Land and Water Conservation Fund Act
5 of 1965, and for other purposes", approved July 15, 1968
6 (82 Stat. 354; Public Law 90-401), is hereby repealed.
7 (b) Subsection (c) of section 2 of the Land and Water
8 Conservation Fund Act of 1965 (16 U.S.C. 4601-5), as
9 added by section 2 of the Act of July 15, 1968 (82 Stat.
10 354; Public Law 90-401), is redesignated as subsection
11 (d).

1 (c) The first sentence of section 8 of the Land and
2 Water Conservation Fund Act, as amended, is further
3 amended to read as follows:

4 “Not to exceed \$30,000,000 of the money authorized to
5 be appropriated from the fund by section 3 of this Act may
6 be obligated by contract during each fiscal year for the ac-
7 quisition of lands, waters, or interest therein within areas
8 specified in section 6 (a) (1) of this Act.”

9 SEC. 2. (a) Section 2 (a) (i) of the Land and Water
10 Conservation Fund Act of 1965 (78 Stat. 897), is amended
11 by deleting “\$7” and inserting in lieu thereof “\$10”.

12 (b) Section 7 of such Act (78 Stat. 903), is amended
13 by inserting immediately before the period at the end thereof
14 a comma and the following: “except to the extent that the
15 Secretary of the Interior determines necessary in order to ad-
16 vertise and promote any entrance or user fee program estab-
17 lished pursuant to section 2 (a) of this Act”.

18 SEC. 3. Section 210 of the Flood Control Act of 1968
19 (82 Stat. 746) is repealed.

Passed the Senate September 10, 1969.

Attest:

FRANCIS R. VALEO,

Secretary.

91ST CONGRESS
1ST SESSION

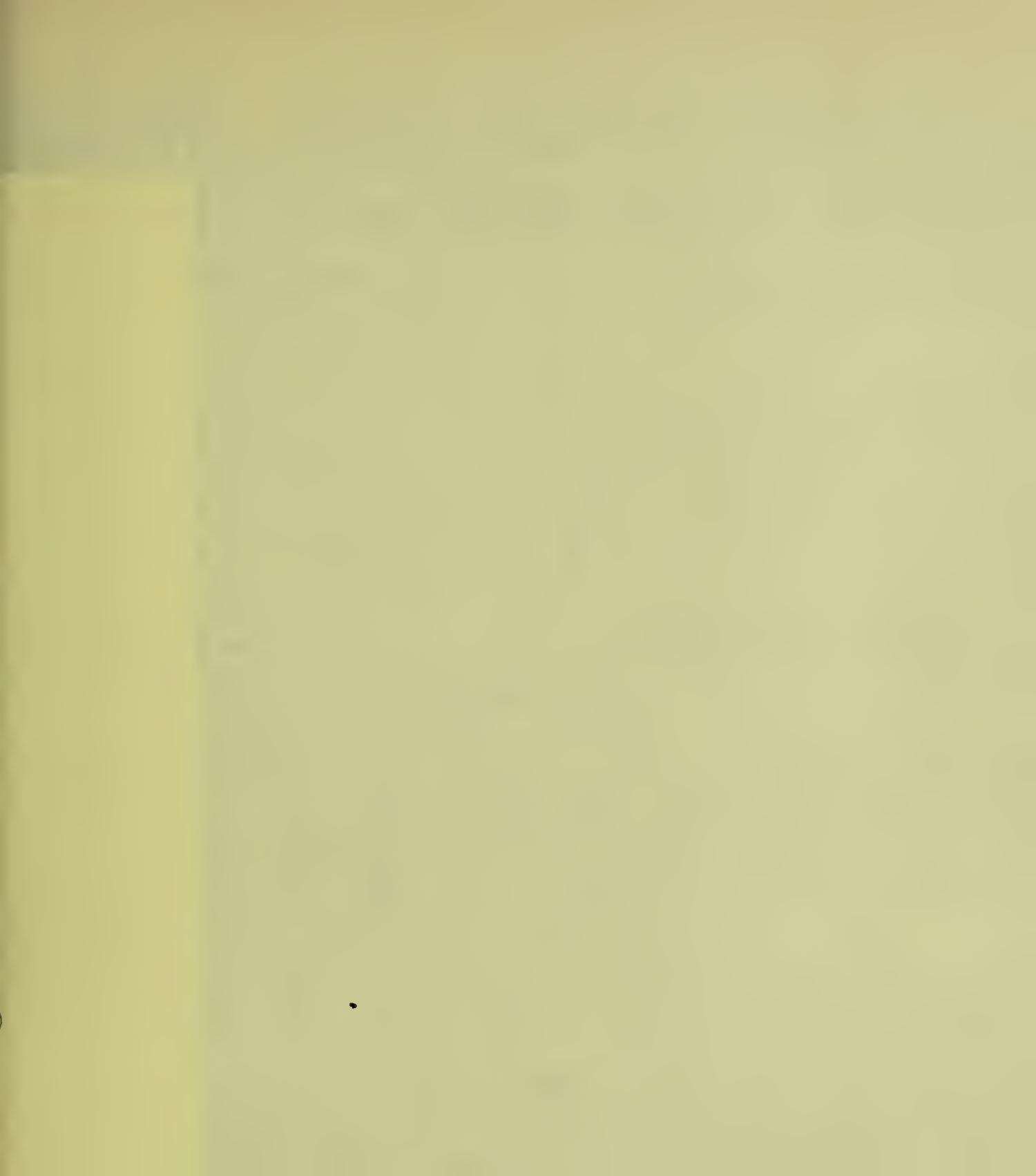
S. 2315

AN ACT

To restore the golden eagle program to the Land
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Affairs





DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

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(FOR INFORMATION ONLY;
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Issued Sept. 15, 1969
For actions of Sept. 12, 1969
91st-1st No. 146

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➔ **HIGHLIGHTS:** Conferees agreed to file report on disaster relief bill.

SENATE

1. **INDIAN LANDS.** Passed as reported S. 227, to provide for loans to Indian tribes and tribal corporations (pp. S10435-6). Sen. Mansfield inserted an excerpt from the committee report which states the bill would "authorize the Secretary of Agriculture, through the Farmers Home Administration, to make loans to any Indian tribe or tribal corporation for the purpose of acquiring lands within the tribe's reservation " (p. S10436).
2. **GOLDEN EAGLE.** Agreed to a motion by Sen. Harris to reconsider the vote by which S. 2315, to restore the golden eagle program to the Land and Water Conservation Fund Act, was passed. p. S10438
3. **HEALTH.** Received from the President the report on the Special Project Grants for the Health of School and Preschool Children. p. S10435
4. **CIGARETTES.** Sens. Ervin and Moss inserted the New York Times **editorial** statement "to insure that a health warning accompanies any cigarette advertisements" which will appear in the Times. pp. S10439-41, S10463

5. BUDGET. Received from the President a communication informing the Senate of the adjustment of the statutory limitation (limitation on fiscal year 1970 budget outlays) by increasing it to a new total of \$193,352,000,000 under title IV of the Second Supplemental Appropriations Act, 1969.
p. S10442
6. POTOMAC RIVER. Received from the District Government a proposed bill to authorize the D. C. Commissioner to enter into contracts for the payment of the reservoirs on the Potomac River and its tributaries; to the District of Columbia Committee. p. S10442
7. AID LOANS. Received from GAO a report on the Agency for International Development Loan Program financial activities status as of June 30, 1968.
8. FARM LABOR. Sen. Mondale submitted an amendment to an Economic Opportunity Act extension bill that would increase the appropriation authorization for title III-B programs for migrant and seasonal farmworkers to \$54 million for each of the next 3 years. p. S10451
9. PESTICIDES. Sen. Nelson stated that "a spokesman for the Agricultural Research Service has admitted to me that the Department's program for improved means of nonchemical pest control is presently underfunded by at least \$4 million." pp. S10454-5
10. ETHICS. Sen. Church spoke in support of legislation to require all high officials of the Federal Government to make a periodic disclosure of their income and assets. pp. S10456-7
11. SELECTIVE SERVICE. Sen. Moss inserted an editorial, "Urgent Need for Draft Reform." p. S10469
12. TRADE. Sen. Percy inserted a letter which "makes the strong argument that the free market mechanism has the answer to most economic problems, if we let it operate."
13. HORSES. Sen. Tydings inserted a letter from a 14-year old girl who states that "soring" the Tennessee walking horse is a cruel practice. pp. S10477-8
14. FEDERAL-STATE RELATIONS. Sen. Baker inserted the speech by the Assistant Secretary of the Treasury for Economic Policy before the National Conference of State Legislative Leaders in St. Louis on "Toward a New Fiscal Federalism." pp. S10479-81
15. WILDLIFE. Sen. Yarborough inserted an article pointing out the need for legislation to protect endangered species throughout the world. pp. S10478-9
16. ADJOURNED until Mon., Sept. 15. p. S10538

French in 1954 following the long siege of Dienbienphu. Until this victory, Ho had received no official diplomatic recognition from either Communist China or the Soviet Union.

When the war officially ended in July of 1954, the French had suffered 172,000 casualties and Ho's Vietminh an estimated 500,000.

The cease-fire accord signed at Geneva on July 20 divided Vietnam at the 17th Parallel, creating a North and South Vietnam. French administration was removed from the peninsula and elections were promised for all Vietnam as a means of unifying the country.

Although a party to the Geneva Accord, the United States declined to sign it. South Vietnam, also a non-signatory, refused to hold the elections. It was Gen. Eisenhower's opinion at the time that if elections had been held Ho Chi Minh would have received about 80 percent of the vote.

It was for this reason that Ho Chi Minh has been accurately described as the "only authentic national hero in Vietnam."

In my judgment, the United States made a lamentable mistake in appraising the Vietnam situation following World War II.

Ho Chi Minh had been a collaborator with American O.S.S. agents during the Japanese occupation of Vietnam. He hoped, and with some cause, that the Americans might support the cause of Vietnamese independence after the Japanese defeat.

Before his death in early 1945, Franklin D. Roosevelt had declared his distaste of colonialism and remarked that Vietnam must never be returned to the French.

Yet the United States sided with the French and supported return of their colonial power to Indochina. At that time, popular opinion in this country was imbued by the fear of a monolithic communism which might one day dominate the world.

So we cast aside all Vietnam's nationalistic aspirations for independence and fostered French colonialism in the misguided belief that support of France provided the best insurance policy against the spread of communism.

We had learned nothing from the French fiasco, and even less about the impossibility of shooting down either nationalism or communism with superior firepower.

And that, ladies and gentlemen, is why we are today in Vietnam—uncertain, bewildered, boastfully reciting the huge enemy casualties one day and pleading in Paris with North Vietnam for peace on the next.

At this time, no one can be sure whether the passing of Ho Chi Minh will raise or diminish our hopes for an end to the fighting.

This will largely depend upon Ho's successors, all tough and seasoned disciples of their fallen leader's philosophy. Will they become even more truculent, or perhaps see some merit in a cease-fire arrangement which would provide more time for regrouping and long range decisions?

Or, as columnist Joseph Kraft suggests, is Hanoi's timetable in the war now subject to change and its relations with Peking and Moscow open to adjustment?

As Kraft mentions, "The unification of Vietnam was a supreme personal mission with Ho—a fixed and unchangeable goal. He bowed neither to China nor Russia . . . but exploited tension between them to his own advantage."

With Ho gone, the impression persists that North Vietnam's new leadership may lack the old man's tenacity of purpose and even find it to their advantage to become less dogmatic at the Paris peace table.

After a proper interval, President Nixon should take the initiative.

To use his phrase, the President must make it "quite clear" that the United States will settle for a cease-fire, continue to make modest troop withdrawals as an indication of peaceful intent but under no circumstances agree to the dismemberment of its

military power or appear to be ignominiously suing for peace.

This is not the hour to make threats, belabor the past and snarl over trivia.

Rather we should be generous in our proposals and seek a workable compromise which may not satisfy the hard liners on either side.

Of prime importance is to devise a way to bring the fighting to an end as we, together with other nations, strive for solutions which can alleviate world tensions and bring to all of Vietnam the democratic processes so essential to the welfare and progress of the beleaguered land.

EXECUTIVE SESSION

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate go into executive session to consider the nominations on the Executive Calendar, beginning with "Department of State."

There being no objection, the Senate proceeded to the consideration of executive business.

The PRESIDENT pro tempore. The nominations on the Executive Calendar will be stated, as requested by the Senator from Montana.

DEPARTMENT OF STATE

The bill clerk proceeded to read sundry nominations in the Department of State.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the nominations be considered en bloc.

The PRESIDENT pro tempore. Without objection, the nominations are considered and confirmed en bloc.

U.S. REPRESENTATIVES

The bill clerk proceeded to read sundry nominations of Representatives of the United States to the 24th session of the General Assembly of the United Nations.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the nominations be considered en bloc.

The PRESIDENT pro tempore. Without objection, the nominations will be considered en bloc; and, without objection, they are confirmed en bloc.

U.S. MARSHAL

The bill clerk read the nomination of Leonard E. Alderson, of Wisconsin, to be U.S. marshal for the western district of Wisconsin.

The PRESIDENT pro tempore. Without objection, the nomination is considered and confirmed.

U.S. CIRCUIT JUDGES

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of the nominations of U.S. circuit judges.

The PRESIDENT pro tempore. The clerk will report the nominations of U.S. circuit judges on the calendar.

The bill clerk proceeded to read the nominations of U.S. circuit judges.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the nominations be considered en bloc.

The PRESIDENT pro tempore. The nominations will be considered en bloc.

Mr. SCOTT. Mr. President, the Senator from Hawaii wishes to be heard on the nominations.

The PRESIDENT pro tempore. The Chair recognizes the Senator from Hawaii.

Mr. FONG. Mr. President, I rise to speak on the confirmation of the nomination of three persons nominated by the President to serve on the Ninth Circuit Court of Appeals: John F. Kilkenny of Oregon; Ozell M. Trask of Arizona; and Eugene A. Wright of Washington.

The Senate Judiciary Committee, on which I serve, has examined their background, experience, and qualifications and has concluded all three merit confirmation by the Senate.

On the question of recommending approval of the three nominees en bloc, the committee vote was a 6-to-6 tie until after absent members were polled, at which time the vote was 9 to 7 to send the nominations to the Senate for confirmation.

While I voted against sending the nominations to the Senate at this time, my vote should not be construed as a vote against the nominees. This was the only way available to me to protest the failure to name someone from the State of Hawaii to fill one of the three vacancies.

Neither should the statement I am about to make be construed as criticism of any one of the three nominees. While I do not know them personally, they come highly recommended.

Nevertheless, I would be remiss in my duty to my State of Hawaii if I did not use this occasion to enter my protest at the bypassing of Hawaii in filling the three existing vacancies on the Ninth Circuit Court of Appeals.

There are nine States plus the territory of Guam within the ninth circuit. Of the nine States, California is represented on the bench by five judges and Arizona, Idaho, Montana, Nevada, and Washington by one judge each. Of the nine States, only Alaska, Hawaii, and Oregon are not represented on the Ninth Circuit Court. The territory of Guam is also not represented.

The pending nominations would give Oregon one judge; Arizona and Washington would each receive a second judge.

Hawaii would still not be represented. Neither would Alaska nor the territory of Guam.

To understand Hawaii's equitable claim to a seat on the Ninth Circuit Court, it is necessary to review a bit of history. Hawaii had been a territory of the United States for 60 years before attaining statehood. As a territory, there were many Federal laws and many Federal programs that did not apply to Hawaii. Once Hawaii became a State, there was a lot of "catching up" to be done so that Hawaii could approach parity with her sister States.

In the case of the Ninth Circuit Court, Hawaii had never been represented on that bench, although we were covered by that circuit. In order to give Hawaii an opportunity for representation and to help cope with the mushrooming case-

load of the ninth circuit, 2 years ago, on August 2, 1967, I introduced a bill—S. 2201—to increase the Ninth Circuit Court Judgeships by four members, to a total of 13.

My proposal, cosponsored by 17 other Senators was later incorporated as part of S. 2349, which increased the number of judgeships in various circuits and which became Public Law 90-347 on June 18, 1968.

One of the four new judgeships for the ninth circuit was filled by President Johnson, leaving three vacancies to be filled by the new administration taking office January 20, 1969.

On January 29, just 9 days after the new administration came into office, the Committee on the Judiciary held hearings on a number of nominations, including that of Mr. Richard G. Kleindienst to be Deputy Attorney General of the United States. As a member of the Judiciary Committee, I attended the hearings and questioned witnesses. I referred to Mr. Kleindienst's forthcoming duty of recommending candidates for Federal judgeships. I asked Mr. Kleindienst the following question with reference to the three vacancies on the Ninth Circuit Court:

Do you feel, as a recommending authority, that geographic diversity should be one of the factors in your recommendation for nominees to the Ninth Circuit Court?

Mr. Kleindienst replied as follows:

Senator, I think it should be one of the factors. There are several others that you have to take into consideration, it seems. That is the number of cases that on a percentage basis or a proportionate basis go to the court; also, the population.

Then he went on to say;

But certainly, to the extent possible, giving every State within the circuit, regardless of the circuit, a voice in that court should be one of the considerations, yes, sir.

Then I said:

I am very grateful for your answer, because I feel that Hawaii should have some representation on the Ninth Circuit, there being 13 judges and nine States represented

To which Mr. Kleindienst replied:
It should.

The fact that Hawaii has never been represented on the Ninth Circuit Court and the testimony of Mr. Kleindienst that Hawaii should be represented on this court are compelling reasons why I believe that Hawaii is entitled to one of the three vacancies.

In addition, Mr. Kleindienst agreed that geographic diversity is one of the factors to be considered. Hawaii is America's only mid-Pacific State, with a history far different from any of the other States in the ninth circuit. On the basis of geography, I believe Hawaii is entitled to a ninth circuit judgeship.

Mr. Kleindienst noted two other factors to be considered, population and the number of cases a State generates for consideration by the Ninth Circuit Court.

In regard to population, according to U.S. Census estimates as of January 1 this year Hawaii has a population greater than three other States which already have judges on the Ninth Circuit Court. Hawaii's population of 775,000 is

greater than Idaho's population of 702,000. It is greater than Montana's population of 700,000. It is greater than Nevada's population of 465,000. These three States have one judge each now sitting on the Ninth Circuit Court.

In addition to the three States in the ninth circuit which already have judges on the court, there are four other States smaller than Hawaii which are represented on their respective circuit courts: North Dakota with 633,000 population; Delaware with 538,000; Vermont with 417,000; and Wyoming with 314,000.

Nationwide, of the nine States with smaller populations than Hawaii, seven already are represented on their respective circuit courts.

Of the 10 smallest States, only Hawaii with its 775,000 people; South Dakota with its 670,000 people; and Alaska with its 281,000 people will not have representation in their respective circuit court of appeals.

In terms of cases generated for the Ninth Circuit Court, in fiscal year 1968, the latest year for which I was able to obtain figures, Hawaii generated 17 cases, 1.43 percent of the total number. This was the identical number—17—generated by Idaho which already has a judge on the Ninth Circuit Court. Montana, which also has a ninth circuit judge, generated only two more cases than Hawaii, representing 1.60 percent of the entire ninth circuit caseload. Nevada generated 4.14 percent of the caseload.

To sum up, in terms of population, Hawaii ranks above three States which already have representation on the Ninth Circuit Court. In terms of caseload, Hawaii is on a par with one State which already has a ninth circuit judge and is only two cases behind a second State already represented on the court.

Based on the facts I have already mentioned, based on the testimony of Mr. Kleindienst, based upon my activity in initiating the measure increasing the ninth circuit judgeships by four, as senior Senator from Hawaii I believe I was amply justified in pressing Hawaii's entitlement to a seat on the Ninth Circuit Court. Therefore, I suggested the name of an eminently qualified Federal district court judge in Hawaii, C. Nils Tavoires, for a seat on the ninth circuit appellate bench.

Hawaii has a strong entitlement to representation on the Ninth Circuit Court so as to bring about geographical balance, so as to conform with the principle of minimal representation to give each State a voice in its circuit court, and so as to recognize population, caseload, and the unique cultural and historical traditions of Hawaii.

On the ground of equity, fairness, justice, consistency with America's democratic principles, and comity among sovereign States, I have labored in behalf of a Ninth Circuit Court judgeship for Hawaii. As none of the pending nominees is from Hawaii, I shall continue to press Hawaii's just claim whenever the next vacancy in the ninth circuit occurs.

In the meantime, I have no desire to delay Senate action on these nominations. Nor shall I call for a rollcall vote.

I extend every good wish to Judge Kilkenny, Mr. Trask, and Judge Wright as they embark on their new duties, and I congratulate them on the high honor the President bestowed on them by naming them to these judicial posts. I am confident the Senate will similarly honor them by confirming their nominations today.

I simply want the RECORD to show that Hawaii has an excellent claim to a seat on the Ninth Circuit Court. I hope and trust one of Hawaii's qualified jurists, of which we have many, will be named to the next vacancy that occurs in the Ninth Circuit Court of Appeals.

The PRESIDENT pro tempore. The question is on agreeing to the confirmation of the nominations en bloc (putting the question).

The nominations are confirmed en bloc.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the President be notified immediately of the confirmation of the nominations.

The PRESIDENT pro tempore. Without objection, the President will be notified on the confirmation of the nominations today.

LEGISLATIVE SESSION

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of legislative business.

There being no objection, the Senate resumed the consideration of legislative business.

RESTORATION OF THE GOLDEN EAGLE PROGRAM TO THE LAND AND WATER CONSERVATION FUND ACT

Mr. HARRIS. Mr. President, I enter a motion to reconsider the vote by which S. 2315, to restore the golden eagle program to the Land and Water Conservation Fund Act, was passed.

The ACTING PRESIDENT pro tempore. The bill will be stated by title.

The LEGISLATIVE CLERK. A bill (S. 2315) to restore the golden eagle program to the Land and Water Conservation Fund Act.

The ACTING PRESIDENT pro tempore. The motion will be entered.

Mr. HARRIS. Mr. President, I move that the Secretary of the Senate be authorized to request the House to return to the Senate the papers on S. 1583.

The ACTING PRESIDENT pro tempore. The question is on agreeing to the motion of the Senator from Oklahoma.

The motion was agreed to.

ADMINISTRATION SHOULD INVESTIGATE BIG GM AUTO PRICE HIKE

Mr. PROXMIRE. Mr. President, General Motors has just announced the biggest automobile price increase in many, many years. It is clearly inflationary.

It is imperative that the administration act and act at once to investigate whether or not it is justified. If the increase is not justified, the administration ought to use its full power to persuade General Motors to rescind this increase.

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

Issued Sept. 16, 1969
For actions of ~~Sept. 15, 1969~~
91st-1st No. 147

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HIGHLIGHTS: Senate subcommittee approved Interior appropriation bill.

HOUSE

1. EDUCATION: SCIENCE. The "Daily Digest" states that the Science and Astronautics Committee reported without amendment "H. R. 11542, to promote the advancement of science and the education of scientists through a national program of institutional grants to the colleges and universities of the United States (H. Rept. 91-490)." p. D806

2. HEALTH. Received from the President the report on the Special Project Grants for the Health of School and Preschool Children. p. H7841
3. PERSONNEL: LEAVE. Passed without amendment H. R. 12979, to grant court leave to U. S. and D. C. employees when called as witnesses in certain judicial proceedings on behalf of State and local governments. pp. H7842-3
4. GOLDEN EAGLE. Agreed to the request of the Senate to return to the Senate S. 2315, to restore the golden eagle program to the Land and Water Conservation Fund Act. The House Interior and Insular Affairs Committee was discharged from further consideration of the bill. pp. H7849-50
5. OPINION POLL. Rep. Gerald R. Ford inserted an opinion poll to be mailed to his constituents including items of interest to this Department. p. H7852
6. INFORMATION: FEDERAL-AID. Rep. Roth spoke in support of the proposed Program Information Act and inserted a list of Federal assistance programs. pp. H7896-7
7. CONSUMER PROTECTION. Rep. Halpern commended the Neighborhood Consumer Information Center education "in the low-income consumer market" programs as a model for consumer protection. p. H7907
8. ATOMIC ENERGY. Rep. Saylor called for action on legislation to conduct a thorough study of the civilian nuclear energy program. pp. H7912-6
9. AIR POLLUTION. Rep. Brademas inserted an article, "The Environment; ACS Report Is Practical Anti-Pollution Guide." pp. H7929-31
10. HUNGER. Rep. Farbstein criticized antihunger programs outside the South and inserted correspondence with State Governors concerning the problems of hunger and malnutrition. pp. H7916-26
11. FOREIGN TRADE. Rep. Brademas inserted Sen. Percy's address before the Japanese American Assembly about trade relations between the U. S. and Japan. pp. H7928-
12. BUDGET. Received from the President a determination by him that outlays for designated items will exceed the estimates therefor in the April "Review of the 1970 Budget," pursuant to the provisions of title IV of the Second Supplemental Appropriations Act of 1969 (Public Law 91-47). p H7933

SENATE

13. APPROPRIATIONS. A subcommittee of the Appropriations Committee approved for full committee consideration H. R. 12781, the Interior and related agencies 1970 appropriation bill. p. D805

dren were taught English. He laid a firm and secure industrial educational system. Sanitation for the people, and government supervision of the health of their flocks and herds, were successfully introduced. A judicial system was established. Public improvements were undertaken; roads built; docks constructed; streets improved; a complete system of posts, telephones, telegraphs and railroads were completed under his guidance. A civil system was inaugurated, public lands were opened for settlement, and semiofficial banks were established.

These were accomplished facts, not theories or promises to pay. They comprise a record of things done, a story of accomplishment which tells its own tale as to the masterful executive genius of the man who is chiefly responsible for such splendid results.

After his Philippine assignment Mr. Taft was made Secretary of War. From the beginning he showed himself not merely the efficient head of his Department, not merely a Cabinet member of first class, but a statesman of far-reaching initiative and foresight.

In addition to his regular work connected with the Army, he oversaw the entire Philippine situation, and supervised in person all that was done in connection with the giant task of building the Panama Canal.

Interoceanic canals are not dug every day. The work involved, in the case of Panama, the most delicate civil function, harmoniously blended with the professional discipline exercised by the engineer-officers of the Army. The canal was the largest single public work ever undertaken by the United States; and despite endless work stoppages and reversals, Secretary Taft never failed in his duties.

Another, and totally different, phase of international politics is presented in the case of Cuba. Here too, Taft, the man of action, was called upon to represent the Government of the United States in unfamiliar conditions and to create for an alien people a temporary government to succeed the unfortunate republic which they had themselves failed utterly to maintain.

The island of Cuba was as much under the personal control and direction of the former Secretary of War as was the Panama Canal or the Philippines. His was the guiding hand, his was the strong arm, and it was his visit to the island which brought peace out of chaos and which taught the Cuban people to look up to the integrity and genius of this great American citizen.

It may have been fate or it may have been accident, but it was certainly true that almost every great and unusual governmental problem which occurred during the Roosevelt administration had in some way invoked the executive assistance of Mr. Taft. And, once he became President, he was responsible for putting into effect Roosevelt's Square Deal legislation.

The administration of President Taft soon justified his promise of achievement—a promise founded upon his long career of public service in the most varied fields. The deep, dominant notes of his term were courage and honesty.

He espoused causes, never because they were popular, but because they were just.

He enforced the statutory laws against both the rich and the powerful, indifferent to both the threats of reprisal and the pleadings of excuse. The Sherman antitrust law he made into a most powerful weapon of offense. He ever insisted that none was too powerful to fear the law and none too weak to be denied its protection.

He believed that guilt is concrete, and not abstract; that it is definite, and not indefinite; that it is personal, and not impersonal. Civil prosecutions, long unheeded, were replaced by criminal prosecutions for those who ignored the statutes on our books.

He advocated courageously the principles of nonpartisanship. In his appointments to high office he considered ability only, not party loyalty nor sectional prejudices. He sought the greatest reform in our tariff administration—its removal from the influences of party politics. By the assistance of men of special training and experience he sought to relieve the business world from the recurring periods of depression and optimism so hostile to prosperity.

Although we were a power among the nations of the world, President Taft believed in the future of universal good will and international peace. This was characteristic of the man. In 1910 he planted a "peace tree" at the dedication of the Pan American Building in Washington. That tree, still growing, is a monument to his desire to foster tranquil relations with all countries.

He further sought peaceful relations with the world by his desire to inaugurate a period of broader and more intimate trade relations with our neighboring countries. Further, he ardently espoused the cause of international peace as formulated in the proposed treaties or arbitration with England and France. In these he saw not merely a savings of millions of dollars of taxes annually, but also the protection of individual life and property from the devastation and cruelties of war.

Loyal to the highest standards of honor, with a genial and attractive personality, faithful to friends and just to opponents—President Taft combined the most admirable of personal traits. Fearless of criticism, with an instinctive faith in the American people, even in days of partisan bitterness, he confidently trusted his own fame to the ultimate and correct verdict of an impartial posterity.

Americans have now had a chance to judge the man and his career against the background of history. So that his memory and fine deeds and inspiration will never be lost to the American people, I urge all my colleagues to support H.R. 7066, creating the William Howard Taft National Historic Site. Such a monument would inspire all who came to view it, all who came to reflect there upon the greatness of the man and upon the profound meaning of the tradition of which his career was so characteristic a part.

Mr. Speaker, in my study of American Presidents I have read most of the speeches by them when they were President and I have read all of President

Taft's speeches. They are among the best of our political literature. They are great speeches because they are eloquent, adequate, and they give us both insight and understanding.

Mr. Speaker, I close as I began, "it is altogether fitting and proper that we do this."

Mr. CLANCY. Mr. Speaker, I rise today to urge the adoption of H.R. 7066 which provides a memorial in honor of that great American, the late William Howard Taft.

Under the provisions of this legislation the Secretary of the Interior is authorized to acquire, by donation or purchase, such land and buildings in the vicinity of the homesite necessary for the establishment of the William Howard Taft Historic Site.

The house, located at 2038 Auburn Avenue, Cincinnati, Ohio, was built in the 1840's by a Mrs. Bowen and was purchased by the Honorable Alphonso Taft in 1851. On September 15, 1857, William Howard Taft was born in the rear portion of the house. Around 1900 the house was sold and later was turned into apartment dwellings. In 1968 the Taft family, through a nonprofit corporation, purchased this property.

The purpose of this legislation is to preserve the birthplace and home of this distinguished statesman, and through it give visitors an understanding of the environment that shaped Taft's character and philosophy, and the impact of this character and philosophy in shaping Taft's public career.

The memory of William Howard Taft is part of the great tradition and heritage of our country. This distinguished Cincinnati, climaxed his long and illustrious career of public service by serving as President of the United States from 1909 to 1913 and as Chief Justice of the Supreme Court from 1921 until 1930. He is the only American to have achieved this status.

We have honored many former Presidents and certainly William Howard Taft, the 27th President of these United States, deserves similar tribute.

I therefore urge the passage of H.R. 7066 which would preserve these historically significant properties as a lasting and deserving tribute to this outstanding statesman.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

RETURN OF S. 2315 TO THE SENATE— MESSAGE FROM THE SECRETARY OF THE SENATE

The SPEAKER laid before the House the following communication from the Secretary of the Senate:

That the Secretary be directed to request the House of Representatives to return to the Senate the bill (S. 2315) entitled "An act to restore the golden eagle program to the Land and Water Conservation Fund Act."

The SPEAKER. Without objection, the request of the Senate is agreed to.

There was no objection.

The SPEAKER. The Committee on Interior and Insular Affairs is discharged from further consideration of the bill S.

2315 and the Clerk will return the bill to the Senate.

EISENHOWER NATIONAL HISTORIC SITE AT GETTYSBURG, PA.

Mr. ASPINALL. Mr. Speaker, I ask unanimous consent that the Committee of the Whole House on the State of the Union be discharged from consideration of the joint resolution (H.J. Res. 81) to provide for the development of the Eisenhower National Historic Site at Gettysburg, Pa., and for other purposes, and ask for its immediate consideration.

The Clerk read the title of the joint resolution.

The SPEAKER. Is there objection to the request of the gentleman from Colorado?

There was no objection.

The Clerk read the joint resolution, as follows:

H.J. RES. 81

Whereas the Secretary of the Interior has designated, under authority of the Act of August 21, 1935 (49 Stat. 666), the Gettysburg, Pennsylvania, farm of General Dwight D. Eisenhower, thirty-fourth President of the United States, as the Eisenhower National Historic Site; and

Whereas the Secretary's order of designation prohibits the use of funds appropriated to the Department of the Interior for the development of the national historic site unless otherwise authorized by Act of Congress: Now, therefore, be it

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That there are hereby authorized to be appropriated such sums as may be necessary for the development of the Eisenhower National Historic Site at Gettysburg, Pennsylvania, which may be expanded only upon termination of the estates reserved by the donors.

With the following committee amendments:

Page 1, strike out all of the preamble.

Page 1, beginning on line 3 and ending on Page 2, line 1, strike out "such sums as may be necessary" and insert "not more than \$1,081,000".

Page 2, lines 3 and 4, strike out "which may be expanded only upon termination of the estates reserved by the donors." and insert in lieu thereof "which may not be expended for the construction of major capital improvements as long as the special use permit issued to Mamie Doud Eisenhower by the National Park Service, United States Department of the Interior, on June 3, 1969, remains in effect."

Page 2, following line 4, insert a new section reading as follows:

"SEC. 2. There are hereby excluded from the boundaries of Gettysburg National Military Park, and included within the boundaries of the Eisenhower National Historic Site, the lands and interests therein identified as 'Additions to Eisenhower NHS' on the drawing entitled 'Proposed Additions to Eisenhower National Historic Site', numbered EISE-20,000 and dated June 1969, which is on file and available for public inspection in the offices of the National Park Service, Department of the Interior.'"

(Mr. ASPINALL asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. ASPINALL. Mr. Speaker, the measure now before the House—House Joint Resolution 81—represents statutory recognition of the Eisenhower National Historic Site. While this area was added to the national park system by

Executive action in 1967, the order explicitly provided that no Federal funds would be expended at the site until authorized by the Congress.

The Eisenhower National Historic Site consists of the Gettysburg farm which was the famous retreat and retirement home of the late President. In addition, the historic site would encompass some 262 acres of land donated by the W. Alton Jones Federation of New York which was used in connection with the farming operation as it was known to the Nation's 34th President.

When the principal property was donated to the Federal Government, it was stipulated that administration and development of the area by the National Park Service would not commence until 6 months after the death of either spouse. At the request of Mrs. Eisenhower, however, the National Park Service has issued a special use permit which allows her continued occupancy of the residence, related buildings, and 14 acres of land indefinitely. Under the terms of this permit, she will maintain and insure the buildings and grounds so as to assure their protection and historical integrity.

The remainder of the area is to be operated as a farm under a lease arrangement assuring the maintenance of the premises in an orderly manner. The members of the Committee on Interior and Insular Affairs were advised that, under terms of the lease, the farm is to be operated as it was during the General's residence.

Of course, as long as it remained the home of the Eisenhowers, the property was not open to the public and it is not expected to be available to the public as long as Mrs. Eisenhower retains it as her residence. For this reason, it would be inappropriate to proceed with development of the site at this time. The resolution, as amended by the committee, recognizes that some minor repairs or improvements might require funding in the near future, but major capital improvements would be deferred as long as the special use permit remains in effect. This provision is consistent with the stated intent of the National Park Service.

The committee recognizes, however, that a substantial investment will be ultimately be required in order to accommodate the public. For this reason, based on the estimates available to us, we recommend that the appropriations authorized for development be limited to \$1,081,000. It is expected that the National Park Service will begin making detailed plans for the future development of the property, but no major construction will be undertaken at this time.

In conclusions, I want to emphasize that all of the lands have been donated either by the Eisenhowers or by the W. Alton Jones Federation of New York. I also want to point out that the personalty of the farm and the household furnishings were not included in the donation. In the event that it should be necessary to purchase contemporary furnishings, the costs attributable to that purpose are not included in the authorized ceiling; consequently, it might be necessary sometime in the future, to consider an increase for this purpose.

Basically, all of the amendments rec-

ommended by the committee have been covered in my explanation of the joint resolution, but let me enumerate them briefly. We recommend—

First, the deletion of the preamble because we feel that the purpose of the measure is adequately explained in the report;

Second, that the amount authorized to be appropriated be limited to the amount actually estimated to be needed for development of the site;

Third, that the legislation preclude major improvements as long as the existing special use permit continues in effect; and

Fourth, that the lands donated by the W. Alton Jones Federation, presently a part of the Gettysburg National Military Park, be transferred to the Eisenhower National Historic Site since it is more intimately connected with the farm and will be useful in the future development of the facility.

Mr. Speaker, House Joint Resolution 81, as amended, has been reviewed in detail and I urge its approval by the Members of the House.

COMPARISON WITH SENATE JOINT RESOLUTION 26, AS PASSED BY THE SENATE

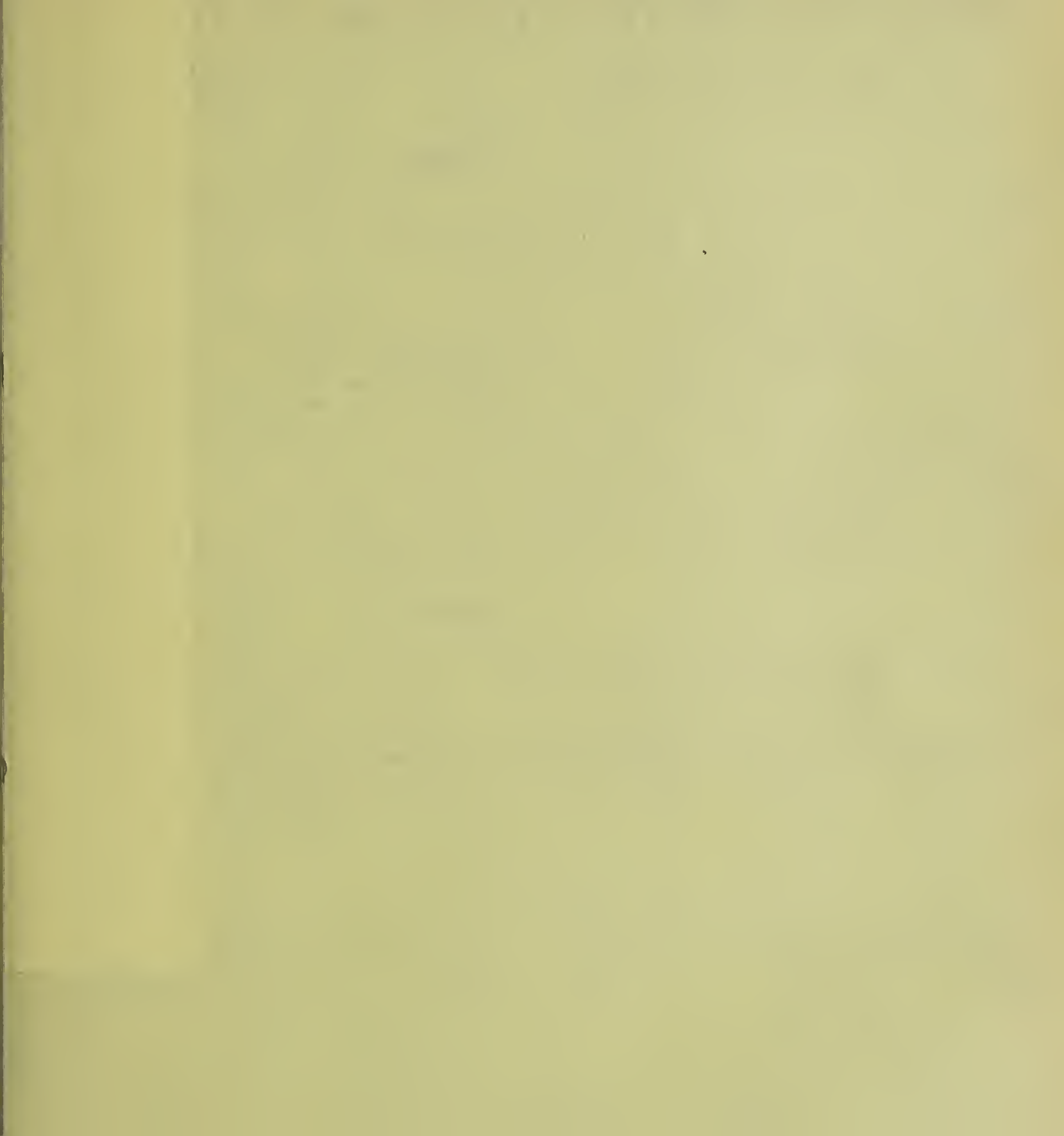
First. The committee deleted the "whereas" clauses, but the Senate retained them. The preamble is not essential to the purposes of the act.

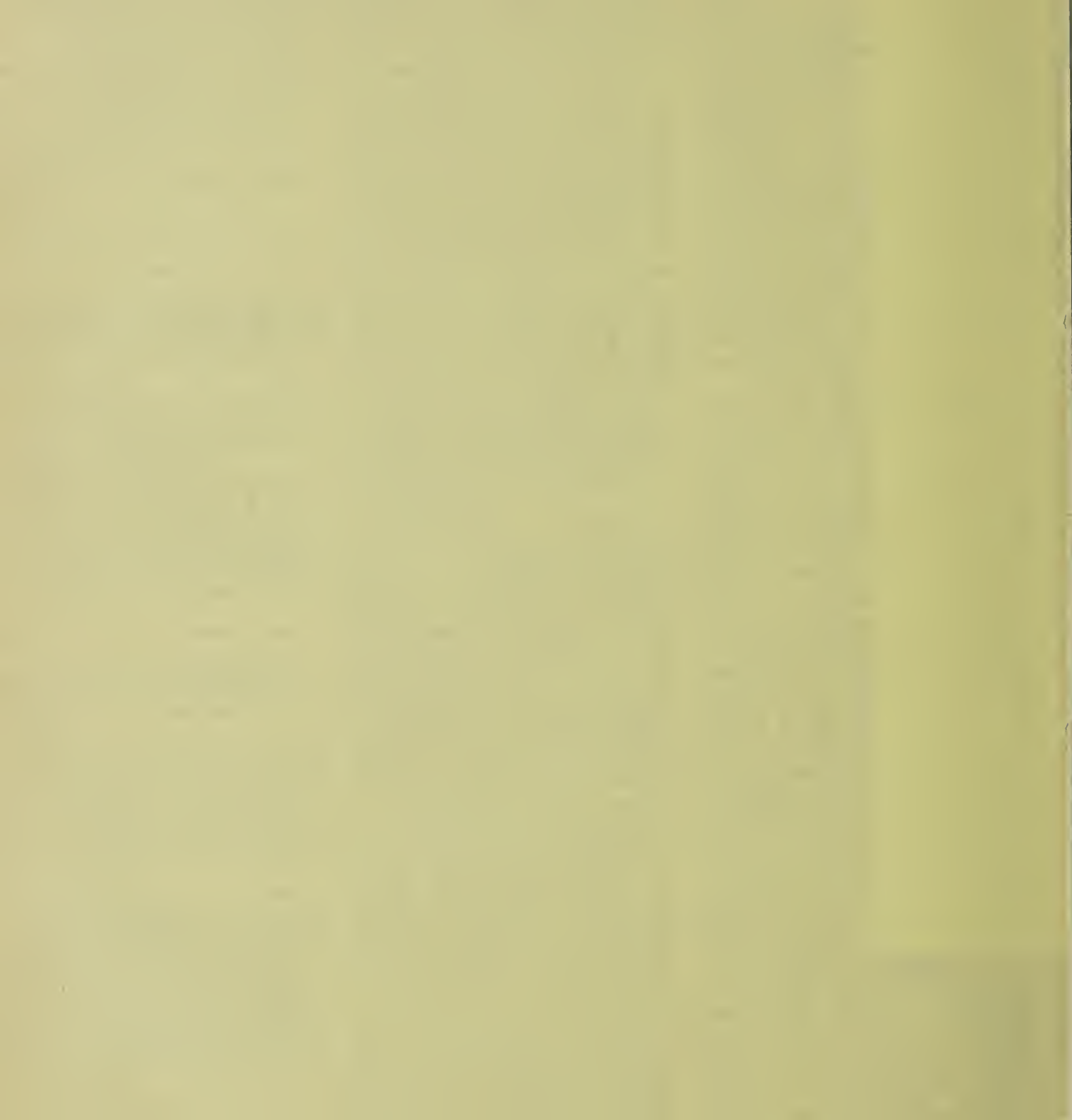
Second. The committee amended the measure to limit appropriations by providing "not more than \$1,081,000," but the Senate language indicates that "not to exceed \$1,108,000" is authorized. Both attempt to limit expenditures to the estimated outlay, but the House figure is correct.

Third. The committee substituted a provision prohibiting major capital improvements as long as the special use permit remains effective, while the Senate language provides that the development funds "may be expended only upon termination of the estates reserved by the donors." By operation of the deed, the estates reserved by the donors are scheduled to expire 6 months after the death of the late President, that is, on September 28, 1969. The committee amendment accomplishes the objective, that is, to use the development funds authorized only when the residence is no longer to be used as a personal residence, but it allows some flexibility so that funds can be used for necessary improvements and repairs. The director of the National Park Service indicated that no major improvements would be made as long as Mrs. Eisenhower resided on the property.

Fourth. The new section 2 is identical in both measures. The Department recommends that the lands donated by the W. Alton Jones Federation be transferred from the Gettysburg National Military Park because they were donated with the understanding that General Eisenhower would be permitted to use them in connection with his farming operation. They were an integral part of the farming operation, but they were relatively insignificant in the historic Gettysburg encounter; therefore, the transfer seems appropriate.

(Mr. SAYLOR asked and was given permission to extend his remarks at this point in the RECORD.)





DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
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NOT TO BE QUOTED OR CITED)

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For Highlights see page 6.

SENATE

1. FOOD STAMPS. Passed, 78-14, with amendment S. 2547, to extend and revise the food stamp program and to authorize funds therefor through fiscal year 1972. pp. S11239-41, S11242-84.
Agreed, 54-40, to Sen. McGovern's amendment in the nature of a substitute (p. S11274). The bill as passed by the Senate would authorize appropriations not in excess of \$1,250,000,000 for fiscal year 1970; \$2,000,000,000 for fiscal year 1971; and \$2,500,000,000 for fiscal year 1972.



2. PROPERTY. The Government Operations Committee reported with amendment S. 2210, to amend the Federal Property and Administrative Services Act of 1949 so as to permit donations of surplus property to public museums (S. Rept. 91-423); and with amendments S. 406, to amend the Federal Property and Administrative Services Act of 1949 to permit the rotation of certain property whenever its remaining storage or shelf life is too short to justify its retention (S. Rept. 91-424). p. S11206
3. PROCUREMENT. The Government Operations Committee reported with amendments S. 1707 to establish a Commission on Government Procurement (S. Rept. 91-427). p. S11206
4. INTERGOVERNMENTAL RELATIONS. The Government Operations Committee reported with amendment S. J. Res. 117, to authorize appropriations for expenses of the Office of Intergovernmental Relations (S. Rept. 91-430). p. S11206
5. POPULATION. The Government Operations Committee reported without amendment S. 2701, to establish a Commission on Population Growth and the American Future (S. Rept. 91-431). pp. S11206-7
6. TRANSPORTATION. Both Houses received from the President the Annual Report of the St. Lawrence Seaway Development Corporation for 1968. pp. S11181, H837
7. REVIEW COMMITTEES. Passed as reported S. 2226, to amend the Agricultural Adjustment Act of 1938 to provide that review committee members may be appointed from any county within a State and that the Secretary of Agriculture may institute proceedings in court to obtain a review of any review committee determination. p. S11182

8. GOLDEN EAGLE. By unanimous consent the Senate reconsidered the votes by which S. 2315, to restore the golden eagle program to the Land and Water Conservation Fund Act, was passed and again passed the bill with an amendment by Sen. Church providing that user fees be charged only in certain highly developed recreation areas at Federal lakes and reservoirs. pp. S11184-11205

9. TAXATION. Sen. Mansfield stated, "It has been my understanding all along that the investment credit was not to be brought up and disposed of before the general tax reform bill was available to the Senate" and stated the leadership has not agreed to schedule the investment credit repeal now, as a separate tax item. pp. S11182-4
Sen. Long inserted a summary of Monday's testimony before the Finance Committee relating to the tax treatment of farm losses and hobby farmers. pp. S11228-36
10. POLLUTION. Sen. Mathias submitted an amendment intended to be submitted by him to the Federal Water Pollution Control Act which would require compliance with water quality standards by all activities and facilities over which the Federal Government has direct control or for which Federal licenses or permits are required. pp. S11210-1

S. 2315

IN THE HOUSE OF REPRESENTATIVES

SEPTEMBER 11, 1969

Referred to the Committee on Interior and Insular Affairs

SEPTEMBER 15, 1969

The Committee on Interior and Insular Affairs discharged, and bill returned to Senate

SEPTEMBER 25, 1969

Senate returned bill to House; re-referred to the Committee on Interior and Insular Affairs

AN ACT

To restore the golden eagle program to the Land and Water Conservation Fund Act.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That (a) the first section of the Act entitled "An Act to
4 amend title I of the Land and Water Conservation Fund Act
5 of 1965, and for other purposes", approved July 15, 1968
6 (82 Stat. 354; Public Law 90-401), is hereby repealed.
7 (b) Subsection (c) of section 2 of the Land and Water
8 Conservation Fund Act of 1965 (16 U.S.C. 4601-5), as
9 added by section 2 of the Act of July 15, 1968 (82 Stat.
10 354; Public Law 90-401), is redesignated as subsection
11 (d).

1 (c) The first sentence of section 8 of the Land and
2 Water Conservation Fund Act, as amended, is further
3 amended to read as follows:

4 “Not to exceed \$30,000,000 of the money authorized to
5 be appropriated from the fund by section 3 of this Act may
6 be obligated by contract during each fiscal year for the ac-
7 quisition of lands, waters, or interest therein within areas
8 specified in section 6 (a) (1) of this Act.”

9 SEC. 2. (a) Section 2 (a) (i) of the Land and Water
10 Conservation Fund Act of 1965 (78 Stat. 897), is amended
11 by deleting “\$7” and inserting in lieu thereof “\$10”.

12 (b) Section 7 of such Act (78 Stat. 903), is amended
13 by inserting immediately before the period at the end thereof
14 a comma and the following: “except to the extent that the
15 Secretary of the Interior determines necessary in order to ad-
16 vertise and promote any entrance or user fee program estab-
17 lished pursuant to section 2 (a) of this Act”.

18 SEC. 3. Section 210 of the Flood Control Act of 1968
19 (82 Stat. 746) is repealed.

20 SEC. 4. Section 2 (a) of the Land and Water Conserva-
21 tion Fund Act of 1965 (78 Stat. 897) is amended by
22 inserting, immediately after the words “for use of any
23 waters.” in the second paragraph of such section 2 (a) the
24 following: “User fees at recreation areas administered by
25 the United States at Federal lakes and reservoirs shall be

1 collected by officers and employees only from users of
2 highly developed facilities constructed for reasons of pub-
3 lic health, safety, and convenience, and which require a
4 schedule of regular maintenance and supervision. Fees shall
5 not be collected for entrance or access to or use of water
6 areas, undeveloped or lightly developed shoreland, picnic
7 grounds, overlook sites, scenic drives, or boat launching
8 ramps where no mechanical or hydraulic equipment is
9 provided.”

Passed the Senate September 24, 1969.

Attest:

FRANCIS R. VALEO,

Secretary.

AN ACT

To restore the golden eagle program to the Land and Water Conservation Fund Act.

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countenancing of a back-door effort to put off or delay tax reform and tax relief. In all frankness, I must express concern, therefore, with the reports which have recently appeared in the press. I am astonished at some stories which indicate, for example, that I have agreed to take up now the repeal of the investment credit as distinct and separate from a general tax bill.

A clamor for repeal of the investment credit raises a lot of dust because the reform is a desirable one. I think Senators should be wary lest other essential tax reforms and tax relief be lost in the resulting obscurity. Insofar as the leadership is concerned, it will always try to be reasonable but reasonable does not include being a party to smokescreens.

A specific representation was made to the Senate last July when it was agreed to call up the extension of the 10-percent surtax through 1969. That representation was made on the strength of a decision of the majority policy committee. The decision, in turn, was influenced by strong statements by the administration in support of prompt action on tax reform and relief and by many Members of the Senate along the same lines. It was made, finally, on the basis of innumerable conversations and several meetings with the chairman and Democratic members of the Finance Committee—the committee in which the tax legislation was being considered.

On that basis, the leadership represented to the Senate, without contradiction from any source, but rather with at least the tacit concurrence of the Finance Committee and the minority leadership, that a full tax reform package—to go along with the investment tax credit and the final 6-month extension of the surtax at 5 percent which was requested by the administration—a full tax reform and tax relief package would be reported by the Finance Committee no later than October 31, 1969.

A promise of general tax reform has been made to the Nation by the President and his administration and it has been echoed by Members of Congress. Taxpayers will be reminded of that promise when tax forms are received next January. These forms will require payment of the 10-percent surtax for the 6 months extension voted last July by a Senate which has also held out great promise of tax reform and tax relief. I would hope, therefore, that those who pay the surtax will be able to say, in the end, that the 6 months extension at least purchased a fairer and more equitable tax system.

That is the promise which has been held out to the American taxpayer—I repeat—by the administration and by Members of Congress. To date, only the House has delivered on that promise. It would be my expectation that on the basis of the understandings of last July, the Finance Committee will also deliver in the next few weeks and that the Senate will follow suit as soon as possible thereafter.

In considering tax reform and relief when it is reported by the committee, the Senate will also consider repeal of the investment tax credit, retroactive to

April 18, 1969. That is what was understood at the time the tax surcharge was extended last July. That is still the case today and I cannot understand why there should be any doubts or uncertainties on that score. Indeed, if one wishes to pursue this business of uncertainty as a basis for urgent action, one might well ask of the uncertainty which confronts tens of millions of the Nation's moderate and lower-income taxpayers who are still waiting for the long-promised general tax reform and tax relief.

The fact is that the central problem which faces the Senate in this matter is not the repeal of the investment tax credit. The central problem has been and remains: When and in what context should the investment credit be repealed in order also to assure prompt consideration of a general tax reform and relief measure? In essence, the problem is the same that confronted the leadership in the case of extension of the tax surcharge a few months ago. It is the practical problem of how best to proceed in the light of the procedural realities of the Congress. To refresh memories on this point, let me quote the remarks of Senator PASTORE, a member of the majority policy committee, who put it so well last July when he said on the Senate floor:

The thing that disturbs me is not so much the 6 months as against the 12 months. As a matter of fact, I would be for the 12-month extension providing I would have assurance that we are going to have tax reform. There is no Member of the Senate who knows more about the parliamentary gimmicks than does the Senator from Delaware. And he knows that if we dispose permanently of the surtax problem and then treat the tax reform independently, we will have no chance to have tax reform.

In a similar vein, to dispose of the investment tax credit at this time, in my judgment, might well diminish the prospects of a meaningful general tax reform and tax relief during this Congress which would most benefit middle and lower income taxpayers. That was also the judgment of the majority policy committee last July. That is still my judgment and I have no indication whatsoever that it is not still the judgment of the policy committee.

For those who have concerns about the investment credit, I repeat that, as far as I am concerned, any repeal will be retroactive to April 18, 1969; the date is firm. Repeal of the investment credit, as of April 18, is on the calendar now. It was on the calendar last July as part of a House-passed bill and remained there when the surtax was extended. Repeal, as of April 18, will be on the calendar when the Finance Committee reports the tax reform and tax relief bill, as expected, no later than October 31.

It has been by understanding all along that the investment credit was not to be brought up and disposed of before the general tax reform bill was available to the Senate. That was pledged to the majority policy committee last July and it was, in part, on that basis that the Committee agreed, at that time to taking up the extension of the income surtax, even for 6 months.

That is the whole story. There have been no deals, no agreements, and no

commitments to the contrary. So let me dispel any doubts which may have arisen because of recent reports. The leadership has not broken its pledge nor has the chairman of the Finance Committee (Mr. LONG). The leadership has not agreed to schedule the investment credit repeal now, as a separate tax item. Nor has the distinguished chairman of the Finance Committee (Mr. LONG) or anyone else, so far as I am aware, abandoned the understanding.

Mr. President, I ask unanimous consent that a Harris survey dealing with this question be inserted in the RECORD.

There being no objection, the survey was ordered to be printed in the RECORD, as follows:

[From the Boston Globe, Sept. 22, 1969]

EIGHTY-THREE PERCENT OBJECT TO SPECIAL TAX BREAKS FOR RICH

Passage by Congress of legislation to close "tax loopholes for the rich" would be important toward making 62 percent of the rank and file of Americans "feel better" about the taxes they pay.

High taxes are second only to high food prices on the public's list of current financial problems. And by an overwhelming 83 to 7 percent, the public is critical of special benefits for wealthy individuals.

The issue of tax "loopholes" is one of the main orders of business now before Congress. The public outcry against extending the 10 percent surcharge on incomes taxes, opposed 69 to 17 percent nationwide, was so great that Democratic leadership in both the House and Senate has insisted on tax reforms aimed at spreading the tax load more evenly.

In a recent survey of a cross-section of 2074 people across the nation, the public was asked:

"Do you feel there are a lot of tax loopholes for the rich to avoid taxes or do you think the rich have to pay higher proportionate taxes under our tax system?"

Fairness of tax system

	[In percent]	Total public
Rich avoid taxes.....		83
Rich pay proportionately.....		7
Not sure.....		10

There is little doubt that most taxpayers in America are resentful over a system which they believe "allows the rich to avoid high taxes." The degree to which the "loopholes" have fueled the growing tax revolt was evident in the result of this question:

"If many of the tax loopholes for the rich were closed, would you feel better about the taxes you pay or would you still feel the same?"

Impact of closing tax loopholes

	[In percent]	Total public
Would feel better about my taxes.....		62
Still feel the same.....		29
Not sure.....		9

Some economists have pointed out that the added revenues to be derived from closing the so-called loopholes would not bring in an appreciable amount of new money to the Federal government. Clearly, these results show, however, that the loophole legislation would have a rather important psychological effect on a taxpaying public which now feels put upon financially. The chief target of the people's ire is the inflationary spiral, but taxes and government spending are viewed as major culprits.

The public concern over the high cost of living was evident when the cross-section was asked:

"What are the two or three major financial problems facing you and your family these days? Any others?"

Major family financial problems

[In percent]	Total public
High food prices, mainly meat.....	38
High taxes.....	27
High rent, mortgage payments.....	24
High cost of everything.....	19
High medical, dental costs.....	17
Cost of educating children.....	16
Clothing costs.....	11
Auto installment payments.....	11
Insurance premiums too high.....	8
High interest rates.....	6
High labor costs for help.....	6

NOTE.—Percentages add to more than 100 percent because most people named more than one financial worry.

The irony of the tax situation, of course, is that both the Administration and Congress are aware of the argument that one of the ways to halt rising prices is to take consumer money out of circulation through higher taxes and by raising interest rates. The public is adamantly opposed to either solution. To the contrary, higher taxes are viewed as an added burden on the individual family in a period when it cannot make ends meet.

Mr. HARRIS. Mr. President, I wish to comment on the Senator's statement. As a member of the Committee on Finance, I am very much in accord with what the majority leader has said. I commend him for his excellent leadership on the issue. I believe he has been headed in the right direction, and still is. I applaud him.

Mr. MANSFIELD. I thank the Senator. I wish to reiterate that the purpose in making these full remarks this morning was to set the record straight.

RESTORATION OF THE GOLDEN EAGLE PROGRAM TO THE LAND WATER CONSERVATION FUND ACT

Mr. HARRIS. Mr. President, in line with the generous cooperation of the distinguished Senator from Idaho (Mr. CHURCH), who is willing that the Senate fully consider this matter before acting upon it, I ask unanimous consent that the Senate proceed to the consideration of my motion of September 12, 1969, to reconsider the passage of S. 2315.

The PRESIDING OFFICER (Mr. ALLEN in the chair). Without objection, it is so ordered.

Mr. HARRIS. Mr. President, I ask unanimous consent that the Senate reconsider the votes by which S. 2315 was read the third time and passed.

The PRESIDING OFFICER. The bill will be stated by title.

The ASSISTANT LEGISLATIVE CLERK. A bill (S. 2315) to restore the golden eagle program to the Land and Water Conservation Fund Act.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Oklahoma? The Chair hears none, and it is so ordered.

PRIVILEGE OF THE FLOOR

Mr. CHURCH. Mr. President, I ask unanimous consent that Mr. Dale Shaffer, who is a member of the staff of the Committee on Interior and Insular Affairs, be permitted in the Chamber during the consideration of S. 2315.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. HARRIS. Mr. President, I send to the desk an amendment and ask that it be read.

The PRESIDING OFFICER. The amendment will be read.

The ASSISTANT LEGISLATIVE CLERK. The Senator from Oklahoma (Mr. HARRIS) proposes an amendment on page 2, beginning with line 20, strike out all of line 20 and all of line 21.

Mr. HARRIS. Mr. President, I am glad the Senate has this opportunity to reconsider S. 2315, the bill which calls for the reinstatement of the golden eagle passport program and the Federal recreation fee system as a part of the Land and Water Conservation Fund Act of 1965.

As I have stated previously, I have no objection to the golden eagle passport program as it applies to national parks and national forests. I do, however, object to the collection of fees for entrance or access—as distinguished from user fees for special facilities—to Federal lakes and reservoirs under the jurisdiction of the U.S. Army Corps of Engineers. I, therefore, have sent to the desk an amendment to S. 2315 which strikes that portion of the bill calling for repeal of section 210 of the Flood Control Act of 1968.

Under the provisions of the Land and Water Conservation Fund Act as passed in 1964, the U.S. Army Corps of Engineers was required to collect fees at lakes and reservoirs. However, this same act stated that there could be no charge for the use of waters at these projects. This created a dilemma for the Corps of Engineers because the collection of an entrance fee from persons passing through a public recreation area to reach the water was tantamount to charging for the use of the water. Congress, recognizing this dilemma, adopted section 210 of the Rivers and Harbors and Flood Control Act of 1968 which states:

No entrance or admission fees shall be collected after March 31, 1970, by any officer or employee of the United States at public recreation areas located at lakes and reservoirs under the jurisdiction of the Corps of Engineers, United States Army. User fees at these lakes and reservoirs shall be collected by officers and employees of the United States only from users of highly developed facilities requiring continuous presence of personnel for maintenance and supervision of the facilities, and shall not be collected or access to or use of water areas, undeveloped or lightly developed shoreland, picnic grounds, overlook sites, scenic drives, or boat launching ramps where no mechanical or hydraulic equipment is provided.

Section 3 of S. 2315 would repeal section 210 of the Flood Control Act of 1968 and would thus once again authorize the Bureau of Outdoor Recreation to require the U.S. Army Corps of Engineers to collect fees for the use of recreation areas in conjunction with lakes and reservoirs under their jurisdiction.

The matter of fee collection at lakes and reservoirs under the jurisdiction of the U.S. Army Corps of Engineers has been the subject of a great deal of debate both in the Public Works and Interior Committees of the House and Senate and on the floor of both bodies. I feel that the evidence is overwhelming in opposition to the collection of entrance or user fees at these lakes and reservoirs.

First, it has been the longstanding and established public policy in this country that access to and use of inland waters should be free to the general public. This policy was first set forth in the Northwest Ordinance of July 1787 and was reaffirmed when the Congress adopted that ordinance in August of 1789. Through the years freedom of access to and use of the inland waters of the United States has been restated by the Congress on numerous occasions. In the Flood Control Act of 1944, of 1946, of 1954, and again in the Rivers and Harbors Act of 1962, the Congress expanded this doctrine when it said:

The water areas of such projects shall be open to public use generally without charges for boating, swimming, bathing, fishing and other recreational purposes.

Also, in the Rivers and Harbors and Flood Control Act of 1968 the Congress once again restated that entrance and admission to Federal lakes and reservoirs should be free to the general public.

My distinguished colleague, Representative Ed EDMONDSON, of Oklahoma, said during the consideration of the Land and Water Conservation Fund Act:

The Congress has consistently been saying since 1944 to the areas in the country where these reservoirs are built or authorized to be built, if you will cooperate with us for the building of these reservoirs, if you will give up your bottomland, and if you will assist us and work with us on the local contribution angles that are necessary for the construction of these reservoirs, we will provide access without charge to the general public.

Although Congressman EDMONDSON was unsuccessful in his efforts to guarantee freedom of access to and use of Federal lakes and reservoirs during consideration of the Land and Water Conservation Fund Act of 1965, he was later successful in bringing about the adoption of section 210 of the Flood Control Act of 1968 which prohibits the collection of entrance and access fees at these projects.

The amendment I offer today would make clear once again the public policy of this country and the sense of the Congress that there must not be and shall not be any fees charged for the use of Federal waters or the access thereto. The adoption of my amendment today will be a clear statement by us of the furtherance of the longstanding public policy of this country for free recreation use of our lakes and reservoirs.

Second, Mr. President, experience has shown that the collection of entrance and user fees at Corps of Engineers lakes and reservoirs is extremely costly and very difficult to administer. For instance, in 1967, the last year for which detailed costs figures are available, the Corps of Engineers collected fees at 168 areas at 65 projects for a total of \$703,000. The cost for collection of these fees in the same year, 1967, was \$769,176. So, as you can see, the Corps of Engineers actually lost approximately \$66,000 as a result of collecting fees in the year 1967. Not only did the corps collect less than it cost them to administer this program, but that money which was collected was turned over to the Land and Water Conservation Fund and was not utilized for

recreational improvement at the reservoirs where it was collected. Thus we actually appropriated to the Corps of Engineers more money to enable them to collect fees than they were able to collect and the meager amount they were able to collect could not be used to offset their expenses. This certainly does not appear to be very sound business practice to me.

Third, entrance fees are impossible to collect efficiently and fairly at most Corps of Engineers reservoir areas. For instance, the Corps of Engineers administers reservoirs with a total shoreline of approximately 28,000 miles. The fact is that without thousands of miles of barbed wire and a new army of fee collectors there is no practical and efficient way to collect entrance fees in these areas. The Army Corps of Engineers knows this, the general public knows this, the Congress knows this. In fact, as Congressman EDMONDSON has said:

Everybody with any familiarity with Army Engineers reservoirs knows that a facility

use fee limited to beaches and camp sites or to launch facilities where mechanical or hydraulic equipment is provided, is the only practical, fair and economical system for these reservoirs.

I fully agree with this statement, and I wholeheartedly feel that we must continue the policies against the collection of entrance fees at these projects.

Fourth, Mr. President, entrance fees at Army Corps of Engineers lakes do not contribute to maintenance or improvements of lakes where they are collected. Under the provisions of the Land and Water Conservation Fund Act, all fees collected at Federal recreation areas are deposited in the land and water conservation fund. The Federal share of this fund goes to acquire additional lands for recreational purposes, generally parks. Not one single dollar of the land and water conservation fund has been allocated or can be allocated to the Army Engineers for maintenance and improvement of the lakes or the recreation areas where the fees are collected. Therefore, al-

though the Army Engineers have been collecting fees at 168 recreation areas at 65 projects under their administration, they have yet to receive \$1 for their efforts. This is not true of the National Park Service, the National Forest Service, or the Bureau of Sport Fisheries and Wildlife. For example, Mr. President, if the Interior appropriations bill as passed by the Senate becomes law, the National Park Service in fiscal year 1970 will receive \$13,700,000 and the Bureau of Sport Fisheries and Wildlife will receive \$1 million. Yet, the Army Corps of Engineers will not receive one dime.

Mr. President, to illustrate this point I ask unanimous consent that the table appearing on page 10 of the Senate Report No. 91-420, the Interior Department and related agencies appropriations bill for 1970, be printed in the RECORD at this point.

There being no objection, the table was ordered to be printed in the RECORD, as follows:

Activity	Budget estimate	House allowance	Committee recommendation	Activity	Budget estimate	House allowance	Committee recommendation
1. Assistance to States.....	\$77,000,000	\$75,000,000	\$62,000,000	2. Federal land acquisition program—Continued			
2. Federal land acquisition program:				Liquidation of fiscal year 1969 contracts—Continued			
National Park Service (new areas):				Saugus Iron Works.....	47,500	47,500	47,500
Assateague Island National Seashore.....	1,789,718	1,789,718	2,789,718	Whiskeytown National Recreation Area.....	239,000	239,000	239,000
Biscayne National Monument.....	1,000,000	1,650,000	2,500,000	Inholdings.....	359,500	359,500	359,500
Delaware Water Gap National Recreation Area.....		2,000,000	2,000,000	Subtotal, liquidation appropriation.....	15,528,000	15,528,000	15,528,000
Indiana Dunes National Lakeshore.....	1,500,000	2,000,000	5,000,000	Total, National Park Service.....	30,300,000	33,300,000	44,100,000
North Cascades National Park.....	250,000	250,000	250,000	Forest Service:			
Ozark National Scenic Riverway.....	558,100	558,100	1,058,100	National recreation areas:			
Guadalupe Mountains National Park.....			231,000	Mount Rogers, Va.....	433,400	433,400	433,400
Glen Canyon National Recreation Area.....			150,000	Spruce Knob-Seneca Rocks, W. Va.....	712,600	712,600	712,600
San Juan Island National Historic Park.....			476,300	Subtotal, national recreation areas.....	1,146,000	1,146,000	1,146,000
Pictured Rocks National Lakeshore.....			1,177,100	Recreation lands.....	10,354,000	10,354,000	12,554,000
Subtotal, new areas.....	5,097,818	8,247,818	15,632,218	Total, Forest Service.....	11,500,000	11,500,000	13,700,000
Inholdings.....	674,182	674,182	674,182	Bureau of Sport Fisheries and Wildlife:			
Grand Teton National Park (JY Ranch).....	1,050,000	1,050,000		Southern Bald Eagle Habitat, Mason Neck, Va.....	375,000	375,000	375,000
Court awards (Padre Island National Seashore).....	7,800,000	7,800,000	12,115,600	Patuxent Wildlife Research Center, Maryland.....	375,000	375,000	375,000
Wild and scenic rivers.....	100,000		100,000	McNary National Wildlife Refuge, Wash.....	50,000	50,000	50,000
National trails system.....	50,000		50,000	Tennessee National Wildlife Refuge.....	200,000	200,000	200,000
Subtotal, remaining areas.....	9,674,182	9,524,182	12,939,782	Total, Bureau of Sport Fisheries and Wildlife.....	1,000,000	1,000,000	1,000,000
Liquidation of fiscal year 1969 contracts:				Bureau of Outdoor Recreation: Advance planning and emergency acquisition.....	1,000,000		
Assateague Island National Seashore.....	3,500,000	3,500,000	3,500,000	Total, Federal program.....	43,800,000	45,800,000	58,800,000
Biscayne National Monument.....	2,500,000	2,500,000	2,500,000	Administrative expenses.....	3,200,000	3,200,000	3,200,000
Carl Sandburg Farm National Historic Site.....	203,000	203,000	203,000	Total, 1970.....	124,000,000	124,000,000	124,000,000
Delaware Water Gap National Recreation Area.....	2,561,000	2,561,000	2,561,000				
Guadalupe Mountain National Park.....	1,015,000	1,015,000	1,015,000				
Herbert Hoover National Historic Site.....	150,000	150,000	150,000				
Indian Dunes National Lakeshore.....	4,000,000	4,000,000	4,000,000				
Ozark National Scenic Riverway.....	500,000	500,000	500,000				
Pictured Rocks National Lakeshore.....	420,000	420,000	420,000				
San Juan Island National Historic Park.....	33,000	33,000	33,000				

Mr. HARRIS. Mr. President, last, I feel that we must reaffirm our position on continuing the free access to and use of our lakes and reservoirs in order to avoid excluding many people of modest income from the enjoyment of these projects. I have stated over and over that I have no opposition to the charging of a small fee for the use of a particular facility such as a bathhouse, so long as the fee is commensurate with the service available and the cost of collection will not eat up a good portion of the amount collected.

But what about the person who comes onto public land, simply to enjoy the wonders of nature, to walk or sit or lie among them and marvel at the beauties God has built? What about the person

who uses no bathhouse or diving board or other facilities especially constructed, but comes onto the land with his wife and children to go swimming, already in bathing suit or changing elsewhere? What about the person who comes in and uses no especially constructed boat dock or boat ramp or other facilities, and boats or fishes on public waters? What about the person who comes out just to see or photograph the wonders of such a public area, its flora and its fauna?

Shall we charge fees of these people in areas where none now are collected? I submit, that if we do, if we go back to the policy in effect prior to the enactment of section 210 of the Flood Control Act of 1968, we break faith with the great public policy and traditions of this coun-

try and with our obligations to future generations. Congress can guard against this being done now or in the future by enactment of my amendment which would strike section 3 of S. 2315.

I could provide the Senate with numerous letters supporting the fact that the Army Engineers are not providing utilities nor are they providing police or fire protection even in those areas where they would be forced to collect fees if S. 2315 passed without my amendment. I feel that the general public, if required to pay a fee should be guaranteed some additional services in return.

Mr. CHURCH. Mr. President, before I proceed to discuss the points raised by the distinguished Senator from Oklahoma (Mr. HARRIS), in connection with which

I intend to offer a substitute amendment, that I hope he will find satisfactory, I should like to discuss briefly the purpose of S. 2315.

This bill was reported by the Interior and Insular Affairs Committee. In the opinion of the committee, which received no unfavorable testimony, the bill has great merit. I believe this is apparent by the fact that the bill passed the Senate once without opposition. However, I want to assure the Senator from Oklahoma that if the committee had been advised of his desire to discuss the provisions of this measure, we would have accommodated him at the time the bill was first cleared for passage.

Mr. HARRIS. Mr. President, will the Senator from Idaho yield at that point?

Mr. CHURCH. I yield.

Mr. HARRIS. I trust that it comes as no surprise to members of the Senate Interior and Insular Affairs Committee that I vigorously objected to repeal of that portion of the act, that my presence was not necessary to put people on notice about that, as this has been a matter on which I and Representative EDMONDSON of Oklahoma and others have spoken out vigorously in the past.

Mr. CHURCH. Yes; I appreciate that fact and, of course, it is because of the Senator's concern that we have called the measure back to reconsider the provision to which he has raised his objection this morning.

Mr. President, the primary objective of the bill as introduced by Senator JACKSON and amended by the committee, is to retain the extremely popular golden eagle program created by the original enactment of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897), as amended. The legislation would restore the golden eagle passport program due to expire next March, while also increasing the annual fee from \$7 to \$10. The bill also continues the advance contract authority of the Secretary of the Interior to deal with the increasingly serious problem of land-cost escalation. He had this authority for fiscal years 1969 and 1970 for the acquisition of certain land, water, or interests therein.

Other provisions of S. 2315, as amended, include: First, authorization for the Secretary of the Interior to advertise and promote entrance or user fee programs currently in operation and; second, repeal of section 210 of the Flood Control Act of 1968, which, as interpreted, precludes the sale of golden eagle passports in recreation areas under the administrative jurisdiction of the Corps of Engineers.

It is the second matter relating to the repeal of section 210 of the Flood Control Act which has concerned the Senator from Oklahoma and others.

When the Senate Interior Committee ordered S. 2315 reported last August 12, it was the consensus that recreation areas under the jurisdiction of the Corps of Engineers should be an active part of the general fee collection program. Therefore, S. 2315 was amended by the committee to repeal section 210 of the Flood Control Act of 1968. This action was taken because exclusion of the corps

areas from the golden eagle passport program could well undermine the whole concept of special fees for special services rendered. Since we were restoring the golden eagle program, the committee also felt that it would be unwise to allow different treatment of the fee program between different agencies of the Government.

In view of the objections raised, and the amendment offered, by the Senator from Oklahoma to section 3 of S. 2315, namely, the section repealing section 210 of the Flood Control Act of 1968, I will propose a substitute to an amendment to the bill in an attempt to maintain the integrity of the land and water conservation fund. I have discussed the language with the Senator from Oklahoma, and Chairman JACKSON has done likewise with the chairman of the Senate Public Works Committee, the distinguished senior Senator from West Virginia, who, I believe, concurs with the language of the proposed amendment.

When I propose is to incorporate the essence of the provisions of section 210 of the Flood Control Act of 1968 into the basic land and water conservation fund law. This language would supplement the provisions of section 2(c) of the fund act and would make our intent abundantly clear that entrance or access to, or use of, any water shall be free. The amended language specifies in part that—

Fees shall not be collected for access to or use of water areas, undeveloped or lightly developed shoreland, picnic grounds, overlook sites, scenic drives or boat launching ramps where no mechanical or hydraulic equipment is provided. The fee collection provisions would apply only to those highly developed facilities constructed for reasons of public health, safety, and convenience, and which require a schedule of regular maintenance and supervision.

I want to make it absolutely clear that under no circumstances would user or admission fees be collected for the use of waters at federally operated or maintained recreation areas, and more particularly at Federal multiple-use lakes and reservoirs, whether constructed by the Bureau of Reclamation or the Corps of Engineers. In fact, section 2(a) of the Land and Water Conservation Fund Act states:

No fee of any kind shall be charged by a Federal agency under any provision of this Act for the use of any waters.

In my opinion, the original Land and Water Conservation Fund Act called for fees to be collected at all federally operated and maintained recreational, scenic, scientific, historic, or cultural areas where special benefits are provided at Federal expense to identifiable recipients above and beyond those which accrue to the general public. I believe this system should be uniform in its applicability—it should apply to all Federal agencies upon whose lands these recreational facilities are provided.

Mr. President, when the Congress enacted the Land and Water Conservation Fund Act, it was the intention to have it operate on a pay-as-you-go principle in contributing to the Nation's outdoor recreation needs. This was to be accomplished, in part, by providing a system of

charging uniform fees at Federal recreation areas. It was considered only fair that individual users pay for the special benefits provided. The principle of making collections where special benefits are provided is well established. For example, collections are made where recreational facilities such as bathhouses, cabins, overnight shelter, electricity, fuel, and winter sports equipment are provided. This same principle applies to other Federal programs where identifiable beneficiaries pay a user charge, including those who cut timber, graze cattle, or use water for irrigation.

The point I wish to emphasize is that if user charges are warranted, they should be applied uniformly by all agencies.

Therefore, I send to the desk an amendment intended as a substitute for that offered by the Senator from Oklahoma. I ask that it be read.

The PRESIDING OFFICER. The clerk will read the amendment offered by the Senator from Idaho.

The assistant legislative clerk read the amendment, as follows:

On page 2, add a new section 4 as follows: "Sec. 4. Section 2(a) of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897) is amended by inserting, immediately after the words 'for use of any waters,' in the second paragraph of such section 2(a) the following: 'User fees at recreation areas administered by the United States at Federal lakes and reservoirs shall be collected by officers and employees only from users of highly developed facilities constructed for reasons of public health, safety, and convenience, and which require a schedule of regular maintenance and supervision. Fees shall not be collected for entrance or access to or use of water areas, undeveloped or lightly developed shoreland, picnic grounds, overlook sites, scenic drives, or boat launching ramps where no mechanical or hydraulic equipment is provided.'"

Mr. CHURCH. Mr. President, I respectfully suggest to the distinguished Senator from Oklahoma that the language of the amendment I have offered to take the place of his amendment accomplishes the central objective he has in mind. I hope he would find it possible to withdraw his amendment and accept the amendment I have offered instead.

Mr. HARRIS. Mr. President, will the Senator yield?

Mr. CHURCH. I yield.

Mr. HARRIS. I certainly commend the distinguished Senator from Idaho, and also the distinguished Senator from Washington (Mr. JACKSON), the chairman of the full committee, for trying to work this matter out. As they know, I would prefer the amendment which I have offered, but I believe the general thrust of the amendment the Senator offered is the same as I had desired to accomplish. There is not any way, in my opinion, that we can rightly charge a fee for someone who is not using some kind of special facilities. That, I take it, is the thrust of the substitute amendment proposed by the Senator from Idaho. Its intent is not to have fees charged for lightly developed or undeveloped areas or to charge purely for entrance or access to waters.

It is my understanding that the distinguished chairman of the Public Works

Committee (Mr. RANDOLPH) has agreed to the wording of the amendment proposed by the Senator from Idaho. Therefore, I withdraw my amendment so that the amendment of the Senator from Idaho may be offered.

The PRESIDING OFFICER. Without objection, the amendment offered by the Senator from Oklahoma is withdrawn. The amendment offered by the Senator from Idaho is offered and is before the Senate.

Mr. STENNIS. Mr. President, will the Senator yield?

Mr. CHURCH. I yield.

Mr. STENNIS. I want to commend the Senator from Oklahoma (Mr. HARRIS) for his alertness and timeliness and also for his fine work in connection with this matter, which is a problem for all of us. It is a problem for those who put the bill together.

He is due a great deal of credit. I would have supported his amendment vigorously, had it not received the consideration it did. I certainly appreciate his efforts.

I appreciate also what the Senator from Idaho has done on this bill, and his consideration of the problem. I hope that the members of the committee are now satisfied with the provision, and that it will become law.

Mr. CHURCH. I thank the Senator from Mississippi very much. I join with him in commending the Senator from Oklahoma for his tenacity in working this problem out to the general satisfaction of all concerned.

I move the adoption of my amendment.

The PRESIDING OFFICER. The amendment of the Senator from Oklahoma having been withdrawn, the amendment of the Senator from Idaho is in order. The question is on agreeing to the amendment of the Senator from Idaho.

Mr. JACKSON. Mr. President, will the Senator yield?

Mr. CHURCH. I yield.

Mr. JACKSON. Mr. President, I compliment the able Senator from Oklahoma for the thorough way in which he has gone into this matter. He has made a very fine contribution, I think, in trying to define and separate a line of demarcation between the use of facilities in which the Federal Government has not made a substantial investment, and facilities where there has been such an investment.

Needless to say, I am most grateful to the able Senator from Idaho for the amendment that he has worked out and offered in lieu of that withdrawn by the Senator from Oklahoma, to accomplish this purpose.

Mr. President, I shall ask unanimous consent to have printed in the RECORD at the end of my remarks a booklet and also an extensive explanation of the criteria developed by the outdoor recreation agencies regarding fee collections. I should point out that, if enacted, S. 2315 will necessitate that this criteria be modified somewhat by the executive agencies to reflect the new provisions included in my bill as it is about to be amended.

The booklet I am enclosing is entitled the "1969 Directory of Federal Recrea-

tion, Entrance, Admission, and User Fee Areas," which is distributed by the Bureau of Outdoor Recreation. This informative booklet fully explains the fee systems administered by several Federal agencies, and answers important questions frequently asked by recreationalists about the golden eagle and other fee programs.

I should emphasize, however, that if S. 2315 is enacted, it will modify certain of the statements made in this booklet.

There being no objection, the booklet and statement were ordered to be printed in the RECORD, as follows:

THE 1969 DIRECTORY OF FEDERAL RECREATION
ENTRANCE, ADMISSION, AND USER FEE AREAS
ABOUT OPERATION GOLDEN EAGLE

America needs space for walking, riding, hiking, camping, fishing, hunting, boating, skiing, nature study, and other forms of outdoor recreation necessary to the health and happiness of our people—space to be preserved as part of our National Parks, Forests, Wildlife Refuges, Lakeshores and Seashores, and other Federal recreation areas.

The need is to act now—before it is too late—to make available land and water areas for recreation use by this and future generations.

Through Operation Golden Eagle you can help.

Operation Golden Eagle is the name given to the Federal recreation fee program. It is identified by the symbolic golden eagle and the family motif displayed on the face of the annual Federal Recreation Area Entrance Permit, popularly known as the Golden Eagle Passport, and on official signs posted at Federal recreation areas where fees are charged.

Revenue from sale of the Golden Eagle Passport and the receipts from other Federal outdoor recreation fees are deposited in the Land and Water Conservation Fund. This Fund also receives revenue from sales of surplus Federal real property, Federal motorboat fuels taxes, general receipts of the Treasury, and may receive receipts from mineral leases on the Outer Continental Shelf.

Since the Fund was established in 1965, apportionments totaling \$259 million have been made to States and Territories to help them acquire and develop some 3,300 local and State parks and recreation areas. Approximately \$226 million have been appropriated from the Fund to acquire recreation lands for the National Park System, National Forest System and National Wildlife Refuge System and to acquire lands needed to protect rare and endangered wildlife species.

The Golden Eagle Passport ends after March 31, 1970. Public Law 90-401 substantially amended the Land and Water Conservation Fund Act to (1) authorize a guaranteed minimum fund level of \$200 million per year and (2) delete authority under the Land and Water Conservation Fund Act for collection of recreation fees, effective March 31, 1970.

The first action assures that substantially more funds will be available in the Fund for all purposes of the Act because receipts from general revenues or from offshore mineral leases will go into the Fund as needed to bring the Fund up to the \$200 million annual level.

The second action means that effective March 31, 1970 there is no authority to collect recreation fees on a Government-wide basis. Hence, The Golden Eagle Passport, as it is presently known, will not be available after the 1969 season. Public Law 90-401 does not repeal other existing authorities of Federal agencies to collect fees after March 31, 1970. Each Federal agency managing outdoor recreation areas may fix the amounts and determine where and how to collect fees.

Recreation fees collected after March 31, 1970, will no longer go into the general account of the Land and Water Conservation Fund. Instead, revenue from fees will be deposited in a special account which may be appropriated directly to the collecting agency for use in support of its authorized outdoor recreation function.

1. What is the annual Golden Eagle Passport?

Answer: It is a gold and blue, wallet-size card which is a year-long passport to designated Federal recreation areas throughout the Nation where entrance fees are charged under the Land and Water Conservation Fund Act. The annual permit, or "Golden Eagle Passport," sells for \$7. When signed by the owner, it is valid from April 1, 1969, to March 31, 1970.

A valid Golden Eagle Passport will admit the purchaser, regardless of his mode of transportation, to designated Federal recreation areas where entrance or admission fees are charged. In addition, it will admit all persons who accompany the holder in a private noncommercial vehicle to designated Federal recreation areas commonly entered by vehicles where entrance fees are charged.

The Golden Eagle Passport does not cover user fees or service charges that might be required at some designated Federal recreation areas (see Question 8).

2. Where can a Golden Eagle Passport be purchased?

Answer: The Golden Eagle Passport can be purchased at most entrances to Federal recreation areas, at offices of the Federal agencies shown on the back of this pamphlet, and at county offices of the Federal Agricultural Stabilization and Conservation Service throughout the Nation. It can also be purchased at most offices of the American Automobile Association, from many department and sporting goods stores, by credit card order from a number of petroleum companies, and from Operation Golden Eagle, Post Office Box 7763, Washington, D.C. 20044. Purchasing an annual \$7 permit in advance will save you time.

3. What other entrance permits are available?

Answer: If you do not have an annual permit, a \$1 daily single area carload permit may be purchased where carload entrance fees are charged. Where overnight use is permitted, the \$1 daily carload permit is valid until noon the day following purchase, unless such an area is posted for an earlier departure time. If an individual is not entering a Federal recreation area in a private noncommercial vehicle, he may purchase a 50-cent daily permit. The owner of a \$7 Golden Eagle Passport may use the passport in lieu of paying the 50-cent daily fee.

4. With respect to Federal recreation fees, what is a private noncommercial vehicle?

Answer: A "private noncommercial vehicle" is any passenger car, station wagon, pickup camper, motorcycle, or other motor vehicle that is conventionally used for private recreation purposes by an individual or a family. This includes company-owned automobiles, or vehicles an individual or family has leased or rented and is using for private recreation purposes.

5. Do carload entry permits cover the entry of towed motor vehicles, boats or camping trailers?

Answer: Yes, provided that a towed motor vehicle is not operated within the designated area.

6. How are entry permits validated and displayed?

Answer: The \$7 annual permit is validated when the purchaser signs his name on the face of the permit. When inside a designated recreation area, the purchaser, unless otherwise notified, must display the permit in full view on the dashboard or on the sun visor of his vehicle. The \$1 daily permits are displayed in the same manner.

7. Are entry permits transferable?

Answer: Permits are transferable only to the purchaser's immediate family (spouse and children), when driving a private non-commercial vehicle which is either registered or under rental contract in the name of a member of that family.

8. Will more than one kind of fee be charged at a Federal recreation area?

Answer: Yes, user or service fees may be charged singly or in addition to entrance or admission fees. For example, user fees may be charged for family camping, group camping or picnicking, bathhouses, lockers, boat launching facilities, cabins or overnight shelters, electrical outlets, cut firewood or other fuels, duck blinds, and winter sport facilities. Service fees may be charged for items such as use of boats, guided tours, and elevators.

9. What qualifications must an area have before Federal recreation fees may be charged?

Answer: Four conditions must be met before an area may be designated (1) the area must be under direct Federal management; (2) the specific area must be managed primarily for scenic, scientific, historical, cultural, or recreational purposes; (3) the area must have recreation facilities or services provided at Federal expense; and (4) collection of fees must be administratively and economically practical. Collection of recreation fees is determined by each Federal land managing agency participating in Operation Golden Eagle for the recreation areas which it manages.

10. How does a person know if fees are charged at a Federal recreation area?

Answer: The entrance to each designated Federal recreation area is posted with a sign showing that it is a "U.S. Fee Area."

11. Are Federal recreation permits hunting or fishing licenses?

Answer: No, Federal recreation fees in no way constitute a hunting or fishing license. Persons hunting or fishing on Federal recreation areas must comply with applicable State regulations requiring possession of a hunting or fishing license.

Hunters and fishermen are charged the same fees as other users of Federal recreation areas. Hunters and fishermen, as well as other recreationists, benefit from the Land and Water Conservation Fund program, since it helps expand opportunities for all types of outdoor recreation, including hunting and fishing.

12. Are Federal recreation fees charged for the use of water?

Answer: No, the Land and Water Conservation Fund Act specifically prohibits charges for the use of water. Where an individual gains access to the water through a designated Federal recreation area, he will be required to pay the appropriate fee. Such a fee is not based on the availability of water, but on the existence of federally provided outdoor recreation facilities. In some instances boaters, swimmers, and other persons are required to pay user fees for boat launching facilities, bathhouses, and other special services or facilities.

13. Is a Federal fee required of persons entering official National Wilderness areas?

Answer: No, Federal entrance or admission fees to enter units of the Wilderness System are prohibited. However, if an individual gains access to a Wilderness through a designated Federal recreation area, he will be required to pay the appropriate fee for entering the designated recreation area.

14. Are recreation charges made at Federal recreation areas where the Golden Eagle Passport is not valid?

Answer: Yes, some Federal areas are operated and managed by private concessionaires or by public recreation departments under contract with the Federal Government. In these instances, the contractors are permitted to collect fees for the use of fa-

cilities and other services they may provide. Fees collected by concession operators or non-Federal public recreation departments, are not deposited to the Land and Water Conservation Fund.

In addition, some Federal recreation areas operated and managed by the Federal Government are designated only for the collection of user or service fees not covered by the passport.

15. Are any individuals or groups exempt from paying required Federal recreation entrance or admission fees?

Answer: Yes, persons under 16 years of age and persons or groups entering designated fee areas for other than outdoor recreation purposes are exempt. This includes those visiting an area for a commercial reason, such as salesmen; concessionaires and their employees, bus and taxi drivers; doctors, firemen and ambulance operators on a call; church groups engaged in religious services; and individuals traveling to private residences on roads which require crossing or entering designated fee areas. Groups of persons on educational visits sponsored by bona fide educational institutions also are exempt. In this last instance, a school group accompanied by a bona fide instructor studying conservation practices, natural history, geology, ecology, etc., would be exempt; whereas, a school picnic or similar outing would not.

16. Are lost Golden Eagle Passports replaceable? Are refunds for Golden Eagle Passports obtainable?

Answer: Upon purchase, the Passport becomes the responsibility and property of the purchaser. Replacement or refund for a Golden Eagle Passport can be provided only where the purchaser has been denied the use of the Passport through some fault or neglect on the part of the Government. Passports are accountable property and each replacement or refund must be supported by a valid, accountable document. A damaged Passport normally is replaceable upon return of the originally purchased Passport.

17. Is the Golden Eagle Passport a camping permit?

Answer: No, the Golden Eagle Passport is an annual entrance permit for designated Federal outdoor recreation areas. Camping facilities are available at most, but not all Federal recreation areas. All persons entering designated fee areas pay the same entrance fees without regard to their use of camping facilities. Many well-developed campgrounds are designated for collection of user fees not covered by the Golden Eagle Passport. In addition, some campgrounds are administered as private concessions. The Passport is not valid for any concession fees.

18. Is the Golden Eagle Passport to be discontinued?

Answer: Yes, amendments to the Land and Water Conservation Fund Act which were passed by the Congress during 1968 terminate the authority with an effective date of March 31, 1970. These amendments do not repeal other existing authorities of Federal agencies to collect recreation fees. Policies and procedures for the collection of Federal outdoor recreation fees after March 31, 1970, will be announced to the public as they are developed.

TYPES OF FEES

Entrance and admission fees

An annual Federal recreation fee area entrance permit, popularly known as the Golden Eagle Passport, will admit the purchaser, regardless of his mode of transportation, any number of times to designated Federal recreation areas collecting entrance or admission fees. It also will admit all those who accompany the purchaser in a private, noncommercial vehicle to designated Federal recreation areas commonly entered by such vehicles where entrance fees are charged.

Persons who do not desire to purchase the \$7 annual permit may buy a \$1 daily permit.

This will admit the purchaser and all those accompanying him in a private, noncommercial vehicle only at the area for which it was purchased.

A daily 50¢ per person admission fee is available to an individual on a commercial or tour bus, on foot, horseback, or bicycle entering areas where entrance fees are charged.

User or service fees

Special user fees may be charged for the use of well-developed recreation facilities. Service fees may be charged for items such as guided tours. User or service fees may be charged regardless of whether entrance or admission fees are charged at a particular area.

Neither the annual permit nor other short-term permits will substitute for user or service charges required at particular designated Federal recreation areas.

For information on specific user or service fees, inquiry should be made of the managing agency. (See the list of addresses on the inside back cover of this publication.)

CHANGES IN AREA DESIGNATION

The Directory of Federal Recreation Fee Areas is assembled several months in advance of the recreation season in order to provide time for printing and distribution. The Directory is accurate only at the time of its assembly. The agencies administering Federal recreation areas may designate additional areas, cease collection at designated areas, close an area to public use, or license an area for concession operation at any time.

Restrictions on number of employees and funds contained in the Revenue and Expenditure Control Act of June 28, 1968, have resulted in closings or reductions in periods of service in many National Park System areas. The National Park Service is expected to license to concessionaires many of the campgrounds designated for user fee collection. Fees collected by concessionaires are expected to be comparable to existing Federal fees. Concession fees are not deposited in the Land and Water Conservation Fund, but a percentage or annual rental is paid into the Federal Treasury from concession operations.

It is suggested that visitors to Federal recreation areas check with administering officials to determine the status of specific areas they plan to visit. A list of Regional Office administering agency addresses is provided at the back of this publication for that purpose.

KEY TO ABBREVIATIONS

TYPES OF AREAS

- NF—National Forest.
- NG—National Grassland.
- NWR—National Wildlife Refuge.
- NFH—National Fish Hatchery.
- NP—National Park.
- NM—National Monument.
- NRA—National Recreation Area.
- NHS—National Historical Site.
- NMP—National Military Park.
- NBP—National Battlefield Park.
- NS—National Seashore.
- NHP—National Historical Park.
- RA—Recreation Area.
- NMem—National Memorial.
- NMemP—National Memorial Park.
- *Entrance and Admission Fees.
- †User or Service Fees.

ALABAMA

(Designated area)

FOREST SERVICE

Bankhead NF

*Brushy Lake.

*Corinth.

*Natural Bridge.

*Sipsey River.

Conecuh NF

- *Blue Pond.
- *Open Pond.

Talladega NF

- *Coleman Lake.
- *Lake Chinnabee.
- *Payne Lake.
- *Pine Glenn.

BUREAU OF SPORT FISHERIES AND WILDLIFE

- †Eufaula NWR.
- †Wheeler NWR.

ALASKA

Chugach NF

- †Anderson Bay.
- *Beaver Pond.
- *Bertha Creek.
- *Black Bear.
- †Canoe Pass.
- †Carlhou Creek.
- *Cooper Creek.
- *Crescent Creek.
- †Crescent Lake.
- †Devils Pass.
- †East Creek.
- †Eyak Lake.
- †Galena Bay.
- *Granite Creek.
- †Juneau Lake.
- †McKinley Lake.
- †Paradise Lake.
- †Pigot Bay.
- *Porcupine.
- *Primrose Landing.
- *Ptarmigan Creek.
- *Quartz Creek.
- *Russian River
- †Sawmill Bay.
- †Shrode Lake.
- †Simpson Bay.
- †Swan Lake.
- *Tenderfoot Creek.
- †Tiedeman Slough.
- *Trail River.
- †Trout Lake.
- †Upper Russian Lake.
- *Williwaw.

North Tongass NF

- †Alexander Lake.
- †Anan.
- †Anan Lake.
- †Avoss Lake.
- *Auke Village.
- †Baranof Lake.
- †Berg Bay.
- †Big John Bay.
- †Binkley Slough.
- †Breiland Slough.
- †Camp Kathleen.
- †Camp Pybus.
- †Camp Sha Heen.
- †Castle Flats.
- †Castle River.
- †Church Bight.
- †Davidoff Lake.
- †Deboer Lake.
- †Devils Elbow.
- †Eagle Lake.
- †Fair Island.
- †Florence Lake 2.
- †Garnet.
- †Goulding Lake.
- †Gut Island.
- †Gut Lake 2.
- †Harvey Lake.
- †Jims Lake.
- †Koknuk.
- †Kook Lake.
- †Little Dry Island.
- †Mallard Slough.
- †Marten Lake.
- *Mendenhall.
- †Mount Flemer.
- †Mount Rynda.
- †Petersburg Lake 2.
- †Plotnikof Lake.
- †Redoubt Lake.
- †Rezanof Lake.
- †Salt Chuck 2.
- †Sergref Island.
- †Seymour Canal.

- †Shakes Slough 1.
- †Shakes Slough 2.
- †Shelikof.
- †Sitkoh Lake.
- †Sportsmen Camp.
- †Spruce Camp.
- †Steamer Bay.
- †Swan Lake.
- †Thoms Lake.
- †Tower Arm.
- †Tower Lake.
- †Turner Lake 1.
- †Twin Lakes.
- †Virglnla Lake.
- †Zimovia.

South Tongass NF

- †Bakewell Lake.
- †Barnes Lake.
- †Beaver.
- †Big Goat Lake.
- †Big Salt Lake.
- †Billy Goat Creek.
- †Black Bear Lake.
- †Checats Lake.
- †Ella Narrows.
- †Fisherles.
- †Heckman Lake.
- †Honker Lake.
- †Hugh Smith.
- †Jordan Lake.
- †Josephine Lake.
- †Karta Lake.
- †Karta River.
- †Kegan Cove.
- †Kegan Creek.
- †Low Lake.
- †Luck Lake.
- †Manzanita Lake.
- †Marguerita Bay.
- †McGilvery Creek.
- †Naha Rlver.
- †Orchard Lake.
- †Patching Lake.
- †Plenty Cutthroat.
- †Paint Amargura.
- †Portage.
- †Rainbow Lake.
- †Red Alders.
- †Red Bay Lake.
- †Salmon Bay Lake.
- †Sarkar Lake.
- †Shiple Bay.
- †Short Creek.
- *Signal Creek.
- †Staney Creek.
- †St. Nicholas Lake.
- †Sweetwater Lake.
- †Wilson Narrows.
- †Wilson View.
- †Wlnstonly Lake.
- †Wolverline Island.

NATIONAL PARK SERVICE

- †Glacier Bay NM.

Mount McKinley NP

- †Igloo Cmpgd.
- †Riley Creek Cmpgd.
- †Sanctuary Cmpgd.
- †Savage Cmpgd.
- †Teklanika Cmpgd.
- †Toklat Cmpgd.
- †Wonder Lake Cmpgd.

BUREAU OF LAND MANAGEMENT

Fairbanks District

- *Delta Cmpgd.

ARIZONA

FOREST SERVICE

Apache NF

- *Alpine Divide.
- *Aspen.
- *Beaver Dam.
- *Big Lake Rec. Area.
- *Crescent Lake.
- *Diamond Rock.
- *East Fork.
- *Greer.
- *Greer Lakes.
- *Hall.
- *Sheep Crossing.
- *South Fork.

Coconino NF

- *Aillens' Bend.
- *Ashurst Lake.
- *Banjo Bill.
- *Beaver Creek.
- *Blue Ridge.
- *†Bonita.
- *†Cave Spring.
- *Chavez Crossing.
- *Clear Creek.
- *Clints Well.
- *Dalry Springs.
- *Double Springs.
- *Enclnoso.
- *Forked Pine.
- *Half Way Point.
- *Kendrick Park.
- *Kinniklnck.
- *Knoll Lake.
- *Lakevlew.
- *Lower Manzonita.
- *Manzonita.
- *Midgely Bridge.
- *Pine Flat.
- *Pine Flat Trailer.
- *Pine Grove.
- *Red Rock Crossing.
- *Rock Crossing.
- *Slide Rock.

Coronado NF

- *Arcadla.
- *Bathtub.
- *Bear Canyon.
- *Bear Wallow.
- *Bog Springs.
- *Calabasas.
- *Camp Rucker.
- *Cochlse Stronghold.
- *Cypress Park.
- *General Hitchcock.
- *Herb Martyr.
- *Hospital Flat.
- *Idlewld.
- *Inspiration Rock.
- *John Hands.
- *Lakeview 1.
- *Lakeview 2.
- *Loma Linda.
- *Madera Canyon.
- *Marshall Gulch.
- *Molino Basln.
- *Noon Creek.
- *Peppersauce.
- *Piney Canyon.
- *Red Rock.
- *Riggs Flat.
- *Rose Canyon.
- *Roundup Park.
- *Rucker.
- *Rucker Lake.
- *Rustler Park.
- *Sabino Canyon Rec. Area.
- *Shannon.
- *Showers Point.
- *Soldier Creek.
- *South Fork.
- *Spencer Canyon.
- *Stewart.
- *Stockton Pass.
- *Sunny Flat.
- *Sycamore.
- *Sykes Knob.
- *Thumb Rock.
- *West Rubkey Creek.
- *Wet Canyon.
- *White Rock.

Kaibab NF

- *DeMotte.
- *Jacob Lake.
- *Kaibab Lake.
- *Ox
- *Parks.
- *White Horse.

Prescott NF

- *Granite Basin.
- *Hazlett Hollow.
- *Hilltop.
- *Indian Creek.
- *Kentuck Springs.
- *Lower Wolf Creek.

*†Lynx Lake.
 *Mingus Mountain.
 *Playground.
 *Potato Patch.
 *Powell Springs.
 *St. Agatha.
 *Thumb Butte.
 *Turney Gulch.
 *White Spar.

Sitgreaves NF

*Canyon Point.
 *Gentry.
 *Lakeside.
 *Woods Canyon Rec. Area.

Tonto NF

*Acacia.
 *Apache Lake.
 *Boulder Creek.
 *Burnt Corral.
 *Butcher Jones.
 *Cave Creek.
 *Christopher Creek.
 *Coons Bluff.
 *Granite Reef.
 *Jones Water.
 *Laguna.
 *Oak Flat.
 *Palo Verde.
 *Phon D. Sutton.
 *Pinal.
 *Pine.
 *Pioneer Pass.
 †Ponderosa.
 *Saguaro del Norte.
 *Seven Springs.
 *Sycamore.
 *The Point.
 *Tonto Creek.
 *Tortilla.

NATIONAL PARK SERVICE

*Casa Grande Ruins NM

Chiricahua NW

†Bonita Canyon Cmpgd.

Glen Canyon NRA (also listed under Utah)

†Bullfrog Cmpgd.
 †Lees Ferry Cmpgd.
 †Wahweep Cmpgd.
 *Grand Canyon NP.
 †Bright Angel Point Cmpgd.
 †Desert View Cmpgd.
 †Mother (Grand Canyon Village) Cmpgd.
 †Hubbell Trading Post NHS

Lake Mead NRA (also listed under Nevada)

Lake Mead NRA

†Boulder Beach Cmpgd.
 †Cottonwood Cove Cmpgd.
 †Echo Bay Cmpgd.
 †Hemenway Cmpgd.
 †Katherine Cmpgd.
 †Las Vegas Bay Cmpgd.
 †Temple Bar Cmpgd.
 †Willow Beach Cmpgd.
 *Montezuma Castle NW.

Organ Pipe Cactus NM

†Headquarters Cmpgd.
 *Petriified Forest NP
 †Pipe Springs NM
 *Tonto NM
 *Tumacacori NM
 *Tuzigoot NM
 *Walnut Canyon NM

BUREAU OF RECLAMATION

†Hoover Dam & Power Plant (also listed under Nevada)

ARKANSAS

FOREST SERVICE

Ouachita NF

*Albert Pike.
 *†Charlton.
 *Lake Sylvia.
 *Mill Creek.
 *†Shady Lake.

Ozark NF

*Barkshed.
 *Blanchard Springs.
 *†Cove Lake.

*Gunner Pool.
 *Horsehead Lake.
 *Lake Wedington.
 *Long Pool.
 *†Shores Lake.
 *Spring Lake.

St. Francis NF

*Bear Creek Lake.
 *Beaver Point.
 *Beech Point.
 *Lone Point.
 *†Maple Flat.
 *Storm Creek Lake.

BUREAU OF SPORT FISHERIES AND WILDLIFE

†White River NWR.

NATIONAL PARK SERVICE

Hot Springs NP

†Gulpha Gorge Cmpgd.

CALIFORNIA

FOREST SERVICE

Angeles NF

*Apple Tree.
 †Bandido.
 *Basin.
 *Big Oak.
 *Buckhorn.
 *Chantry Flats.
 *Charlton Flat.
 *Chipmunk Hollow.
 *Cienega.
 *Coldbrook.
 *Cottonwood.
 *†Crystal Lake.
 *Glacier.
 *Grassy Hollow.
 *Joshua Tree.
 *Juniper Grove.
 *Lake.
 *Lakeside.
 *Little Dalton.
 *Live Oak.
 *Lower Chilao.
 *Lower Switzer.
 *Manker.
 *Millard Canyon.
 *Oak Flat.
 *Peavine.
 *Rocky Point.
 *Shady Slope.
 *South Fork.
 *South Portal.
 *Streamside.
 *Sugar Pine.
 *Sycamore Flat.
 *Table Mountain.
 *The Falls.
 *Upper Chilao.
 *Valley Forge.
 *Vogel Flat.
 *Zuni.

Cleveland NF

† Agua Dulce.
 *Black Canyon.
 *Blue Jay.
 *Burnt Rancheria.
 *Dripping Springs.
 *El Cariso.
 †El Prado.
 †Falcon.
 †Horse Haven.
 *Indian Flats.
 *Laguna 1.
 *Laguna 2.
 *Lower San Juan.
 *Oak Grove.
 *Observatory.
 *Tenaja.
 *Upper San Juan.
 †Wooded Hill.

Eldorado NF

*Alpine.
 †Baldwin Beach Parking.
 *Bayview.
 †Bear River.
 *Big Meadow.
 †Black Oak.
 *China Flat.
 *Eagle Falls.

*Fallen Leaf.
 *Fashoda.
 †Fashoda Boat Ramp.
 *Gerle Creek.
 *Gobbi.
 *Icehouse.

†Icehouse Boat Ramp.
 *Kirkwood Lake.
 †Kiva Parking.
 *Loon Lake.
 †Loon Lake Boat Ramp.
 †Middle Meadow.
 †Pope Beach Parking.
 *Pyramid.

*Silver Lake.
 *South Shore.
 *Stumpy Meadows.
 *Sunset.
 †Tahoe Mountain.
 *Twin Lakes.
 *Union Valley.
 *West Wrights Lake.
 *Woods Lake.
 *Wright's Lake.

Inyo NF

*†Agnew Meadow.
 *Aspen Park.
 *Big Bend.
 *Big Meadow.
 *Big Springs.
 *Big Trees.
 *Birch Trees.
 *Bishop Park Intake.
 *Carson.
 *Coldwater.
 *Convict Lake.
 *Cottonwood.
 *Creekside.
 *East Fork.
 *Ellery Lake.
 †Fern Creek.
 *First Bridge.
 †First Falls.
 *Fishermans Rest.
 *Forks.
 *Grandview.
 *Greys Meadow.
 *Hartley Springs.
 †Horseshoe Lake.
 *Intake.
 *Iris Meadow.
 *June Lake.
 *La Hupp.
 *Lake.
 *Lake George.
 *Lake Mary.
 *Lake Sabrina.
 *Lee Vining.
 *Lone Pine.
 *Lower Deadman.
 *Lower Grey's Meadow.
 *Lower Gull Lake.
 *Lower Oak Creek.
 *Mammoth Creek.
 *McGee Creek.
 *Middle McGee Creek.
 *Mill City.
 *Minaret Falls.
 *Mosquito Flat.
 *North Big Pine Creek.
 *North Lake.
 *Oak Creek.
 *Onion Valley.
 *Palisades.
 *Pine Grove.
 *Pinyon Creek.
 †Pumic Flat.
 *Reds Meadow.
 *Rock Creek.
 *Rock Creek Lake Inlet.
 *Rock Creek Lake Outlet.
 *Rush Creek.
 *Saddlebag.
 *Sage Flat.
 *Sawmill.
 *Second Falls.
 *Shady Rest.
 *Shady Rest Extension.
 *Sherwin Creek.
 *Silver Lake.
 *South Fork 1.
 *South Fork 2.

*South Fork 3.
*South Fork 5.
*South Lake.
*Tioga Junction.
*Tioga Lake.
*Tuff.
*Twin Lakes.
*Upper Gulf Lake.
*Upper McGee Creek.
*Upper Oak Creek.
*Upper Soda.
*Whitney Portal.

Klamath NF

*Bacon Rind.
*Beaver Creek.
*Bridge Flat.
*Curley Jack.
*Dillon Creek.
*East Fork.
*Etna.
*Fort Goff.
*Idlewild.
*Indian Scotty.
*Juanita Lake.
*Kangaroo Lake.
*Little North Fork.
*Martins Dairy.
*Matthews Creek.
*Oak Bottom.
*O'Neill Creek.
*Sarah Toffen.
*Scott Mountain.
*Shadow Creek.
*Shafter.
*Spring Flat.
*Sulphur Springs.
*West Branch.

Lassen NF

*Alder.
*Almanor.
*Aspen.
*Battle Creek.
*Big Pine.
*Big Springs.
*Boundary.
*Bridge.
*Butte Meadows.
*Cave.
*Cherry Hill.
*Domingo Springs.
*Eagle.
*Elam Creek.
*†Gallatin Beach.
*Gurnsey Creek.
*Hat Creek.
*High Bridge.
*Honn.
*Lower Hole-in-the-ground.
*†Merrill Creek.
*Mill Creek.
*Mineral.
*Potato Patch.
*Rice Creek.
*Rocky.
*Rocky Knoll.
*Silver Bowl.

Los Padres NF

*Arroyo.
*Arroyo Seco.
†Arroyo Seco Group.
*Cerro Alto.
*Chuchupate.
*Davy Brown.
*Figueroa.
*Fremont.
*Hi Mountain.
*Kirk Creek.
*La Panza.
*Lion.
*Los Prietos.
*Lower Oso.
*McGill.
†McGill Group.
*Mt. Pinos.
*†Plasket Creek.
†Plasket Creek Group.
†Ponderosa.
*Reyes Creek 1.
*Reyes Creek 2.
*Sand Dollar.

*Santa Ynez.
*Upper Oso.
*Wheeler Gorge.

Mendocino NF

*Bear Creek.
*Cedar Camp.
*Deer Valley.
*Digger Pine.
*Eel River.
*Hammerhorn Lake.
*Lakeview.
*Little Doe.
*Masterson.
*Middle Creek.
*Mill Valley.
*North Fork.
*Old Mill.
*Pacific Ridge.
*Pilot Grove.
*Plaskett.
*Pogie Point.
*Saddle.
*Sunset.
*Telephone.
*Upper Letts Valley.
*Wells Cabin.
*Whitlock.

Modoc NF

*Blue Lake.
*Cave Lake.
*Cedar Pass.
*Howard Gulch.
*Little Meadows.
*Lower Rush Creek.
*Medicine Lake 1.
*Medicine Lake 2.
*Medicine Lake West.
*Stowe Reservoir.
*Upper Rush Creek.
*Willow Creek.

Plumas NF

*Belden.
*Big Cove.
*Boulder Creek-Lone Rock.
*Chilcoot 1.
*Chilcoot 2.
*Crocker.
*Deanes Valley.
*Frenchman 1.
*Frenchman 2.
*Gansner Bar.
*Grasshopper Flat.
*Grizzly.
*Halstead.
*Injun Jim.
*Jackson Creek 1.
*Jackson Creek 2.
*Laufman.
*Little North Fork.
*Lone Rock.
*Milsap Bar.
*North Fork.
*Peninsula.
*Queen Lily.
*Rock Creek.
*White Horse.

San Bernardino NF

*Applewhite 1.
*Applewhite 2.
*Barton Flats.
*Baylis Park.
*Big Horn.
*Big Pines.
*Big Pine Flats.
*Black Mountain.
†Camp Pow Wow Group.
*Coldbrook.
†Council Camp Group.
*Crap Flats.
*Dark Canyon.
*Dogwood.
*Falls.
*Fern Basin.
*Fishermans Camp.
*Fuller Mill Creek.
*Green Valley.
*Grout Bay.
*Hanna Flats.
*Holcomb Valley.

*Horse Springs.
*Marion Mountain.
*Mill Creek.
*North Shore.
*Pine Knot.
*Pinyon Flats.
*Pipes Canyon.
*San Gorgonio.
*Santa Rosa Spring.
*South Fork.
*Stockton Flats.
*Strawberry Flats.
*Switzer Park.
*Thomas Mountain.
*Thurman Flats.
*Toll Road.
*Tool Box Springs.

Sequoia NF

*Camp 3.
*Fish Creek.
*Gold Lodge.
*Headquarters.
*Hobo.
*Horse Meadow.
*Hospital Flat.
*Hume Lake.
*Kennedy.
*Leavis Flat.
*Limestone.
*Quaking Aspen.
*Redwood Meadow.
*Stony Creek.
*Troy Meadow.
*Wishon.

Shasta-Trinity NF

*Ackerman.
*Ah-Di-Na.
*Allie Cove.
*Alpine View.
*Antlers.
*Arbuckle Flat.
*Bailey Cove.
*Basin Gulch Middle Fork.
*Beegum Gorge.
*Big Bar.
*Big Flat.
*Big French Creek.
*Big Slide.
*Bridge Camp.
*Burnt Ranch.
*Captains Point.
*Castle Creek.
*Castle Lake.
†Centimudi Boat Ramp.
*Chirpchatter.
*Clarks Spring 1.
*Clarks Spring 2.
*Clear Creek.
*Cold Springs.
*Cooper Gulch.
*Deadlum Creek.
*Deep Creek.
*Deerlick Junction.
*Deerlick Springs.
*Dekkas Rock.
*Denny.
*Eagle Creek.
*East Weaver.
*Ellery Creek.
†Fairview Boat Ramp.
*Fawn.
*Forest Glen.
*Fowler.
*Gooseneck Cove.
*Grasshopper.
*Greens Creek.
*Gregary Creek.
*Hayden Flat.
*Hells Gate.
*Hirz Bay.
†Hirz Bay Group.
*Horse Flat.
*Jackass Springs.
*Jennings Creek.
*Jones Valley.
*Knob Peak.
*Kokanee.
*Lakeshore.
*Lower Salt Creek.
*Madrone.
*Mariners Point.

Six Rivers NF

*Mariners Roost.
 *Mary Smith.
 *McBride Spring.
 *McCloud Bridge.
 *Moore Creek.
 *Mott.
 *Nelson Point.
 *North Fork Beegum.
 *Oak Grove.
 *Panther Creek.
 *Panther Meadows.
 *Philpot.
 *Pine Point.
 *Pollard Flat.
 *Preacher Meadows.
 *Reagan Meadows.
 *Rend Island.
 *Ridgeville.
 *Ridgeville Island.
 *Rocky Ridge.
 *Rush Creek.
 *Saddle Camp.
 *Salt Creek.
 *Salt Creek Point.
 *Ski Island.
 *Slaughterhouse Island.
 *Slide Creek.
 *Stein Creek.
 *Stoney Point.
 †Stuart Fort Boat Ramp.
 *Tanbark.
 *Tannery Gulch.
 *Tomhead Saddle.
 *Trinity River.
 *Tunnel Rock.
 *White Rock.
 *Wintoon.

Sierra NF

*Badger Flat.
 †Boss Lake Scout Area.
 *Bosillo.
 *Buck Meadow.
 *Cataree.
 *College Creek.
 *Crows Foot.
 *Denver Church.
 *Dorabelle.
 *Fish Creek.
 *Florence Lake.
 *Forks.
 *Indian Flat.
 *Jerseydale.
 *Kirch Creek and Kirch Flat.
 †Kokanee.
 *Lily Pad.
 *Lower Billy Creek.
 *Lower Deer Creek.
 *Lower Dinkey Creek.
 *Lower Rancheria.
 *Lupine.
 *Mammoth Pool.
 *Marmot Rock.
 *Mono Hot Springs.
 †Mugler Forks Group.
 *Pine Point.
 *Pine Slope.
 *Placer.
 *Portal Forebay.
 *Rancheria.
 †Recreation Center.
 *Red Bud.
 *Rock Creek.
 *Rocky Point.
 *Spring Cave.
 *Summerdale.
 *Summit.
 *Sycamore Flat 1.
 *Sycamore Flat 2.
 *Swanson Meadow.
 *Sweetwater.
 *Upper Billy Creek.
 *Upper Chiquito.
 *Upper Deer Creek.
 *Upper Dinkey Creek.
 *Vermillion.
 *Ward Lake.
 *Westfall.
 *West Kaiser.
 *Wishom.

*Bailey Canyon.
 *Big Flat.
 *Bluff Creek.
 *Boise Creek.
 *Cedar Rustic.
 *Fir Cove.
 *Fish Lake.
 *Grassy Flats.
 *Gray Falls.
 *Mad River.
 *Panther Flat.
 *Patrick Creek.
 *Pearch Creek.
 *Tish Tang.

Stanislaus NF

*Arnot Bridge.
 *Baker Station.
 *Big Meadows.
 *Boards Crossing.
 *Brightman Flat.
 *Cascade Creek.
 *Carlton.
 *Cherry Valley.
 *Clark Fork.
 *Cottonwood.
 *Cow Creek.
 *Dardanelle.
 *Deadman.
 *Disaster Creek.
 *Eureka Valley.
 *Fraser Flat.
 *Hermit Valley.
 *Lake Alpine.
 *Lodgepole.
 *Lost Claim.
 *Lumsden.
 *Lumsden Bridge.
 *Meadow View.
 *Middle Fork.
 *Pacific Valley.
 *Pigeon Flat.
 *†Pinecrest.
 †Pioneer Trail.
 *Fed Fir.
 *Riverview.
 *Rush Creek.
 *Sand Flat.
 *Silver Creek.
 *Silver Tip.
 *The Pines.
 *Upper Baker.

Tahoe NF

*Ahart.
 *Aspen
 †Aspen Group
 *Bear Valley
 *Chapman Creek
 *Coldstream
 *Cottonwood
 †Coyote Group
 *East Meadow
 *Fiddle Creek
 *French Meadow 1
 *French Meadow 2
 *Hampshire Rocks
 *Indian Springs
 *Indian Valley
 *Lewis
 *McGuire 1
 *Pass Creek
 *Prosser
 *Ramshorn
 *Salmon Creek
 *Sardine
 *Silver Creek
 †Silver Tip Group
 *Skillman
 *Union Flat
 *White Cloud
 *Wild Plum
 *William Kent
 *Wood Camp 1
 *Wood Camp 2
 *Yuba Pass

Toiyabe NF

*Buckeye
 *Chris Flat
 *Crystal Peak

*Crystal Spring
 *Dog Valley
 *Green Creek
 *Hope Valley
 *Kit Carson
 *Leavitt Meadows
 *Markleeville
 *Moles Station
 *Opal-Obsidian
 *Robinson Creek
 *Silver Creek
 *Snowshoe Springs
 *Sonora Bridge
 *Virginia Lake

BUREAU OF SPORT FISHERIES AND WILDLIFE
 †Kern NWR

NATIONAL PARK SERVICE

Death Valley NM (Also listed under Nevada)

†Mesquite Springs Cmpgd.

Devils Postpile NM

†Campground

John Muir NHS

*Muir Home

Joshua Tree NM

†Cottonwood Spring Cmpgd.

*Kings Canyon NP

(Combined with Sequoia NP)

†Azalea Cmpgd.

†Cedar Grove 1 Cmpgd.

†Cedar Grove 2 Cmpgd.

†Cedar Grove 3 Cmpgd.

†Cedar Grove 4 Cmpgd.

†Sunset Cmpgd.

†Swale Cmpgd.

Lassen Volcanic NP

†Butte Lake Cmpgd.

†Manzanita Lake Cmpgd.

†Summit Lake Cmpgd.

Lava Beds NM

†Indian Wells Cmpgd.

*Muir Woods NM**Pinnacles NM**Sequoia NP*

(Combined with Kings Canyon NP)

†Buckeye Flat Cmpgd.

†Crystal Cave

†Dorst 1-4 Cmpgd.

†Lodgepole Cmpgd.

†Paradise Cmpgd.

†Potwisha Cmpgd.

†Sunset Rock Cmpgd.

Whiskeytown NRA

†Oak Bottom Cmpgd.

†Whiskey Creek Boat Launching

Yosemite NP

†Camp 4 (Yosemite Valley)

†Camp 7 (Yosemite Valley)

†Camp 9 (Yosemite Valley)

†Camp 11 (Yosemite Valley)

†Camp 12 (Yosemite Valley)

†Camp 14 (Yosemite Valley)

†Camp 15 (Yosemite Valley)

†Bridal Veil Creek Cmpgd.

†Crane Flat Cmpgd.

†Hodgdon Meadow Cmpgd.

†Tenaya Lake Cmpgd.

†Tuolumne Meadows Cmpgd.

†Wawona Cmpgd.

†White Wolf Cmpgd.

BUREAU OF LAND MANAGEMENT

Bakersfield district

*Chimney Creek
 *Crowley Lake
 *Goodale Creek
 *Horton Creek
 *Long Valley
 *Symmes Creek
 *Tuttle Creek

Redding district

*†Douglas City
 *Junction City

Riverside district

- *Afton Canyon
- *Coon Hollow
- *Corn Springs
- *Rainbow Basin-Owl Canyon
- *Wiley Well

Susanville district

- *Eagle Lake

Ukiah district

- *Horse Mountain
- *Nadelos
- *Tolkan
- *Wallaki

COLORADO

FOREST SERVICE

Arapaho NF

- *Bethol
- *Big Bend
- *Blue River
- *Byers Creek
- *Cold Creek
- *Cold Springs
- *Columbine
- *Denver Creek
- *Heaton Bay
- *Horseshoe
- *Idlewild
- *Jim Creek
- *Meadow Creek
- *Mispah
- *Officers Gulch
- *Peak One Area
- †Pickle Gulch 1
- †Pickle Gulch 2
- *Prospector
- *Robbers Roost
- *Sawmill Gulch
- *Silvertip
- *South Fork
- *St. Louis Creek
- *Sugarloaf
- *Tabernash
- *Tenderfoot Mountain
- *Trail Creek
- *West Chicago Creek
- *Winter Park

Grand Mesa Uncompahgre NF

- *Amphitheater
- *Beaver Lake
- *Big Cimarron
- *Carp Lake
- *Cottonwood Lake
- *Crag Crest
- *Eggleston Lake
- *Glacier Springs
- *Island Lake
- *Jumbo
- *Kliser Creek
- *Little Bear
- *Matterhorn
- *Mesa Lake
- *Spruce Grove
- *Sunshine
- *Valley View
- *Ward Lake

Gunnison NF

- *Agate
- *Almont
- *Avery
- *Cebolla
- *Cement Creek
- *Cold Spring
- *Deer Lakes
- *Dinner Station
- *Dorchester
- *Erickson Springs
- *Gold Creek
- *Gothic
- *Hidden Valley
- *Lake Irwin
- *Lakeview
- *Lodgepole
- *Lost Lake
- *Lotus Creek
- *Middle Quartz
- *Mirror Lake
- *Mosca Creek
- *North Bank

- *One Mile
- *Pitkin
- *Quartz
- *Rivers Bend
- *Rosy Lane
- *Slunguillon
- *Snowblind
- *Spring Creek
- *Spring Creek Area
- *Spruce
- *Williams Creek

Pike NF

- *Bailey
- *Beaver Creek
- *Blue Mountain
- *Bridge Crossing
- *Buffalo
- *Buffalo Creek
- *Buffalo Springs
- *Burning Bear
- *Cabin Ridge
- *Chaseville
- *Clyde
- *Colorado
- *Cove
- *Deer Creek
- *Devils Head 1
- *Devils Head 2
- *Duck Creek
- *Eleven Mile
- *Fallen Rocks
- *Flat Rocks
- *Fourmile
- *Geneva Creek
- *Goose Creek
- *Green Mountain
- *Hall Valley
- *Handcart
- *Happy Meadows
- *Idlewild
- *Indian Creek
- *Jefferson Creek
- *Kelsey
- *Kenosha Pass
- *Kite Lake
- *Lone Rock
- *Lost Park
- *Manitou
- *Meridian
- *Messenger Gulch
- *Michigan Creek
- *Molly Gulch
- *O'Brien Gulch
- *Painted Rocks
- †Pike Community
- *Pipe Spring
- *Platte River
- *Reservoir
- *Round Mountain
- *Scraggy View
- *Selkirk
- *South Meadows
- *Springer Gulch
- *Spruce Grove
- *Stage Road
- *St. Peter's Dome
- *The Craggs
- *Top-of-the-World
- *Trail Creek
- *Tramway
- *Twin Eagles
- *Wagon Tongue
- *Weston Pass
- *Whiteside
- *Wigwam
- *Wildhorn
- *Willow Bend
- *Wye

Rio Grande NF

- *Alamosa
- *Aspen Glade 1
- *†Aspen Glade 2
- *Beaver Creek 1
- *Beaver Creek 2
- *Big Meadows
- *Buffalo Pass
- *Cathedral
- *Comstock
- *Conejos
- *Cross Creek

- *Elk Creek 1
- *†Elk Creek 2
- *Highway Springs
- *Lake Fork
- *Lost Trail
- *Luders Creek
- *Marshall Park
- *Mix Lake 1
- *North Clear Creek
- *North Crestone Creek
- *Palisade
- *Park Creek
- *Poso 1
- *†Poso 2
- *River Hill
- *Road Canyon
- *Rock Creek 1
- *†Rock Creek 2
- *South Clear Creek
- *South Clear Creek Falls
- *South Fork
- *Spectacle Lake
- *Stormking
- *Stunner
- *Thirty Mile
- *Trujillo Meadows
- *Tucker Ponds 1
- *Tucker Ponds 2

Roosevelt, NF

- *Ansel Watrous
- *Bellaire Lake
- *Big South
- *Camp Dick
- *Chambers Lake 1
- *Chambers Lake 2
- *Diamond Rock
- *Kelly Dahl 1
- *Kelly Dahl 2
- *Kelly Flats
- *Mountain Park 1
- *Mountain Park 2
- †Mountain Park 3
- *Narrows
- *Olive Ridge
- *Pawnee 1
- *Pawnee 2
- *Peaceful Valley
- *Poudre Tunnel
- *Rainbow Lakes
- *Sleeping Elephant
- *South Shore Dowdy Lake
- *West Lake
- *West Shore Dowdy Lake

Route NF

- *Aspen
- *Big Creek Lake
- *Blacktail Creek
- *Box Canyon
- *Cold Springs
- *Dry Lake
- *Dumont Lake
- *Ferndale
- *Gore Pass
- *Grizzley Creek
- *Hahn's Peak Lake
- *Hidden Lake
- *Hinman
- *Horseshoe
- *Lynx Pass
- *Meadows
- *Pines
- *Seedhouse
- *Still Water
- *Summit Lake
- *Toponas Creek
- *Walton Creek

San Isabel NF

- *Alvarado
- *Bear Lake
- *Blue Lake
- *Cascade
- *Collegiate Peak
- *Cottonwood Lake 1
- *Cottonwood Lake 2
- *Cuchara
- *Davenport
- *Florence
- *Garfield
- *Half Moon
- *Hadyen Creek 1

*Hayden Creek 2
 *Lake Creek
 *Lake Isabel
 *Monarch Park
 *Mt. Princeton 1
 *Mt. Princeton 2
 *North Creek
 *North Fork Reservoir
 *Oak Creek
 *O'Haver Lake
 *Ophir
 *Perry Mountain
 *Shavano
 *Smith Creek
 *Spring Creek
 *Tennessee Pass

San Juan NF

*Bridge
 *Burro Bridge
 *Cayton
 *Cherry Creek
 † Chris Park
 *Comarrona
 *East Fork
 *Emerson 1
 * † Emerson 2
 *Florida 1
 * † Florida 2
 *Forks
 *Graham Creek
 *Haviland Lake
 *Kroeger
 *Lower Piedra
 *Mavreoso
 *Middle Mountain
 *Miller Creek
 *North Canyon
 *Old Timers
 *Pine Point
 *Priest Gulch
 *Purgatory
 *Sig Creek
 *South Mineral
 *Teal
 *Thompson Park
 *Transfer
 *Transfer Park
 *Vallecito
 *West Dolores
 *West Fork
 *Williams Creek
 *Wolf Creek

White River NF

*Avalanche
 *Blodgett
 *Bogan Flats
 *Chapman
 *Cutthroat
 *Deep Lake 1
 *Deep Lake 2
 *Difficult
 *Marvine
 *Elk Wallow
 *Fulford Cave
 *Gold Park
 *Gore Creek
 *Half Moon
 *Himes Peak
 *Homestake
 *Hornsilver
 *Janeway
 *Klines Folly
 *Lincoln Gulch
 *Little Box Canyon
 *Little Mattie
 *Little Maud
 *Lostman
 *Maroon Lake
 *Meadow Creek Lake
 *Mollie B
 * † North Fork
 *Portal
 *Redstone
 *Shepard's Rim
 *Silver Bar
 *Silver Bell
 *Silver Queen
 *Snowmass Creek
 *South Fork
 *Supply Basin

*Sweetwater Lake
 * † Tiglwon
 *Three Forks
 *Trapline
 *Trappers Lake
 *Weller
 *Yeoman Park

NATIONAL PARK SERVICE

**Black Canyon of the Gunnison NM*

†North Rim Cmpgd.
 †South Rim Cmpgd.

**Colorado NM*

†Saddle Horn Cmpgd.

Curecanti RA

†Center Point Cmpgd.

†Center Point Boat Launching

†Lola Boat launching

Dinosaur NM (Also listed under Utah)

†Green River Cmpgd.

†Split Mountain cmpgd.

**Great Sand Dunes NM*

†Pinyon Flats Cmpgd.

Hovenweep NM (Also listed under Utah)

†Square Tower House Cmpgd.

**Mesa Verde NP*

†Guide Fee

†Moorefield Canyon Cmpgd.

**Rocky Mountain NP*

†Aspenglen Cmpgd.

†Endovalley Cmpgd.

†Glacier Basin Cmpgd.

†Longs Peak Cmpgd.

†Moraine Park Cmpgd.

†Timber Creek Cmpgd.

Shadow Mountain RA

†Green Ridge Cmpgd.

†Roaring Fork Cmpgd.

†Shadow Mountain Cmpgd.

†Stillwater Cmpgd.

BUREAU OF LAND MANAGEMENT

Glenwood Springs District

*Gypsum

Montrose District

*Mill Creek

DELAWARE

BUREAU OF SPORT FISHERIES AND WILDLIFE

* † Bombay Hook NWR

DISTRICT OF COLUMBIA

NATIONAL PARK SERVICE

**House where Lincoln died NM*

(Combined with Lincoln Museum NM)
 (Ford's Theater)

**Lincoln Museum NM*

(Combined with House where Lincoln Died
 NM)

(Ford's Theater)

†*Washington Monument NM*

FLORIDA

FOREST SERVICE

Apalachicola NF

*Camel Lake
 * † Silver Lake
 *Wright Lake

Ocala NF

* † Alexander Spring
 *Clearwater Lake
 *Fore Lake
 * † Juniper Springs
 *Lake Dorr
 *Mill Dam

Osceola NF

*Ocean Pond

BUREAU OF SPORT FISHERIES AND WILDLIFE

**Merrit Island NWR*

NATIONAL PARK SERVICE

**Castillo de San Marcos NM*

**Everglades NP*

Fort Matanzas NM

*Boat Transportation

GEORGIA

FOREST SERVICE

Chattahoochee NF

*Cooper Creek
 *Deep Hole
 * † DeSoto Falls
 *Dockery Lake
 *Frank Gross
 *Lake Blueridge
 *Lake Chatuge
 *Lake Russell
 *Morganton Point
 *Mulky
 *Nancytown Lake
 *Rabun Beach

Oconee NF

*Lake Sinclair

BUREAU OF SPORT FISHERIES AND WILDLIFE

Blackbeard Island NWR

†Cmpgds.

†Millen NFH

NATIONAL PARK SERVICE

**Fort Pulaski NM*

**Kennesaw Mountain NBP*

Ocmulgee NM

*Museum and Earthlodge

HAWAII

NATIONAL PARK SERVICE

**Haleakala NP*

†Cabin Rental

IDAHO

FOREST SERVICE

Boise NF

*Alexander Flat
 *Antelope
 *Bad Bear
 *Badger Creek
 *Banks
 *Barneys
 *Bear Creek
 *Bear Valley
 *Big Eddy
 *Big Roaring River
 *Big Trinity
 *Black Rock
 *Boiling Springs
 *Boundary Creek
 *Buck Mountain
 *Bull Trout Lake
 *Bunch Grass
 *Canyon
 *Cold Springs
 *Cottonwood
 *Cow Creek
 *Crazy Cove
 *Daggar Falls 1
 *Daggar Falls 2
 *Deadwood
 *Deer Flat
 *Deer Park
 *Dog Creek
 *Eastside
 *Edna Creek
 *Elk Creek
 *Fir Creek
 *Fir Springs
 *Four Mile
 *French Creek
 *Golden Gate
 *Grandjean
 *Granite Creek
 *Grayback Gulch
 *Hardscrabble
 *Hayfork
 *Helencoe
 *Hollywood Point
 *Hot Springs
 *Howers
 *Ice Hole
 *Ice Springs
 *Idaho Outdoor Association
 *Kirkham Hot Springs
 *Lick Creek
 *Little Roaring River
 *Little Trinity

*Mountain View
 *Neinmeyer
 *Park Creek
 *Pen Basin
 *Picnic Point
 *Pine Creek
 *Pine Flats
 *Poker Meadows
 *Power Plant
 *Prospect Point
 *Queens River
 *Rattlesnake
 *Repeat Creek
 *Riverside 1
 *Riverside 2
 *Robert E. Lee
 *Sack Creek
 *Sagehen Creek
 *Sagehen Picnic Ground
 *Shafer Butte
 *Shoreline
 *Silver Creek
 *South Fork Salmon River
 *Swinging Bridge
 *Ten Mile
 *Tennessee Creek
 *Tie Creek
 *Trail Creek
 *Troutdale
 *Twin Bridges
 *Wapita Creek
 *Warm Lake
 *Warm Springs Creek
 *Willow Creek
 *Yellowpine

Cache NF

*Beaver Creek
 *†Cloverleaf
 *Cold Springs
 *Community
 *Eight Mile
 *†Emmigration
 †Minnetonka Cave
 *Paris Spring
 *Porcupine
 *St. Charles
 *†Willow Flat

Caribou NF

*Bear Creek
 *Calamity
 *†Cherry Springs
 *Curlw
 †Falls
 *Hoffman
 *Home Canyon
 *Mill Canyon
 *†Montpelier Canyon
 *Pine Bar
 *†Scout Mountain
 *Spring Creek
 *†Summit
 †Summit View
 *Tincup

Challis NF

*Basin Creek
 *Bench Creek
 *Blind Creek
 *Dutchmans Flat
 *Flat Rock
 *Holman
 *Inlet
 *Iron Bog
 *Iron Creek
 *Lakeview
 *Lola Creek
 *Lower O'Brien
 *Mormon Bend
 *Park Creek
 *Phi Kappa
 *Polecamp Flat
 *Riverside
 *Salmon River
 *Stanley Lake
 *Starhope
 *Sunny Gulch
 *Thatcher Creek
 *Upper O'Brien
 *Wild Horse

Clearwater NF

*Apgar Creek
 *Glade Creek

*Green Flat
 *Jerry Johnson
 *Kelly Forks
 *Noe Creek
 *Powell
 *Washington Creek
 *Wendover
 *Whitehouse
 *White Sand
 *Wild Goose

Coeur D'Alene NF

*Avery Creek
 *Beauty Creek
 *Bells Bay
 *Bumblebee
 *Devils Elbow
 *Honeysuckle
 *Lindross Hill
 *Mokins Bay
 *Rainy Hill
 *Senator

Kaniksu NF

*Luby Bay
 *Osprey
 *Outlet
 *Reeder Bay
 *Robinson Lake
 *Samowen 1
 †Samowen 2

Payette NF

*Amanita
 *Brownlee
 *Burgdorf
 *Cabin Creek
 *Cold Springs
 *Evergreen
 *Grouse
 *Hazard Lake
 *Huckleberry
 *Justrite
 *Kiwanis
 *Lake Fork
 *Last Chance
 *Lower Buckhorn
 *Lower Spring Creek
 *Paradise
 *Ponderosa
 *Rainbow Point
 *Teepee Creek
 *Upper Buckhorn
 *Upper Payette Lake

Salmon NF

*Cache Bar
 *Corn Creek
 *†Cougar Point
 *Deadwater Spring
 *Ebenezer Bar
 *Horse Creek Hot Springs
 *Iron Lake
 *Long Tom
 *Lost Spring
 *†Meadow Lake
 *Middle Fork
 *†Twin Creek
 *Wallace Lake
 *Yellowjacket Lake

St Joe NF

*Emerald Creek
 *Fly Flat
 *Giant White Pine
 *†Laird Park 1
 †Laird Park 2
 *Little Boulder Creek
 *Spruce Tree
 *Tin Can Flat
 *Turner Flat

Sawtooth NF

*Alturas Lake
 *Baumgartner
 *Big Bluff
 *Birch Glen
 *Boundary
 *Bounds
 *Brackenbury
 *Easley
 *Harrington Fork
 *Lake Cleveland
 *North Fork
 *Penstemon
 *Pettit

*Pioneer
 *Porcupine
 *Redfish Lake
 *Sandy Beach
 *Schipper
 *Smoky Bear Boat Ramp
 *Thompson Flat
 *Wood River

Targhee NF

*Big Springs
 *Big Elk Creek
 *Box Canyon
 *Buffalo
 *Buttermilk
 *Flat Rock
 *Grandview
 *Island Park Boat Ramp
 *McCrea Bridge
 *Mike Harris
 *Palisades
 *Pine Creek
 *Riverside
 *Table Rock
 *Upper Coffee Pot
 *†Warm River
 *West End

NATIONAL PARK SERVICE

**Craters of the Moon NM*

†Lava Flow Cmpgd.
 *Yellowstone NP (also listed under States of Montana and Wyoming)
 †Bridge Bay Cmpgd.
 †Canyon Cmpgd.
 †Fishing Bridge Cmpgd.
 †Grant Village Cmpgd.
 †Madison Cmpgd.
 †Mammoth Cmpgd.
 †Norris Cmpgd.

BUREAU OF LAND MANAGEMENT

Boise District

*Steck

Salmon District

*Mackay Reservoir

ILLINOIS

FOREST SERVICE

Shawnee NF

*†Lake Glendale Rec. Area
 *Lake of Egypt Rec. Area
 *Redbud
 *Teal Pond
 *Tower Rock

BUREAU OF SPORT FISHERIES AND WILDLIFE

Crab Orchard NWR

*Boat and Yacht Club
 *Cambria Neck
 *Carterville Beach
 *Crab Orchard Beach
 *Dogwood Lane
 *Hogens Area
 *Little Grassy Swimming Beach
 *Lookout Point
 *Primitive Area
 *Sailboat Basin
 *Spillway Area
 *†The Group Picnic Area
 *West End Ramp

INDIANA

FOREST SERVICE

Hoosier NF

*†German Ridge Rec. Area
 *†Hardin Ridge Rec. Area
 *†Saddle Lake Rec. Area

NATIONAL PARK SERVICE

**George Rogers Clark NHP*

IOWA

BUREAU OF SPORT FISHERIES AND WILDLIFE

**DeSoto NWR*

KENTUCKY

FOREST SERVICE

Daniel Boone NF

*Bee Rock
 *Koomer Ridge
 *Rockcastle
 *Rodburn

NATIONAL PARK SERVICE
Cumberland Gap NHP (also listed under
 States of Tennessee and Virginia)

†Wilderness Cmpgd.
Mammoth Cave NP

†Cave Trips
 †Headquarters Cmpgd., New
 †Headquarters Cmpgd., Old

TENNESSEE VALLEY AUTHORITY
Land Between the Lakes (also listed under
 Tennessee)

†Camp Energy Group Cmpgd.
 †Ft. Henry-Piney Cmpgd.
 †Hillman Ferry Cmpgd.
 †Rushing Creek-Jones Creek Cmpgd. and
 Day Use Area

LOUISIANA
 FOREST SERVICE
Kisatchie NF

*Caney Lakes
 *Corney Lake
 *Stuart Lake
 *Valentine Lake

MAINE
 FOREST SERVICE
White Mountain NF

*Crocker Pond
 *Hastings

NATIONAL PARK SERVICE
Acadia NP

†Black Woods Cmpgd.
 †Seawall Cmpgd.

MARYLAND
 NATIONAL PARK SERVICE
 **Assateague Island NS*
 (Maryland section)

†Cmpgd.
Catoctin Mountain Park

†Green Top Camp
 †Misty Mount Camp
 †Owens Creek Cmpgd.

Fort McHenry NM and HS

*Inner Fort
Greenbelt Park
 †Cmpgd.

MASSACHUSETTS
 BUREAU OF SPORT FISHERIES AND WILDLIFE
 **Parker River NWR*

NATIONAL PARK SERVICE
 **Adams NHS*
Cape Cod NS

Entrance to parking areas:
 *Coast Guard Beach
 *Head of the Meadow Beach
 *Herring Cove Beach
 *Marconi Beach
 *Nauset Light Beach
 *Race Point Beach
 Bathhouse locker or basket:
 †Herring Cove Beach

Salem Maritime NHS

*Derby House
 MICHIGAN
 FOREST SERVICE
Hiawatha NF

*Au Train Lake
 *†Bay Furnace
 *†Bayview
 *†Brevoort Lake
 *†Camp 7 Lake
 *Carp River
 *†Colwell Lake
 *Corner Lake
 *Foley Creek
 *Indian River
 *Island Lake
 *†Lake Michigan
 *Little Bass Lake
 *†Monocle Lake
 *†Petes Lake
 *†Soldier Lake

*Three Lakes
 *Widewaters
 HURON NF

*Horseshoe Lake
 *†Island Lake
 *†Jewell Lake
 *Loon Lake
 *Monument
 *Pine River
 *Rollways
 *†Round Lake
 *†Wagner Lake

MANISTEE NF

*Bear Track
 *Driftwood Valley
 *Hemlock
 *Highbanks Lake
 *†Lake Michigan Rec. Area
 *†Nichols Lake
 *Old Grade
 *Peterson Bridge
 *†Pine Lake
 *†Pines Point
 *†Sand Lake
 *Seaton Creek
 *†Udell Rollways

OTTAWA NF

*Bob Lake
 *Bobcat Lake
 *Courtney Lake
 *Golden Lake
 *Henry Lake
 *Imp Lake
 *Lake Ottawa
 *Lake Ste. Kathryn
 *Langford Lake
 *†Marion Lake
 *Moosehead Lake
 *Norway Lake
 *Perch Lake—West
 *Pomery Lake
 *Sylvania Rec. Area
 *Taylor Lake
 *Teepee Lake

BUREAU OF SPORT FISHERIES AND WILDLIFE

†*Shiawassee NWR*

NATIONAL PARK SERVICE
Isle Royale NP

†Beaver Island Cmpgd.
 †Belle Isle Cmpgd.
 †Birch Island Cmpgd.
 †Caribou Island Cmpgd.
 †Chippewa Harbor Cmpgd.
 †Daisy Farm Cmpgd.
 †Duncan Bay Cmpgd.
 †Duncan Narrows Cmpgd.
 †Grace Island Cmpgd.
 †McGargo Cove Cmpgd.
 †Malone Bay Cmpgd.
 †Merritt Lane Cmpgd.
 †Moskey Basin Cmpgd.
 †Rock Harbor 3-Mile Cmpgd.
 †Siskiwit Bay Cmpgd.
 †Tobin-Rock Harbor Cmpgd.
 *Todd Harbor Cmpgd.
 *Tookers Island Cmpgd.
 *Washington Creek Cmpgd.

MINNESOTA
 FOREST SERVICE
Chippewa NF

*Clubhouse Lake
 *Deer Lake
 *East Seelye Bay
 *Knutson Dam
 *Mosomo Point
 *†North Star
 *†Norway Beach
 *†Ojibway
 *Plug Hat Point
 *†South Pike Bay
 *†Stony Point
 *Tamarack Point
 *West Seelye Bay
 *Williams Narrows

SUPERIOR NF

*Birch Lake
 *East Bearskin Lake
 *Echo Lake

*†Fall Lake
 *Fenske Lake
 *Flour Lake
 *Isabella River
 *Kimball Lake
 *Lake Jennette
 *McDougal Lake
 *Nine Mile Lake
 *Pfeiffer Lake
 *Sawbill Lake
 *South Kawishiwi River
 †South Kawishiwi River Community Hall
 *Temperance River
 *Trails End
 *Two Island Lake
 *Whiteface Reservoir

MISSISSIPPI
 FOREST SERVICE
Bienville NF

*Marathon
 *Shongelo
DeSoto NF

*Big Biloxi
Holly Springs NF

*Chewalla
Homochitto NF

*Clear Springs
Tombigbee NF

*Choctaw Lake
 *Davis Lake

NATIONAL PARK SERVICE
Vicksburg NMP

*Museum
 MISSOURI
 FOREST SERVICE
Clark NF

*Davidsville
 *Loggers Lake
 *Marble Creek
 *Markham Springs
 *Silver Mines
 *Suttons Bluff
Mark Twain NF

*Big Bay
 *Current River float camp
 *Noblett Lake Beach
 *Watercress Spring

MONTANA
 FOREST SERVICE
Beaverhead NE

*Cliff Point
 †Dinner Station
 †Grasshopper
 *Hilltop
 *Madison River
 *May Creek
 †Mill Creek
 †Potosi
 *Wade Lake
 *West Fork
Bitterroot NF

*Alta
 *†Black Bear
 *†Charles Waters Mem.
 *Crazy Creek
 †Fales Flat group camp
 *Indian Trees
 *†Lake Como
 †Larry Creek group camp
 †Rombo
 *Slate Creek
 *†Spring Gulch
 *†Warm Springs
Coeur d'Alene NF

*Cabin City
 *Denna Mora
 *Sloway
Custer NF

*Basin
 *Cascade
 *Emerald Lake
 *Greenough Lake
 *Limber Pine
 *Parkside
 *Pine Grove
 *Ratine
 *Red Shale

*Sheridan
*Woodbine

Deerlodge NF

†Basin Canyon
†Bison Creek
†Cable Mountain
†Delmoe Lake
*Lodgepole
†Lowland
†Mormon
*Phillipsburg Bay
*Piney
†Shamrock
*Southside
†Spring Hill 1
†Spring Hill 2
*Warm Springs 1
†Warm Springs 2

Flathead NF

*Big Creek
*Devil Creek
*Devil Corkscrew
*Doris Point
*Emery Bay
*Graves Creek
*Handkerchief Lake
*Holland Lake
*Hungry Horse
*Lakeview
*Lost Johnny
*Lost Johnny Point
*Murray Creek
*North Lion Lake
*Peters Creek
*South Lion Lake
*Spotted Bear
*Swan Lake
*Tally Lake

Gallatin NF

*Aspen Grove
*Bakers Hole
*†Battle Ridge
*Beaver Creek
*Chief Joseph
*Colter
*Falls Creek
*Greek Creek
*Hicks Park
*†Hood Creek
*†Langhor
†Moose Creek Flat
*Pine Creek
*Red Cliff
*Snow Bank
*Soda Butte
*South Fork
*Spire Rock
*Swan Creek

Helena NF

*Aspen Grove
*Blackfoot
*Cooper Creek
*†Cromwell-Dixon
†Crystal Creek
†Kading
*McDonald Pass
*Skidway
†Ten Mile

Kaniksu NF

*Bull River

Kootenai NF

*North Dickey Lake
*Paul Bunyon
*Pleasant Valley
*Yaak

Lewis and Clark NF

*Aspen
*Benchmark
*Cave Mountain
*Crystal Lake
*Dry Wolf
*Grandview
*Grasshopper
*Jumping Creek
*†Kings Hill
*Many Pines
*Mortimer
*South Fork

*Straight Creek
*Summit Cmpgd.
*Wood Lake

Lolo NF

*Big Larch
*Lee Creek
*Lewis and Clark
†Pattee Canyon
*Quartz Flat
*River Point
*Seeley Lake

BUREAU OF SPORT FISHERIES AND WILDLIFE

National Bison Range

†Tours

NATIONAL PARK SERVICE

*Bighorn Canyon NRA (also listed under Wyoming)

†Barry's Landing Boat Ramp
†Horseshoe Bend Cmpgd.
†Horseshoe Bend Boat Ramp
†Kane Bridge Boat Ramp

Glacier NP

†Apgar Cmpgd.
†Avalanche Cmpgd.
†Bowman Lake Cmpgd.
†Fish Lake Cmpgd.
†Many Glacier Cmpgd.
†Rising Sun Cmpgd.
†Sprague Creek Cmpgd.
†St. Mary Lake Cmpgd.
†Two Medicine Cmpgd.

Yellowstone NP

(Also listed under Idaho and Wyoming)

†Bridge Bay Cmpgd.
†Canyon Cmpgd.
†Fishing Bridge Cmpgd.
†Grant Village Cmpgd.
†Madison Cmpgd.
†Mammoth Cmpgd.
†Norris Cmpgd.

NEBRASKA

FOREST SERVICE

Nebraska NF

*Bessey
*Cedars
*Claypit

NATIONAL PARK SERVICE

Scotts Bluff NM

NEVADA

FOREST SERVICE

Humboldt NF

*†Angel Creek
*Angel Lake
*Baker Creek
*Big Bend
*†Bird Creek
*†East Creek
*Gold Creek
*Jack Creek
*Jarbridge
*†Lehman Creek
*Leman Creek Trailer
*Lower Lamoille
*North Fork
*Pine Creek
*Thomas Canyon
*†Timber Creek
*†Ward Mountain
*Ward Mountain Trailer
*Wheeler Peak
*Wildhorse

Toiyabe NF

*Bob Scott Summitt
*Big Creek
*Cathedral Rock
*Clear Creek
*Deer Creek
*Fletcher View
*Hilltop
*Kingston
*Kyle Canyon
*†Mahogany Grove
*Mary Jane Falls
*McWilliams
*Mr. Rose

*†Nevada Beach
*†Peavine Creek
*Pine Creek

NATIONAL PARK SERVICE

Death Valley NM

(Also listed under California)

†Mesquite Springs Cmpgd.

Lake Mead NRA

(Also listed under Arizona)

†Boulder Beach Cmpgd.
†Cottonwood Cove cmpgd.
†Echo Bay Cmpgd.
†Hemenway Cmpgd.
†Katherine Cmpgd.
†Las Vegas Bay Cmpgd.
†Temple Bar Cmpgd.
†Willow Beach Cmpgd.

Lehman Caves NM

BUREAU OF LAND MANAGEMENT

Las Vegas District

*Willow Springs

NEW HAMPSHIRE

FOREST SERVICE

White Mountain NF

†Barnes Field Group Area

*Big Rock
*Blackberry Crossing
*†Campton
†Campton Group Area
*Cold River
*Covered Bridge
*†Dolly Copp
*Dugway
*†Jigger-Johnson
*Passaconaway
*Russel Pond
†South Pond
*†Sugarloaf
*Waterville
*White Ledge
*Wild River
*Wildwood
*Zealand

NATIONAL PARK SERVICE

Saint-Gaudens NHS

NEW JERSEY

BUREAU OF SPORT FISHERIES AND WILDLIFE

Brigantine NWR

NATIONAL PARK SERVICE

Edison NRS

*Home of Thomas Alva Edison, Glenmont
*Laboratory of Thomas Alva Edison

Morrison NHP

*Ford Museum and Mansion

NEW MEXICO

FOREST SERVICE

Carson NF

*Agua Piedra
*Amizette
*Angostura
*Cabresto Lake
*Capulin
*†Columbine
*Comales
*Duran Canyon
*Eagle Rock
*Echo Amphitheater
*Elephant Rock
*El Nogal
*El Rito
*†Fawn Lakes
*Goat Hill
*Hodges
*Hopewell Lake
*Italianos
*Junebug
*Laguna Larga
*Lagunitas
*La Junta Canyon
*La Sombra
*Las Petacas
*La Vinateria
*Lerous

*Lower Canjilon Lakes
 *Lower Hondo
 *Mallette
 *Manzanita
 *Middle Canjilon Lakes
 *Santa Barbara
 *Trampas Canyon
 *Twining
 *Upper Canjilon Lakes
 *Upper Cuchilla
 *Upper Italianos
 *Upper La Junta

Cibola NF

*Balsam Glade
 *Canyon Lobo
 *Capillo Peak
 *Capulin Springs
 *Cedro Peak
 *Cienega Canyon
 *Coal Mine
 *Cole Spring
 *Dead Man Flat
 *Doc Long
 *Day Camp
 *Fourth of July
 *John F. Kennedy
 *Juan Tabo
 *La Cueva
 *Las Huertas
 *McGaffey
 *New Canyon
 *Oak Flat
 *Ojo Redondo
 *Pine Flat
 *Quaking Aspen
 *Red Canyon
 *Springtime
 *Sulphur Canyon
 *Tajique
 *Water Canyon

Gila NF

*Ben Lily
 *Gilita
 *Iron Creek
 *Lake Roberts
 *Little Walnut
 *†Mesa
 *Scorpion Corral
 *Whitewater
 *Willow Creek
 *Upper End

Lincoln NF

*Apache
 *Cedar Creek 1
 *Cedar Creek 2
 *Deerhead
 *Fir
 *Nogal Lake
 *Oak Grove
 *Pines
 *Saddle
 *Silver
 *Sitting Bulls Falls
 *Skyline
 *Sleep Grass
 *South Fork

Santa Fe NF

*Battleship Rock
 *Big Tesuque
 *Black Canyon
 *Borrego Mesa
 *Cowles
 *Dalton
 *El Porvenir
 *Ev Long
 *Field Tract
 *Glorieta
 *Holy Ghost
 *Las Conchas
 *Little Tesuque
 *Paliza
 *Paliza Group
 *Panchuela
 *†Redondo
 *San Antonio
 *Santa Fe Basin
 *Windsor Creek

BUREAU OF SPORT FISHERIES AND WILDLIFE

*Bitter Lake NWR

NATIONAL PARK SERVICE

*Aztec Ruins NM
 *Bandelier NM
 *†Frijoles Mesa Cmpgd.

CAPULIN MOUNTAIN NM

*†Capulin Mountain Cmpgd.
 *†Carlsbad Caverns NP
 *Chaco Canyon NM
 *†Galo Wash Cmpgd.
 *El Morro NM
 *Fort Union NM
 *White Sands NM

BUREAU OF LAND MANAGEMENT

Albuquerque District

*Santa Cruz Lake

NEW YORK

BUREAU OF SPORT FISHERIES AND WILDLIFE

*Montezuma NWR

NATIONAL PARK SERVICE

Fire Island NS

*†Sailors Haven Marina
 *†Watch Hill Marina
 *Home of Franklin D. Roosevelt NHS
 *Sagamore Hills NHS
 *†Statue of Liberty NM
 *Theodore Roosevelt Birthplace
 *Vanderbilt Mansion NHS

NORTH CAROLINA

FOREST SERVICE

Croatan NF

*Neuse River

Nantahala NF

*†Appletree
 *Cable Cove
 *Cheoah Point
 *Cliffside Lake
 *Hiwassee Lake
 *Horse Cove
 *Jackrabbit Mountain
 *Standing Indian
 *Tsali
 *Van Hook Glade

Pisgah NF

*Black Mountain
 *†Carolina Hemlock
 *Coon Tree Creek
 *†Davidson River
 *†Lake Powhatan
 *†North Mills River
 *White Pines

Blue Ridge Parkway (also listed under Virginia)

*†Crabtree Meadows Cmpgd.
 *†Daughton Park Cmpgd.
 *†Linville Falls Cmpgd.
 *†Otter Creek Cmpgd.
 *†Peaks of Otter Cmpgd.
 *†Pisgah Cmpgd.
 *†Price Park Cmpgd.
 *†Roanoke Mountain Cmpgd.
 *†Rocky Knob Cmpgd.

Cape Hatteras NS

*†Cape Point Cmpgd.
 *†Frisco Cmpgd.
 *†Oregon Inlet Cmpgd.
 *†Salvo Cmpgd.
 *Fort Raleigh NHS

Great Smoky Mountains NP (also listed under Tennessee)

*†Balsam Mtn. Cmpgd.
 *†Cades Cove Cmpgd.
 *†Cosby Cmpgd.
 *†Deep Creek Cmpgd.
 *†Elkmont Cmpgd.
 *†Look Rock Cmpgd.
 *†Smokemont Cmpgd.
 *Theodore Roosevelt NMemP
 *†Cottonwood Cmpgd.
 *†Squaw Creek Cmpgd.

OHIO

FOREST SERVICE

Wayne NF

*Burr Oak—Cove
 *†Lake Vesuvius Rec. Area
 *†Vesuvius Furnace
 *Group Picnic

NATIONAL PARK SERVICE

*†Perry's Victory and International Peace Memorial NM

OKLAHOMA

FOREST SERVICE

Ouachita NF

*†Cedar Lake

Panhandle NG

*Dead Indian
 *Skipout
 *Spring Creek

BUREAU OF SPORT FISHERIES AND WILDLIFE

*Wichita Mountains NWR

NATIONAL PARK SERVICE

Arbuckle Rec. Area

*†Buckhorn Cmpgd.
 *†The Point Cmpgd.

Platt NP

*†Central Cmpgd.
 *†Cold Springs Cmpgd.
 *†Rock Creek Cmpgd.

OREGON

FOREST SERVICE

Deschutes NF

*Allen Springs
 *Alingham
 *Beach
 *Blue Bay
 *Camp Sherman
 *Cinder Hill
 *Crescent Lake
 *East Lake
 *Elk Lake
 *Gorge
 *Hot Springs
 *Indian Ford
 *Lava Lake
 *Link Creek
 *Little Crater
 *Lower Bridge
 *North Wickiup
 *Odell Creek
 *Paulina Lake
 *Perry South
 *Pine Rest
 *Pioneer Ford
 *Point
 *Princess Creek
 *Scout Lake
 *Smiling River
 *South Shore
 *Spring
 *West Davis Lake
 *West Indian Ford

Fremont NF

*Sprague River
 *Thompson Reservoir

Malheur NF

*Dixie
 *Idlewild
 *Joaquin Miller
 *Magone Lake

Mt. Hood NF

*Armstrong
 *Bear Springs
 *Camp Creek
 *Carter Bridge
 *Clackamas Lake
 *Clear Lake
 *Fish Creek
 *Frog Lake
 *Green Canyon
 *Kingfisher
 *Lazy Bend

- *Lost Lake
- *McNeill
- *Oak Fork
- *Peninsula
- *Rainbow
- *Ripplebrook
- *Riverside
- *Roaring River
- *Rock Creek Reservoir
- *Still Creek
- *Sunstrip
- *Toll Gate
- *Trillium Lake

Ochoco NF

- *Haystack Lake
- *Ochoco Divide
- *Walton Lake

Rogue River NF

- *Abbott Creek
- *Farewell Bend
- *Hamaker
- *Muir
- *Union Creek

Siskiyou NF

- *Boundary
- *Cave Creek
- *Daphne Grove
- *Myrtle Grove
- *Grayback
- *Illahe

Stuslaw NF

- *Archie Knowles
- *Carter Lake East
- *Carter Lake West
- *Eel Creek
- *Rock Creek
- *Siltcoos
- *South Eel Creek
- *Sutton Creek
- *Sutton Lake Cmpgd.
- †Sutton Lake Picnic Ground
- *Tahkenitch Lake
- *Tillicum Beach
- *Tye

Umatilla NF

- *Bear Wallow Creek
- *Bull Prairie
- *Frazier
- *Lane Creek
- *Target Meadows
- *Umatilla Forks
- *Woodward

UMPQUA NF

- *Bogus Creek Cmpgd.
- *Broken Arrow
- *Diamond Lake
- *Eagle Rock
- *Horseshoe Bend
- *Poole Creek
- *Wolf Creek Cmpgd.

Wallowa-Whitman NF

- *Anthony Lake
- *Arrow
- *Blackhorse
- *Coverdale
- *Eagle Creek
- *Evergreen
- *Falls Creek
- *Fish Lake
- †French
- *Grande Ronde Lake
- *Hidden
- *Indian Crossing
- *Kettle Creek
- *King
- *Lake Fork
- *Lake Creek
- *Lillyville
- *Mud Lake
- *Oregon
- *Shady
- *Tamarack
- *Turkey Flat
- *Two Color
- *Two Pan
- †Union Creek
- *Walla Walla

- *Wetmore
- *Williamson
- *Yellow Pine

Willamette NF

- *Big Lake
- *Black Canyon
- *Blue Pool
- *Breitenbush
- †Clark Creek
- *Clear Lake
- *Delta
- *Fernview
- *French Pete
- *Gold Lake
- *Hoover
- *House Rock
- *Humbug
- *Ice Cap Creek
- *Islet
- †Longbow
- *Marion Forks
- *McKenzie Bridge
- *Olallie
- *Packard Creek
- *Paradise
- *Riverside
- *Sand Prairie
- *Shady Deil
- *Southshore
- *Trail Bridge
- *Trout Creek
- *Whispering Falls

Winema NF

- *Aspen Point
- *Rainbow Bay
- *Spring Creek
- *Williamson

NATIONAL PARK SERVICE

*Crater Lake NP

BUREAU OF LAND MANAGEMENT

Burns District

- *Fish Lake

Coos Bay District

- *Loon Lake

Eugene District

- *†Clay Creek

- *Whitaker Creek

Lakeview District

- *Gerber Reservoir

Medford District

- *Hyatt Lake

Prineville District

- *Beavertail
- *Macks Canyon

Roseburg District

- *Mili Pond
- *Rock Creek

Salem District

- *Elkhorn Valley
- *†Fisherman's Bend

PENNSYLVANIA
Designated Area

FOREST SERVICE
Allegheny NF

- *†Buckaloons
- *†Dewdrop
- *†Kiasutha
- *Kinzua
- *†Loleta
- *†Twin Lakes
- *†Willow Bay

NATIONAL PARK SERVICE

Gettysburg NMP

- *Cyclorama

†Independence NHP

PUERTO RICO

NATIONAL PARK SERVICE

San Juan NHS

- †El Morro
- †San Cristobal

SOUTH CAROLINA

FOREST SERVICE

Sumter NF

- *Burrell's Ford
- *Cherry Hill
- *Lick Fork Lake
- *Parsons Mountain Lake
- *Woods Ferry

BUREAU OF SPORTS FISHERIES
AND WILDLIFE

Cape Romain NWR

- †Bulls Island Camping Area

Carolina Sandhills NWR

- †Lake Bee

SOUTH DAKOTA

FOREST SERVICE

Black Hills NF

- *Bear Gulch
- *Bismarck Lake
- *Boardinghouse Gulch
- *Boxelder Forks
- *Calumet
- *Calumet Boat Launch
- *Entrance Admission
- *Comanche Park
- *Custer Gulch
- *Custer Trail 1
- *Custer Trail 2
- *Dalton
- *Deer Creek
- *Deerfield Cove
- *Ditch Creek
- *Dutchman
- *Grizzly Bear
- *Hanna
- *Horsethief Lake
- *Jenny Gulch
- *Lakeshore
- *Major Lake
- *Mount Perrin
- *Mountain City
- *Newton Lake
- *North Beach
- †North Cove Group Area
- *North Landing 1
- *Northside
- *Northside Boat Launch
- *Oreville
- *Pactola
- *Pactola Boat Launch
- *Pactola Point
- *Preacher Smith
- *Rifle Pit
- *Rimrock
- *Rod and Gun
- *Roubaix Lake 1
- *Roubaix Lake 2
- *South Beach
- *Southside
- *Spring Creek
- *Steamboat Rock
- *Strawberry Hill
- *Timon
- *Whitetail

BUREAU OF SPORT FISHERIES AND WILDLIFE

†Gavins Point NFH

NATIONAL PARK SERVICE

Badlands NM

- †Cedar Pass Cmpgd.
- †Jewel Cave NM

Wind Cave NP

- †Cave
- †Elk Mountain Cmpgd.

TENNESSEE

FOREST SERVICE

Cherokee NF

- *Big Oak Cove
- *Chilhowee
- *Davis Branch
- *Gardens Bluff
- *Hiwassee River
- *Horse Creek
- *Indian Boundary
- *Jacobs Creek

*North River
*Paint Creek
*Parksville Lake
*Quinn Springs
*Rock Creek
*Shook Branch
*Spivey Cove
*State Line
*Watauga Lake

BUREAU OF SPORT FISHERIES AND WILDLIFE

†Tennessee NWR

NATIONAL PARK SERVICE

Andrew Johnson NHS

*Andrew Johnson Home
*Visitor Center and Tailor Shop

Chicamauga and Chattanooga NMP

*Point Park

Cumberland Gap NHP

(Also listed under Virginia and Kentucky)

†Wilderness Cmpgd.

Great Smoky Mountains NP

(Also listed under North Carolina)

†Balsam Mtn. Cmpgd.

†Cades Cove Cmpgd.

†Cosby Cmpgd.

†Deep Creek Cmpgd.

†Elkmount Cmpgd.

†Look Rock Cmpgd.

†Smokemount Cmpgd.

TENNESSEE VALLEY AUTHORITY

Land Between the Lakes

(Also listed under Kentucky)

†Camp Energy Group Cmpgd.

†Ft. Henry-Piney Cmpgd.

†Hillman Ferry Cmpgd.

†Rushing Creek-Jones Creek Cmpgd. and Day Use Area

TEXAS

FOREST SERVICE

Panhandle NG

*Black Creek

Angelina NF

*†Boykin Spring

*†Caney Creek

*†Harvey Creek

*†Letney

*†Sandy Creek

*†Townsend

Davy Crockett NF

*†Ratcliff Lake

Sabine NF

*†Red Hills Lake

*†Willow Oak

Sam Houston NF

*†Double Lake

*†Stubblefield Lake

BUREAU OF SPORT FISHERIES AND WILDLIFE

*Aransas NWR

*Buffalo NWR

*Laguna Antacosta NWR

*Santa Ana NWR

NATIONAL PARK SERVICE

Big Bend NP

†Chisos Basin Cmpgd.

†Rio Grande Village Cmpgd.

*Fort Davis NHS**Padre Island NS*

†North Headquarters Cmpgd.

UTAH

Designated Area

FOREST SERVICE

Ashley NF

*Antelope Flat

*Aspen Grove

*Bootleg

*Bridge

*Browne Lake

*Buckboard Crossing

*Canyon Rim

*Castle Cliff

†Cedar Springs

*Deep Creek
*Deer Run
*Dripping Springs
†Dutch John Boat Ramp
*Greendale
*Greens Lakes
*Hades
*Iron Mine
*Little Hole
*Lodgepole
*Lucerne Valley
*Moon Lake
*Mustang Ridge
*Oaks Park
*Pole Creek Lake
*Red Springs
*Reservoir
*River View
†Sheep Creek Boat Ramp
*Skull Creek
*Swift Creek
*Uinta Canyon
†Uinta River
*Wandin
*White Rocks
*Yellowstone

Cache NF

*Anderson Cove
*Beirdneau
*Biuffs
*Botts
*†Box Elder
*Bridger
*Brown's Roll-Off
*Card
*China Row
*Chokecherry
*Dewitt
*Friendship
*†Guinavah
*Hawthorne
*High Creek
*Hobble
*Jefferson Hunt
*Lewis M. Turner
*Lodge
*Magpie
*†Malibu
*Maples
*Meadows
*†Monte Cristo
*Nook
*North Arm
*Old Juniper
*Pioneer
†Port Boat Ramp
*Preston Valley
*Red Banks
*Shenoa
*Smithfield Canyon
*South Arm
*South Fork Forest Camp
*Spring
*†Spring Hollow Rec. Area
*Sunrise
*Tony Grove Lake
*Twin Bridges
*Wild Cat
*Willows
*Woodcamp
*Zoo

Dixie NF

*†Duck Creek
*†Navajo Lake Area
*Kings Creek
*Panguitch Lake
*†Pine Valley Area
*Red Canyon
†Vermillion Castle
*White Bridge

Fishlake NF

*†Adelalde Park
*Anderson Meadow
*†Bowery 1
*†Bowery 2
*Buckskin Charlie
*City Creek
*Copley's Cove
*Elkhorn
*†Frying Pan

†Johnson Reservoir Boat Ramp
*†Kent's Lake
*†Little Cottonwood
*†Little Reservoir
*†Mackinaw
*Mahogany Cove
*†Maple Grove
*†Monrovia
*†Oak Creek
*†Pistol Rock
*†Ponderosa
*Shingle Mill
*Sun Glow
*†Twin Creeks

Manti-la Sal NF

*†Daiton Springs
*†Devils Canyon
*†Ferron Canyon
*Ferron Reservoir Cmpgd.
*†Flat Canyon
*†Forks of Huntington Canyon
*†Gooseberry
*†Indian Creek
*Joe's Valley
*Joe's Valley Boat Ramp
*†Lake Hill
*†Lake Oowah
*Manti Community
*†Old Folks Flat
*Pinchot
*Tweive Mile Flat
*†Warner

Uinta NF

*Aitamont
*†Aspen Grove
*†Balsam
†Bear Canyon
*Birch
*†Cherry
*†Diamond-Palmyra
*Dry Creek
*Echo
*†Granite Flat
*Graycliff
*Hanging Rock
*Hawthorne
*Hope
*Houserock
*†Koioib
*†Little Mill
*†Lodgepole
*Lone Fir
*Maple Bench
*Martin
*Mile Rock
*Mill Hollow
*Mt. Timpanogos
*North Mill
*†Payson
*Payson Lakes
*Ponderosa
*†Riverside
*Roadhouse
*Sulphur
*†Timpooneke
*Three Forks
*Warrick
*†Whiting
*†Wolf Creek

Wasatch NF

*Albion Basin
*Bear River
*Beaver Creek
*Beaver View
*Birches
†Bountiful Peak
*†Boxelder
*†Boy Scout
*Bridger Lake
*Brighton
*Butterfly
*China Meadows
*Christmas Meadows
*Church Fork
*Cobble Rest
*†Cottonwood
*Dogwood
*East Fork of Bear River
*Hayden's Fork
*Hoop Lake

- *Intake
- *†Jordan Pines
- *†Ledgefork
- *Ledgemere
- *Lily Lake
- *Little Lyman Lake
- *Loop
- *Lost Creek
- *Lower Narrows
- *Lower Provo
- *Lower Smith Morehouse
- *Maple Grove
- *Marsh Lake
- *Mirror Lake
- *Moosehorn
- *Moss Ledge
- *†Mueller Park
- *Oak Ridge
- †Pine Valley
- *Redman
- *Shady Dell
- †Shingle Creek
- *†Soapstone
- *†Stillwater
- *†Storm Mountain
- *†Sulphur
- *Tanners Flat
- *Terrace
- *Trial Lake
- *†Upper Narrows
- *Yellow Pine

BUREAU OF SPORT FISHERIES AND WILDLIFE
Bear River NWR

- *Public Use Area
- NATIONAL PARK SERVICE
- *Arches NM

- †Devils Garden Cmpgd.
- *Bryce Canyon NP
- †North Cmpgd.
- †Sunset Cmpgd.

Capitol Reef NM
Cedar Breaks NM

- †Point Supreme Cmpgd.
- Dinosaur NM (also listed under Colorado)*

- †Green River Cmpgd.
- †Split Mountain Cmpgd.
- Glen Canyon NRA (also listed under Arizona)*

- †Bullfrog Cmpgd.
- †Lees Ferry Cmpgd.
- †Wahweap Cmpgd.
- ovenweep NM (also listed under Colorado)*
- †Square Tower House Cmpgd.
- Timpanogos Cave NM*

- †Cave
- †Timpanogos Cave Cmpgd.
- *Zion NP

- †South Cmpgd.
- †Watchman Cmpgd.

BUREAU OF LAND MANAGEMENT
Cedar City District

- *Red Cliffs Cmpgd.
- Kanab District*
- *Calf Creek Cmpgd.

Monticello District (Canyon Rims Recreation Lands)

- *Anticline Overlook
- *Hatch Point Cmpgd.
- *Needles Overlook
- *Windwhistle Cmpgd.
- Price District*

- *Price Canyon
- Richfield District*

- *Star Springs

VERMONT
FOREST SERVICE
Green Mountain NF

- *Chittenden Brook
- *Greendale
- *†Hapgood Pond
- *Moosalamoo

VIRGINIA
FOREST SERVICE
George Washington NF

- †Bealers Ferry
- *Blowing Springs
- *Camp Roosevelt
- *Elizabeth Furnace
- *Hone Quarry
- *Little Fort
- *Longdale
- *†Sherando Lake
- *Todd Lake

*Entrance and Admission Fees/†User or Service Fees.

Jefferson NF

- *Cave Mountain Lake
- *High Knob
- *Hurricane
- *Raccoon Branch
- *Scott Wise Lake
- *White Rocks

BUREAU OF SPORT FISHERIES AND WILDLIFE
Chincoteague NWR (Joint fee with Assateague Is. NS)

- †Presquille NWR
- NATIONAL PARK SERVICE
- *Appomattox NHP Assateague Island NS (Joint fee with Chincoteague NWR)

†Assateague Is. Cmpgd.
Blue Ridge Parkway (Also listed under North Carolina)

- †Crabtree Meadows Cmpgd.
- †Doughton Park Cmpgd.
- †Linville Falls Cmpgd.
- †Otter Creek Cmpgd.
- †Peaks of Otter Cmpgd.
- †Pisgah Cmpgd.
- †Price Park Cmpgd.
- †Roanoke Mountain Cmpgd.
- †Rocky Knob Cmpgd.

Colonial NHP

- *Jamestown Island (Joint fee with the Assoc. for the Preservation of Virginia Antiquities)
- *Moore House

Cumberland Gap NHP (Also listed under Kentucky and Tennessee)

- †Wilderness Cmpgd.
- *Custis Lee Mansion N Mem
- Fredericksburg and Spotsylvania NMP*
- *Fredericksburg and Chancellorsville Visitor Centers
- *George Washington Birth Place NM
- Manassas NBP
- *Museum

Prince William Forest Park

- †Group Cabin Camps
- †Oak Ridge Cmpgd.
- †Turkey Run Ridge Cmpgd.
- *Shenandoah NP

- *Big Meadows Cmpgd.
- *Lewis Mountain Cmpgd.
- *Loft Mountain Cmpgd.
- *Matthews Arm Cmpgd.

WASHINGTON
FOREST SERVICE
Colville NF

- *†Lake Gillette
- *Lake Leo
- *Lake Thomas
- *Long Lake
- *Noisy Creek
- *†Pierre Lake
- *†Sullivan Lake
- *†Swan Lake
- *Ten Mile

Gifford Pinchot NF

- *Adams Fork
- *Beaver
- *Bench Lake
- *Bird Creek Meadows
- *Bird Lake
- *Blue Lake Creek
- *Clearwater

- *Cultus Creek
- *Council Lake
- *Goose Lake
- *Government Mineral Springs
- *Iron Creek
- *Ice Caves
- *La Wis Wis
- *Maple Leaf
- *Mirror Lake
- *Moss Creek
- *North Fork
- *Paradise Creek
- *Peterson Prairie
- *Spirit Lake
- *Takhakh
- *Tillicum
- *Tower Rock
- *Walupt Lake

Mt. Baker NF

- *Baker Lake
- *Boulder Creek
- *Douglas Fir
- *Gold Basin
- *Hemple Creek
- *Horseshoe Cove
- *Nooksack
- *Park Creek
- *Silver Fir
- *Turlo
- *Verlot

Okanogan NF

- *Bonaparte Lake
- *Lost Lake Cmpgd.

Olympic NF

- *Falls Creek
- *Falls View
- *Hamma Hamma
- *Klahowya
- *Olallie
- *Seal Rock
- *Willaby

Snoqualmie NF

- *Big Creek
- *Cedar Springs
- *Cottonwood
- *Cougar Flat
- *Denny Creek
- *House Creek
- *Hells Crossing
- *Indian Creek
- *Kaner Flats
- *Lodgepole
- *Money Creek
- *River Bend
- *Sawmill Flat
- *Silver Springs
- *The Dalles
- *Wild Rose
- *Willows
- *Windy Point

Umatilla NF

- *Tuncannon

Wenatchee NF

- *Cottonwood
- *Crystal Springs
- *Glacier View
- *Kachess
- *Mineral Springs
- *Nason Creek
- *Salmon La Sac
- *Silver Falls
- *Swauk
- *Taneum
- *Tronsen
- *Tumwater

NATIONAL PARK SERVICE
Coulee Dam Rec. Area

- †Evans Cmpgd.
- †Fort Spokane Cmpgd.
- †Kettle Falls Cmpgd.
- †Porcupine Bay Cmpgd.
- †Spring Canyon Cmpgd.

*Mt. Rainier NP

- †Cougar Rock Cmpgd.
- †Longmire Cmpgd.
- †Ohanapeosh Cmpgd.
- †Paradise Cmpgd.

†Sunrise Cmpgd.
†White River Cmpgd.

*North Cascades NP and Ross Lake and
Chelan Lake Rec. Area*

†Colonial Creek Cmpgd.
†Goodell Creek Cmpgd.

Olympic NP

†Fairholm Cmpgd.
†Heart O' The Hills Cmpgd.
†Hoh Cmpgd.
†Kalalock Cmpgd.
†Mora Cmpgd.
†Soleduck Cmpgd.
†Staircase Cmpgd.

WEST VIRGINIA
FOREST SERVICE

George Washington NF

*Brandywine Lake
*Wolf Gap
Monongahela NF
*†Blue Bend
*Cranberry
*†Horseshoe
*†Lake Sherwood
*Smoke Hole
*Spruce Knob Lake
*†Stuart
*Woodbine

WISCONSIN
FOREST SERVICE

Chequamegon NF

*Beaver Lake
*Birch Grove
*Black Lake
*Chippewa River
*East Twin Lake
*Emily Lake
*Kathryn Lake
*Lake Three
*Lakeview
*Long Lake
*Mondeux Dam
*†Namekagon Lake
*Newman Lake
*Perch Lake
*Sailor Lake
*†Spearhead Point
*Twin Lakes
*†Two Lakes
*Wabasse Lake
*Wanoka Lake
*West Point

NICOLET

*Ada Lake
*Anvil Lake
*Bagley Rapids
*Bear Lake
*†Boat Lake
*†Boulder Lake
*Chipamunk Rapids
*†Franklin Lake
*Kantuck Lake
*Lac Vieux Desert
*Laura-Gordon Lakes
*Laurel Lake
*†Lost Lake
*Luna White Deer
*†Margan Lake
*Pine Lake
*Richardson Lake
*Seven Mile Lake
*Spectacle Lake
*Stevens Lake

WYOMING
FOREST SERVICE

Bighorne NF

*Bald Mountain
†Boulder Park Trailer
*Bull Creek
*Burgess
*Cabin Creek
†Cabin Creek Trailer
*Circle Park
*Crazy Woman
*Dead Swade
*Dear Park

*East Park
*Granite Creek
*jHettinger
*Hidden Basin
*Island Park
*Lake Point
*Lakeview
*Leigh Creek
*Lower Doyle
*Lower Paintrack Lake
*Medicine Lodge Lake
*Middle Fork
*North Fork
*North Tongue
*Owen Creek
*†Pine Island
*Porcupine
*Post Creek
*Prune Creek
*Range Creek 1
*†Ranger Creek 2
*Ranger Creek
Shell Creek PG
*Sibley Lake 1
*Sibley Lake 2
*Sitting Bull
*Sourdough
*South Fork
*South Tongue
*Ten Sleep Creek
*Tie Flume
*Tiehack
*Twin Lakes
*Upper Paintrock Lake
*West Ten Sleep Lake

Black hills nf

*Bear Lodge
*Cook Lake
*Reuter

Bridger nf

*Allred Flat
*Big Sandy
*Bridge
*Cottonwood Lake
*Forest Park
*Forks
*Fremont Lake
*Green River Lake
*Half Moon
*Half Moon Picnic
*Hams Fork
*Lynx Creek
*Middle Piney Lake
*Moose Flat
*Murphy Creek
*Narrows
*†New Fork Group
*New Fork Lake
*Sacajawea
*Sandy Beach Picnic
*Swift Creek
*Trails End
*Upper Half Moon
*Whiskey Grove

Medicine bow nf

*Blair
*Brooklyn Lake
*Evans Creek
†Hidden Valley
*Lake Marie
*Lake Owen
*Lewis Lake 1
*Lewis Lake 2
*Libby Creek
*Lincoln Park
*Miller Lake
*Mirror Lake
*Nash Fork 1
*Pickaroon
*Pike Pole
*Pole Creek
*Rob Roy
*Silver Lake
*South Brush Creek
*Tie City
*Vedauwo 1
*Vedauwo 2
*Wallis
*Yellow Pine

Shoshone nf

*Beartooth Lake
*Big Game
*Brooks Lake
*Bruce
*†Clearwater
*Crazy Creek
*Dead Indian
*Double Cabin
*Dickenson Creek
*Eagle Creek
*Elk Fork
*Falls
*Fiddlers Lake
*Fox Creek
*Hanging Rock
*Horse Creek 1
*Horse Creek 2
*Hunter Peak
*Island Lake
*Lake Creek
*Louis Lake
*Newton Creek
*Pahaska
*Popo Agie
*Reef Creek
*Rex Hole
*Sinks Canyon
*Sleeping Giant
*Sunlight Creek
*Three Mile
*Wapiti

Targhee NF

*Alpine
*Cabin Creek
*Cave Falls
*East Table Creek
*Elbow
*Little Cottonwood
*Station Creek
*Teton Canyon
*Trail Creek
*Wolf Creek

Teton NF

*Atherton Creek
*Crystal Creek
*Curtis Canyon
*Four Mile Meadow
*Granite Creek
*Hatchet
*Hoback
*Kozy
*Lava Creek
*Red Hills
*Snake River

BUREAU OF LAND MANAGEMENT

Lander District

*Cottonwood Campground

Worland District

*Five Springs Falls Campground

NATIONAL PARK SERVICE

*Bighorn Canyon NRA (also listed under Montana)

†Barry's Landing Boat Ramp
†Horseshoe Bend Campground
†Horseshoe Bend Boat Ramp
†Kane Bridge Boat Ramp
*Devils Tower NM
†Belle Fourche River Campground

Grand Teton NP

†Colter Bay Campground
†Gros Ventre Campground
†Jenny Lake Campground
†Lizark Point Campground
†Signal Mountain Campground
*Yellowstone NP (Also listed under Idaho and Montana)
†Bridge Bay Campground
†Canyon Campground
†Fishing Bridge Campground
†Grant Village Campground
†Madison Campground
†Mammoth Campground
†Norris Campground

DO YOU NEED MORE INFORMATION?

You may obtain information on the location, recreation opportunities available,

types of facilities, or other matters by writing to the agency administering the area in which you are interested. Regional, State, or area offices of administering agencies are listed. You may write to the office closest to the area in which you are interested or to the office closest to your home. Your letter will be answered directly or referred to the office best able to supply the information you request. For general information about the Federal recreation fee program, you may write to: Bureau of Outdoor Recreation, Operation Golden Eagle, Box 7763, Washington, D.C. 20044.

FEE AREA DESIGNATION CRITERIA

Areas are designated for outdoor recreation fee collection in accordance with Section 3 of Executive Order 11200. Basically these criteria are:

1. An area must be administered by one of eight agencies listed in the Land and Water Conservation Fund Act.

2. An area must be administered primarily for recreation or one of several specified related purposes.

3. An area must have recreation facilities or services provided at Federal expense.

4. Fee collection at an area must be administratively and economically practical.

Authority for designation is granted to the President by the Land and Water Conservation Fund Act. This authority is delegated to the Secretaries of the Departments of Agriculture, Defense, and Interior and to the Board of Directors of the Tennessee Valley Authority by Section 1 of Executive Order 11200. This authority has in turn been delegated to agency heads through a series of Secretarial delegations of authority. Actual interpretation of the designation criteria and designation of areas, therefore, is the responsibility of the chief administrative officer of the various agencies collecting fees.

Specific criteria supplementing the general criteria in the Executive Order have been developed only for the Corps of Engineers. These criteria were developed because there was much contention over any designation of Corps areas and some agreement had to be reached before any fees could be collected at Corps' areas. These criteria are well known as the "White House Agreement."

Agency heads of all other agencies have examined all areas under their administration and have designated those believed to be "administratively and economically practical." Considerable variation in the number of areas designated has prevailed from one year to the next. Each year of experience in working with the fee program has demonstrated the practicability or impracticability of designating a specific group of areas.

Attempts have been made to develop specific criteria which could be used as an aid to securing greater uniformity in the fee program. For each criterion proposed, one or more agencies has been able to advance examples of existing areas where the proposal would prove to be impractical. One must realize that the Federal Government is providing a wide variety of recreation services through several agencies. Each agency has differing management objective, experience, development standards, clientele groups, resource potentials and so on for a host of other differences. However, greater uniformity is possible and should be sought if a coordinated fee program is continued through some extension of authorities similar to those contained in the Land and Water Conservation Fund Act. For the present, the ability of the agencies to achieve steady increases in fee revenue within reasonable administrative cost limits and with dramatic decreases in the number of letters of complaint received should be accepted as evidence that the selection of designated areas is a selection based upon experience, observation and professional judgment.

Mr. CHURCH. Mr. President, I ask unanimous consent also to have printed in the RECORD at this point a statement entitled "Background Statement Concerning the Land and Water Conservation Fund and Discontinuance of the Golden Eagle Passport," which has been prepared by the Bureau of Outdoor Recreation.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

BACKGROUND STATEMENT CONCERNING THE LAND AND WATER CONSERVATION FUND AND DISCONTINUANCE OF THE GOLDEN EAGLE PASSPORT

The Land and Water Conservation Fund Act of September 3, 1964, Public Law 88-578, established the Land and Water Conservation Fund as of January 1, 1965, to help provide expanded local, State, and Federal outdoor recreation opportunities.

The Act authorized as revenue for the Fund: (1) Proceeds from the sale of Federal surplus real property, (2) Federal motorboat fuels tax, and (3) Entrance, admission, and user fees at Federal recreation areas.

Money appropriated by Congress from the Fund is used by the National Park Service, Forest Service, and Bureau of Sport Fisheries and Wildlife to acquire authorized national outdoor recreation lands and waters; and as matching grants to the States and their political subdivisions for planning, acquiring, and developing outdoor recreation areas and facilities. During the first five fiscal years of the Fund, receipts have averaged around \$100 million annually.

In 1968, Congress amended the Land and Water Conservation Fund Act to provide that the original sources of revenue to the Fund could be augmented to provide a Fund of \$200 million annually, 1969 through 1973.

The additional income to the Fund will come from General Fund receipts or Outer Continental Shelf mineral leasing receipts.

By the same Act, Congress repealed authority for the annual Federal recreation area permit, known as the Golden Eagle Passport, and for other recreation entrance and user fees collected under the Golden Eagle program. The Federal agencies still have authority to collect recreation fees at their areas, but after March 31, 1970, there will be no annual permit which may be used at all Federal recreation fee areas.

The termination action was based, in large part, upon complaints from citizens regarding fees at Corps of Engineers' reservoirs where fees had not been previously collected, and on a lack of revenue from recreation entrance and user fees.

Under fee collection authorities which have not been repealed individual Federal agencies managing outdoor recreation areas may establish fee schedules for their areas following termination of the Passport. Revenue from fees collected after March 31, 1970, will be available for appropriation to the collecting agency for support of its authorized outdoor recreation functions. Federal recreation fees are expected to continue to be reasonable, but more specific information is not available at this time.

Continuation of the nationwide Passport or some similar permit beyond March 31, 1970 would require Congressional authorization. The legislative history of Public Law 90-401 indicates that a major consideration in extending the life of the Golden Eagle Passport until March 31, 1970, was to provide Congress with additional time to consider the advantages, disadvantages, and public attitudes regarding the existing Federal outdoor recreation fee collection system.

Mr. COOPER. Mr. President, I have listened to the discussion of the effect of repealing section 210 of the Flood Con-

trol Act of 1968, as proposed in S. 2315, which is being reconsidered by the Senate today because of concern expressed by the senior Senator from Oklahoma and others that doing so could authorize the collection of entrance fees on lakes and reservoirs under the jurisdiction of the Corps of Engineers, which have traditionally been open for public use and which, in a large section of the country offer great opportunities for recreation.

I would like to comment briefly for, as the ranking minority member of the Senate Committee on Public Works, I was a conferee on the Flood Control Act of 1968, and recall the purpose of section 210 which, while it was not included in the bill as passed by the Senate, was adopted by the conference. That section prohibits the collection of entrance or admission fees at public recreation areas located at lakes and reservoirs under the jurisdiction of the Corps of Engineers. It provides that user fees may be collected only from users of highly developed facilities, and not for access to or use of water areas, or undeveloped or lightly developed shoreland, picnic grounds, overlook sites, scenic drives, or boat launching ramps where no mechanical equipment is provided. It seems to me a proper provision, because recreation facilities at these projects are not only developed with public funds, but under the Federal Water Project Recreation Act of 1965 States and local governments are required to reimburse half the cost of the recreational development.

I believe the amendment offered by the senior Senator from Idaho resolves this question, and that it does so in a way that preserves the intent and effect of section 210 of the Flood Control Act of 1968. The amendment would include in section 2(a) of the Land and Water Conservation Fund Act of 1965 the requirement that user fees at recreation areas administered by the United States at Federal lakes and reservoirs may be collected only from users of highly developed facilities, and may not be collected for entrance or access to or use of water areas, or undeveloped or lightly developed shoreland, picnic grounds, overlook sites, scenic drives, or boat launching ramps where no mechanical equipment is provided. So it seems to me that the amendment maintains the effect of section 210 and, in fact, applies that policy to all recreation areas at Federal reservoirs, not only those under the jurisdiction of the Corps of Engineers.

Placing the language in the Land and Water Conservation Fund Act and applying it to all Federal reservoirs should make possible uniform administration of this policy and of the golden eagle passport program. I am glad to support the amendment.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Idaho.

The amendment was agreed to.

Mr. CHURCH. Mr. President, before we proceed to final passage of the bill as amended, I wish to say that the use of the golden eagle passport to enter national parks and other Federal outdoor recreation areas has established itself as a public service. I have received hundreds of letters urging its continu-

ance, and many writers have volunteered that they would be happy to pay more for the passport—often citing \$10 as a suggested fee. An increase from \$7 to \$10 is provided by this bill.

I have been particularly impressed with the enthusiastic use of the permit by our senior citizens. Many of these people, on restricted incomes, would not otherwise be enabled to visit and camp in the national parks and other Government recreation areas. In letter after letter, they express their pleasure in this activity, and their approval of the program.

Receipts from the sale of the golden eagle passport have greatly increased, proving the growing popularity and use of the permit, and that it adds considerably to the money needed in the land and water conservation fund.

Therefore, Mr. President, I believe this is a bill of much merit. It has the general approval of the people who have benefited from the passports in the past. It makes a significant contribution to the land and water conservation fund, which has become very important to the States and local governments, since it provides for Federal matching money to assist those governments in land acquisition and the development of outdoor recreation facilities. This is a good bill, Mr. President, and I urge that it be passed.

Mr. BIBLE. Mr. President, before the Senator moves the passage of the bill, will he yield to me?

Mr. CHURCH. I am happy to yield to my colleague from my neighboring State of Nevada.

Mr. BIBLE. I wholeheartedly concur in what the Senator from Idaho has said so very well. I think this is excellent legislation. I think it is an act with wide support; I am sure that the Senator's mail reflects the same amount of approval and the same general type of support as does my own, particularly from the elderly and retired people of our country who use these park and recreation areas.

I hope that the House of Representatives will have hearings, if they have not already done so. I am not advised as to that. Perhaps the Senator can tell me; has the House of Representatives had hearings on this matter?

Mr. CHURCH. No hearings have as yet been held.

Mr. BIBLE. We are running against a deadline, or an expiration date, on this bill. I hope that the distinguished chairman of the House Interior Committee will schedule early hearings. The people are left in a state of uncertainty as to whether or not this program will be continued. Many doubts have been raised in their minds; unquestionably some of the earlier news releases have led to such doubts; and then, of course, the action of the House Public Works Committee in the resolution which prevented the enforcement of the bill which was passed last year insofar as the Army Engineers are concerned led to further doubts.

Has that problem been completely resolved as between those who had varying viewpoints, the Army Engineer problem?

Mr. CHURCH. I would say to the Senator that, in light of the action the Sen-

ate has just taken, and with the cooperation that has been given by the distinguished Senator from Oklahoma (Mr. HARRIS), I think that this problem has now been satisfactorily solved.

Mr. BIBLE. I have not followed this particular agreement that has been entered into between the chairman of our committee and the Senator from Oklahoma. Probably the Senator from Idaho has already developed it, but I would appreciate it if the Senator from Idaho would tell me exactly what the amendment provides insofar as users of the areas under the control and jurisdiction of the Army Engineers are concerned. Exactly how does that work?

Mr. CHURCH. I would say to the Senator that, under the bill as amended, the user fees would apply to recreational areas, reservoirs, and like facilities, administered by all Federal agencies. It would apply specifically to multiple-purpose reservoirs, whether they are under the jurisdiction of the Bureau of Reclamation, the Corps of Engineers, or other Federal agency.

Mr. BIBLE. Do they have to have highly developed recreation facilities? Would there have to be an overnight use? This is where the original problem arose, and I am trying to clarify the matter.

Mr. CHURCH. If I may read the Senator the language of the amendment, I think it will constitute a full reply to his inquiry.

Mr. BIBLE. I wish the Senator would.

Mr. CHURCH. The pertinent part of the amendment reads:

User fees at recreation areas administered by the United States at Federal lakes and reservoirs shall be collected by officers and employees only from users of highly developed facilities constructed for reasons of public health, safety, and convenience, and which require a schedule of regular maintenance and supervision. Fees shall not be collected for entrance or access to or use of water areas, undeveloped or lightly developed shoreland, picnic grounds, overlook sites, scenic drives, or boat launching ramps where no mechanical or hydraulic equipment is provided.

Mr. BIBLE. I appreciate the Senator's reading that into the RECORD. In reexamining that language—and I now have it before me—I wish the Senator would point out how that differs from the language that was in the Flood Control Act, which caused the adverse resolution which came from the Public Works Committee of the House of Representatives. How does that differ?

Mr. CHURCH. I would say it is very similar to the language that appeared in the Flood Control Act.

But in the Flood Control Act the language had reference only to Corps of Engineers reservoirs. Under the pending bill, as now amended, the formula would be applicable to all outdoor recreational facilities, regardless of the Federal agency concerned. Thus we will achieve the uniformity we have been seeking.

Mr. BIBLE. I understand that, but the real problem arose in areas under control of the Army Corps of Engineers. That is where the basic problem arose. I just wonder whether this would solve the problem. I do not know how it would, since it is put in almost the same language.

Mr. CHURCH. The language of the Flood Control Act was intended to resolve the problem for the Corps of Engineers.

Mr. BIBLE. But it did not. Is that not true?

Mr. CHURCH. We believe, with the legislative history that is being made today, and with the insertion of this amendment in the Land and Water Conservation Fund Act, where it belongs, that the intention of Congress is being made sufficiently clear, so that the confusion will be cleared up, as to those facilities operated by the Corps of Engineers and those operated by the Bureau of Reclamation and other Federal agencies.

Mr. BIBLE. I hope that is true. My concern has been the lack of uniformity in the interpretation and enforcement of the golden eagle provisions in the Land and Water Conservation Act. This was a very helpful instrument, as I see it, in encouraging the elderly people to make better use of the facilities of the National Park Service, the Bureau of Land Management, the Corps of Engineers, and other governmental agencies.

I would hope this would solve the problem. One problem that developed during the hearings was the difficulty in determining the difference between a highly developed facility and a lightly developed facility.

Does the Senator have any information on that? It seems to me that is where the differences of opinion arise.

Mr. CHURCH. Mr. President, this is one of the problems with which we attempt to deal in the language of the substitute amendment.

I think that his language spells out, as precisely as we can, the intended differentiation between highly developed facilities and lightly developed facilities which consist, as an example, only of picnic grounds or simple boat launching aprons—facilities, that is, that do not require the degree of maintenance or supervision for which fees would be charged.

I think that the language of the amendment, together with this very helpful colloquy with the Senator from Nevada, along with the other contributions to the debate, should establish a legislative record to clarify the law.

Mr. BIBLE. Do overnight facilities have anything to do with distinguishing between highly developed and lightly developed facilities? Is that a distinguishing point? If I were to stay overnight in a facility under the operation of the Federal Government, then I assume I would be subject to the golden eagle provision. Is that correct?

Mr. CHURCH. If the Senator were to stay overnight at a campground of the kind that provides electricity, waste disposal, and other facilities that require close supervision, then the answer would be yes. He would be charged for that kind of service. It is clear that in developed campgrounds of this character services are rendered for which fees should be collected.

Mr. BIBLE. I agree with that. I think it should be charged in those areas.

All I am trying to do is to narrow down the difference of opinion that has

come about since the first enactment of the golden eagle program, particularly with the Army Corps of Engineers.

I would hope that by legislative history, colloquy, and discussion on the matter, we could clarify it so that in the future there would be no further problems. I know that is what the Senator from Idaho is trying to do.

Certainly it is a worthwhile program. I hope that the House of Representatives would agree to the amendment.

I commend the Senator. I think he has made a fine presentation. I hope that we have made some contribution toward clarifying the misunderstanding, if there is a misunderstanding, as to the areas in which the golden eagle pass is required and in which it is not.

Mr. CHURCH. Mr. President, I appreciate very much the contribution of the Senator from Nevada. He has helped to establish a very valuable legislative history, one that will assist the administrative agencies in interpreting the intent of Congress in approving the amendment.

I think the questions raised involve a reasonable man test, if I might put it that way. The Senator from Nevada, for example, is aware of the kind of boat launching aprons to be found at many Corps of Engineer reservoirs. All that is necessary to use them is to back the boat into the water. It is not intended, under the language of the pending bill, that such a facility should be charged for. However, if the boat ramp is of a different character, and entails the use of hydraulic equipment that must be carefully maintained, which might require the presence of an operator, a Federal employee, then that would be a developed facility of the kind for which a fee should be charged within the intent of this provision.

I again thank the Senator from Nevada for his interest.

Mr. MOSS. Mr. President, it is most important that we take favorable action on the golden eagle passport bill before us—S. 2315—and that we pass the bill as reported by the committee, without amendments which dilute its effectiveness.

I sincerely wish it were not necessary to charge admission fees to any of our Federal recreation areas or campgrounds. But we all know we cannot afford to do this. We appropriate substantial sums of money each year to maintain and improve our parks and recreation areas, and to acquire new ones, but we never have enough money to do all of the things we want to do, and must do, if we are to keep the high standards we have set for ourselves in our present recreation areas, and if we are to continue to acquire additional ones to satisfy the needs of our burgeoning population. We must have the extra revenue that entrance and users fees bring us.

The golden eagle passport has been devised as a fair way to allow those people who use our parks and recreation areas most often and most widely to continue to support them, and still get a very good bargain for themselves.

By the simple purchase of one \$10 gold eagle passport each year, they can enter as many of our Federal recreation areas and campgrounds as they wish,

and as often as they wish. They can take in a whole car full of people on a single passport. They can come in and out and back and forth—without question.

If that is not a good buy, and a considerable convenience—I do not know what would be.

I remember at the time the golden eagle passport was first recommended, there was a wide outcry against it. Nobody wanted it. Now that the golden eagle faces extinction if this legislation extending its life is not passed, everybody is writing to plead for it. This is because the passport has more than proved itself.

There are, however, some people who are protesting the increase in its annual cost, from \$7 to \$10. These people are unaware, I am sure, that the reason the passport was slated for extinction is that it was not bringing in enough revenue to justify its continuation. An increase to \$10 would mean an additional \$2,076,000 for the land and water conservation fund.

The alternative to the increase from \$7 to \$10 is a return to the system of making everyone pay entrance fees everywhere, and users fees to concession operators.

I am confident all the people will all accept the \$10 increase, once they understand its purpose. I am confident they want the golden eagle extended. It will honor those who already know about it to visit our recreation areas as often as they wish, and will encourage their use by others who have not already been aware of its broad benefits, to begin using our recreation areas more often.

I do feel, however, that this should be a one-for-all, and an all-for-one pass. The policy should be uniform. There should be no exceptions among our recreation areas where it can or cannot be used. Nor should there be some recreation areas where entrance is free and some where there must be an entrance payment.

A national golden eagle passport is effective if it is national in every sense.

Mr. President, I ask that S. 2315 be passed without further amendment and delay.

The PRESIDING OFFICER. The bill is open to amendment. If there be no further amendment to be proposed, the question is on the engrossment and third reading of the bill.

The bill (S. 2315) was ordered to be engrossed for a third reading, was read the third time, and passed, as follows:

S. 2315

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) the first section of the Act entitled "An Act to amend title I of the Land and Water Conservation Fund Act of 1965, and for other purposes", approved July 15, 1968 (82 Stat. 354; Public Law 90-401), is hereby repealed.

(b) Subsection (c) of section 2 of the Land and Water Conservation Fund Act of 1965 (16 U.S.C. 4601-5), as added by section 2 of the Act of July 15, 1968 (82 Stat. 354; Public Law 90-401), is redesignated as subsection (d).

(c) The first sentence of section 8 of the Land and Water Conservation Fund Act, as amended, is further amended to read as follows:

"Not to exceed \$30,000,000 of the money authorized to be appropriated from the fund by section 3 of this Act may be obligated by contract during each fiscal year for the acquisition of lands, waters, or interest therein within areas specified in section 6(a)(1) of this Act."

SEC. 2. (a) Section 2(a)(1) of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897), is amended by deleting "\$7" and inserting in lieu thereof "\$10".

(b) Section 7 of such Act (78 Stat. 903), is amended by inserting immediately before the period at the end thereof a comma and the following: "except to the extent that the Secretary of the Interior determines necessary in order to advertise and promote any entrance or user fee program established pursuant to section 2(a) of this Act".

SEC. 3. Section 210 of the Flood Control Act of 1968 (82 Stat. 746) is repealed.

SEC. 4. Section 2(a) of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897) is amended by inserting, immediately after the words "for use of any waters," in the second paragraph of such section 2(a) the following: "User fees at recreation areas administered by the United States at Federal lakes and reservoirs shall be collected by officers and employees only from users of highly developed facilities constructed for reasons of public health, safety, and convenience, and which require a schedule of regular maintenance and supervision. Fees shall not be collected for entrance or access to or use of water areas, undeveloped or lightly developed shoreland, picnic grounds, overlook sites, scenic drives, or boat launching ramps where no mechanical or hydraulic equipment is provided."

Mr. CHURCH. Mr. President, I move to reconsider the vote by which the bill passed.

Mr. MANSFIELD. Mr. President, I move to lay that motion on the table.

The motion to lay on the table was agreed to.

TRANSACTION OF ROUTINE MORNING BUSINESS

The PRESIDING OFFICER. Under the order previously entered, the Senate will proceed to the transaction of routine morning business and the statements will be limited to 3 minutes.

Mr. MANSFIELD. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The bill clerk proceeded to call the roll.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

RESIGNATION OF SENATOR METCALF AS A MEMBER OF THE MIGRATORY BIRD CONSERVATION COMMISSION

The VICE PRESIDENT laid before the Senate the following letter from the Senator from Montana (Mr. METCALF):

MIGRATORY BIRD CONSERVATION COMMISSION,

Washington, D.C., September 24, 1969.

HON. SPIRO T. AGNEW,
Vice President of the United States, Senate
Office Building, Washington, D.C.

DEAR MR. VICE PRESIDENT: I hereby resign as a member of the Migratory Bird Conservation Commission.

Very truly yours,

LEE METCALF.

EXECUTIVE COMMUNICATIONS,
ETC.

The VICE PRESIDENT laid before the Senate the following letter, which was referred as indicated:

PROPOSED LEGISLATION TO AMEND TITLE 49,
UNITED STATES CODE, "TRANSPORTATION"

A letter from the Secretary of Transportation, transmitting a draft of proposed legislation, to codify subtitles I, II, IV, and V of title 49 "Transportation" of the United States Code (with accompanying papers); to the Committee on the Judiciary.

REPORTS OF COMMITTEES

The following reports of committees were submitted:

By Mr. ALLEN, from the Committee on Government Operations, with an amendment:

S. 2210. A bill to amend the Federal Property and Administrative Services Act of 1949 so as to permit donations of surplus property to public museums (Rept. No. 91-423).

By Mr. ALLEN, from the Committee on Government Operations, with amendments:

S. 406. A bill to amend the Federal Property and Administrative Services Act of 1949 to permit the rotation of certain property whenever its remaining storage or shelf life is too short to justify its retention, and for other purposes (Rept. No. 91-424);

S. 1366. A bill to release the conditions in a deed with respect to a certain portion of the land heretofore conveyed by the United States to the Salt Lake City Corp. (Rept. No. 91-425); and

S. 1718. A bill to provide the conveyance to the city of Cheyenne, Wyo., of certain real property of the United States heretofore donated to the United States by such city (Rept. No. 91-426).

By Mr. JACKSON, from the Committee on Government Operations, with amendments:

S. 1707. A bill to establish a Commission on Government Procurement (Rept. No. 91-427).

By Mr. LONG, from the Committee on Finance, with amendments:

H.R. 12829. A bill to provide an extension of the interest equalization tax, and for other purposes (Rept. No. 91-428).

By Mr. EAGLETON, from the Committee on the District of Columbia, with an amendment:

H.R. 12982. A bill to provide additional revenue for the District of Columbia, and for other purposes (Rept. No. 91-429).

By Mr. MUNDT, from the Committee on Government Operations, with amendment:

S.J. Res. 117. A joint resolution to authorize appropriations for expenses of the Office of Intergovernmental Relations, and for other purposes (Rept. No. 91-430).

ESTABLISHMENT OF A COMMISSION
ON POPULATION GROWTH AND
THE AMERICAN FUTURE—RE-
PORT OF A COMMITTEE (S. REPT.
NO. 91-431)

Mr. MUNDT. Mr. President, I am happy to report, without amendment, S. 2701, which would create a Commission on Population Growth and the American Future has been unanimously recommended by the Government Operations Committee for passage in the Senate and I submit a report thereon. This is a particularly happy occasion for me for I introduced this bill on behalf of the Nixon administration after a recognition that there is a national urgency to study population trends, movements,

and demographic characteristics which have a direct bearing on the economic and social progress of our Nation.

Those of you familiar with S. 2701 will recognize its relationship and similarity to Senate Joint Resolution 60 which would establish a National Commission on Balanced Economic Development. This legislation has, as you know, been passed by the Senate on two occasions and now is awaiting action by the House of Representatives, and I am happy to call your attention to the fact that the proposed Commission on Population Growth and the American Future will incorporate many of the basic principles and objectives as the Balanced Economic Development Commission.

In presenting S. 2701 to the Senate for consideration I can think of no stronger argument for its passage than to quote from testimony prepared by Senator HOWARD BAKER, JR., of Tennessee when he spoke in behalf of the Balanced Economic Development Commission concept during the Government Operations Committee's hearings in 1967. Senator BAKER said in part:

Our concern here is a dramatically important part of the larger challenge that confronts our Nation in this age of revolutionary technological advancement; whether the new technology will overwhelm us in a way that minimizes our freedoms and our individuality, or whether by bold and anticipatory thinking we can harness technology in a way that will maximize our freedom, our opportunities, our comfort, and our productivity.

A sensible and imaginative national policy toward the proper distribution of population and industry across our Nation could dramatically increase the opportunities of each American to choose where he prefers to work and live.

The heart of our concern is that during this 20th century more than 63 percent of the American people have concentrated in one percent of the land area. More than 40 percent of the population resides in the 38 largest areas of the country. And, as Senator Mundt has pointed out, population increased in metropolitan areas between 1960 and 1965 at a rate twice that outside the metropolitan areas.

There has been, and there will continue to be, speculation about why such a disproportionately large segment of the people tends to concentrate so heavily. . . . Nevertheless, one could at least say that beyond question our national government—by means of its variety of programs which influence the nation's social, economic, and political development—plays an increasingly important role in the location of industry and population. One would think, then, that the national government would have developed an understanding of this phenomenon and have formulated a policy, or at least an attitude or approach toward it.

Senator Mundt believes that we have no such policy, and that we have hardly begun to inquire about what our approach should be toward encouraging a more desirable balance in industry and population distribution. I must admit that neither have I been able to discern an identifiable policy, nor much concern about developing a policy.

This, then, is my reason for support of the Mundt proposal which would: first, inquire how the national government and other forces affect social, political and economic factors which influence the location of population and industry; second, decide whether there can be national, or regional, agreement upon what kind of balance there should be in the nation between distribution of pop-

ulation and industry; and, third, perhaps suggest an approach or policy that will guide our national government in activities which influence such a distribution.

This is an exciting area of concern. It is an integral part of the continuing dialogue about what New Direction our Nation shall take in the technological age.

Mr. President, on July 18 of this year, President Nixon recognized the very problems that the balanced economic development bill would tackle and I had urged previous administrations to endorse so that we might very well look toward that "new direction" that Senator BAKER spoke about 2 years ago. On this day, President Nixon proposed the establishment of a National Commission on Population Growth whose duties would be to study demographic, social and mobility characteristics of our population in order to systematically and effectively plan for proper economic and social developments within our Nation, and to share the information and technology developed to study these factors with all the nations of the world who are or will soon be facing the problems of overpopulation. Reading his statement of July 18 brought to mind a statement I made concerning the Balanced Economic Development Commission.

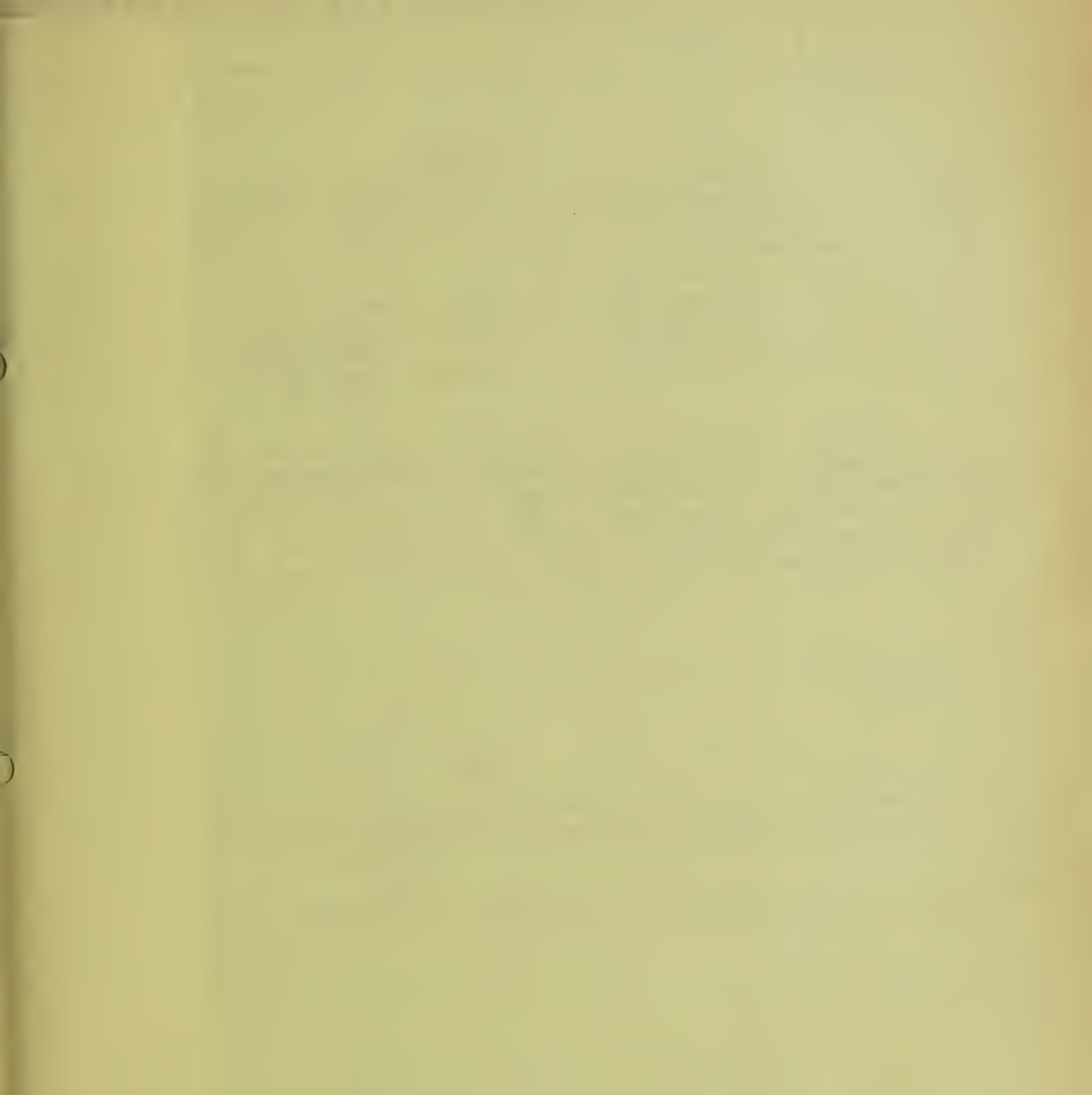
I believe it is extremely pertinent today as I recommend to you S. 2701. In May 1967, I said:

Two major national problems, which are directly related, are the objective of the proposed study (to establish a Commission on Balanced Economic Development). *One is the tremendous decline in population occurring in rural areas of America; the other is the overcrowding of already heavily-populated urban centers.* There are those who believe such a study is unnecessary, because it is "not the business of Government" to concern itself with population growth and movement or that the answer is already known, "a simple economic fact of life—people go where the jobs are!"

The "simple economic fact of life," however, is that many people go where they think the jobs are—and *end up on welfare rolls.* As to the Government's role, population shifts of the past decade *have already moved* the Federal Government actively into an effort to solve problems created by such movements. But too often we are finding the solutions which are recommended *either inadequate or off the target.* For example, mass transportation programs are recommended to alleviate traffic problems. But for every freeway built, we have displaced hundreds of people from their homes, frequently many who are poor and must be provided public housing elsewhere. And with construction of new public housing, we have found ourselves confronted with additional problems, a need for law enforcement in one area, more classrooms for another, stepped-up health facilities elsewhere. It is a seemingly *never-ending cycle of problems begetting new problems* and always involving the Federal Government to a greater degree.

A reverse of this condition exists in rural America. People leave one area because they believe economic opportunity is better elsewhere. The depletion of families for one reason results in economic decline for those remaining. Thus, an entire community, a region or a state becomes a depressed area.

Is it wise for the Federal Government to move now in a direction which proposes to look at population movements in their totality? My conviction is that if we delay until the situation *becomes so severe* in a decade or two, *a massive outlay of billions*



DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

For actions of March 19, 1970
91st-2nd; No. 43

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HIGHLIGHTS; Rep. Melcher criticized Administration's agricultural policies. Rep. Madden opposed farm subsidy program. House subcommittee approved wheat and feed grain section of farm bill. Rep. Fulton, Tenn., commended this Department's decision to ban use of diseased poultry. Rep. Kleppe urged prompt action on fiscal 1971 appropriations bills. Sen. Pearson introduced and discussed bill to create Rural Community Development Bank. Sen. Montoya introduced and discussed bill to increase certain FHA loan limitations.

HOUSE

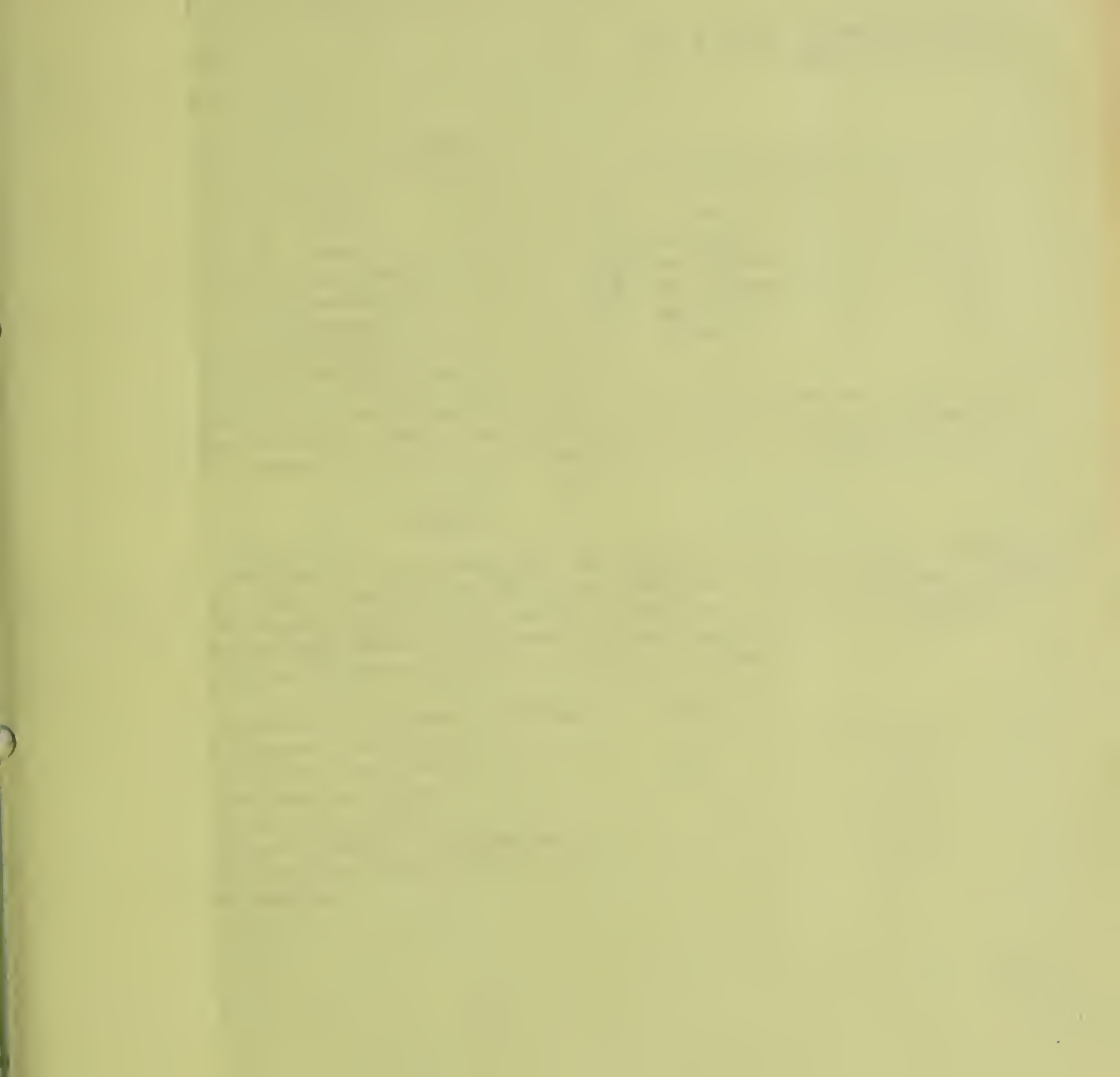
1. **EDUCATION.** Both Houses received the President's message on higher education (H. Doc. 91-282); to S. Labor and Public Welfare and H. Education and Labor Committees. pp. H2091-4, S3979-82
2. **FARM PROGRAM.** The Agriculture Committee subcommittee approved for full committee action the wheat and feed grains section of the general farm bill. p. D263

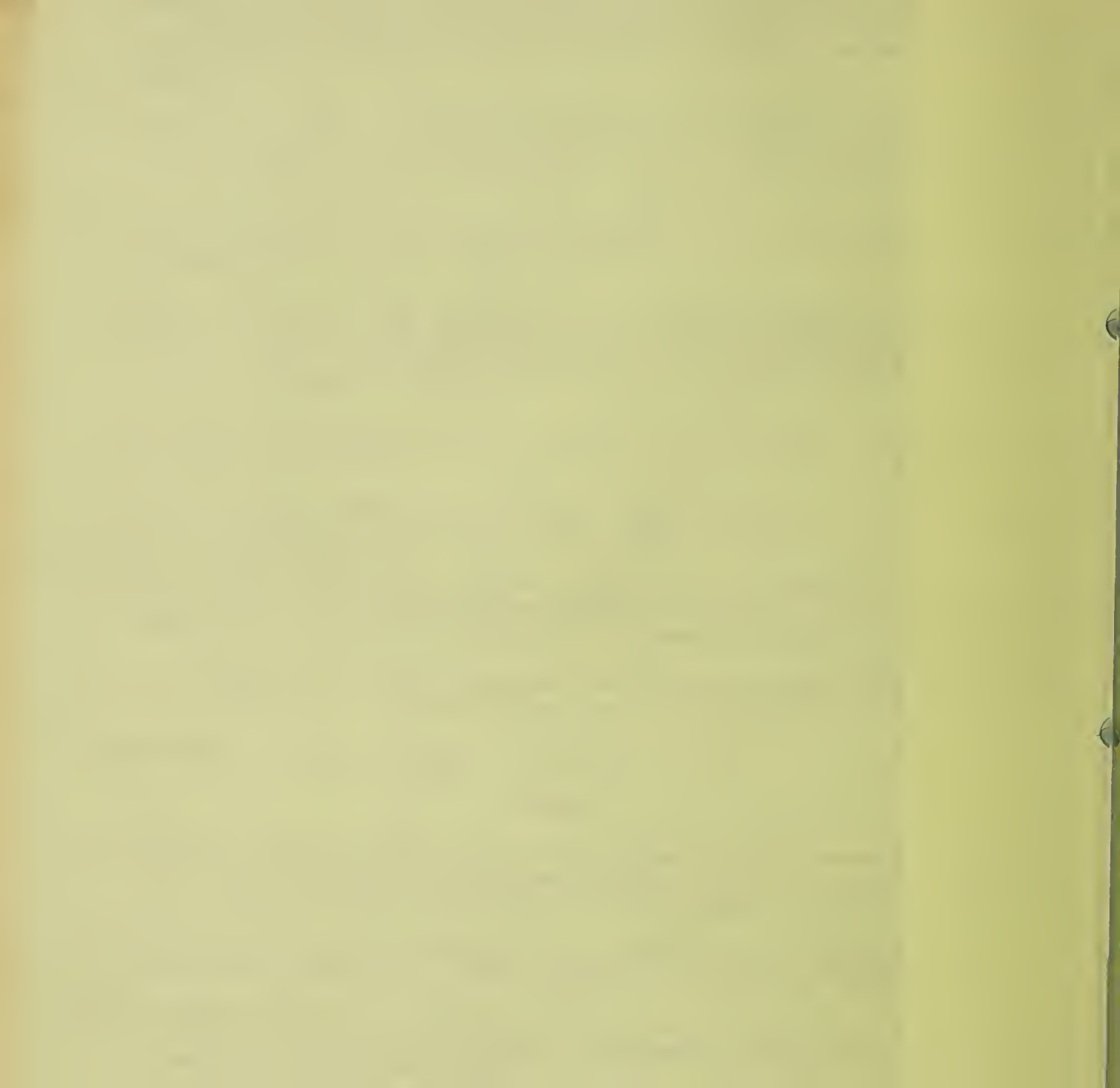
3. GOLDEN EAGLE. The Interior and Insular Affairs subcommittee considered and sent to full committee without recommendation S. 2315, to restore the golden eagle program to the Land and Water Conservation Fund Act. p. D264
~~The subcommittee also approved for full committee action H. R. 9854, amended to authorize the construction and operation of the East Greenacres unit, Idaho. p. D264~~

4. RECREATION. Concurred in Senate amendment to H. R. 3786, to authorize the appropriation of additional funds necessary for acquisition of land at the Point Reyes National Seashore, Calif. This bill will now be sent to the President. p. H2090
5. FARM SUBSIDIES; ECONOMICS; INFLATION. Rep. Madden in discussing interest rates, past depressions, and pollution problems, stated his opposition to farm subsidies pp. H2098-100
6. GRAINS; FARM PRICES. Rep. Melcher said that "If the theory espoused by Asst. Secretary Palmy and Secretary Hardin, of forcing grain prices lower to quickly clear the crop, is made effective, the result to farmers dependent on grain income can be disastrous." pp. H2101-2
7. OATS. Rep. Miller, Ohio, said that the U. S. is the largest producer of oats in the world. pp. H2115-6
8. TEXTILE IMPORTS. Reps. Annunzio, Heckler, Mass., and Stratton protested "rising flood of textile imports." pp. H2100-1, H2103-4, H2115
Both Houses
9. HOUSING./ Received from HUD proposed legislation to increase the supply of decent housing and to consolidate, extend and improve laws relating to housing and urban renewal and development; to Banking and Currency Committee. p. H2117, S3982
10. EASTER RECESS. Rep. Albert announced that the Easter recess will begin at the close of business on March 26 and will last until noon Monday, April 6. p. H2091
11. ADJOURNED until Mon., Mar. 23. p. H2116

SENATE

12. CIGARETTE LABELING. Concurred in House amendment to conference report on H. R. 6543, to extend public health protection with respect to cigarette smoking. p. S4039. This bill will now be sent to the President.
13. RESEARCH. Passed without amendment S. J. Res. 162, in recognition of the Fifth International Conference on Water Pollution Research. pp. S3973-4
14. PACKAGING. The Commerce Committee voted to report (but did not actually report) S. 2162, to authorize establishment of standards for the child-resistant packaging of hazardous substances. p. D261
15. ENVIRONMENT; POLLUTION. Sen. Hatfield suggested that laws already on the books may be sufficient to attain pollution control. p. S3979
Sen. Allott noted that "we need strict regulation of open-air agricultural burning." pp. S3997-8





INDEX of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
FOR INFORMATION ONLY;
(NOT TO BE QUOTED OR CITED)

For actions of April 13, 1970
91st-2nd; No. 58

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HIGHLIGHTS: House committee reported golden eagle bill. Rules Committee reported resolution concurring in Senate amendments to House amendment to pay bill; objection was made to unanimous-consent request. Rep. Sebelius objected to proposed increase in meat imports.

HOUSE

1. APPROPRIATIONS. Received from the President an amendment to the budget for fiscal year 1971 (H. Doc. No. 91-305); referred to the Committee on Appropriations. p.H2959 This proposal to transfer funds for financing functions of the Rural Community Development Service which were transferred to other agencies of the Department under Secretary's Memorandum No. 1679, includes the following:

Rural Community Development Service	-\$484,000	
Federal Extension Service		+ \$140,000
Farmer Cooperative Service		+ 23,000
Soil Conservation Service		+ 32,000
General Administration		+140,000
Rural Electrification Administration		+ 44,000
Farmers Home Administration		+ 91,000
Forest Service		+ 14,000

Received from the President proposed supplemental appropriations and other provisions for the fiscal year 1970 (H. Doc. 91-306); to Appropriations Committee p. H2959

Passed, 333 to 3, without amendment H. R. 16900, making appropriations for the Treasury and Post Office Departments, the Executive Office of the President, and certain independent agencies for the fiscal year ending June 30, 1971. pp. H2844-59

By voice vote, passed without amendment H. R. 16915, making appropriations for the legislative branch for the fiscal year ending June 30, 1971. pp. H2860-5

2. RECREATION. The Interior and Insular Affairs Committee reported with an amendment S. 2315, to restore the golden eagle program to the Land and Water Conservation Fund Act (H. Report No. 91-1000). p. H2960

3. PAY RAISE; PERSONNEL. The Rules Committee reported a resolution concurring in the Senate amendments to the House amendment to S. 3690, the pay bill (p. H2960). Objection was made to a unanimous-consent request to agree to the Senate amendments. pp. H2841-2

4. FARM PAYMENTS. Rep. Findley inserted a list of farmers receiving between \$15,000 and \$24,900 for farm program participation in 1969. pp. H2875-2947

5. LOBBYING. Received quarterly reports required under the Lobbying Act. pp. H2963-96

6. DEFENSE PRODUCTION. Both Houses received from Office of Emergency Preparedness draft of proposed legislation to amend and extend the Defense Production Act of 1950, as amended; to Banking and Currency Committees. pp. H2960, S5595

SENATE

7. MARINE SCIENCE; SEA GRANT. Both Houses received from the President a report, "Marine Science Affairs--Selecting Priority Programs" (H. Doc. 91-304); to S. Commerce and H. Merchant Marine and Fisheries Committees. pp. S5587, H2842-3
Sen. Murphy inserted his statement before the Education Subcommittee supporting the extension and expansion of the Sea Grant College measure. pp. S5611-2

8. TRADE; IMPORTS. Sen. Fannin repeated his concern over imports that compete unfairly in our domestic markets and suggested the initiation of "countervailing duty proceedings whenever and from wherever subsidized exports are encountered on our shores." pp. S5588-9

9. ENVIRONMENT; NATIONAL PARKS. Sen. Allott urged an increase in the Land and Water Conservation Fund and commended Secretary Hickel for his proposal to bring the "parks to the people." p. S5613

EXTENSION OF REMARKS

10. MEAT IMPORTS. Rep. Sebelius stated that an increase in meat imports could jeopardize our national cattle industry. pp. E3062-3





RESTORING THE GOLDEN EAGLE PROGRAM TO THE LAND AND WATER CONSERVATION FUND ACT

APRIL 13, 1970.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

MR. TAYLOR, from the Committee on Interior and Insular Affairs, submitted the following

REPORT

[To accompany S. 2315]

The Committee on Interior and Insular Affairs, to whom was referred the bill (S. 2315) To restore the golden eagle program to the Land and Water Conservation Fund Act, having considered the same, report favorably thereon with amendment and recommend that the bill do pass.

The amendment is as follows:

Strike all after the enacting clause and insert in lieu thereof the following:

That subsection 1(d) of the Act of July 15, 1968 (Public Law 90-401, 82 Stat. 354) is amended by deleting "March 31, 1970." and inserting in lieu thereof "December 31, 1971."

SEC. 2. Section 2(a)(i) of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897; 16 U.S.C. 4601-5(a)(i)) is amended by deleting "not more than \$7" and inserting in lieu thereof "not more than \$10".

SEC. 3. Section 8 of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897) as amended (16 U.S.C. 4601-10a) is amended by deleting "of fiscal years 1969 and 1970" and inserting "fiscal year".

SEC. 4. On or before February 1, 1971, the Secretary of the Interior shall complete a survey as to the policy to be implemented with regard to entrance and user fees and report his findings to the Senate and House Committees on Interior and Insular Affairs.

Amend the title to read:

An act to amend the Land and Water Conservation Fund Act of 1965, as amended, and for other purposes.

PURPOSE

The principal purposes of S. 2315, as recommended by the Committee on Interior and Insular Affairs, are to amend the Land and Water Conservation Fund Act in two respects. First, it temporarily renews the authority for the annual entrance permit—commonly

called the golden eagle passport. Second, it extends the authority to enter into contracts for the purchase of lands authorized to be acquired prior to the appropriation of funds—commonly called the advance contract authority.

A large number of Members have either sponsored or cosponsored comparable or related legislation in the House. Basically, the measures before the committee can be divided into four categories:

One group would repeal the first section of Public Law 90-401 and continue the golden eagle program.¹

The second group would establish fee programs for entrance to and use of areas administered for outdoor recreation purposes.²

The third group would authorize the establishment of fees for entrance to and use of certain Federal areas.³

The fourth category would prohibit the charging of entrance or admission fees for access to any recreational lands or waters under the jurisdiction of the United States.⁴

THE GOLDEN EAGLE PASSPORT PROGRAM

1. Background

The Golden Eagle passport was the outgrowth of numerous recommendations made by the Outdoor Recreation Resources Review Commission in 1962. It was a prominent element in the Land and Water Conservation Fund Act of 1965. Essentially, it was intended to be an annual entrance permit good for the admission of the purchaser and passengers in his noncommercial vehicle to all designated federally administered outdoor recreation areas. By law, the maximum fee for this annual entrance permit was limited to \$7. Additional fees were authorized and expected to be imposed for the use of special facilities provided by the Government for the individual benefit of visitors to these outdoor areas.

All of the proceeds derived from the annual entrance fee program, as well as all daily and seasonal entrance fees and all recreational use fees, were credited to the Land and Water Conservation Fund. These revenues, along with others, were used to expand the Nation's outdoor recreation opportunities. Not only were they used to help Federal agencies acquire needed recreation lands, but they were also made available to assist the several States in improving or expanding their outdoor recreation base.

2. Importance of the program

As one of the important revenue-producing elements in the land and water conservation fund program, the Congress relied upon the golden eagle passport in moving forward with an aggressive program

¹ This group includes the following similar or identical bills: H.R. 11288 (Representative Waldie), H.R. 11350 (Representative Anderson, of California), H.R. 12095 (Representative Baring), H.R. 12663 (Representative Saylor), H.R. 13324 (Representative Meskill), H.R. 13378 (Representative Howard), H.R. 13860 (Representative Green, of Oregon), H.R. 13924 (Representative Frey).

² This group is represented by H.R. 11381 which is cosponsored by Representative Charles Teague and Representatives Del Clawson, Brown of California, Don Clausen, Gubser, Hawkins, Leggett, Edwards of California, Pettis, Talcott, Tunney, Sisk, Roybal, Van Deerlin, Charles H. Wilson, Johnson of California, Hanna, Corman, Mailliard, Bell, Lipscomb, Rees, Hosmer, Bob Wilson, and Philip Burton. Identical bills were introduced as follows: H.R. 11382 (Representatives Teague of California and McCloskey), H.R. 11449 (Representative Edwards, of California), H.R. 11552 (Representatives Teague of California, Utt, Mathias, Moss, Smith of California, and Holifield), H.R. 12311 (Representative Broyhill of Virginia), H.R. 12694 (Representative Flynt), and H.R. 13563 (Representative Fisher). A comparable bill was introduced by Representative Shriver (H.R. 12490).

³ H.R. 13043 (Representative Wiggins) and an identical bill, H.R. 13415 (Representatives Wiggins and Camp) recommend this approach.

⁴ H.R. 15745 (Representative Edmondson) represents this category.

to expand the size and number of our national outdoor recreation areas. Not only was it expected that active outdoor recreationists would embrace the golden eagle passport enthusiastically as a means to pay their fair share of the cost of this program, but it was anticipated that many conservationists and public-spirited individuals would acquire the annual permits as a tangible contribution to the overall conservation effort. Optimistically, it was estimated that revenues from this phase of the program would total \$180 million by the end of the first 5 years (based on a \$5 permit).

Unfortunately, the anticipated enthusiasm for the program never materialized. Far too few organizations actively promoted it, and some of the Federal agencies seemed to administer it in a manner which would minimize its effectiveness—if not frustrate it altogether. As a result, sales lagged far behind the estimates, and instead of expanding to the total of \$180 million by the end of 1969, actual revenues by that time totaled only \$19,399,100 (based on a \$7 permit).

As the committee exercised its oversight authority over the land and water conservation fund program, it became increasingly apparent that the golden eagle program was not meeting its objective. Criticisms of the program by the administering agencies were frequently voiced and controversy accompanied it from its inception. Most people—and a majority of the members of the committee—recognize the validity of the concept of the program, but agreement on its operating principles has been difficult to achieve. Many believe that those who benefit directly from the use of public resources should pay the fair market value of that use, but they do not extend that principle to the recreation user because his benefits are more intangible than those of most other users, even though a substantial investment may be required to accommodate his needs.

When it became apparent that a greater effort would be necessary if the Nation's outdoor recreation needs were to be met, the Congress enacted the 1968 amendments to the Land and Water Conservation Fund Act which put additional money in the fund from offshore oil revenues. At that time, based upon our experience with the Golden Eagle program, this committee recommended its termination and the Congress decided that it should end on March 31, 1970, unless there was evidence sufficiently impressive to command its reconsideration.

Inquiries in 1969 by the chairman of the committee suggested no dramatic improvements in the operation of the program, and the hearings conducted by the Subcommittee on National Parks and Recreation produced no startling information which would justify the unlimited extension of the present program. Nonetheless, the committee members are sufficiently convinced of the merits of the concept that they want an opportunity to prepare and present to the Congress a restructured program designed to overcome the weaknesses of the existing annual permit. Such a thorough-going revision will require time to work out, and additional hearings will be necessary. In the meantime, a lengthy lapse in the program should be avoided. A temporary revival of the recently terminated Golden Eagle program is therefore justified. If the limited progress made heretofore is not to be sacrificed and if the recreationists are willing to make an equitable contribution to the programs they enjoy, then

a meaningful program can be established which will be fair to the general taxpayer without unduly subsidizing those who receive the greatest benefit from the outdoor recreation program.

The recommendation of the committee, as reflected by S. 2315, is founded on the thesis that the golden eagle program, as we presently know it, should not be continued indefinitely. If a suitable, uniform program cannot be agreed upon, then each agency should be permitted to develop its own independent fee program suitable to its operations and beneficial to its programs. This committee would recommend no indefinite extension of the program in its present form; however, with the understanding that the Public Land Law Review Commission will be submitting recommendations involving users' fees generally, and with the assurance that an effort will be made to revamp the program thoroughly, the committee recommends a temporary extension.

3. *Provisions of S. 2315, as recommended*

As recommended by the committee, the provisions of S. 2315 temporarily renew the authority for the golden eagle passport. Insofar as it applies to national outdoor recreation areas operated by Federal agencies, the annual entrance permit remains virtually unchanged. The program as it existed on March 31, 1970, will be maintained until December 31, 1971, except that the authorized limitation on the fee for the passport will be increased from \$7 to \$10. With respect to recreation facilities at Corps of Army Engineers projects, the terms of section 210 of the Flood Control Act of 1968 (82 Stat. 746) remain intact so that no admission fees will be imposed.

The bill does not extend the golden eagle program indefinitely. Instead, it provides for its termination on December 31, 1971. This extension is not intended to be interpreted as a waiting period for the present program to prove its value—that time has passed—instead, it is a period to work out, in detail, a worthwhile program equitable to recreationists and meaningful to the land and water conservation fund program.

ADVANCE CONTRACT AUTHORITY

1. *Background*

In amending the Land and Water Conservation Fund Act in 1968, the Congress provided limited authority to enter into contracts for the acquisition of lands, waters, and interests therein prior to the appropriation of the necessary funds. Both the act of Congress and its legislative history carefully circumscribe the use of this authority to assure its conformity with recognized principles of good government.

It should be recognized that the limitations placed on this authority are to remain binding on the extension. The statute clearly establishes that no contract shall be entered for the acquisition of any property unless such acquisition is authorized by Federal law. It also limits the total contractual obligation for each fiscal year to no more than \$30 million and requires the contracts to be liquidated from the moneys in the land and water conservation fund. In the discussions involving this authority initially, the legislative history clearly established that no contract shall be executed unless and until it is submitted through the budgetary process for review and approved by the Appropriations Committees of the House and Senate.

2. *Committee consideration*

Initially, the advance contract authority was limited to fiscal years 1969 and 1970. The experiment with this device has been very successful. Subject to the restrictions outlined above, the program has given rise to no known complaints and it was recommended highly as one of the most effective land acquisition tools available to the recreation land acquiring agencies. This feature of the committee recommendation was approved without objection.

COST

Enactment of S. 2315, as recommended by the committee, involves only costs attributable to the administration of the golden eagle program for the limited period of the extension. No additional costs are attributable to the extension of the advance contract authority, since that provision is contingent upon the expressly authorized land acquisition programs. In essence, it is merely a recreation land acquisition device which enables Federal agencies to negotiate contracts at the most propitious opportunity.

COMMITTEE RECOMMENDATION

The Committee on Interior and Insular Affairs recommends the enactment of S. 2315, as amended.

DEPARTMENTAL REPORTS

The reports of the Departments of the Interior, Agriculture, and Army, as well as the comments of the Bureau of the Budget, which are favorable to the features of the bill recommended by the committee, follow:

U.S. DEPARTMENT OF THE INTERIOR,
Washington, D.C., January 30, 1970.

HON. WAYNE N. ASPINALL,
*Chairman, Committee on Interior and Insular Affairs,
House of Representatives,
Washington, D.C.*

DEAR MR. CHAIRMAN: Your committee has requested the views of this Department on S. 2315, as it passed the Senate on September 24, 1969, and on 20 similar House bills, H.R. 11288, H.R. 11350, H.R. 11381, H.R. 11382, H.R. 11449, H.R. 11552, H.R. 12082, H.R. 12095, H.R. 12311, H.R. 12490, H.R. 12663, H.R. 12694, H.R. 12922, H.R. 13043, H.R. 13324, H.R. 13378, H.R. 13415, H.R. 13563, H.R. 13860, and H.R. 13924.

We recommend the enactment of S. 2315, as passed by the Senate, if amended as recommended herein, in lieu of all other pending bills.

Section 2(a) of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897) provides the legislative basis for a uniform Government-wide fee program (golden eagle passport) for admission to most Federal recreation areas without paying any additional entrance fee. At present, the annual charge is \$7 for the golden eagle passport. However, section 1 of the act of July 15, 1968 (82 Stat. 354), will repeal section 2(a) of the Land and Water Conservation Fund Act of 1965, *supra*, effective March 31, 1970.

S. 2315, as passed by the Senate, will repeal the repealer and thereby continue the golden eagle program after March 31, 1970, with some modifications. The bill will (1) prohibit the collection of admission and user fees for certain recreation facilities at Federal lakes and reservoirs; (2) authorize the charge for the annual permit to be not more than \$10; and, (3) authorize the use of fund moneys to advertize and promote the golden eagle program.

Section 1(c) of the bill will extend indefinitely the advance contract authority for acquisition of recreational lands, waters, and interests therein up to \$30 million each fiscal year. Such authority is due to expire at the end of the 1970 fiscal year. The extension of advance contract authority for acquisition of Federal recreation lands and waters can permit timely and economical acquisition of desirable properties which could be obtained only at greater cost and in some cases not at all through the normal appropriation processes.

Generally speaking, the 20 House bills fall into three groups as follows:

One group, represented by H.R. 11288, would restore the original entrance and user fee provisions of the Land and Water Conservation Fund Act of 1965.

A second group, represented by H.R. 11381, would authorize an annual Federal recreation permit of not more than \$10, applicable to areas administered by the Interior and Agriculture Departments, with the receipts therefrom deposited in the land and water conservation fund.

A third group, represented by H.R. 13043, would authorize "reasonable" annual fees to be established by the Interior and Agriculture Departments and the Corps of Engineers, with the receipts therefrom deposited in miscellaneous receipts of the Treasury.

In a report of July 16, 1969, to the chairman of the Senate Committee on Interior and Insular Affairs on S. 2315, as introduced in the Senate, the Department recommended that the original fee program established pursuant to section 2(a) of the fund act be extended for only 1 year beyond March 31, 1970. This recommendation was made, in large part, in order to allow the new administration time to evaluate the program. Analyses made since the date of our report indicate that the golden eagle program should be continued indefinitely.

Two of the provisions of Senate-passed S. 2315 will contribute substantially to increasing receipts realized from the sale of the Golden Eagle passport. Removal of the limitation on the use of Fund moneys to promote the sale of the passport is most important. We are certain that more visitors will purchase the passport if they know of its existence and understand the advantages it offers both in economy and convenience. Increasing the price of the passport to \$10 should also help to increase revenues substantially. We believe most visitors to Federal recreation areas who have purchased the passport at \$7 will continue to buy it at the increased price.

Most of the discussion relating to the passport in the past several Congresses has been concerned with its application at areas administered by the Corps of Engineers. Presently, the Corps of Engineers feels it cannot collect entrance or user fees because of the provisions contained in section 210 of the Flood Control Act of 1948 (Public Law 90-483). The corps has adopted the position that the provisions

of the act pertaining to user fees took effect immediately and an entrance fee was in this context, really a user fee. The corps contends that there are no areas which met both the requirements of section 210 and of the Land and Water Conservation Fund Act of 1965. Therefore, no such fees are presently being charged in areas under administration by the Corps of Engineers.

To eliminate this problem in the future section 3 of S. 2315 repeals section 210 of the Flood Control Act of 1968. However, section 4 of S. 2315 would place by amendment to the Land and Water Conservation Fund Act of 1965 user fee language similar to that found in section 210 of the Flood Control Act. Therefore, we recommend that section 4 of S. 2315 be deleted.

Additionally, we would suggest that the following be added to S. 2315 page 2, at the beginning of line 6 "when so specified in an appropriation act".

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

RUSSELL E. TRAIN,
Under Secretary of the Interior.

DEPARTMENT OF AGRICULTURE,
Washington, D.C., February 11, 1970.

HON. WAYNE N. ASPINALL,
*Chairman, Committee on Interior and Insular Affairs,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: As you asked, here is our report on S. 2315, an act "To restore the golden eagle program to the Land and Water Conservation Fund Act," and a number of House bills which would also restore the golden eagle program to the Land and Water Conservation Fund Act.

The principal purpose of these bills is to reestablish the recreation entrance and user fee system under the program established by the Land and Water Conservation Fund Act of 1965. Their provisions are discussed in more detail in the enclosure to this letter.

Five years of experience with the original entrance and user fee program under the Land and Water Conservation Fund Act makes it clear that a charge program is desirable. It has led to significant improvement in the administration of the use of National Forest recreation developments, facilities, and services provided at public expense. Those taking advantage of these opportunities pay a reasonable fee for the privilege of doing so. The program has been well accepted.

Under the act of July 15, 1968 (82 Stat. 354), the entrance and user fee phase of the program will be repealed as of March 31, 1970. However, this repealer did not affect other existing authority of Federal agencies to make charges for recreation at areas or facilities used or useful for outdoor recreation.

We believe that a coordinated Federal recreation fee program should continue. If the golden eagle program is extended, we recommend that provisions such as section 4 of S. 2315 and section 3 of H.R. 13043 and H.R. 13415 not be included in the legislation extending the program. Our reasons for this recommendation and suggestions regarding a Federal recreation fee system are contained in the enclosure to this letter.

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely,

J. PHIL CAMPBELL,
Under Secretary.

Enclosure.

USDA COMMENTS ON LEGISLATION TO REESTABLISH GOLDEN EAGLE PROGRAM

There are four types of bills to restore the golden eagle program to the Land and Water Conservation Fund Act now pending before the House Committee on Interior and Insular Affairs.

The first type consists of H.R. 11288, H.R. 11350, H.R. 12095, H.R. 12663, H.R. 12922, H.R. 13324, H.R. 13860, and H.R. 13924. These bills would repeal that section of the act of July 15, 1968 (82 Stat. 354) which repealed the recreation fee program of the Land and Water Conservation Fund Act. Thus, under these bills, the program would continue on the present basis with receipts covered into the land and water conservation fund.

S. 2315, the second type, contains in substance the same provisions as the bills in the first category. In addition, S. 2315 would (1) extend the advance contract authority contained in section 8 of the amended Land and Water Conservation Fund Act, (2) permit an increase in the fee charged for the annual golden eagle permit from \$7 to \$10, (3) permit the Secretary of the Interior to use the fund for advertisement or promotion of the fee program, (4) repeal section 210 of the Flood Control Act of 1968 (82 Stat. 746), which prevents collection of admission or entrance fees after March 31, 1970, at Corps of Engineers reservoirs and limits user fees charged at such reservoirs, and (5) amend subsection 2(a) of the Land and Water Conservation Fund Act to provide additional limitations on user fees collected at all Federal lakes and reservoirs and other areas.

The third type consists of H.R. 13043 and H.R. 13415. These bills would authorize the President to provide for designation of recreation fee areas administered by the Secretaries of the Interior, Agriculture, and Army. The fee program would include annual fees, daily fees, and user fees. User fees could be collected only from users of highly developed facilities requiring continuous presence of personnel for maintenance and supervision of the facilities. The

bills contain other limitations on user fees identical to those which would be added to the present program by S. 2315.

The fourth type consists of H.R. 11381, H.R. 11382, H.R. 11449, H.R. 11552, H.R. 12082, H.R. 12311, H.R. 12490, H.R. 12694, and H.R. 13563. These bills would authorize the President to provide for designation of recreation fee areas administered by the Secretaries of the Interior and Agriculture. The fee program would include an annual fee and fees for single visits.

The Department of Agriculture strongly supports a continued recreation fee program for Federal lands. We believe that in any such program the fees charged by the Federal agencies involved should be consistent, and coordinated. We prefer a basic system of daily user fees with an alternative, optional annual permit, essentially as provided under the original fee provisions of the Land and Water Conservation Fund Act.

There are some aspects of the original fee system which we believe on the basis of our experience could be improved. However, we recommend that if the program is extended by legislation, no basic changes be made at this time. Any resulting substantial change in direction would be difficult and awkward to accomplish in the period prior to the upcoming recreation season.

Accordingly, we recommend that section 4 of S. 2315, or section 3 of H.R. 13043 and H.R. 13415 not be enacted. These provisions could be interpreted to prohibit collection of fees at many of our water-related campgrounds and picnic grounds which have been installed at significant Federal expense, and at which fees have been collected for at least the past 5 years. On the other hand, fees would not be prohibited at similar campgrounds not associated with lakes or reservoirs. The criteria, "highly developed facilities," and "regular maintenance and supervision" are imprecise and can lead to varying interpretations. These inconsistencies and uncertainties lead to understandable public confusion. Further, the prohibition on collection of fees at boat launching ramps without mechanical or hydraulic equipment would cover a number of our ramps where such equipment is not provided, but which were installed at significant expense, and at which fees have been collected without problems for 5 years, or more.

If favorable consideration is given to H.R. 11381 and related bills, we recommend inclusion of user fees in the fee program which the bills would establish.

The act of July 15, 1968, repealing the golden eagle program expressly indicates that Federal agencies may continue to exercise any authority they have to make charges for admission to outdoor recreation areas, for the use of recreation facilities, or for furnishing services. Accordingly, since enactment of the 1968 act we have explored with other agencies the type of recreation fee system that might be used if the present law remains.

DEPARTMENT OF THE ARMY,
Washington, D.C., February 17, 1970.

HON. WAYNE N. ASPINALL,
*Chairman, Committee on Interior and Insular Affairs,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reply to your request for the views of the Secretary of Defense on some 20 bills and an act (S. 2315 as passed the Senate), all relating generally to restoration of a fee program for Federal recreation areas. The Department of the Army has been assigned responsibility for expressing the views of the Department of Defense on these bills and act.

The bills and the act fall into three categories. In the first category: H.R. 11288, 11350, 12095, 12663, 12922, 13324, 13378, 13860, and 13924 would restore to the Land and Water Conservation Fund Act the provisions establishing a system of entrance, admission, and user fees for all Federal recreation areas. This would be accomplished by repealing the first section of Public Law 90-401 which repealed, effective March 31, 1970, the fee system established in the Land and Water Conservation Fund Act.

Insofar as fee collection by the Department of the Army is concerned, section 210 of the Flood Control Act of 1968 provides:

"No entrance or admission fees shall be collected after March 31, 1970, by any officer or employee of the United States at public recreation areas located at lakes and reservoirs under the jurisdiction of the Corps of Engineers, United States Army. User fees at these lakes and reservoirs shall be collected by officers and employees of the United States only from users of highly developed facilities requiring continuous presence of personnel for maintenance and supervision of the facilities, and shall not be collected for access to or use of water areas, undeveloped or lightly developed shoreland, picnic grounds, overlook sites, scenic drives, or boat launching ramps where no mechanical or hydraulic equipment is provided."

We interpret these bills as not repealing section 210, and as therefore not including lakes and reservoirs under the jurisdiction of the Department of the Army except where highly developed facilities might be installed.

S. 2315 would similarly restore to the Land and Water Conservation Fund Act the fee provisions by repealing the first section of Public Law 90-401. It would also repeal section 210 of the Flood Control Act of 1968, and thus include the Department of the Army in the restored fee system, but would restrict the collection of user fees to highly developed facilities, as does section 210.

A second category of bills: H.R. 11381, 11382, 11449, 11552, 12032, 12311, 12490, 12694, and 13563 would authorize the President to provide for the designation of land or water areas administered by the Secretaries of the Interior and Agriculture primarily for recreational, scenic, scientific, historic or cultural purposes at which entrance and user fees are to be charged, and to provide for the establishment of such fees. All fees collected would be covered into the land and water conservation fund. These bills, as would those in the first category, leave unchanged section 210 of the Flood Control Act of 1968.

The third category of bills: H.R. 13043 and 13415, would also provide for entrance and user fees, as do those bills in the second category, but would add areas administered by the Department of the

Army and repeal section 210 of the Flood Control Act of 1968. They would also restrict the collection of user fees to highly developed facilities, as does section 210. Fees collected would be deposited in the Treasury as miscellaneous receipts.

The Department of the Army favors the concept of charging entrance and user fees as a means of financing the maintenance and further development of recreational areas. Such a system is well adapted to areas having a relatively high degree of development and limited access. Most of the reservoir projects under the jurisdiction of this Department, however, were constructed at a time when the emphasis was on ample access accompanied by modest development of facilities. Based on our experience, policing all of the access points and collecting fees usually costs more than the revenues produced by the fees collected. Also, under the Federal Water Project Recreation Act (Public Law 89-72), at all water resources development projects authorized during and subsequent to 1965, operation and maintenance of recreational facilities are non-Federal responsibilities. For these reasons, we feel that if the Department of the Army is to be included in any fee program, collection of fees should be limited to highly developed areas where such collection is justified and practicable. Before adopting a firm position on entrance and user fees, the committee may wish to reconsider and evaluate the experience gained over the past few years under the "golden eagle" program.

As mentioned, the Department of the Army's modest recreational developments at its water projects are not adaptable to the collection of entrance fees or user charges in the same sense as are facilities such as Yellowstone National Park. Perhaps, a more workable procedure, involving a minimum cost for policing, would be a small charge for the golden eagle—say 2 to 3 dollars, for using modest facilities nationally plus an additional charge for highly developed facilities.

The Bureau of the Budget advises that, from the standpoint of the administration's program, there is no objection to the presentation of this report for the consideration of the committee.

Sincerely,

STANLEY R. RESOR,
Secretary of the Army.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., January 30, 1969.

HON. WAYNE N. ASPINALL,
Chairman, Committee on Interior and Insular Affairs, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request of December 19, 1969, for the views of the Bureau of the Budget on S. 2315, a bill "To restore the golden eagle program to the Land and Water Conservation Fund Act," and on the following related bills: H.R. 13924, H.R. 13860, H.R. 13378, H.R. 13324, H.R. 12922, H.R. 12663, H.R. 12095, H.R. 11350, H.R. 11288, H.R. 11381, H.R. 11382, H.R. 11449, H.R. 11552, H.R. 12082, H.R. 12311, H.R. 12490, H.R. 12694, H.R. 13043, H.R. 13415 and H.R. 13563.

The report which the Interior Department is submitting on these bills recommends the enactment of S. 2315, as passed by the Senate,

if amended as recommended in the Department's report in lieu of all other pending bills. The Bureau of the Budget would favor enactment of S. 2315, as passed by the Senate, if amended as recommended by Interior.

While we support the continuation of the uniform Government-wide fee program authorized by the Land and Water Conservation Fund Act of 1965, as provided for by S. 2315, we recognize that certain recreation areas administered by the Army Corps of Engineers may require special consideration under such a program. We believe, however, that such special consideration can and should be given in connection with the exercise of the President's authority as it would be continued in effect by S. 2315, amended in the manner recommended by Interior.

Sincerely yours,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

SEPARATE VIEWS ON S. 2315

The undersigned members of the Committee on Interior and Insular Affairs respectfully submit that two amendments to S. 2315 should be adopted when the bill is considered by the House.

The first of these amendments would preserve the \$7 ceiling now in the law for the golden eagle permit, rejecting the committee's decision to increase the figure to \$10.

If the Bureau of Outdoor Recreation adopts as a charge for the permit the ceiling figure provided by law (which happened when the permit was initiated) the new charge will represent a 43 percent increase.

We believe the increase is unjustified and might even result in reduced total revenues. We believe the public should not be saddled with a 43 percent increase in the permit at this time.

A second amendment which should be adopted is one which was seriously considered in committee and rejected by a 9 to 9 tie vote. As offered in the committee the amendment provided:

"No entrance or admission fee shall be collected at any Federal outdoor recreational facility or area other than at national parks where collection of such fees is found both practical and desirable."

The House committee version of S. 2315 wisely omitted a provision adopted in the other body repealing section 210 of the Flood Control Act of 1968. The effect of the House version of the bill is to continue in effect a prohibition approved by the Congress in 1968 of the imposition of entrance and admission fees at public recreational areas located at lakes and reservoirs under jurisdiction of the Army Corps of Engineers.

By this action, the committee acknowledged the 1968 congressional conclusion that no entrance fees should be assessed at these lake areas, in view of the historic policy of free access to the waters, in view of the difficulty of collection, and in view of the multipurpose character of the reservoirs.

By leaving section 210 of the 1968 Flood Control Act in effect, the House committee sanctioned a policy of user fees at the Army Engineer lakes and reservoirs, to be collected only from users of highly developed facilities requiring continuous presence of personnel for maintenance and supervision of the facilities.

We believe the committee action on retention of section 210 was sound. We believe, however, that the same arguments justify extension of the policy to Bureau of Reclamation lakes and reservoirs, which are also multipurpose projects. We further believe that current policy in the national forests, employing user fees rather than entrance fees, should be supported by firm statutory language.

We therefore believe the amendment limiting entrance and admission fees to "national parks where collection of such fees is found both practical and desirable" should be adopted by the Congress. Such a policy would conform to the policy now followed in 32 of the States, where no entrance fees are charged for access to State recreational areas and parks.

It will promote consistency, improve the efficiency of collection of user fees where imposed, and make S. 2315 a better bill.

HOWARD POLLOCK.
JOHN N. HAPPY CAMP.
PHILLIP BURTON.
SAM STEIGER.
ED EDMONDSON.
DON CLAUSEN.
JIM KEE.

CHANGES IN EXISTING LAW

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in *italic*, existing law in which no change is proposed is shown in roman):

ACT OF JULY 15, 1968 (82 STAT. 354)

That (a) section 2, subsection (a), of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897; 16 U.S.C. 460 1-5), except the fourth paragraph thereof, is repealed; said fourth paragraph is redesignated section 10 of said Act; and subsections (b) and (c) of said section 2 are redesignated (a) and (b), respectively.

(b) It is not the intent of the Congress by this repealer to indicate that Federal agencies which have under their administrative jurisdiction areas or facilities used or useful for outdoor recreation or which furnish

services related to outdoor recreation shall not exercise any authority they may have, including authority under section 501 of the Act of August 31, 1951 (65 Stat. 290; 31 U.S.C. 483a), or any authority they may hereafter be given, to make reasonable charges for admission to such areas, for the use of such facilities, or for the furnishing of such services. Except as otherwise provided by law or as may be required by lawful contracts entered into prior to September 3, 1964, providing that revenues collected at particular Federal areas shall be credited to specified purposes, all fees so charged shall be covered into a special account under the Land and Water Conservation Fund and shall be available for appropriation, without prejudice to appropriations from other sources for the same purposes, for any authorized outdoor recreation function of the agency by which the fees were collected.

(c) Section 6, subsection (a), of said Act is amended by striking out the words "in substantially the same proportion as the number of visitor-days in areas and projects hereinafter described for which admission fees are charged under section 2 of this Act".

(d) The provisions of subsections (a) and (c) of this section shall be effective [March 31, 1970.] *December 31, 1971*. Until that date, revenues derived from the subsection (a) that is repealed by this section shall continue to be covered into the fund.

* * * * *

**ACT OF SEPTEMBER 3, 1964 (78 STAT 897) AS
AMENDED (16 U.S.C. 460, 1)**

SEC. 2. SEPARATE FUND.—During the period ending June 30, 1989, and during such additional period as may be required to repay and advances made pursuant to section 4(b) of this Act, there shall be covered into the land and water conservation fund in the Treasury of the United States, which fund is hereby established and is hereinafter referred to as the "fund", the following revenues and collections:

(a) **ENTRANCE AND USER FEES; ESTABLISHMENT; REGULATIONS.**—All proceeds from entrance, admission, and other recreation user fees or charges collected or received by the National Park Service, the Bureau of Land Management, the Bureau of Sport Fisheries and Wildlife, the Bureau of Reclamation, the Forest Service, the Corps of Engineers, the Tennessee Valley Authority, and the United States section of the International Boundary and Water Commission (United States and Mexico), notwithstanding any provision of law that such proceeds shall be credited to miscellaneous receipts of the Treasury: *Provided*, That nothing in this Act shall affect any rights or authority of the States with respect to fish and wildlife, nor shall this Act repeal any provision of law that permits States or political subdivisions to share in the revenues from Federal lands or any provision of law that provides that any fees or charges collected at particular Federal areas shall be used for or credited to specific purposes or special funds as authorized by that provision of law; but the proceeds from fees or charges established by the President pursuant to this subsection for entrance or admission generally to Federal areas shall be used solely for the purposes of this Act.

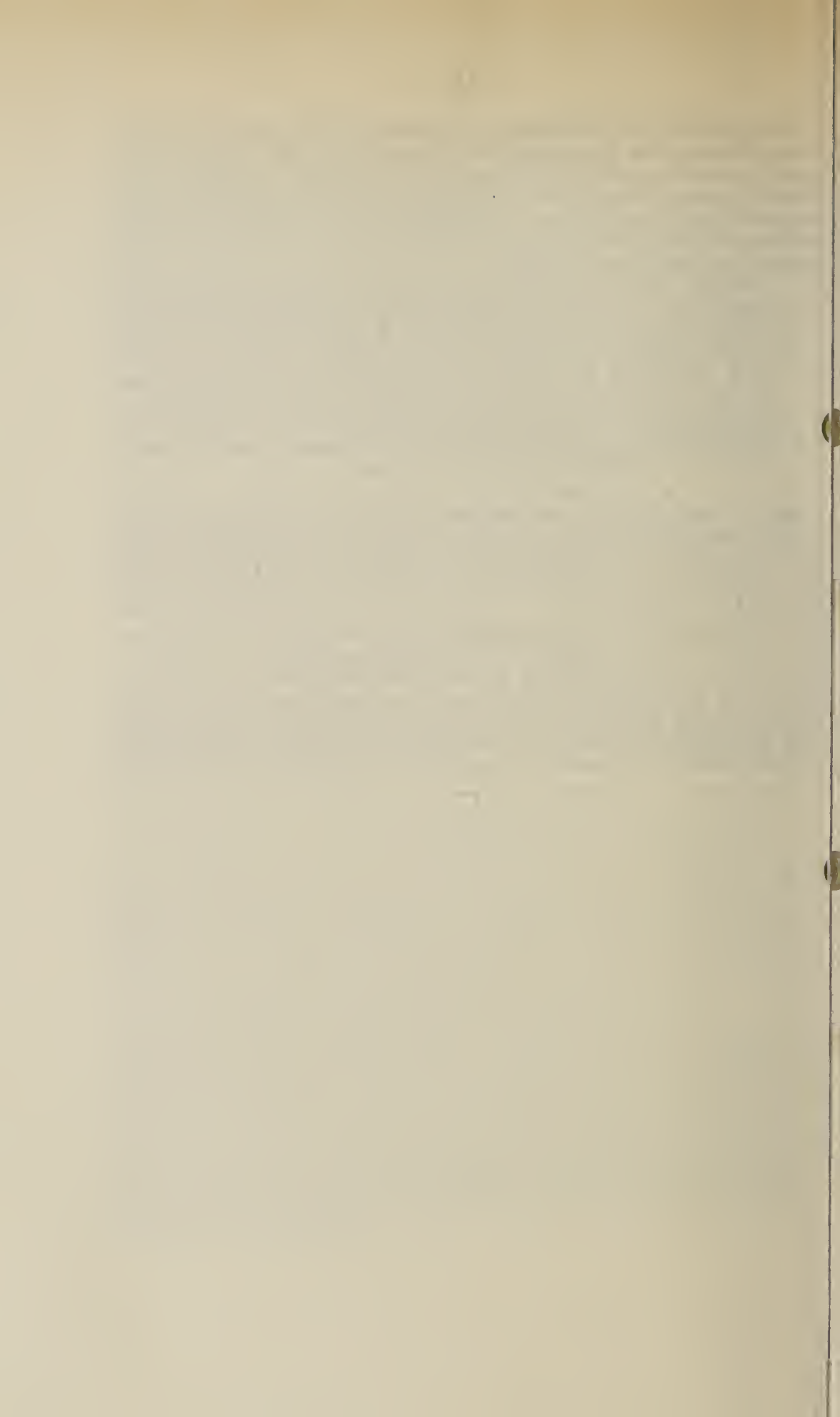
The President is authorized, to the extent and within the limits hereinafter set forth, to designate or provide for the designation of land or water areas administered by or under the authority of the Federal agencies listed in the preceding paragraph at which entrance, admission, and other forms of recreation user fees shall be charged and to establish and revise or provide for the establishment and revision of such fees as follows:

(i) An annual fee of [not more than \$7] *not more than \$10* payable by a person entering an area so designated by private noncommercial automobile which, if paid, shall excuse the person paying the same and anyone who accompanies him in such automobile from payment of any other fee for admission to that area and other areas administered by or under the authority of such agencies, except areas which are designated by the President as not being within the coverage of the fee, during the year for which the fee has been paid.

* * * * *

SEC. 8. Not to exceed \$30,000,000 of the money authorized to be appropriated from the fund by section 3 of this Act may be obligated by contract during each [of fiscal years 1969 and 1970] *fiscal year* for the acquisition of lands, waters, or interests therein within areas specified in section 6(a)(1) of this Act. Any such contract may be executed by the head of the department concerned, within limitations prescribed by the Secretary of the Interior. Any such contract so entered into shall be deemed a contractual obligation of the United States and shall be liquidated with money appropriated from the fund specifically for liquidation of such contract obligation. No contract may be entered into for the acquisition of property pursuant to this section unless such acquisition is otherwise authorized by Federal law.

○



S. 2315

[Report No. 91-1000]

IN THE HOUSE OF REPRESENTATIVES

SEPTEMBER 11, 1969

Referred to the Committee on Interior and Insular Affairs

SEPTEMBER 15, 1969

The Committee on Interior and Insular Affairs discharged, and bill returned to Senate

SEPTEMBER 25, 1969

Senate returned bill to House; re-referred to the Committee on Interior and Insular Affairs

APRIL 13, 1970

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Strike out all after the enacting clause and insert the part printed in italic]

AN ACT

To restore the golden eagle program to the Land and Water Conservation Fund Act.

- 1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That ~~(a)~~ the first section of the Act entitled "An Act to
4 amend title I of the Land and Water Conservation Fund Act
5 of 1965, and for other purposes", approved July 15, 1968
6 ~~(82 Stat. 354; Public Law 90-401)~~, is hereby repealed.
7 ~~(b)~~ Subsection ~~(c)~~ of section 2 of the Land and Water

1 Conservation Fund Act of 1965 (16 U.S.C. 4601-5), as
2 added by section 2 of the Act of July 15, 1968 (82 Stat.
3 354; Public Law 90-401), is redesignated as subsection
4 (d).

5 (e) The first sentence of section 8 of the Land and
6 Water Conservation Fund Act, as amended, is further
7 amended to read as follows:

8 "Not to exceed \$30,000,000 of the money authorized to
9 be appropriated from the fund by section 3 of this Act may
10 be obligated by contract during each fiscal year for the ac-
11 quisition of lands, waters, or interest therein within areas
12 specified in section ~~(6)-(a)-(1)~~ of this Act."

13 SEC. 2. (a) Section 2(a)(i) of the Land and Water
14 Conservation Fund Act of 1965 (78 Stat. 897), is amended
15 by deleting "\$7" and inserting in lieu thereof "\$10".

16 (b) Section 7 of such Act (78 Stat. 903), is amended
17 by inserting immediately before the period at the end thereof
18 a comma and the following: "except to the extent that the
19 Secretary of the Interior determines necessary in order to ad-
20 vertise and promote any entrance or user fee program estab-
21 lished pursuant to section 2(a) of this Act".

22 SEC. 3. Section 210 of the Flood Control Act of 1968
23 (82 Stat. 746) is repealed.

24 SEC. 4. Section 2(a) of the Land and Water Conserva-
25 tion Fund Act of 1965 (78 Stat. 897) is amended by

1 inserting, immediately after the words "for use of any
2 waters." in the second paragraph of such section 2(a) the
3 following: "User fees at recreation areas administered by
4 the United States at Federal lakes and reservoirs shall be
5 collected by officers and employees only from users of
6 highly developed facilities constructed for reasons of pub-
7 lic health, safety, and convenience, and which require a
8 schedule of regular maintenance and supervision. Fees shall
9 not be collected for entrance or access to or use of water
10 areas, undeveloped or lightly developed shoreland, picnic
11 grounds, overlook sites, scenic drives, or boat launching
12 ramps where no mechanical or hydraulic equipment is
13 provided."

14 *That subsection 1(d) of the Act of July 15, 1968 (Public*
15 *Law 90-401, 82 Stat. 354), is amended by deleting "March*
16 *31, 1970." and inserting in lieu thereof "December 31,*
17 *1971."*

18 *SEC. 2. Section 2(a)(i) of the Land and Water Con-*
19 *servation Fund Act of 1965 (78 Stat. 897; 16 U.S.C.*
20 *4601-5(a)(i)) is amended by deleting "not more than \$7"*
21 *and inserting in lieu thereof "not more than \$10".*

22 *SEC. 3. Section 8 of the Land and Water Conservation*
23 *Fund Act of 1965 (78 Stat. 897), as amended (16 U.S.C.*
24 *4601-10a), is amended by deleting "of fiscal years 1969 and*
25 *1970" and inserting "fiscal year".*

1 *SEC. 4. On or before February 1, 1971, the Secretary*
2 *of the Interior shall complete a survey as to the policy to be*
3 *implemented with regard to entrance and user fees and report*
4 *his findings to the Senate and House Committees on Interior*
5 *and Insular Affairs.*

Amend the title so as to read: "An Act to amend the Land and Water Conservation Fund Act of 1965, as amended, and for other purposes."

Passed the Senate September 24, 1969.

Attest:

FRANCIS R. VALEO,

Secretary.



AN ACT

To restore the golden eagle program to the Land and Water Conservation Fund Act.

SEPTEMBER 11, 1969

Referred to the Committee on Interior and Insular Affairs

SEPTEMBER 15, 1969

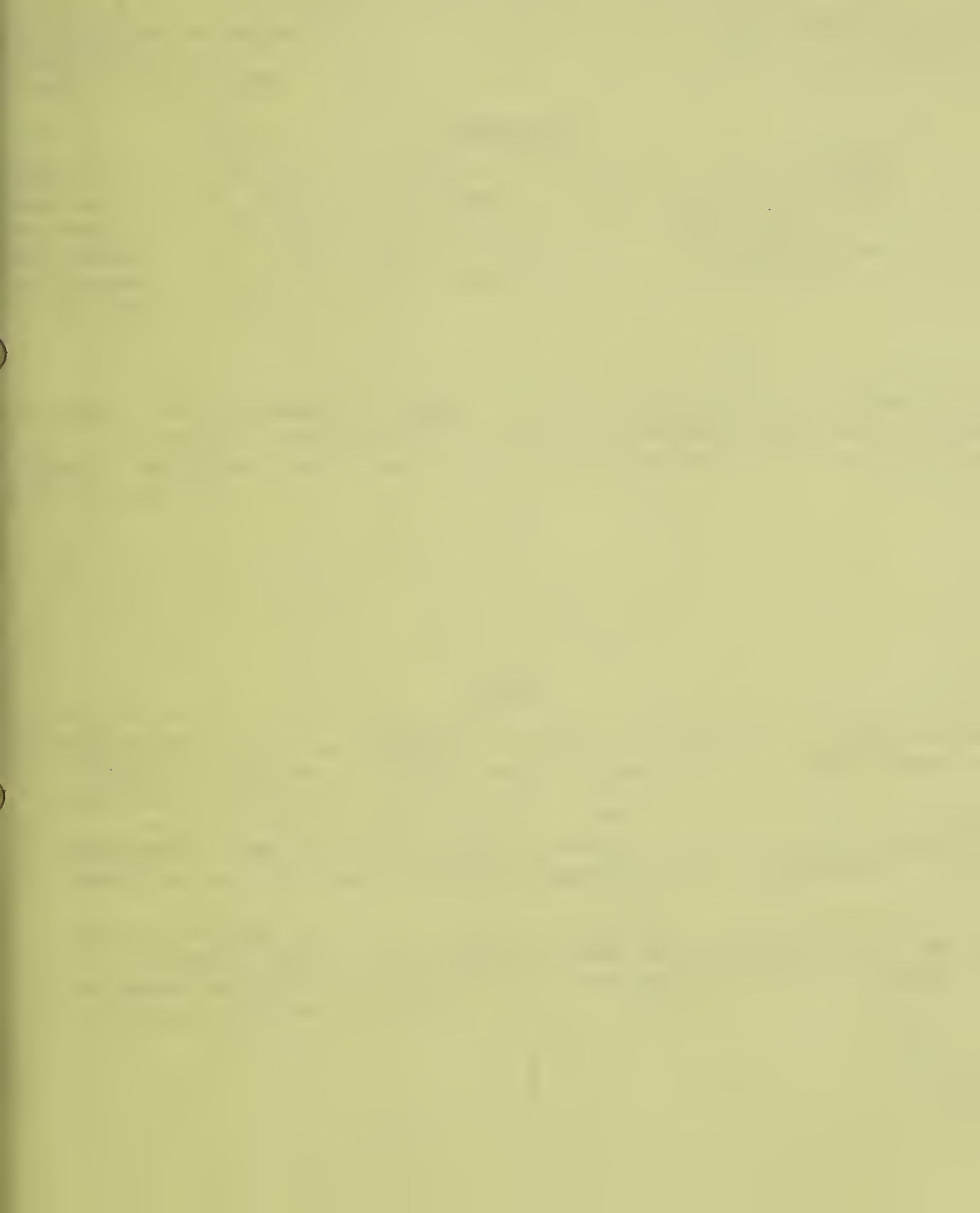
The Committee on Interior and Insular Affairs discharged, and bill returned to Senate

SEPTEMBER 25, 1969

Senate returned bill to House; re-referred to the Committee on Interior and Insular Affairs

APRIL 13, 1970

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed



DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

For actions of April 28, 1970
91st-2nd; No. 66

CONTENTS

Budget.....7	Forests.....8	Meat imports.....11,15
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HIGHLIGHTS: Rules Committee granted rule for consideration of golden eagle program bill. Rep. Melcher questioned "inequities and costs" of proposed set-aside farm program. Rep. May defened beef producers against charge that meat prices are kept artificially high.

HOUSE

1. RECREATION. The Rules Committee reported a resolution for the consideration of S. 2315, to restore the golden eagle program to the Land and Water Conservation Fund Act. p. H3615
2. ENVIRONMENT. The Rules Committee reported H. J. Res. 1117, to establish a Joint Committee on Environment and Technology (H. Rept. No. 91-1031). p. H3615
3. PROPERTY; RECREATION. The Interior and Insular Affairs subcommittee approved for full committee action H. R. 15913 amended, to amend title I of the Land and Water Conservation Fund of 1965 to authorize the use of surplus property for public park or recreation uses. p. D409

4. CLEAN AIR. The Interstate and Foreign Commerce Committee subcommittee approved for full committee action H. R. 17255, to amend the Clean Air Act to provide for a more effective program to improve the quality of the Nation's air. p. D409
5. HOUSING. Rep. Barrett deplored the continued rise of mortgage rates and the housing policy of this administration. p. H3530
6. FARM PROGRAM. Rep. Melcher expressed concern about the "potential inequities and costs of the set-aside proposal which the Department of Agriculture has tentatively 'sold' to the House Agriculture Committee", and inserted a report, "Economic Aspects of Administration's Proposed Set-Aside Farm Program." pp. H3578-9
7. BUDGET. Received an amendment to the request for appropriations transmitted in the budget for the fiscal year 1971 involving a decrease for the Department of the Interior (H. Doc. 327); to Appropriations Committee. p. H3614
8. FORESTS. Received from this Department a draft of proposed legislation to modify the boundaries of the Coeur d'Alene, Nezperce, Payette, Boise, Sawtooth, and Targhee National Forests in the State of Idaho; to Interior and Insular Affairs Committee. p. H3614

BILLS INTRODUCED

9. MEAT INSPECTION. H. R. 17276, by Rep. Berry, to amend the Federal Meat Inspection Act, as amended, to clarify the provisions relating to custom slaughtering operations; to Agriculture Committee.
10. LAND-USE. H. R. 17299, by Rep. Thomson, Wisc., to amend section 32(e) of title III of the Bankhead-Jones Farm Tenant Act, as amended, to authorize the Secretary of Agriculture to furnish financial assistance in carrying out plans for works of improvement for land conservation and utilization; to Agriculture Committee.
11. MEAT IMPORTS. H. R. 17300, by Rep. Thomson, Wisc., to include prepared or preserved beef and veal within the quotas imposed on the importation of certain other meat and meat products; to reduce the percentage applied to certain aggregate quantity estimations used, in part, to determine such quotas from 110 per centum to 100 per centum; to Ways and Means.
12. HOUSING. H. R. 17302, Widnall, to increase the availability of mortgage credit for the financing of urgently needed housing; to Banking and Currency Committee. Remarks of author pp. H3580-1
13. WILDLIFE. H. R. 17305, Chappell, to prohibit the movement in commerce of certain crocodilian hides; to Interstate and Foreign Commerce Committee.

EXTENSION OF REMARKS

14. CONSUMERS. Rep. Mikva inserted Rep. Eckhardt's statement on consumer class action. pp. E3676-9

1989. A letter from the Secretary of the Army, transmitting a letter from the Chief of Engineers, Department of the Army, dated February 7, 1969, submitting a report, together with accompanying papers and an illustration, on Beresford Creek, S.C., authorized by the River and Harbor Act approved July 14, 1960; to the Committee on Public Works.

1990. A letter from the Secretary of the Army, transmitting a letter from the Chief of Engineers, Department of the Army, dated March 12, 1969, submitting a report, together with accompanying papers and illustrations, on Eagle Harbor, Wash., requested by a resolution of the Committee on Public Works, House of Representatives, adopted May 10, 1962; to the Committee on Public Works.

1991. A letter from the Secretary of the Army, transmitting a letter from the Chief of Engineers, Department of the Army, dated June 9, 1969, submitting a report, together with accompanying papers and illustrations, on Quilcene Bay Harbor, Wash., authorized by the River and Harbor Act approved June 30, 1948; to the Committee on Public Works.

1992. A letter from the Secretary of the Army, transmitting a letter from the Chief of Engineers, Department of the Army, dated September 9, 1968, submitting a report, together with accompanying papers and an illustration, on Goose Creek, Somerset County, Md., requested by a resolution of the Committee on Public Works, House of Representatives, adopted July 8, 1947. No authorization by Congress is recommended as the desired improvement has been approved for accomplishment by the Chief of Engineers under the provisions of section 107 of the 1960 River and Harbor Act; to the Committee on Public Works.

1993. A letter from the Secretary of the Army, transmitting a letter from the Chief of Engineers, Department of the Army, dated November 14, 1968, submitting a report, together with accompanying papers and an illustration, on Buck Creek and tributaries, North and South Carolina, requested by resolutions of the Committee on Public Works, House of Representatives, adopted April 5, 1949 and June 19, 1952. No authorization by Congress is recommended as the desired improvement has been approved for accomplishment by the Chief of Engineers under the provisions of section 205 of the 1948 Flood Control Act, as amended; to the Committee on Public Works.

1994. A letter from the Secretary of the Army, transmitting a letter from the Chief of Engineers, Department of the Army, dated November 19, 1968, submitting a report, together with accompanying papers and an illustration, on Little Harbor, N.H., requested by a resolution of the Committee on Public Works, House of Representatives, adopted June 2, 1949; to the Committee on Public Works.

1995. A letter from the Secretary of the Army, transmitting a letter from the Chief of Engineers, Department of the Army, dated March 12, 1969, submitting a report, together with accompanying papers and an illustration, on Neah Bay (Hoko River-Clallam Bay), Wash., requested by a resolution of the Committee on Public Works, U.S. Senate, adopted August 4, 1958, and resolutions of the Committee on Public Works, House of Representatives, adopted June 3, 1959 and May 10, 1962; to the Committee on Public Works.

REPORTS OF COMMITTEES ON PUBLIC BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. PATMAN: Committee on Banking and Currency. H.R. 15929. A bill to provide for the striking of medals in commemoration of the

completion of the carvings on Stone Mountain, Ga., depicting American heroes of the past; with amendments (Rept. No. 91-1023). Referred to the House Calendar.

Mr. DULSKI: Committee on Post Office and Civil Service. Report on the availability of 1970 census data for congressional and State redistricting (Rept. No. 91-1024). Referred to the Committee of the Whole House on the state of the Union.

Mr. TEAGUE of Texas: Committee on Veterans' Affairs. H.R. 16661. A bill to amend title 38, United States Code, to authorize a maximum of \$15,000 coverage under servicemen's group life insurance, to enlarge the classes eligible for such insurance, to improve the administration of the programs of life insurance provided for servicemen and veterans, and for other purposes; with amendments (Rept. No. 91-1025). Referred to the Committee of the Whole House on the state of the Union.

Mr. TEAGUE of Texas: Committee on Veterans' Affairs. H.R. 16739. A bill to extend for a period of 10 years the existing authority of the Administrator of Veterans' Affairs to maintain offices in the Republic of the Philippines (Rept. No. 91-1026). Referred to the Committee of the Whole House on the state of the Union.

Mr. CELLER: Committee on the Judiciary. S. 1508. An act to improve judicial machinery by amending provisions of law relating to the retirement of justices and judges of the United States; with amendments (Rept. No. 91-1027). Referred to the Committee of the Whole House on the state of the Union.

Mr. SISK: Committee on Rules. House Resolution 952. Resolution for consideration of H.R. 17123, a bill to authorize appropriations during the fiscal year 1971 for procurement of aircraft, missiles, naval vessels, and tracked combat vehicles, and other weapons, and research, development, test, and evaluation for the Armed Forces, and to prescribe the authorized personnel strength of the Selected Reserve of each Reserve component of the Armed Forces, and for other purposes (Rept. No. 91-1028). Referred to the House Calendar.

Mr. ANDERSON of Tennessee: Committee on Rules. House Resolution 953. Resolution for consideration of S. 2315, an act to restore the golden eagle program to the Land and Water Conservation Fund Act (Rept. No. 91-1029). Referred to the House Calendar.

Mr. YOUNG: Committee on Rules. House Resolution 954. Resolution for consideration of H.R. 16595, a bill to authorize appropriations for activities of the National Science Foundation, and for other purposes (Rept. No. 91-1030). Referred to the House Calendar.

Mr. SISK. Committee on Rules. House Joint Resolution 1117. Joint Resolution to establish a Joint Committee on Environment and Technology (Rept. No. 91-1031). Referred to the House Calendar.

PUBLIC BILLS AND RESOLUTIONS

Under clause 4 of rule XXII, public bills and resolutions were introduced and severally referred as follows:

By Mr. BERRY:

H.R. 17276. A bill to amend the Federal Meat Inspection Act, as amended, to clarify the provisions relating to custom slaughtering operations; to the Committee on Agriculture.

By Mr. CELLER (for himself, Mr. ADDABBO, Mr. BINGHAM, Mr. BRASCO, Mr. BUTTON, Mr. CAREY, Mrs. CHISHOLM, Mr. CONABLE, Mr. DELANEY, Mr. DULSKI, Mr. FARBSTEIN, Mr. GILBERT, Mr. HANLEY, Mr. HASTINGS, Mr. HORTON, and Mr. KING):

H.R. 17277. A bill to make available to certain organized tribes, bands, or groups of

Indians residing on Indian reservations established under State law certain benefits, care, or assistance for which federally recognized Indian tribes qualify as recipients; to the Committee on Interior and Insular Affairs.

By Mr. CELLER (for himself, Mr. KOCH, Mr. LOWENSTEIN, Mr. McCARTHY, Mr. McEWEN, Mr. McKNEALLY, Mr. MURPHY, of New York, Mr. OTTINGER, Mr. PIKE, Mr. REID of New York, Mr. ROBISON, Mr. ROSENTHAL, Mr. RYAN, Mr. SCHEUER, Mr. SMITH of New York, Mr. STRATTON, and Mr. WOLFE):

H.R. 17278. A bill to make available to certain organized tribes, bands, or groups of Indians residing on Indian reservations established under State law certain benefits, care, or assistance for which federally recognized Indian tribes qualify as recipients; to the Committee on Interior and Insular Affairs.

By Mr. DENT:

H.R. 17279. A bill to provide for orderly trade in textile articles and articles of leather footwear, and for other purposes; to the Committee on Ways and Means.

By Mr. FARBSTEIN (for himself, Mr. ADDABBO, Mr. BARRETT, Mr. BIAGGI, Mr. BRASCO, Mr. BROWN of California, Mr. COHELAN, Mr. DANIELS of New Jersey, Mr. EDWARDS of California, Mr. GILBERT, Mr. HALPERN, Mr. HAMILTON, Mr. HARRINGTON, Mr. KOCH, Mr. LOWENSTEIN, Mr. MIKVA, Mr. MINISH, Mr. OLSEN, Mr. OTTINGER, Mr. PATEN, Mr. POBELL, Mr. POWELL, Mr. RODINO, Mr. ROSENTHAL, and Mr. RYAN):

H.R. 17280. A bill to permit the Governor of a State to elect to use funds from the State's Federal-aid highway system apportionment for purposes of paying additional costs incurred by such State in purchasing low-emission vehicles; to the Committee on Public Works.

By Mr. FARBSTEIN (for himself, Mr. ST. ONGE, Mr. TUNNEY, and Mr. VAN DEERLIN):

H.R. 17281. A bill to permit the Governor of a State to elect to use funds from the State's Federal-aid highway system apportionment for purposes of paying additional costs incurred by such State in purchasing low-emission vehicles; to the Committee on Public Works.

By Mr. GRIFFIN:

H.R. 17282. A bill to provide for orderly trade in textile articles and articles of leather footwear, and for other purposes; to the Committee on Ways and Means.

By Mr. KING:

H.R. 17283. A bill to incorporate the Italian American War Veterans of the United States, Inc.; to the Committee on the Judiciary.

By Mr. MORSE:

H.R. 17284. A bill to amend title XVIII of the Social Security Act to eliminate the provisions which presently prevent an individual from enrolling in the supplementary medical insurance program more than 3 years after his first opportunity to do so; to the Committee on Ways and Means.

By Mr. ROGERS of Florida:

H.R. 17285. A bill to amend the Internal Revenue Code of 1954 to provide that the spouse of an individual who derives unreported income from criminal activities, if such spouse had no knowledge of such activities or such income, shall not be liable for tax with respect to such income even though a joint return is filed; to the Committee on Ways and Means.

By Mr. MIKVA (for himself and Mr. BROWN of California):

H.R. 17286. A bill to assist in combating crime by reducing the incidence of recidivism, providing improved Federal, State, and local correctional facilities and services, strengthening control over probationers, parolees, and persons found not guilty by

reason of insanity, and for other purposes; to the Committee on the Judiciary.

By Mr. O'NEILL of Massachusetts:

H.R. 17287. A bill to extend certain benefits to National Guard technicians and for other purposes; to the Committee on Armed Services.

H.R. 17288. A bill to extend certain benefits to National Guard technicians and for other purposes; to the Committee on Armed Services.

H.R. 17289. A bill to extend certain benefits to National Guard technicians and for other purposes; to the Committee on Armed Services.

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H.R. 17292. A bill to extend certain benefits to National Guard technicians and for other purposes; to the Committee on Armed Services.

H.R. 17293. A bill to extend certain benefits to National Guard technicians and for other purposes; to the Committee on Armed Services.

H.R. 17294. A bill to extend certain benefits to National Guard technicians and for other purposes; to the Committee on Armed Services.

H.R. 17295. A bill to extend certain benefits to National Guard technicians and for other purposes; to the Committee on Armed Services.

By Mr. STEIGER of Arizona:

H.R. 17296. A bill to provide for orderly trade in textile articles and articles of leather footwear, and for other purposes; to the Committee on Ways and Means.

By Mr. STUCKEY:

H.R. 17297. A bill to provide for orderly trade in textile articles and articles of leather footwear, and for other purposes; to the Committee on Ways and Means.

By Mr. TEAGUE of Texas (by request):

H.R. 17298. A bill to amend title 38, United States Code, to provide that checks issued in settlement of national service life insurance maturing on or after August 1, 1946, which are received by the payee but not negotiated prior to his death shall become assets of his estate; to the Committee on Veterans' Affairs.

By Mr. THOMSON of Wisconsin:

H.R. 17299. A bill to amend section 32(e) of title III of the Bankhead-Jones Farm Tenant Act, as amended, to authorize the Secretary of Agriculture to furnish financial assistance in carrying out plans for works of improvement for land conservation and utilization, and for other purposes; to the Committee on Agriculture.

H.R. 17300. A bill to include prepared or preserved beef and veal within the quotas imposed on the importation of certain other meat and meat products; to reduce the percentage applied to certain aggregate quantity estimations used, in part, to determine such quotas from 110 per centum to 100 per centum; and for other purposes; to the Committee on Ways and Means.

By Mr. VANIK:

H.R. 17301. A bill to provide that the oath required for verification of an initial passport

application may be administered by a notary public; to the Committee on Foreign Affairs.

By Mr. WIDNALL (for himself, Mrs. DWYER, Mr. HALPERN, Mr. BROCK, Mr. JOHNSON of Pennsylvania, Mr. STANTON, Mr. MIZE, Mr. BLACKBURN, Mr. BROWN of Michigan, Mr. WILLIAMS, Mr. WYLIE, Mrs. HECKLER of Massachusetts, Mr. CRANE, Mr. MACGREGOR, Mr. REES, Mr. BEVILL, Mr. GETTYS, Mr. STEPHENS, Mr. GRIFFIN, and Mr. CHAPPELL):

H.R. 17302. A bill to increase the availability of mortgage credit for the financing of urgently needed housing, and for other purposes; to the Committee on Banking and Currency.

By Mr. ANDERSON of California:

H.R. 17303. A bill to provide for orderly trade in textile articles and articles of leather footwear, and for other purposes; to the Committee on Ways and Means.

By Mr. BELL of California:

H.R. 17304. A bill to authorize the U.S. Commissioner of Education to establish educational programs to encourage understanding of policies and support of activities designed to enhance environmental quality and maintain ecological balance; to the Committee on Education and Labor.

By Mr. CHAPPELL:

H.R. 17305. A bill to prohibit the movement in commerce of certain crocodilian hides, and for other purposes; to the Committee on Interstate and Foreign Commerce.

By Mr. CLANCY:

H.R. 17306. A bill to provide equitable access to the U.S. market for imported textiles; to the Committee on Ways and Means.

By Mr. COWGER:

H.R. 17307. A bill to exempt from certain deep-draft safety statutes passenger vessels operating solely on the inland rivers and waterways; to the Committee on Merchant Marine and Fisheries.

By Mr. GUBSER:

H.R. 17308. A bill to amend the Wagner-O'Day Act to extend the provisions thereof to severely handicapped individuals who are not blind, and for other purposes; to the Committee on Government Operations.

By Mr. MESKILL:

H.R. 17309. A bill to provide for annual adjustments in monthly monetary benefits administered by the Veterans' Administration, according to changes in the Consumer Price Index; to the Committee on Veterans' Affairs.

H.R. 17310. A bill to establish a national cemetery in New England; to the Committee on Veterans' Affairs.

By Mr. MONTGOMERY (for himself and Mr. COLMER):

H.R. 17311. A bill to provide for orderly trade in textile articles and articles of leather footwear, and for other purposes; to the Committee on Ways and Means.

By Mr. MURPHY of New York:

H.R. 17312. A bill to provide for a coordinated national boating safety program; to the Committee on Merchant Marine and Fisheries.

By Mr. RIVERS:

H.R. 17313. A bill to amend title 37, United States Code, to further the reduction of draft calls in the Armed Forces of the United States by increasing the pay rates of certain

enlisted members of the uniformed services; to the Committee on Armed Services.

H.R. 17314. A bill to amend the Military Selective Service Act of 1967, and for other purposes; to the Committee on Armed Services.

By Mr. ROSENTHAL:

H.R. 17315. A bill to authorize the U.S. Commissioner of Education to make grants to elementary and secondary schools and other educational institutions for the conduct of special educational programs and activities concerning environmental protection and for other related educational purposes; to the Committee on Education and Labor.

By Mr. ST. ONGE (for himself, Mr. ADDABBO, Mr. BRAGGI, Mr. BURTON of California, and Mrs. GREEN of Oregon):

H.R. 17316. A bill to extend to all unmarried individuals the full tax benefits of income splitting now enjoyed by married individuals filing joint returns; to the Committee on Ways and Means.

By Mr. ANDERSON of Illinois (for himself, Mr. BEVILL, Mr. BROOMFIELD, Mr. BUTTON, Mr. CLEVELAND, Mr. DERWINSKI, Mr. ESCH, Mr. HORTON, Mr. LUKENS, Mr. McCLORY, Mr. MOSHER, Mrs. REID of Illinois, Mr. ROBISON, Mr. SCHWENDEL, Mr. STEIGER of Wisconsin, and Mr. WHALEN):

H.J. Res. 1194. Joint resolution to authorize the President to designate the period beginning September 20, 1970, and ending September 26, 1970, as "National Machine Tool Week"; to the Committee on the Judiciary.

By Mr. BROTZMAN:

H.J. Res. 1195. Joint resolution proposing an amendment to the Constitution of the United States providing for representation in the Congress for the District constituting the seat of Government of the United States; to the Committee on the Judiciary.

By Mr. ROE:

H.J. Res. 1196. Joint resolution establishing the Commission on U.S. Participation in the United Nations, and for other purposes; to the Committee on Foreign Affairs.

By Mr. GOODLING:

H. Res. 955. A resolution creating a select committee to conduct an investigation of certain activities of William Orville Douglas, Associate Justice of the U.S. Supreme Court, to determine whether impeachment proceedings are warranted; to the Committee on Rules.

PRIVATE BILLS AND RESOLUTIONS

Under Clause 1 of rule XXII,

Mr. ADDABBO (by request) introduced a bill (H.R. 17317), for the relief of Cynthia Irene Popham, which was referred to the Committee on the Judiciary.

PETITIONS, ETC.

Under clause 1 of rule XXII,

464. The SPEAKER presented a petition of Henry Stoner, York, Pa., relative to establishing a Subcommittee on the Credit of the United States within the Committee on Ways and Means, which was referred to the Committee on Ways and Means.





DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

For actions of June 22, 1970
91st-2nd; No. 103

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HIGHLIGHTS: Senate passed second supplemental appropriations bill; adopted Ellender amendment providing additional funds for food stamp program. House passed bill restoring Golden Eagle program.

SENATE

1. APPROPRIATIONS. Passed H. R. 17399, the second supplemental appropriations bill, FY 70, including supplementals for pay costs, fighting forest fires, etc. (see Digest No. 94). Committee amendments were adopted en bloc. pp. S9497, S9498-528. Adopted the Ellender amendment providing \$300 million for the food stamp program for the period July 1-September 30, 1970. p. S9502
2. MERCHANT MARINE. A Commerce Committee subcommittee approved for full committee consideration H. R. 15424, with amendments, the proposed program to expand and improve the U.S. Merchant Marine. p. D663
3. RECREATION. Sen. Moss submitted an amendment to S. 27, establishing the Glen Canyon National Recreation Area in Arizona and Utah. p. S9532

4. ELECTRIFICATION. Received a report from the Administrator of REA on the approval of a loan to the Central Electric Power Cooperative, Inc., of Cayce, S. C., for the financing of certain transmission facilities; to the Committee on Appropriations. p. S9370
5. SOCIAL SECURITY. Sen. Williams, Del., submitted amendments to H. R. 17550, the proposed Social Security Amendments of 1970. p. S9376
6. AGING. Sen. Murphy inserted his address to the American Association of Retired Persons and a condensed version of the minority report of the Special Committee on Aging. pp. S9421-26

HOUSE

7. RECREATION. Passed with amendment S. 2315, restoring the Golden Eagle program to the Land and Water Conservation Fund Act. pp. H5863-~~878~~
8. REIMPORTS. Passed as reported H. R. 9183, providing that imported articles which are exported and thereafter reimported to the US for failure to meet sample or specifications, be entered free of duty upon such importation. pp. H5852-3
9. WALLA-WALLA PROJECT. Agreed to the conference report on S. 743, authorizing the construction, operation, and maintenance of the Touchet Division, Walla-Walla project, Oregon-Washington. p. H5860
10. RECLAMATION. Agreed to the conference report on S. 2062, differentiation between private and public ownership of lands in the administration of the acreage limitation provisions of Federal reclamation law. pp. H5860-1
11. ENVIRONMENT. Rep. Saylor inserted an article "Economics and the Environment". pp. H5885-87
12. RURAL DEVELOPMENT. Rep. Beville discussed the need for legislation to aid in rural development. pp. H5878-9
13. CONSERVATION. Rep. Hechler inserted a letter from West Virginia's Secretary of State urging the protection of the Otter Creek area in West Virginia. pp. H5890-1

BILLS INTRODUCED

14. CONSUMERS. H. R. 18152, by Rep. Fulton; amend the Federal Trade Commission Act to extend protection against fraudulent or deceptive practices, condemned by that act, to consumers through civil actions, to provide for class actions for acts in defraud of consumers; to the Committee on Interstate and Foreign Commerce.
15. SOLID WASTE. H. R. 18163, by Rep. Springer; to amend the Solid Waste Disposal Act in order to provide financial assistance for the construction of solid waste disposal facilities, to improve research programs pursuant to such act; to the Committee on Interstate and Foreign Commerce.

Mr. HOGAN. Mr. Speaker, will the gentleman yield?

Mr. DOWDY. I yield to the gentleman.

Mr. HOGAN. Mr. Speaker, I would like to thank the gentleman from Ohio for his kind remarks.

I would like to point out to the House that, although the retroactive feature is moved back to July 1 in the conference report, which is contrary to what was passed by this body, the teachers, policemen, and firemen have been waiting for over a year for this legislation. We are all aware of the continued inflation of the Nation's economy, particularly here in the Washington metropolitan area where we can all testify to the fact that costs of food, shelter, and clothing, as well as taxes, have gone up steeply during the past year. These increased costs have stretched thin the budgets of our policemen, firemen, and teachers. Because they have families to support and expenses to meet, these public servants are being forced to choose between their profession and the best interests of their families. In view of the vital areas of public service with which we are dealing, it is doubly important that competent personnel be encouraged to seek these positions and to remain in them by providing them a decent living. I think this bill, including the retroactive provision, is an equitable response to their need to keep up with the cost of living, and I urge that the conference report be approved.

The SPEAKER. The question is on the conference report.

The conference report was agreed to.

A motion to reconsider was laid on the table.

CALL OF THE HOUSE

Mr. GROSS. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

Mr. O'NEILL of Massachusetts. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 181]

Adair	de la Garza	Koch
Addabbo	Delaney	Kuykendall
Anderson,	Dent	Landrum
Calif.	Diggs	Long, La.
Anderson,	Dingell	Lowenstein
Tenn.	Downing	McCarthy
Andrews,	Dulski	McCloskey
N. Dak.	Eckhardt	McClure
Ashley	Erlenborn	McEwen
Barrett	Farbstein	McKneally
Boggs	Feighan	McMillan
Bolling	Fish	MacGregor
Bow	Fraser	Marsh
Brademas	Fulton, Tenn.	Meskill
Brasco	Gallagher	Minshall
Brock	Gaydos	Mollohan
Brooks	Glaimo	Monagan
Burleson, Tex.	Gilbert	Montgomery
Carey	Gray	Morse
Carter	Griffiths	Morton
Cederberg	Halpern	Murphy, N.Y.
Celler	Hamilton	O'Hara
Chisholm	Hanley	Ottlinger
Clancy	Hanna	Patman
Clark	Hansen, Idaho	Pelly
Clay	Harrington,	Pepper
Conyers	Hastings	Pike
Corbett	Hawkins	Pirnie
Daddario	Howard	Poage
Daniels, N.J.	Keith	Podell
Davis, Wis.	Kirwan	Pollock
Dawson	Kleppe	Powell

Preyer, N.C.	Rooney, N.Y.	Tiernan
Price, Tex.	Roybal	Ullman
Pryor, Ark.	St Germain	Vigorito
Pucinski	Sandman	Wampler
Purcell	Scheuer	Watson
Quillen	Schwengel	Weicker
Rarick	Smith, Iowa	Whalley
Reid, Ill.	Springer	Wilson,
Reid, N.Y.	Stephens	Charles H.
Rivers	Stratton	Wold
Robison	Symington	Wright
Rodino	Taft	Zwach
Roe	Thompson, N.J.	

The SPEAKER. On this rollcall 299 Members have answered to their names, a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

RESTORING THE GOLDEN EAGLE PROGRAM TO THE LAND AND WATER CONSERVATION FUND ACT

Mr. O'NEILL of Massachusetts. Mr. Speaker, by direction of the Committee on Rules, I call up House Resolution 953 and ask for its immediate consideration.

The Clerk read the resolution as follows:

H. RES. 953

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (S. 2315) to restore the golden eagle program to the Land and Water Conservation Fund Act. After general debate, which shall be confined to the bill and shall continue not to exceed two hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Interior and Insular Affairs, the bill shall be read for amendment under the five-minute rule. It shall be in order to consider the amendment in the nature of a substitute recommended by the Committee on Interior and Insular Affairs now printed in the bill as an original bill for the purpose of amendment under the five-minute rule. At the conclusion of such consideration, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and any Member may demand a separate vote in the House on any amendment adopted in the Committee of the Whole to the bill or committee amendment in the nature of a substitute. The previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit with or without instructions.

The SPEAKER. The gentleman from Massachusetts, (Mr. O'NEILL), is recognized for 1 hour.

Mr. O'NEILL of Massachusetts. Mr. Speaker, I yield 30 minutes to the gentleman from Nebraska (Mr. MARTIN), pending which I yield myself such time as I may consume.

Mr. Speaker, House Resolution 953 provides an open rule with 2 hours of general debate for consideration of S. 2315 to restore the Golden Eagle program to the Land and Water Conservation Fund Act. The resolution also provides that it shall be in order to consider the committee substitute as an original bill for the purpose of amendment.

S. 2315 temporarily renews the authority for the Golden Eagle passport. The program as it existed on March 31, 1970, will be maintained until December 31, 1971, except that the authorized lim-

itation on the fee for the passport will be increased from \$7 to \$10.

The bill also extends the authority to enter into contracts for the purchase of lands authorized to be acquired prior to the appropriation of funds—commonly called the advance contract authority. The limitations placed on this authority are to remain binding on the extension. The statute clearly establishes that no contract shall be entered into for the acquisition of any property unless such acquisition is authorized by Federal law. It also limits the total contractual obligation for each fiscal year to no more than \$30 million and requires the contracts to be liquidated from the moneys in the land and water conservation fund.

Mr. Speaker, I urge the adoption of House Resolution 953 in order that S. 2315 may be considered.

Mr. EDMONDSON. Mr. Speaker, will the gentleman yield?

Mr. O'NEILL of Massachusetts. I yield to the gentleman.

Mr. EDMONDSON. I just want to thank the gentleman for giving a 2-hour rule for the discussion of this matter and thank the Committee on Rules for its usual consideration for those of us who have amendments to offer on this bill to make sure we have ample time for the discussion of the bill.

Mr. Speaker, I support the rule and support the bill. When we get an amendment or two in it, and get the eagle to fly right, I do not think there will be any votes against this bill.

Mr. O'NEILL of Massachusetts. I thank the gentleman.

Mr. MARTIN. Mr. Speaker, I yield myself such time as I may consume.

Mr. Speaker, this resolution, House Resolution 953, provides for an open rule with 2 hours of general debate on the bill, S. 2315.

The purpose of the bill is, first, to temporarily renew the authority for the annual entrance pass to our Federal parks and recreational areas—commonly known as the Golden Eagle pass—and, second, to extend existing authority for the Department of the Interior to enter into contracts for the purchase of lands authorized to be acquired prior to the actual appropriation of the necessary funds.

Under existing law the Golden Eagle pass authority expired on March 31 of this year. The program has not worked as its supporters had hoped; far less in pass purchase funds than was projected has been received by the land and water conservation fund, the depository for all such funds. There apparently are a number of reasons for this unexpectedly poor showing, including lack of publicity.

The committee bill recommends continuation of the program until December 1971 at an increased rate—from \$7 to \$10—for the annual Golden Eagle pass. During this extension period a complete study will be undertaken by the Department of the Interior, and new recommendations will be forthcoming. The increase in the cost of the permit is to make available additional funds to the land and water conservation fund.

The bill also extends existing "advance contract authority." This permits the

Department of the Interior to enter in purchase contracts on land it intends to acquire where the authorization has been signed into law but where the appropriated funds are not yet available. This authority is limited to no more than \$30,000,000 in such contracts in each fiscal year.

The departments and agencies interested in the legislation generally support the bill as amended and reported.

Separate views are filed by seven Members. They believe that the cost of the Golden Eagle pass should remain at an annual charge of \$7 rather than the increased charge of \$10 as recommended in the bill.

Mr. O'NEILL of Massachusetts. Mr. Speaker, I move the previous question on the resolution.

The previous question was ordered.

The resolution was agreed to.

A motion to reconsider was laid on the table.

Mr. ASPINALL. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (S. 2315) to restore the Golden Eagle program to the Land and Water Conservation Fund Act.

The motion was agreed to.

IN THE COMMITTEE OF THE WHOLE

Accordingly the House resolved itself into the Committee of the Whole House on the State of the Union for the consideration of the bill S. 2315, with Mr. MOORHEAD in the chair.

The Clerk read the title of the bill.

By unanimous consent, the first reading of the bill was dispensed with.

The CHAIRMAN. Under the rule, the gentleman from Colorado (Mr. ASPINALL) will be recognized for 1 hour and the gentleman from Pennsylvania (Mr. SAYLOR) will be recognized for 1 hour.

The Chair recognizes the gentleman from Colorado (Mr. ASPINALL).

Mr. ASPINALL. Mr. Chairman, I yield myself 15 minutes.

(Mr. ASPINALL asked and was given permission to revise and extend his remarks.)

Mr. ASPINALL. Mr. Chairman, the purpose of the bill now before the House is essentially twofold: It seeks to revise and extend the program known as the Golden Eagle program through December 31, 1971; and it seeks to extend the provisions of law which authorized recreation land acquiring agencies to enter into contracts for the purchase of lands prior to the actual appropriation of funds.

GOLDEN EAGLE PROGRAM

Without going into too much detail, Mr. Chairman, I want to discuss the background of the Golden Eagle passport program. As most everyone will recall, when we originally considered the Land and Water Conservation Fund Act, there were three basic sources of revenue for the fund which it established: One source was the proceeds from the sale of surplus real property and related personal property; another was the revenues received from motorboat fuels taxes; and the third was to be from entrance and user fees.

A part of this third source consisted of the annual entrance permit now known as the Golden Eagle passport. This permit, which sold for \$7, entitled the purchaser and everyone in his non-commercial vehicle to admission to virtually all federally administered outdoor recreation areas. Even though it was not enacted for that purpose, practically everyone realized what a potential bargain this program could be to the active recreationist. Based on this fact and on the belief that many people would want to contribute to the program, it was estimated that 36 million permits would be sold during the first 5 years after its establishment.

Although we were optimistic about the program at the outset, our optimism faded as the program matured. By 1968, it was clear that the program would probably never be as popular as anticipated nor produce the revenues estimated when the Land and Water Conservation Fund Act was enacted. Instead of sales in the neighborhood of \$138,000,000, only slightly more than \$12,000,000 accrued to the fund. On the basis of these discouraging returns, it was then decided that the program should be allowed to expire and that the agencies having outdoor recreation responsibilities should be allowed to develop their own fee system in accordance with the statutory authority which had been extended to them. As a result, Public Law 90-401 provided for the termination of the annual entrance fee program on March 31, 1970.

Had the program shown signs of renewed vigor prior to March 31, it might have been possible for your Committee on Interior and Insular Affairs to recommend its unlimited extension, but sales showed no dramatic increase. Instead, passport sales seemed to stabilize between 600,000 and 700,000 annually. The committee recognized that little could be expected of the program as it was operating, but time did not permit a substantial revision of it.

Our recommendations are easy to understand—

First, we recommend that the Secretary of the Interior be authorized to increase the price of the Golden Eagle passport from \$7 to \$10 if he deems such action appropriate.

Second, we recommend the extension of the status quo until December 31, 1971, in order to allow the program to be completely reviewed and revamped. Once these changes have been formulated and properly considered, the Congress would have another opportunity to pass on this issue.

Based largely on the correspondence on this subject, as well as on the preponderance of the testimony presented to the committee, we feel reasonably confident that passport sales at the increased price will not decline. Most people who wrote the committee indicating their views on the price of the passport stated that they felt an increase in the fee to \$10 or more would be desirable. In terms of percentages, this represents a significant increase, but the increased price represents a substantial bargain for

many recreationists who utilize Federal outdoor areas frequently.

Undoubtedly some will say that the program is a complete failure and that it should be abandoned. In all candor, we must admit our disappointment in it. As idealists are wont to do, I suppose, we expected too much from too many. We thought that those who profess such a keen interest in the environment would want to convert their philosophical notions into something more meaningful and tangible, but the sales of the Golden Eagle passport proved that they were not quite that interested unless they could put it to active use for their personal benefit.

Now, the question is not whether the program succeeded or failed, but whether there is any salvage value in it. We firmly believe that there is. We feel that a temporary extension of the program will allow us time to develop the reforms needed to make it more productive. Whether the original objective can ever be achieved or not, I am unable to predict, but we should be able to substantially improve the program.

ADVANCE CONTRACT AUTHORITY

The other important feature of the bill involves the extension of the Advance Contract Authority. In 1968, when the Congress initially approved this aspect of the Land and Water Conservation Fund program, we believed that substantial amounts of money could be saved in the acquisition of recreation lands if the time lag between the authorization of a project and the appropriation of funds could be reduced. We recognized that land price escalation increases rapidly once authorizing legislation is approved. To help bridge this gap, we recommended the Advance Contract Authority provision of Public Law 90-301.

By allowing the land acquiring agencies some authority to proceed with some of the preliminaries for the acquisition of lands and by permitting them to enter binding agreements prior to the appropriation of funds, we feel that some speculative ventures were short-circuited. I hasten to add, however, that the limitations imposed by law and by the legislative history with respect to this authority remain intact and have not been altered in any manner.

CONCLUSION

Mr. Chairman, in all likelihood some amendments to the bill will be offered. I do not wish to debate those questions at this time, but I do not want to urge the Members of the House to keep in mind the object of the programs which I have discussed. I sincerely feel that the recreationist, like any other user of Federal lands, should help pay his share of the cost of providing the benefit which he receives. While it may be unreasonable and more than likely inequitable in certain cases to establish a formula which would require him to pay the equivalent fair market value of these benefits, it would be equally unreasonable and inequitable to require the general taxpayer to unduly subsidize his individual recreation activities.

In conclusion, I want to say that a

reasonable extension of the Golden Eagle program seems appropriate. Not only will it permit a thorough discussion of the alternatives, but it will also allow the committees and the Congress an opportunity to consider the recommendations of the Public Land Law Review Commission in this regard. I urge the Members to approve S. 2315, as recommended by the Committee on Interior and Insular Affairs.

In response to inquiries which I asked the staff to make, I am advised that the agencies contemplate the following action if S. 2315, as amended, is enacted.

Interior Department—Anticipates continued utilization of the annual permits issued by the respective agencies on an interchangeable basis for the balance of the calendar year 1970. This will preclude the issuance of a new pass for the balance of the recreation season, but the Golden Eagle, as such, will be issued in calendar year 1971. Since the agency annual permits will take the place of the Golden Eagle passport for this year, the revenues collected from these permits should be placed in the Land and Water Conservation Fund as if they were receipts from the Golden Eagle program.

Forest Service—In compliance with the suggested procedures mentioned, the Forest Service indicated that it would be advantageous to continue to utilize the annual permits already issued on an interchangeable basis.

Corps of Army Engineers—As recommended by the House, S. 2315 does not repeal section 210 of the Flood Control Act of 1968; consequently, no entrance or admission fees would be charged at these areas in any event; however, the Corps has advised that it has designated 63 developed campgrounds where user fees have been or are being imposed. User fees, of course, are not contemplated or included in the Golden Eagle admission fee program as originally authorized.

Mr. BARING. Mr. Chairman, will the gentleman yield to me?

Mr. ASPINALL. I yield to the gentleman.

(Mr. BARING asked and was given permission to revise and extend his remarks.)

Mr. BARING. Mr. Chairman, I wish to insert my statement in the proceedings today in regard to S. 2315, to restore the Golden Eagle passport program to the Land and Water Conservation Act.

I am in complete support of the contents of the bill and feel this is sound legislation to continue to provide a uniform admission fee system for tourists to purchase one passport annually for passage to all national parks and recreation areas.

I feel that the increase from \$7 to \$10 in the passport fee is fair to the vacationing public and will be a definite asset for the Federal Government which will assist the Department of Interior in keeping the parks and recreation sites clean and help further development of new parks and sites.

The traveling public overwhelmingly indicated its favor with the passport fee program so I do not believe the increase in fees would be against the general

public welfare. The fact that additional funds would be available as revenue to continue to preserve the national park system and national recreation sites is a tremendous advancement for the further conservation of natural resources and the scenic beauty of America.

I also support the continuation of the Golden Eagle program through December 31, 1971 and the special study of the Secretary of the Interior to be initiated into the entry fee issue and all user fees regarding America's national park system and the recreation sites across this Nation.

Mr. EDMONDSON. Mr. Chairman, will the gentleman yield to me?

Mr. ASPINALL. I yield to the gentleman from Oklahoma.

Mr. EDMONDSON. Let me say first that I am very happy to hear the chairman say on the floor what he has just said about the working of this program and about his intentions in conference with the other body on the bill.

Do I understand the chairman correctly to say that at the present time entrance fees are not being collected at any of the outdoor recreation areas of the Army Corps of Engineers?

Mr. ASPINALL. The gentleman is correct in that regard.

Mr. EDMONDSON. Or of the Park Service with the exception of Jamestown. Is that not correct. With the national parks?

Mr. ASPINALL. I do not know whether Jamestown is specifically mentioned here or not. Yes, it is. The gentleman is correct. As far as entrance fees are concerned, he is correct. But the Park Service does intend to have an annual permit for entrance into the national parks area which will be honored at all park areas as soon as they can get their entrance passports ready.

Mr. EDMONDSON. If the gentleman will yield further, is it also a fact that at the present time the Forest Service is collecting a user fee for camping facilities and is not collecting an entrance fee? Is that correct?

Mr. ASPINALL. They are issuing an annual permit which, as they have always honored it, would be for a user fee rather than for an entrance fee.

Mr. EDMONDSON. I thank the chairman.

Mr. HAYS. Mr. Chairman, will the gentleman yield?

Mr. ASPINALL. I yield to my good friend from Ohio.

Mr. HAYS. Do I understand that if this bill passes, the Park Service will go ahead and charge a user fee also?

Mr. ASPINALL. As I understand what they have in mind is that they have their annual permit which they will continue for the balance of the year and will give some credit on that annual permit for user fee purposes. It will not permit, however, an annual permit to be used, let us say, for 20 different nights in the park at the original price of the entrance fee.

Mr. HAYS. That is the point I am getting at, because, as I understand it, some of these people who can afford to pay \$12,000, \$15,000, or, as I understand it, as high as \$20,000 for a mobile camper

then buy one of these permits and go in there and hook up to the water and sewer and spend the summer. It does not seem right to me. The fellow who goes out with an occasional permit has to pay \$1 or whatever it is for his entrance fee, but it seems to me the person spending the summer there and getting all of the benefits ought to pay a little bit more.

Mr. ASPINALL. The gentleman is reasonable, he is logical and he is rational, and a study that will be made in the future that is provided for under this legislation was taken into consideration, because what the gentleman from Ohio suggests was not intended to be a bonanza for such users of our recreation areas.

Mr. HAYS. Mr. Chairman, if the gentleman will yield further, if we vote for this now—and I hope to be able to vote for it—we can assume that there will be an additional fee for those who remain over long periods of time in the national parks?

Mr. ASPINALL. This is my understanding, I will say to my friend from Ohio.

Mrs. GREEN of Oregon. Mr. Chairman, will the gentleman yield?

Mr. ASPINALL. I am happy to yield to the distinguished gentlewoman from Oregon.

(Mrs. GREEN of Oregon asked and was given permission to revise and extend her remarks.)

Mrs. GREEN of Oregon. Mr. Chairman, I rise in support of S. 2315, to restore the Golden Eagle passport program to the Land and Water Conservation Fund Act. If enacted, this legislation would renew the annual permit authority of the Golden Eagle program.

The annual \$7 permit under the expired program entitled the purchaser, and anyone in his automobile, to enter several thousand designated Federal recreation areas without paying additional admission fees. The program, while it has not quite lived up to its revenue expectations, has brought in nearly \$20 million in the past 5 years with the sale of almost 3 million passports.

Support for the program in the State of Oregon, with its many parks and recreation areas, has been particularly good, and I have received numerous letters urging the reinstatement of the program. None of them, incidentally, objected to the \$3 increase of the passport provided in this legislation.

Many of these letters have come from senior citizens and people with large families. The Golden Eagle has allowed them to visit Federal recreation areas as often as they like without additional cost. The retired people who live on fixed incomes find they are able to spend many more leisure hours enjoying the beauty of our forests and participating in recreational activities than they could before the Golden Eagle. With a passport they are not penalized with a "per visit" charge.

Large families also benefit from the program because they are not penalized by a "per person" charge. The program has encouraged family outings and family vacations. Reverting to a "per person per visit" system would be especially

burdensome to these two groups and would discourage their visiting Federal recreation areas.

This would be a troubling thing for the Congress to do. As our society becomes more and more urbanized, our cities more and more crowded and polluted, we should do all we can to encourage trips to our national parks and shrines. A visit to a Federal recreation area can be a refreshing escape for urban and suburban dwellers alike.

I urge my colleagues to permit our citizens to make full use of the Nation's natural wonders at minimal cost by passing this legislation.

Mr. SAYLOR. Mr. Chairman, I yield myself such time as I may consume.

(Mr. SAYLOR asked and was given permission to revise and extend his remarks.)

Mr. SAYLOR. Mr. Chairman, I rise in support of this legislation, as amended and reported by the Committee on Interior and Insular Affairs.

The principal purpose of this legislation is to restore the Golden Eagle passport program to the Land and Water Conservation Fund Act. This bill only restores that program through December 31, 1971, and provides that the Secretary of the Interior shall, on or before February 1, 1971, conduct and complete a survey as to the Federal policy to be implemented on entrance and user fees and report his findings to the appropriate committees of the House and Senate.

In addition, the bill as reported by the Committee on Interior and Insular Affairs provides for an increase in the amount the Secretary may charge for the annual fee. This increase is from the present \$7 to not more than \$10. The bill as amended also provides for an extension of the advance contract authority under the act from a limitation of 2 fiscal years to each fiscal year, but retains the \$30,000,000 ceiling on the use of such authority.

In 1968, this body decided upon recommendation of the Committee on Interior and Insular Affairs that the Golden Eagle passport program should be terminated on March 31, 1970. I opposed the termination of the Golden Eagle program in the committee and on the floor. I opposed the termination of the program because the principal purpose for amending the Land and Water Conservation Fund Act was to increase the revenues into the fund as a means of reducing the \$500 million backlog of authorizations demanded by the American people to meet the increasing need for outdoor recreation opportunities. The purpose was not to delete a revenue producing program from the act.

The reason the provisions deleting the Golden Eagle program were included in the 1968 amendments was because the anticonservationists were determined to have their pound of flesh. Much has been or will be said about how the revenues from the Golden Eagle program have not lived up to expectations under the Land and Water Conservation Fund Act. The committee report on this legislation attempts to show that the Golden Eagle program has been a failure by stating that revenues estimated at \$180 million

were expected based on a \$5 annual permit and that in 1969 there were only \$19,399,100 in revenues to the fund based on the \$7 permit.

In some 20 years on the committee, I have repeatedly opposed the chipping, chopping, and undermining efforts of the anticonservationists. If the Golden Eagle program has been a failure, it is only because these anticonservationists were successful in undermining the Land and Water Conservation Fund Act by providing in section 7 of that act that "moneys derived from the sources listed in section 2 of the act shall not be available for publicity purposes."

The Land and Water Conservation Fund Act of 1965 set up a Federal program for financing Federal and State acquisitions for park and recreation programs. Yet the act, as passed, included a prohibition against using revenues to advertise and bring about public awareness of the program. How inconsistent can we be?

If the Golden Eagle program has been a failure, it was doomed at the outset by the handcuffs and handicaps placed upon the administrators by giving them a national program to administer but prohibiting their ability to spend money to advertise the program to the American people.

Let us look at what the American people have had to say about this program once they were given the opportunity to know something about it. My colleagues will recall that for some time prior to March 31, 1970, much of your mail was in the form of pleas from the American people and organizations in which they participated to retain or restore the Golden Eagle passport program. You will recall, gentlemen, that the mail was quite heavy and the plea came from both young and old Americans. These pleas resulted in approximately 48 Members of the House sponsoring legislation in support of the program and one measure was introduced in opposition to the program.

Unfortunately, the Committee on Interior and Insular Affairs in this body never got around to holding hearings on this legislation until approximately 30 days prior to the expiration of the program. A more meaningful bill in response to the plea of the American people passed the other body on September 24, 1969.

The opposition to this legislation not only comes from the anticonservationists, but also from the U.S. Army Corps of Engineers who, for reasons peculiar to their own interests, oppose the collection of fees at Corps of Engineers projects. Once again, the corps has strong opposition to this legislation because of their fear that this legislation interferes with their impregnable empire. In addition, part of the problem with this program has been the uncooperative attitude of certain other Federal agencies to work in concert for the establishment of a unified system because of the loopholes that have been purposely created in the law.

The passage of this legislation to restore the Golden Eagle program is imperative in response to the requests of the American people. Undoubtedly, a

conference will be necessary to resolve differences in the bill passed by the other body and the bill this House passes today. I urge my colleagues to support the bill as passed by the Committee on Interior and Insular Affairs.

Mr. Chairman, it is important to note that in this bill we are asking the Secretary of the Interior to check with the Department of the Army, the Corps of Engineers, and with the Forest Service in preparing the report authorized in the bill.

Nobody should be misled to the effect that we do not expect the report of the Secretary of the Interior to cover all recreation areas.

Now, it may seem strange to you, but the Flood Control Act of 1936, the original Flood Control Act, has absolutely no reference whatsoever to recreation. The Flood Control Act of 1944 has no reference whatsoever to recreation. But the new and amended Flood Control Act which is on the books at the present time does authorize the Corps of Engineers to include recreation in their projects purposes.

One of the reasons for including that and requiring the Secretary to make a survey is contained in the report that the Senate made on this bill. The important things to remember is that the Corps of Engineers, believe it or not, has almost as many recreation areas as the Park Service and Forest Service put together. Let me tell you, ladies and gentlemen of the Committee, some of them are in horrible shape. Very frankly they are not fit for use. The garbage is running out of the cans, they are not policing the areas, the people do not get around to take care of these matters, and if you ask the local engineer why, he looks at you and says, "Well, very frankly, we do not have enough money to take care of them. We do not have enough money to police these areas."

Yet, when the Corps of Engineers comes before the Congress and asks for an appropriation for their rivers and harbors and for flood control projects, believe it or not, is it justified on the basis of taking care of these areas. They ask for about 32 percent of all their appropriations for recreation.

Now, what has happened is that the Corps of Engineers wants it both ways. They want to get all the money they can for recreation and use it as an adjunct in justifying their projects. Yet these people who come here and tell you that you cannot charge an entrance fee when any one wants to go on a corps project, the reason given for it is very simple. They say the Federal Government paid for it.

Well, I want to know if there is anything that is used by the Forest Service that the Federal Government has not paid for. I want to know whether or not there is any unit in the National Park Service that the taxpayers have not bought and paid for. Nobody can show us, with one or two exceptions, areas which the Rockefellers have bought and given to the country, but that otherwise the taxpayers have paid for all of it.

These people have no objection to saying that you can charge an entrance fee at a national park, you can charge an

entrance fee in certain units of the Forest Service, but you cannot charge the holy of holies, you cannot say a word about the Corps of Engineers.

Now, when this survey is made I expect there is going to be a report back recommending that in those areas there will be a fee collected that there be a charge for the Corps of Engineers' projects also.

Now, do not let anybody be misled to think that that is not going to be in the recommendations because very frankly I have talked to some of the ranking members of the Corps and they are frank to tell me that in certain areas they feel an entrance fee is justified. They have no objection to charging users' fees, and they are charging users' fees today. They have a suggestion, and this may be in the report which the Secretary of the Interior reports back, that the money would not all go into the land and water conservation fund, but that in those areas where in the Park Service they collect an entrance fee and user fee, that money would go then to the National Park Service; in the Forest Service where they collect user fees and entrance fees it would go to the Forest Service for the development of the recreation lands. And as far as the Corps of Engineers are concerned, where it is available, where it should be justified, they will recommend a fee, and that that money go then to the Corps of Engineers for the further development of recreation in these areas.

Now, I do not see how anyone can complain if that is the report, and from indications which have come to me from people in the Corps of Engineers this is what they expect to recommend.

Mr. HALL. Mr. Chairman, will the gentleman yield?

Mr. SAYLOR. I yield to the gentleman from Missouri.

Mr. HALL. Mr. Chairman, I appreciate the gentleman's statement, and that of the distinguished chairman before him. I do not quite agree with all of it, because I think there are a few additional postulates that for the purpose of legislative record ought to be made. I am sure neither the distinguished gentleman from Pennsylvania, and least of all the one from Missouri, wants to put preconceived words into the mind of this commission, or the Secretary of the Interior, that is going to report back. I am perfectly willing to do just what he has in mind and let them study this problem. I well realize that the Corps of Engineers does have more recreational areas than the other two that have been mentioned thus far, but it is not true, or probably not true, including the Bureau of Reclamation, but certainly as far as the National Park Service, the Department of the Interior, and the Department of Agriculture and Forest Service is concerned.

As to the exceptions, first of all the gentleman does agree with me that the present users' fees, which are quite small for the use being put on them, which was reimposed in six recreational areas in the Ozark Mountains of southwest Missouri and the Table Lake area this last week, serve no purpose in a true sense as being returned for improving of the sites which the gentleman says they should be, but at the present time they are not and continue to go into the land and water use

fund for additional acquisition of land on the recommendations of the Bureau of Outdoor Recreation; is that not true?

Mr. SAYLOR. That is correct.

Mr. HALL. So that I would hope with the gentleman that any finding about user fees as differentiated from entrance or admission fees would, as the gentleman has said, be stipulated to come back to the improvement of the facilities which there is capital investment of the taxpayers' money.

The reason I asked the gentleman to yield was not just to agree with him, but to ask him if he would not agree with me that there is some additional reason for not charging entrance or admission fees to the people's own waters—plus the fact perhaps in the case of the National Parks or the gifts that he mentioned, which I know about, or in the forestry service the land was not acquired on the basis of a promise to the people that they would never be denied access?

This is certainly true in the case of land impoundments, the implication of the use of the law of eminent domain in the land acquisition of the Corps of Engineers and their practices.

This has been documented. I submitted it on two different occasions before the gentleman's unusually hardworking and well-informed committee. It is a reversal of a statement, if not a reversal of principle—and I would hope the committee would make it clear once and forever that where people were promised entrance or access, not to be denied the use of waters. At one time when you had to come in by helicopter or parachute to use the waters under any other circumstances there may have been a difference in the method of land acquisition, of one versus the other. Would the gentleman agree with that statement?

Mr. SAYLOR. I might say there may have been in the past some commitments made or attempted to be made by certain people in behalf of the Federal agency, particularly the Corps of Engineers.

I might call the attention of my colleague to the fact, that in practicing law I found on many occasions many people who represented agencies of the Federal Government made statements, and when we finally got to court we found a very unusual situation. The judge would say he was very sorry, but a local man could not bind the Federal Government—even though it was given in good faith.

You know years ago, we never had any income tax. A lot of people believed they would never have to pay any taxes.

The fact is when the original act was passed the Constitution was changed. I think you will find those who suggested or said that some day their income tax might get as high as 5 percent. Nobody believed it would ever get that high, even when we had the exemption of \$2,500 for each one of your children. But things have changed and so has the Congress. As my friend knows, one Congress cannot bind the next Congress. Now we find out that instead of having a \$2,500 exemption and a tax that might get to 5 percent, we are stuck with starting with a \$600 exemption and a tax that starts with 20 percent and until this

last change by the Committee on Ways and Means it could have gone as high as 98 percent.

So things are not always static. Recreation was not a part of the original bills upon which the Corps of Engineers was started. So I think we have to look at it in 1970 and not in 1936 or 1944 or 1956—when the last act was passed in regard to flood control. We have to look at it in 1970 for what we might expect in the years to come.

Mr. HALL. Mr. Chairman, will the gentleman yield further?

Mr. SAYLOR. I am happy to yield to the gentleman.

Mr. HALL. I appreciate the gentleman's analogies—I do not particularly agree with them.

As the gentleman knows, I am not a lawyer or legally trained. When I take a person's pancreas out and promise them they are going to have sugar in their urine for the rest of their life, it is just liable to remain that way. I am not used to going back on my word or changing it. But be that as it may, and I am sorry to say it has happened on too many occasions. I appreciate the gentleman's argument. But we know those areas, talking about stopped rivers and impounded rivers which are, I believe, going back further than the gentleman asked us not to, under the law of 1796 which defined navigable streams, and in the pinch—our people have had a right, particularly the elderly and retired people, to go there and they use these rivers.

They have used them commercially, they have used them recreationally, and they have used them in their retirement just to fish. I can quote the gentleman, but I do not want to take more of his time, as to some of the pleasures of fishing in an Ozark stream, whether you are active at it or just trailing a string in the warm sunshine under the zephyrs. But be that as it may, a commitment was made, and I plead with the gentleman that principles do not change merely because usage changes. I am with him 100 percent as far as users' fees are concerned, especially if they inure to the improvement of that which we are using. I thank the gentleman.

Mr. KYL. Mr. Chairman, will the gentleman yield?

Mr. SAYLOR. I yield to the gentleman from Iowa.

Mr. KYL. There was a time in our history when we had a different attitude toward the use of public lands of all sorts, when we gave the privilege to a commodity user to go on the lands almost without any charge, without any responsibility for what he might do to the land. Then we developed a little interim program permitting commodity groups to use them from the public lands, but with more stringent regulation. Now we are at a point at which we expect anyone who uses the public lands to pay for that use, whether they be miners, grazers, irrigators, or recreationists, because when one uses the public lands in any manner in which those lands are actually used, and in a manner which shows the results of use, then there should be some compensation for that use. Otherwise the resources which we

have will disappear. That is the point which the gentleman from Pennsylvania has so aptly made here in this discussion.

Mr. EDMONDSON. Mr. Chairman, will the gentleman yield?

Mr. SAYLOR. I yield to the gentleman from Oklahoma.

Mr. EDMONDSON. I merely wanted to make certain that the record was accurate with regard to the question of Army Engineers spending for recreational purposes. The Senate committee report on the bill which we have before us makes reference to a 32-percent benefits from recreational purposes on Army Engineer projects, but I do not think in any project of which I have personal knowledge, certainly not anywhere near that figure would be allocated in the way of expenditures for recreational purposes on Army Engineer projects. You may spend \$10 and get \$100 in benefits back, or you may make a \$500 investment and get \$200 in benefits back. But the fact is that you have a project with a 32-percent recreational benefit, and that does not indicate that 32 percent of the Army Engineers money is being spent on recreation. I am sure the gentleman would agree with me on that analysis.

Mr. SAYLOR. I might say to my colleague that the subject is further covered in the Senate report in the following language:

The Corps of Engineers places heavy reliance upon the use of recreational benefits to justify the construction of navigation and multiple-use dams and reservoirs. For example, Public Law 90-483, the River and Harbor and Flood Control Act, approved August 13, 1968, authorized the construction of 19 projects which included multiple-purpose reservoirs in the plan for development. Total benefits accruing to all project purposes would be \$71,322,400 annually of which \$22,781,090, representing 32 percent, would accrue to recreation or fish and wildlife enhancement.

I did not write that report. Certainly they were justified in much of their construction, not on flood control, but in these other two areas, and I do not find fault with that. The only thing I am saying is that if they are going to charge that amount for recreation benefits for fish and wildlife, then those people who use those features should be charged for them and should pay for them.

Mr. KYL. Mr. Chairman, will the gentleman yield further?

Mr. SAYLOR. I yield to the gentleman from Iowa.

Mr. KYL. There are a couple of other aspects that I would like to mention in order to complete the picture. In addition to the Corps of Engineer funds to build projects of the kind we are discussing, there are also inputs of money from other Federal sources as well as State sources. For example, in connection with a Corps of Engineers project there may be an addition of 1,000 acres of land which is purchased by the corps for development, either by the corps or through cooperation with the State, through both State funds, funds from fish and wildlife sources, funds from land and water conservation, the fund itself.

These additions of funds really add to the total amount of money which is put into these projects which are primarily for flood control and river stabilization, and both of us certainly want inclusion of recreational factors.

Mr. SAYLOR. That is correct.

Mr. SHRIVER. Mr. Chairman, will the gentleman yield?

Mr. SAYLOR. I yield to the gentleman from Kansas.

(Mr. SHRIVER asked and was given permission to revise and extend his remarks.)

Mr. SHRIVER. Mr. Chairman, I rise in support of this bill, S. 2315, which would restore the Golden Eagle program to the Land and Water Conservation Fund Act. I am sponsor of one of the bills, H.R. 12490, to continue the program.

There is strong support in my congressional district in Kansas for the restoration of this program, and I believe that the demand is sufficiently widespread throughout the country for the enactment of this restoration legislation.

We should take this action now to restore the program in time for many Americans who are planning inexpensive vacations.

Much of the mail I have received on this matter comes from retired people—senior citizens who have found a new way of spending their retirement years in the out of doors at a price they can afford. The Golden Eagle program also has encouraged family vacations.

Continuation of the Golden Eagle program is consistent with the national policy of requesting users of special public facilities to be responsible for paying their fair share of the costs.

The revenues from this program are used to expand the Nation's outdoor recreation opportunities. Not only are they used to help Federal agencies acquire needed recreation lands, but they also are made available to assist the States in improving or expanding their outdoor recreation base.

The only reservation I have in regard to S. 1315, as amended, is that it would increase the present passport fee from \$7 to \$10. I would prefer to see the Federal Government "hold the line" on its prices in this inflationary period. As stated previously, the Golden Eagle is a great benefit to retired Americans. These people are on fixed retirement incomes and are having a hard time with inflation today.

However, what is essential in our consideration of this legislation is that we continue the Golden Eagle program. It expired as of March 31, 1970. We should act now to extend it, as recommended by the committee, through December 31, 1971.

Mr. DELLENBACK. Mr. Chairman, will the gentleman yield?

Mr. SAYLOR. I yield to the gentleman from Oregon.

(Mr. DELLENBACK asked and was given permission to revise and extend his remarks.)

Mr. DELLENBACK. Mr. Speaker, I rise in support of S. 2315, restoring the so-called golden eagle passport program to

the Land and Water Conservation Fund Act.

I mention only three of the principal reasons for my support of this program and this bill.

First, it offers average citizens in our country the opportunity to visit our national parks and recreation areas in a way that many of them would otherwise be unable to do. Consider what this means for a retired or for young parents with a number of children. For a reasonable fee well within their capacity to pay, they can take their campers into our parks and recreation areas throughout the entire country. They are able to enjoy personally, or to give their growing family a chance to enjoy America's magnificent areas which are set aside for recreation. America is the richer for this being possible.

Second, the golden eagle passport retains, for those using it, the values that come from paying for something instead of receiving it completely free of charge. When one has to pay for something he is often more careful than if he gets it for nothing.

And, third, the economic potential to the Nation's recreational programs of the golden eagle passport is considerable. Spending reasonable amounts for advertising could well result in considerably increased total revenues. These increased revenues could help materially in the further development of other highly desirable projects throughout the Nation.

I urge the House to approve this important measure before us today.

Mr. BURTON of Utah. Mr. Chairman, will the gentleman yield?

Mr. SAYLOR. I yield to the gentleman from Utah.

(Mr. BURTON of Utah asked and was given permission to revise and extend his remarks.)

Mr. BURTON of Utah. Mr. Chairman, I rise in support of the legislation.

Mr. Chairman, for the past several weeks, I have received considerable mail from constituents inquiring whether the Golden Eagle is really dead or only in a state of suspended animation.

Today, we in this House have an opportunity to breathe new life into this venerable bird. This is an opportunity we should not fail to seize.

Today, with millions of Americans either on their way or getting ready to take vacations, the uncertainty over the fate of the Golden Eagle program has caused a great deal of confusion.

As all of you know, the Forest Service has initiated its own yearly use permit, with the sale price pegged at \$7 annually, which allows persons to use recreational areas under the jurisdiction of that agency. This permit does not cover areas administered by the National Park Service, so that agency is charging \$1 per day for use of facilities.

Even though the Forest Service has informed purchasers of the \$7 permit that this can be used in national parks when if Congress acts on the Golden Eagle program, the people of this Nation are understandably confused as to where they may go, how much they have to pay, and to whom.

We, in the West, and particularly in my home State of Utah have many scenic wonders of singular interest to the tourists and the vacationers. It is, in my opinion, important that we make these areas readily accessible to people who wish to see them, and, at the same time, keep the cost and inconvenience to a minimum.

The Golden Eagle program is especially beneficial to our retired citizens, many of whom are now able to enjoy the time to travel and see the features of this country. Under this program, they can see the natural wonders of this great Nation at a significant reduction in cost. Without such a program, many retired citizens might not be able to see the things they have wanted to view for a long time.

I feel strongly that it is time we get a healthy Golden Eagle back on its perch. There can be no question as to the merit of this program. In 1965, when the program was initiated, 90,400 permits were issued—passports to our natural wonders. That figure was multiplied in 1969 to a total of 875,576, which attests to the popularity of this program with the touring public.

Mr. DON H. CLAUSEN. Mr. Chairman, will the gentleman yield?

Mr. SAYLOR. I yield to the gentleman from California.

(Mr. DON H. CLAUSEN asked and was given permission to revise and extend his remarks.)

Mr. DON H. CLAUSEN. I rise in support of the legislation. However, I will be working to amend the legislation to maintain the section 210 of the Flood Control Act. This legislation can best be described as "must" legislation. Many of our traveling senior citizens and outdoor recreation facility users have become accustomed to the convenience of the golden eagle passport. Their plans are formulated but there is uncertainty hanging over them unless and until this bill extending the golden eagle passport program, actually passes.

At the urging of many of my constituents, I coauthored this legislation and am pleased to have been a member of the Interior Committee responsible for advancing it to the floor of the House here today.

We on the committee, realize that the great variance that exists, between agencies of Government, with regard to entrance and user fees, has caused confusion by users and in fact, has also created an administrative problem for all Federal employees.

Therefore, the complete survey by the Interior Secretary, as contained in section 4 of the House version, should bring about some policy recommendations that can and should clarify the situation. Meanwhile, I urge the passage of the bill before us.

Mr. DEL CLAWSON. Mr. Chairman, will the gentleman yield?

Mr. SAYLOR. I yield to the gentleman from California (Mr. DEL CLAWSON).

(Mr. DEL CLAWSON asked and was given permission to revise and extend his remarks.)

Mr. DEL CLAWSON. Mr. Chairman, as a sponsor of legislation to extend the

golden eagle passport program, I speak for hundreds of constituents in the 23d Congressional District of California who have written expressing interest in the continuation of the program. These citizens, the youth and elderly, the laborer and Bank President, will be pleased that we have provided the means for extending the program through the legislation before the House of Representatives today.

California, with its many miles of park lands, has a population which is particularly geared to the enjoyment of the natural beauty of our State and other areas in the United States as well. The enthusiastic support of conservation groups in California has been manifest from the inception of the golden eagle program. Increasing numbers of senior citizens have been making use of the passports as they rediscover in their leisure years the grandeur of our national recreation areas. Families with growing children have indicated how helpful the passports are in family outdoor vacations. As more and more emphasis is placed upon preservation of the natural environment, increasing numbers of Americans are turning their attention to the simple pleasures arising from enjoyment of the scenic beauty of America.

It would appear, judging from my mail, that this is a program which might well be expanded, perhaps with restructuring as indicated by the committee hearings, but which under no circumstances should be permitted to expire.

Mr. TEAGUE of California. Mr. Chairman, will the gentleman yield?

Mr. SAYLOR. I yield to the gentleman from California (Mr. TEAGUE).

(Mr. TEAGUE of California asked and was given permission to revise and extend his remarks.)

Mr. TEAGUE of California. As one of the original cosponsors of the legislation, of course, I support the bill.

I express my appreciation to the chairman and ranking Republican member and all members of the committee for bringing this bill to us.

Mr. Chairman, as you probably know, I introduced legislation similar to S. 2315, which would reinstate the Golden Eagle passport, on May 15 last year. At that time, my legislation was cosponsored by 31 other Members of the California delegation.

Although my bill would have extended the passport indefinitely. I think that the Interior Committee's amendments to the Senate measure which we are considering today are more than reasonable, and I urge everyone here to vote in favor of this legislation.

As you will recall, the reason for the development of the Golden Eagle passport was to provide maximum use of those Federal recreation and conservation areas by the elderly and the average lower- and middle-income families. Also, as I am sure you are aware, the program, if extended, would help lift the financial burden from those most affected by inflation and those who are substantially dependent on fixed incomes, who, like everyone else, are entitled to a pleasurable vacation.

Finally, Mr. Speaker, I would like to

commend the House Interior and Insular Affairs Committee and its chairman, Representative WAYNE ASPINALL, for the concern shown in trying to provide American taxpayers with a means to inexpensively and frequently visit and explore those areas throughout the country which have been set aside because of their natural beauty and recreational value. Our parks and natural beauty and recreational value. Our parks and natural resources are their heritage and, as you realize, it is incumbent upon us in Congress to make it easier for the public to enjoy that heritage.

Mr. GOLDWATER. Mr. Chairman, will the gentleman yield?

Mr. SAYLOR. I yield to the gentleman from California (Mr. GOLDWATER).

(Mr. GOLDWATER asked and was given permission to revise and extend his remarks.)

Mr. GOLDWATER. Mr. Chairman, I am happy to see that the House is finally prepared to take up S. 2315, some 2½ months after the program with which the bill deals had officially expired.

I am sure that many of my colleagues are familiar with the administrative chaos which the House delay on this measure has caused. Some Federal recreation areas are collecting no fees at all, others on only a sporadic basis. While everyone is agreed that some sort of fee collection is desirable, it seems to me that this agreement should have led to speedier action on the measure now before us.

The House committee version of S. 2315 strikes out all of the Senate text after the enacting clause. Most importantly, as far as the current situation is concerned, instead of the Senate's unlimited extension of the Golden Eagle program, it imposes a new time limit for the expiration of the program—leaving the Departments of the Interior and Agriculture open to the same sort of administrative uncertainty as now exists.

It is significant to note in the various agency responses to the committee inquiry, that these departments, which are most intimately concerned with the administration of recreational fee areas, favor the unlimited extension proposed by the Senate. I also favor this type of extension, since the bill as written removes one of the major handicaps to the program as it previously existed—the lack of coordinated advertising and sales effort relating to the passport program. There is every reason to believe that, were such a coordinated program implemented, the sales and revenues from this program would increase dramatically.

Let us also consider the wishes of the American people. I have had hundreds of letters urging the continuation of the program. Many of the individuals have written that they consider the program of such value that they would participate at a fee level of \$15 per year. Consider the situation of the millions of retired senior citizens, living on fixed incomes, who are allowed the pleasures of recreational travel at a minimal cost under

the auspices of the Golden Eagle passport.

It is my hope, therefore, that in order to avoid further delay in the administration of this program, the House will pass S. 2315 today. It is my further hope that the conferees appointed will give favorable consideration to the Senate provision which repeals the time limitation on the Golden Eagle program, and not continue to subject this outstanding program to a further "Sword of Damocles" time limitation as continued in the House version.

Mr. ASPINALL. Mr. Chairman, I yield 10 minutes to the gentleman from Oklahoma (Mr. EDMONDSON).

(Mr. EDMONDSON asked and was given permission to revise and extend his remarks.)

Mr. EDMONDSON. Mr. Chairman, the Committee on Interior and Insular Affairs in my judgment is one of the best led committees in the House. I have always had a tremendous admiration and respect for the very able chairman of the committee, and I have always had a very high regard for my shipmate of bygone years, the ranking minority member of the committee, and I will make it very clear in the remarks I make here today that they do not reflect any difference in our committee as to the importance of the Land and Water Conservation Fund Act, or the very important mission which that bill has had in helping provide outdoor recreational opportunities for people, nor does it represent any very basic difference among the members of the committee with respect to the implementation of the so-called Golden Eagle program.

One of the things I have always admired about the chairman of our committee is his honesty and straightforwardness, and when we opened the hearings on this particular bill the chairman in an opening statement to the committee pointed out that the Golden Eagle program had three major objectives, and he put those three major objectives in the record, and then he went on and said that "anyone who is honest and candid must admit that the program as it has operated to date has failed on all three of these fronts."

The effort that our committee has made in the extension legislation that is before us has been to extend the Golden Eagle for a limited period of time and to require, under the amendment that was offered our committee by the gentleman from Pennsylvania, that a report be brought in speedily as to ways in which this program could be improved and made to work more effectively in the future.

I supported that amendment. I thought it was a very desirable addition to the bill.

The amendments which some of us in the committee offered and supported were further attempts to make the eagle fly right. That is my purpose today in bringing two amendments to the floor of the House that were considered in the committee. Neither one of them is new material so far as the committee is concerned.

One of them failed in the committee on a 9 to 9 vote, which gives the members some indication of the feeling in the committee about it and how well it was divided. The other failed on an 8 to 10 vote.

At the appropriate time I will offer those amendments.

The first of the amendments may provide Members with the only opportunity they will have in this Congress to cast a solid vote, with no mistake about it, against inflation. I do not know of any other opportunity we are going to get in this Congress to go solidly on record against price increases.

The bill passed in the other body and the bill before us right now is a bill that has a 42-percent increase in the price of a Golden Eagle permit, from \$7 to \$10. If Members want to take a stand for preservation of the status quo while this program is being studied, and if they want to take a stand for holding the line on prices—the President has been calling everybody into the White House and saying, "Let us hold the line on prices"—then they will vote for that amendment and vote against the \$10 level which was passed in the other body and which is before us in the committee bill.

The first amendment that I will offer will be to strike section two of the bill, which is the section that provides for the increase to \$10.

The second amendment is an amendment to put into law something that already, for all practical purposes, is being done by the agencies and by the administration; that is, to limit the fees that are charged to the people who are going into these outdoor recreation areas, to actual user fees assessed against the users of highly developed facilities. This is to make it clear that the American people have the right to enter their own property, whether we call it a national forest or whether we call it a Bureau of Reclamation reservoir recreational area, or whether we call it an Army Engineer reservoir recreational area. It is to say to the American people, "We recognize that this facility belongs to you and that you are entitled to come into it, to look at it, to sit on the grass, to walk across it, without paying any uniformed collector for the privilege of doing just that."

Section 210 of the Flood Control Act of 1968 provided that there would be no entrance fees at Army Engineer reservoirs. I have been very pleased to hear from both the chairman of the committee and the ranking minority member their statements that they will fight to hold that provision in conference with the other body, because the other body elected to strike that provision which is in the law.

What the other amendment I will offer—that failed on a nine to nine vote in the committee—will do will be to say, in very simple words, that no entrance or admission fees shall be collected at any outdoor recreation facility or area other than the national parks where collection of such fees is found both practical and desirable.

I understand that the Park Service

has already found at this time that there is only one area in the country at this time where entrance fees are being collected; that is, the Jamestown historical area. At this time they are limiting their charges to user fees. The Park Service is doing the same thing in that regard that the Forest Service has been doing for quite a while.

I do not know of any Americans who object to a user fee for the use of a highly developed facility.

If they go into a highly developed park and use a campsite to stay overnight or for several days and plug in and use the juice and use the running water and other utilities, then I think the American people expect to pay for that kind of service and that kind of a facility. But I think there is a tremendous body of opinion across this country, in which 32 of the States concur, that there should be no charge for simple entrance to a park. I hope when we wind up with this debate into their own outdoor recreation areas amendments and will have declared as a principle the right of the people to enter into their own outdoor recreation areas without charge, limiting that right for an entrance fee to specially designed and specially equipped parks such as the Jamestown area where there might be some justification for concluding that it was both desirable and practical to have an entrance fee.

Mr. SAYLOR. Mr. Chairman, will the gentleman yield?

Mr. EDMONDSON. I will be glad to yield to my good friend from Pennsylvania.

Mr. SAYLOR. Am I correct that the gentleman from Oklahoma introduced both of those amendments in the Committee on Interior and Insular Affairs when this bill was being debated?

Mr. EDMONDSON. Yes.

Mr. SAYLOR. And both of those amendments were considered and debated fully and both were voted down?

Mr. EDMONDSON. One was voted down 9 to 9 and the other was voted down 10 to 8. The gentleman is correct.

Mr. SAYLOR. The important thing is that they were considered. I just want to make the record correct. These are not something new. The Interior and Insular Affairs Committee listened to all of the arguments that you have given here. You failed in that committee, and now you are going to try again. Is that correct?

Mr. EDMONDSON. I think I am going to have a little help on the floor today that I did not have in the committee on at least one of them, and I hope there will be a little help on the other.

Mr. SAYLOR. I would say to the gentleman that I do not see present here some of the people who voted for the amendment in the committee, so apparently the help that you had in the Interior and Insular Affairs Committee you are not going to have on the floor today.

Mr. EDMONDSON. If it will relieve the gentleman's mind about their not being here, the call to come over when out to them about 5 minutes ago. So if we can debate this thing for a few more minutes, I think we will see them all here.

Mr. GUBSER. Mr. Chairman, will the gentleman yield?

Mr. EDMONDSON. I yield to the gentleman from California.

Mr. GUBSER. Could the gentleman enlighten me as to the philosophy of user fees? Is the fee you pay when you enter a national park a fee for the use of the facilities or is it a permit to enter which could be revoked if and when you were guilty of disorderly conduct like some of the groups entering our national parks are today? Is it a fee for use, or is it a permit to enter?

Mr. EDMONDSON. Well, I think at the present time you have a mixed picture on that subject, because in the national parks today there is no charge being made to enter, and there has not been for the past week, except at one facility. I think it would be debatable as to just what it entails. Certainly, the person who pays a fee to enter and engages in disorderly conduct would be subject to expulsion, it seems to me, whether he paid the fee or not.

Mr. GUBSER. I do not have a personal view on the subject, but we are having troubles at some of our national parks with hippies and the like making it almost unlivable for decent people.

The CHAIRMAN. The time of the gentleman has expired.

Mr. ASPINALL. Mr. Chairman, I yield the gentleman 1 additional minute.

Mr. EDMONDSON. I asked for the additional minute merely to comment upon what the gentleman has said.

I do not think improper conduct by any group needs to be condoned and accepted by Federal officers whether they have paid the fee or not. I doubt very seriously, from what I have observed, if the presence of an entrance fee in any situation would operate to prevent unpleasant incidents on occasion.

Mr. WRIGHT. Mr. Chairman, will the gentleman yield?

Mr. EDMONDSON. Yes. I yield to the gentleman from Texas.

Mr. WRIGHT. I simply want to commend the gentleman for his comments and the statement he is making and associate myself with them.

Mr. EDMONDSON. I thank the gentleman very much.

Mr. Chairman, I yield back the balance of my time.

Mr. SAYLOR. Mr. Chairman, I yield 10 minutes to the gentleman from Iowa (Mr. KYL).

(Mr. KYL asked and was given permission to revise and extend his remarks.)

Mr. KYL. Mr. Chairman, the gentleman who just left the well was talking about the matter of inflation and the price for the golden eagle passport. As long as he has approached the subject from that direction, perhaps we ought to look at what kind of value some people have been getting for their \$7 passport.

Mr. Chairman, one of the difficulties we have had in making this program work is that once an individual has bought a golden eagle passport, he can take a carload of people into any and all such areas where the passport applies, for as many days a year as he wants to, with as many people as he wants to carry and, consequently, we have had a situation in which one person with a passport can use a parking place and

have the use of the facility every day, all summer long, or all year long if he wants to which makes a pretty good bargain.

If we are talking about inflation, instead of talking about a 40-percent increase in the cost of the passport, we ought to be able to pay a little attention to just what kind of a bargain these people have been getting. It has permitted them to use very expensive facilities for a very few cents for each user. This is a difficult program to administer, and because of the fact that it has not worked as it was originally contemplated that it would work, the committee has very wisely suggested a tentative program until we can come up with something better. It was originally the intent to let it lapse completely because it had not worked.

What we bring in today is not in any manner or means a permanent solution to the problem. The gentleman from California asked the question as to just what was the philosophy behind the collection of fees. Under the congressional formula the Federal Government is supposed to return to the Treasury as closely as possible the actual cost that it has in providing the service to the people.

Now, even if you are just going to enter a park area and look and visit, there is a cost to the Government. These are usually areas where it is expensive to build roads and if there are any public needs roads, those roads have to be maintained after construction. So, where it is possible to collect a fee without undue administrative burden or cost, the fee is collected. In the case of the land and water conservation fund, however, in this matter you have the philosophy involved in the cases where the money coming from those people who seek recreation on public lands and parks, and so on, that money goes back into a fund to provide more recreation for more people all over the country. In other words, the money from that fund is directed to purchasing in-holdings insofar as the Federal Government is concerned where the money is used by the Federal Government, but most of it is distributed to the States to provide on a 50-50 matching basis all kinds of recreation for more people where recreation areas do not exist. Of course, almost all of the national parks are located in our western areas. A lot of people cannot differentiate between a national park and a forest area insofar as the legal definition is concerned. They consider them as one thing. Since the tourists do go to those areas, it was considered as a new thought or philosophy to say if someone wants to use these facilities on public lands where we have few people but a lot of recreation areas we can generate a fund which will, in turn, provide for more recreation areas in Massachusetts, Burlington, Iowa, or anywhere else. I think it is a good philosophy because no particular department of Government gets the benefit of these fees which are collected because all of it goes into a fund to develop and acquire additional recreation facilities for people where they do not now have them. So, the philosophy is actually one of trying to expand recreation areas.

I say again I do not want anyone to have an idea that this is intended as a cure-all package of legislation or even a piece of legislation of great life because in and of itself it denies the existence after a certain date and, indeed, between the present and the time when this act expires we will have had an opportunity to talk to the Corps of Engineers, the Department of Defense, the Department of Agriculture's Forest Service, the Interior, and all the rest, to see if we cannot work out a program which will work better, and do the job which has been ascribed, than the present program.

Mr. SMITH of New York. Mr. Chairman, will the gentleman yield?

Mr. KYL. I yield to the gentleman from New York.

Mr. SMITH of New York. Mr. Chairman, do I understand the gentleman to say that in effect an entrance fee is a variety of user fees to the extent that the person entering these recreational areas uses the roads and uses whatever other facilities are there?

Mr. KYL. There is no hard, firm policy which covers all cases, each case is considered on an individual basis.

Illustration: If the normal highway which you and I would use in going from one place to another goes through a park area or a national forest area, it is called a normal route of transportation, and, of course, no toll is ever charged for the use of that. If there is some unique value which attracts people, which is of benefit to the people who visit the area, and if it is easy to collect a fee without undue burden or administrative cost, without any other additional burden, then in some cases they have been charged, and they are a user fee only to the extent that it costs a lot of money to maintain these areas, let alone to acquire them in the beginning.

As a matter of fact, the amount we collect in user fees does not come close to paying the bill for annual administration of any of these areas.

And then in the third category that I would respond to, if the Government provides a facility which some people want to use and some do not, a place to park a trailer with electric outlets, perhaps sanitation facilities, and if there is a beach and pier to which they tie their boats then there is actually a user fee attached to any of those purposes, but each department has tried to make it reasonable in each instance.

Mr. SMITH of California. I thank the gentleman for yielding.

Mr. KYL. Mr. Chairman, I yield back the balance of my time.

Mr. ASPINALL. Mr. Chairman, I yield 3 minutes to the gentleman from Texas (Mr. CABELL).

Mr. CABELL. Mr. Chairman, I thank the gentleman from Colorado for yielding me this time. I wish to associate myself with the remarks of the gentleman from Oklahoma and urge your acceptance of the two amendments which he proposes to offer at the appropriate time.

Mr. Chairman, I would like to call the attention of this committee, if I may, to some rather glaring inequities that apply to the three Engineer-controlled lakes that are in the immediate area of my dis-

tract, and in which the people of my district have a very deep interest.

These three lakes, in the first place, the people of the area feel that they have some equity as Federal taxpayers in the construction of the lakes, but that is not the important factor. The big factor is that these are water supply lakes; they are lakes that the municipalities involved have already pledged and paid in something over 50 percent of the total cost of those lakes for the water storage which they have. They are paying the cost of that lake through the water charges which they are paying, and this up charge over the cost of distribution and purifying this water serves to liquidate the revenue bonds for their portion or contribution to the construction of these lakes. They therefore feel, and feel I think quite properly, that a mere admission tax or admission fee is the equivalent or tantamount to a third area of taxation against them for the maintenance and operation of those lakes.

Now, believe me, I have no quarrel whatsoever with a use tax that provides access to heavy investment and to heavy maintenance such as campsites, running water, showers, any launching ramps that are not maintained by concessionaires.

But I do feel that it is unfair and unjust. I am sure there are many other lakes in a comparable situation over the country where they have this equivalent of triple taxation.

I feel, to cite one particular instance at one of these lakes, which happens to be Grapevine Lake, there is a club, private property, paying a very heavy rental fee for boathouses in one particular cove. They built this road leading from their property to the cove wherein is located their boathouses. Then they have to pay a fee to travel on their own road to get access to their own boathouse.

I think the gentleman and ladies of this House will agree with me that that is an unfair type of taxation for a user fee that is not justified by the expense involved to the Government or to the engineers in providing them this access to these facilities to which they have already made a very major contribution toward the total cost.

Mr. Chairman, I urge this committee to vote for the amendments.

(Mr. CABELL asked and was given permission to revise and extend his remarks.)

Mr. ASPINALL. Mr. Chairman, I yield 7 minutes to the gentleman from North Carolina (Mr. TAYLOR), the able chairman of the subcommittee handling the legislation.

(Mr. TAYLOR asked and was given permission to revise and extend his remarks.)

Mr. TAYLOR. Mr. Chairman, I rise in support of this legislation. As the chairman of the Subcommittee on National Parks and Recreation, I want to assure the Members of the House that thorough hearings were held on this matter. Not only did we hear proponents of both aspects of the bill presently before us, but we heard witnesses opposed to some features of the bill. We looked not only at the short-term objectives, but at the

long-term interest of the outdoor recreation program.

The purpose of the legislation is not difficult to explain. Essentially, it does two things. The emphasis has been on one.

First, it temporarily extends the authority for Federal outdoor recreation agencies to sell the uniform annual entrance permits which are commonly called "Golden Eagle passports."

Second, it extends the provisions of the 1968 amendments to the Land and Water Conservation Fund Act with respect to the advance contract authority.

Most of the public interest in this legislation is concentrated on the first element. Recreationists across the country are interested in the future of the Golden Eagle program because it involves them directly. As a result of this interest, probably every Member of Congress has received some correspondence on this subject. Some of these letters have been most helpful and constructive; others reflect misinformation about, or a misunderstanding of, the program.

The subcommittee and the full committee considered the arguments raised in the testimony taken at the hearings on this subject and it weighed the views contained in the correspondence which it received. But in formulating the legislation which is now before you, it went one step further. It considered our experience with the program in terms of its problems and its original objective. We recognized that the Golden Eagle passport would be a great bargain to many people even if they paid two or three or four times the existing price. At the same time, we realized that the number of sales of the passport never reached the levels estimated when the program was established.

Since the basic purpose of the program was—and is—to create revenues for the Land and Water Conservation Fund, the subcommittee members did not feel that the unlimited extension of the existing passport program would serve any useful purpose. We generally favor the concept of the program, but we recognize that its success requires a substantive overhaul. Not only would it take time to formulate the terms of such legislation, but it was generally agreed that new hearings should be conducted prior to its consideration by the Congress.

On the basis of this conclusion, the Committee on Interior and Insular Affairs has recommended a temporary extension of the program essentially as it is. Nothing in the bill alters, in any way, the provisions of the Flood Control Act of 1968—for all intents and purposes the existing situation at all Corps of Army Engineers and TVA recreation areas will remain the same. While there is nothing in this legislation directing a change in the administration of areas within the national park system or the national forest system, we expect these agencies to begin immediately to establish reasonable guidelines for distinguishing between admission fees and camping fees. We also expect to receive greater participation and cooperation in this program by the Bureau of Land Management and the Bureau of Sport Fish-

eries and Wildlife in the administration of recreation facilities under their jurisdiction.

The annual entrance permit, as everyone in this Chamber knows, terminated by operation of law on March 31, this year. If S. 2315, as recommended by the committee, is enacted, the program will be reinstated and will be extended through December 31, 1971. This is stop-gap legislation. It will enable the Subcommittee on National Parks and Recreation to formulate a revised program, to conduct new hearings, and to submit new recommendations to the full committee and to the House.

Frankly, on the basis of the past performance of the program, we do not feel justified in recommending the unlimited extension of the Golden Eagle passport program, but we do feel that the concept behind it is essentially sound. For this reason we recommend its temporary extension so that we will have an opportunity to work out a more effective and equitable program. The Golden Eagle has failed as a source of revenue, producing only one-tenth of the amount estimated. Why? There has been a lack of uniform approach and application. Can this be corrected? Some people think that the collecting agencies should be given some of the financial benefits for operating costs. Would this improve collections? There should be separate admission and user fees as originally intended. The Golden Eagle is too big a bargain for some people. Should some of the funds be used for promotion of passport sales? Would this help sell the passports? These are some of the matters that we need to study.

Mr. Chairman, there is one other very important element in the measure before the House. It involves the advance contract authority granted by the Congress in its 1968 amendments to the Land and Water Conservation Fund Act. Unlike the other feature of S. 2315, this aspect of the legislation has not received a substantial amount of public attention. Notwithstanding this fact, it is an important feature of the bill, because it plays a significant role in the acquisition of needed outdoor recreation lands. Initially, the advance contract authority was an experiment. At the time that the Congress authorized it:

It limited the annual contractual obligation permissible to \$30 million;

It limited its use to the acquisition of properties authorized to be acquired by the Congress;

It limited the duration of the authority to fiscal years 1969 and 1970; and

It required each proposed contract to be submitted through the budgetary process for review and approved by the Appropriations Committees of the House and Senate.

No witness appeared to testify in opposition to the extension of this authority and the subcommittee is aware of no complaints about its use. We are advised that this is one of the most effective land acquisition tools available and we believe that it is in the best public interest to extend it. All witnesses were for this section of the bill. It will permit timely and economic acquisition of de-

sirable properties. The time to purchase land is when it's offered for sale—when a bargain appears.

In conclusion, Mr. Chairman, the members of the committee realize that there is a considerable amount of interest in the legislation before the House. We know that the enactment of temporary legislation is essential if the Golden Eagle program is to operate during the recreation season immediately ahead. While we recognize that there are some inequities and some problems with that program, we feel that affirmative action on a temporary extension will be in the best interests of the general public, the recreation users, and the administering agencies, as well as serving the interest of the overall outdoor recreation program.

In order to assure a reasonable period of time to review and revamp the program, the recommended bill calls upon the Secretary of the Interior to review the entire fee question and report his findings to the appropriate congressional committees no later than February 1, 1971. At that time, we fully expect to reconsider this entire question and we hope to develop a meaningful and equitable program.

That completes my remarks, Mr. Chairman. I urge all Members of the House to support the committee and enact S. 2315, as recommended.

Mr. JOHNSON of California. Mr. Chairman, will the gentleman yield?

Mr. TAYLOR. I yield to the gentleman from California.

Mr. JOHNSON of California. Mr. Chairman, as the author of one of the House of Representatives bill to extend the provisions of the Golden Eagle passport program, I rise in support of S. 2315, a bill to accomplish this purpose, which we have before us today.

The bill would provide an annual motor vehicle permit which would entitle the purchaser, and anyone accompanying him in his private car, to enter some 3,000 designated national parks, national forests, or national wildlife refuges which are administered by the Department of Agriculture or the Department of the Interior. Should the Golden Eagle passport be allowed to die, it would impose a severe hardship on many people who now make regular visits to the fine parks and recreation areas which have been developed through the wisdom of the Congress of the United States by providing authorization and appropriations for these facilities. The only alternative is individual entrance fees which can add up to prohibitive amounts, especially when you consider the young father taking his family out for a day in the woods, or the retired couple seeking the peace of the outdoors.

Mr. Chairman, I recognize that the revenue from the Golden Eagle passport did not live up to its expectations. However, I do not believe that this fact alone should cause the death of the entire program. I believe that the record will show that in 1965, the first year of operation, some 90,000 Golden Eagle passports were issued. The following year, this increased by more than 400 percent. Then in 1967, the sales increased to 542,000 and in 1968 they increased another 150,000 to a total

of 692,000 sales. A similar increase was reflected in the 1969 sales.

Mr. Chairman, as the representative of a congressional district which contains approximately 20 million acres of federally owned lands in great demand for recreational uses, including Death Valley, Mount Whitney, Yosemite, Lake Tahoe, Lassen Volcanic National Park, Lava Beds National Monument, the Whiskey-town-Shasta-Trinity National Recreation Area, the Trinity Alps, the historic Mother Lode region, plus millions of acres of national forest lands, I can assure you that the greatest recreation pressure occurs where water resources have been developed. Such areas include Friant, Exchequer, Don Pedro, New Hogan, Oroville, Black Butte, Shasta, Whiskeytown, and Clare Engle Reservoirs.

Under the original Golden Eagle passport program, a problem developed relative to the fees charged for boat launching. There was no uniformity in the user fees charged by the various agencies at boat launching ramps. In some cases, I find that one agency will assess a daily boat launching fee of \$1 whereas another agency operating a similar facility nearby will make no charge. I have found that even at the same reservoir, charges are made at some boat launching ramps and not at others.

The daily fee imposed in many of the areas was excessive for people living in the immediate vicinity of these reservoirs. These people, as you can well imagine, use their reservoir facilities many times during the year.

If a pensioner were to go fishing with his rowboat or his small motorboat once or twice a week, as many used to do before launching fees were charged, you can well imagine what the cost in boat launching fees would amount to in just a year, even if the daily fee were only \$1 as many of them are. For many of these pensioners and other low-income families, a day of sunshine and fishing on the nearby lake is the most healthy and, up until fees were imposed, the least expensive family recreational opportunity available to them. Since the establishment of these daily boat launching fees, these people simply have been unable to do this because the limited family budget will not permit repeated payments of the launching fee.

Certainly I agree that if an individual launches his boat at an unmanned ramp, he should not be assessed a fee, and I am happy that the legislation as now constituted corrects this situation. I urge my colleagues to support this legislation.

Thank you.

Mr. SAYLOR. Mr. Chairman, I yield whatever time he may consume to the gentleman from New York.

(Mr. HALPERN asked and was given permission to revise and extend his remarks.)

Mr. HALPERN. Mr. Chairman, let us pluck the golden eagle from the edge of extinction.

I refer not to the bird of that name, but to the outdoor recreation fund passport for admission to federally administered outdoor recreation areas.

The passport has been tremendously popular with many of those who make

use of our natural recreational facilities. This success unfortunately has been clouded by overoptimistic predictions which were made at the time the passport was first authorized.

As a result of revenues from the sale of the golden eagle admission permits failing to meet inflated early goals, the Congress moved to terminate the program as of March 31, 1970. There were other reasons, of course, such as the controversy raised by the Corps of Engineers over charging for recreational use of water projects, and the high cost of administration for the program in some areas.

The Corps of Engineers has had its way so that there is no use of the golden eagle passport at corps recreational areas.

Any program administered by the Federal Government on a nationwide basis is likely to have a few cases where operation of that program is not of the ultimate efficiency.

These are not, Mr. Chairman, reasons for us to discontinue an entire program, particularly when that program is well received and making progress toward the goal for which it was established. The golden eagle passport revenues were meant to go into a fund to purchase additional park lands at the Federal and at the State and local levels. The passport revenues are contributing to that fund. We should allow that contribution to be restored.

Admission fees from individual recreational areas will continue to flow into the fund, I realize. My thrust is to the point that the buyer should have available the opportunity to support that funding through the purchase of a single admission permit. This represents a considerable saving to the buyer not only in dollars and cents, but in time and convenience.

I support the increase in the authorized price of the passport from \$7 to \$10. I think that inflationary though such an increase may seem, it still represents a substantial bargain for the outdoor recreation public.

I do believe that we would be wise in extending the life of the permit for a period more in line with that recommended by the other body, or at least for a 5-year period rather than the year-and-a-half extension now before us for consideration.

Mr. MESKILL. Mr. Chairman, I am pleased to have the opportunity today to support the bill which I have introduced, S. 2315, to restore the Golden Eagle passport program.

We are fortunate that our National Government has looked ahead in planning for the recreation needs of future generations. Our Government has wisely recognized that it is important to conserve and preserve certain areas of our country endowed with particular beauty or historical significance. These lands have been set aside for public recreation use.

The bill that I rise in support of today deals with the public utilization of these national recreation areas. The bill is designed to extend and facilitate admis-

sion and use of our national parks and recreation areas.

Five years ago, Congress instituted the Golden Eagle passport program as a part of the Land and Water Conservation Fund Act of 1965. Since then thousands of Americans have supported the program and enjoyed its benefits.

Yet in 1968, the Congress amended the act repealing authority for the Golden Eagle passport effective March 30, 1970. This action was taken in the face of two objections to the program which while important, seem to me to ignore the overall purpose and intent of the program.

First of all, however, permit me to explain the provisions of the bill which I support. The bill provides for the continuation of the Golden Eagle passport, reauthorizing the program through December 31, 1971. Second, it raises the maximum annual fee for the passport from not more than \$7 to not more than \$10.

The fees collected from the passport program go into the land and water conservation fund.

Mr. Chairman, as I recall, Congress amended the Land and Water Conservation Act of 1965 to repeal the Golden Eagle passport program for two reasons. Termination of the program stemmed from some complaints that not every national recreation area honored the Golden Eagle passport, and second, from the program's failure to live up to monetary expectations.

Some citizens complained that golden eagle passports were not honored at certain facilities under the administration and supervision of the Army Corps of Engineers. They protested that admission fees were established where none had been collected before.

If we are going to have a passport program to facilitate the use of our recreation facilities, it seems to me that it should be truly national and universal in coverage. This is an integral part of the whole concept of the program.

Mr. Chairman, I just want to add a final word in support of the golden age passport proposal. I believe this measure merits our special consideration. All too often our senior citizens have been treated as if they are our real forgotten Americans. The inflation in our economy has hit these citizens the hardest of any group. Retirement for our older citizens is often difficult, both emotionally and financially. The golden age passport makes it easier for retired persons to enjoy their retirement years. It would make it possible for them to enjoy the American outdoors upon payment of a lifetime fee. The program takes account of the fixed incomes of many of our senior citizens, and it encourages them to take advantage of the recreation areas available.

Mr. Chairman, I urge careful consideration of the advantages and opportunities that would be afforded to our citizens by the extension and expansion of this passport program and support its passage.

Mr. BROYHILL of Virginia. Mr. Chairman, I appreciate this opportunity to speak in favor of S. 2315, legislation to restore the golden eagle passport which

was allowed to expire on March 31 of this year. Among the bills the Committee on Interior and Insular Affairs considered on this matter is one which I introduced in the Congress, H.R. 12311, on June 23, 1969, to continue this fine program so that more citizens can use the recreational facilities of the public lands at a reasonable fee. The golden eagle passport, of which 692,300 were issued between 1965 and 1968 and over 400,000 in fiscal 1969, permits the bearer and everyone within a private vehicle and attached camper or trailer, to use one or all of the over 3,000 national parks, forests, and refuges, as well as other federally operated recreational areas, with the payment of a single \$7 fee.

I am convinced that the people in my district in Virginia, as well as the many hundreds of thousands of other Americans, who enjoy the wonders of our national parks, national forests, and other Federal recreation areas, the golden eagle passport is an unsurpassed bargain in outdoor recreation. I think there is no doubt as to the interest in preserving this simple method of collecting this fee, either for the Government or from its user citizens. This fee system is simple to administer and ought to be maintained as an example that all acts of this Government are not confusing and complicated. Not only does the golden eagle passport benefit the hundreds of thousands of our citizens who travel across the breadth of this land in campers and trailers, its users also put revenue into the land and water conservation fund. This revenue helps finance such projects as Federal acquisition of additional authorized areas, multipurpose metropolitan parks, snow-ski areas, campgrounds, swimming pools, and bicycling paths in all the 50 States, the District of Columbia, and our territories.

After a slow start in 1965, when only \$633,600 in fees were collected, ever-increasing acceptance and demand had increased receipts in fiscal 1969 to over \$5 million. The golden eagle passport has proved its value and popularity.

My prime interest in this legislation is to support the desires and wishes of my constituents who are vitally interested in seeing the golden eagle passport restored. The citizens of northern Virginia find the increase of the fee from \$7 annually to \$10 acceptable. They ask for but one consideration, that is, restore this fine program.

With the foregoing in mind, I urge the House to act favorably on S. 2315 to restore the golden eagle passport.

Mr. HAGAN. Mr. Chairman, today we will have under consideration a bill to restore the Golden Eagle program to the Land and Water Conservation Act. I am very interested in seeing this program continued and believe it is one that is of much value to a large number of our citizens.

I have received much mail from my district asking that the Golden Eagle passport be retained and indicating that an increase in the fee would be acceptable, if necessary, in order to keep the program going. This, in my opinion, speaks well for the program.

I am particularly concerned that this

pass remain available to our young people, for our young families, so they can take advantage of the opportunity of traveling and yet be able to hold down some on expenses. Nothing is really inexpensive anymore. When there are three or four children admission fees can be a burden on the pocketbook when added to all the other expenses of family travel. These young folks need to be encouraged to visit our parks and to share the wonders and beauties of nature with their children. Family life in America is taking quite a beating these days and everything we can do to help them to grow and share together can only be in the best interest of the whole country. Many of our city-bound families need this outlet, and this great opportunity to help their children appreciate and enjoy the great outdoors.

In addition to the esthetic and educational value of our recreation areas, there is the practical aspect of the funds collected being used to help further develop parks and local community areas and other projects dealing with the outdoors.

I believe it is also worth mentioning that a great deal of the mail I have received is from our senior citizens explaining how very much they appreciate this program as they travel about the country. As we are aware, more and more retired people are taking advantage of the opportunity of seeing the country. Most of these folks are on fixed incomes and they are very grateful for the value they receive with the Golden Eagle passport.

I know there are many facts and figures to be considered on every program but I also know that we have to do all we can to encourage a wholesome life and an appreciation of the great outdoors by our old and young people particularly during these days when so many of our values are being downgraded and pushed aside and when some could not take vacations unless they could take advantage of a program such as that offered through this pass.

As you know, the program expired March 31, 1970, and a tentative program is presently in force. I strongly urge passage of this bill today.

Mr. HOGAN. Mr. Chairman, I would like to add my support to that already expressed today for a temporary extension of the Golden Eagle passport, the annual permit to Federal recreation areas which was authorized under the Land and Water Conservation Act of 1965. The funds anticipated from this and other sources designated under this act were to be used to help provide expanded local, State, and Federal outdoor recreational opportunities. Unfortunately, due to complaints from citizens regarding fees at Corps of Engineers reservoirs where fees were not previously collected, the fact that too few organizations actively promoted it, and the fact that the Golden Eagle passport did not receive the enthusiastic support of all Federal agencies involved, the program far from realized the monetary expectations of Congress which extended to \$180 million by the end of 1969.

In spite of this, campers and outdoor enthusiasts, like myself, have embraced the program and deplore its expiration.

I am very hopeful that Congress does realize the merit of the concept and by approving S. 2315 which will give the Golden Eagle a temporary extension while the congressional committees have an opportunity to redesign a program which will overcome the weaknesses of the Golden Eagle passport. By authorizing this temporary extension, the progress made heretofore will not be sacrificed while a worthwhile program equitable to recreationists and able to fulfill the needs of the Land and Water Conservation Act of 1965 can be developed.

On behalf of the campers and outdoorsmen of the Nation, I urge the Members support for this legislation.

Mr. ROGERS of Florida. Mr. Chairman, I rise in support of S. 2315, a bill which would restore the Golden Eagle passport program operated by the Bureau of Outdoor Recreation. If we do not restore this highly productive program, thousands of American families will not have the benefit of it as the summer vacation season approaches.

I think that the program would offer an incentive to millions of families, who normally might not take a summer vacation, to visit our national parks, seashores, national forests, wildlife refuges, and other Federal areas.

The modest annual fees collected from each participating family is earmarked for deposit in the land and water conservation fund for use in acquiring and developing more Federal recreation lands and waters and for deposit in matching funds to assist States in expanding their recreation programs. I urge my colleagues to support this bill so that many more families in our Nation will be able to take advantage of the exhaustive recreational resources offered in our park and coastal areas.

Mr. LONG of Maryland. Mr. Chairman, I want to express my support for the passage of S. 2315, to restore the Golden Eagle passport. Many constituents have told me that they use the passport and want it reinstated. Their statements demonstrate the value of the passport in providing economic admission to national parks and shrines. I should like to share some of their observations with my colleagues.

A member of the National Campers and Hikers Association wrote:

The passport has made it possible for many Americans to visit our national parks and shrines. Without it, we may not be able to do this, as it would cost too much.

Another constituent wrote:

I have purchased and used the pass since it was first issued. The pass permits me and my family to spend quiet weekends and vacations in natural surroundings.

A mother voiced her support:

Our family of nine has visited and camped in most of these recreations areas . . . we, and our fellow campers, want to enjoy the areas as they are.

Other constituents expressed their views on the use of the passport fee:

Since I am under the impression that the monies collected from the passports were used to purchase needed recreational lands and waters, I considered my money well spent. I am sure that many people purchase the Golden Eagle Passport not to save money

but to help provide funds to purchase lands for our future use. Please do all you can to reinstate the Golden Eagle Passport.

Another outdoorsman wrote:

We are campers and find the Golden Eagle important, and it helps support the National Parks.

Another advocate of the program wrote me:

I have purchased and used the pass since it was first issued. The pass permits me and my family to spend quiet week-ends and vacations in natural surroundings.

A supporter of the program, who has suggested to many friends that they purchase the passport, sums up the need for the program:

With little or no bother . . . my friends and I were able to see the great West . . . With the rising price of accommodations . . . and the need to breathe in fresh air and see the majestic sights, more and more people are taking to the road in campers. I am sure if enough of these people were aware of the Golden Eagle Passport more than enough of them would support it.

Federal recreation areas offer rest and relaxation to urban and suburban residents—many of whom cannot afford high admission fees. By reinstating the Golden Eagle passport program we shall give our citizens continued access to the federally administered outdoor recreation areas.

Mr. HANNA. Mr. Chairman, as a co-author of legislation providing for an indefinite extension of the Golden Eagle passport program, I speak today in support of S. 2315, a bill to extend the program only until December 31, 1971. I do so reluctantly yet with all optimism that in this allotted time means will be discovered for providing the patrons of this program the indefinite extension many of us desire.

I have received, in recent months, many letters from constituents urging my support of this program. These letters speak with a certain eloquence and urgency that is difficult to ignore. I therefore ask unanimous consent that the text of one of these letters be printed in the RECORD:

We are writing in regards to the "Golden Eagle" Program.

We are a family of five and enjoy the program as it is now. We understand that in order to keep the "Golden Eagle" card in existence, the fee will be raised to \$10.00 a year. We support this issue and are willing to pay the increase of fee.

We urge you to also support this program, as this is one way to keep—"Young Americans" beautiful in mind and spirit.

Thank you.

Mr. and Mrs. JAMES KEYS and family.
Anaheim, Calif.

Mrs. MINK. Mr. Chairman, I rise in support of S. 2315, legislation to restore the Golden Eagle program.

I believe we should extend this program until such time as the Congress and the governmental agencies involved can agree on a permanent program to make low-cost access to our parks and recreational areas available to all our citizens. Any such program, in my view, should be at least as beneficial as the Golden Eagle program which has allowed citizens unlimited access to these facilities for a minimal charge of \$7 per year.

Under this legislation, Congress will have until December 31, 1971, to develop a sound, permanent program. In the meantime our citizens will continue to be able to purchase and utilize Golden Eagle passports to our parks and recreational areas.

If the program that is developed does not fully meet the needs of our people, then I for one will support further legislation to extend the Golden Eagle program as it is now. I believe it is vital that these national facilities acquired and maintained by our Government for the use of the people should be made available as widely and as cheaply as possible.

The House Committee on Interior and Insular Affairs, of which I am a member, has acted cautiously in approving only the temporary extension contained in S. 2315 as amended.

Certainly this is the most minimal step that must be taken. I urge my colleagues to support this compromise step which will allow your committee time to work on a more favorable permanent alternative.

Mr. ROTH. Mr. Chairman, I rise in support of this legislation to restore the Golden Eagle program to the operations of the Land and Water Conservation Fund Act. The Golden Eagle passport, as it had been known, was an extremely popular feature of the Federal recreational program in recent years. By purchasing the passport, the holder and his family could enter any Federal recreation area at which an entrance fee was charged. The \$7 passport represented a considerable cost saving to a family traveling from one national park or national forest recreation area to another.

S. 2315, which we are considering today, would extend the authority for the Golden Eagle passport until December 31, 1971, a move which would offset a previous amendment of the Land and Water Conservation Fund Act terminating that authority in March of this year.

S. 2315, would also increase the authorized limitation on the fee for the passport from \$7 to \$10.

The Golden Eagle passport users are, to my mind, confirming two outstanding American character traits—the desire to pay one's own way, and the eye for a bargain.

Mr. Chairman, America possesses a rich heritage of natural wonders and scenic delights. There are additional lands which we would be wise to add to our existing treasures. The funds derived from the sale of these recreational passports will go to acquire these needed addition. Certainly we should do all within our power to enable the users of our recreational lands to assist in acquiring more. Our approval of S. 2315, restoring the Golden Eagle program is a meaningful contribution to that goal.

Mr. VANIK. Mr. Chairman, I thoroughly support the Golden Eagle program. As you know, the program will provide an annual motor vehicle permit which would entitle its holder, and anyone accompanying him in his private car, to enter some 3,000 designated national parks, national forests, or national wildlife refuges. Public concern for our parks and forests and their future beauty and preservation is best generated by ex-

posure to these historical sites. The Golden Eagle passport, with its great convenience and minimal cost, is the best means for that exposure.

In these days of increased urbanization and polluted city air, the continuation of this inexpensive opportunity to be out of the city means a great deal. A visit to these largely unpolluted parks and recreation areas is a constant reminder of what a clean environment can be like.

By their very definition, national parks are meant for general public use and it is essential that we keep access to them within the reach of all Americans who desire it. Should the passport be allowed to die, it would impose a severe hardship on many people who now make regular visits to the fine parks. For many families in this country, termination of the Passport would mean the end of frequent camping trips. In addition, senior citizens are solid supporters of the program and because of the fixed income of many of these citizens, the golden eagle program permits them to have vacations and yet hold down the costs.

At the same time, this program brings in a needed revenue to keep the many parks and sites open, clean, and enjoyable. Thousands of Americans have already benefited from the golden eagle program and with increased publicity for the program, the great upswing in camping as a pleasant and economical means of traveling, and more and more people traveling to these sites due to our Nation's population growth, the program will undoubtedly be extremely successful. Mr. Speaker, I strongly urge the passage of this legislation designed to restore the golden eagle passport.

Mr. SAYLOR. Mr. Chairman, I have no further requests for time.

The CHAIRMAN. There being no further requests for time, pursuant to the rule, the Clerk will now read the substitute committee amendment printed in the reported bill as an original bill for the purpose of amendment.

The Clerk read as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That subsection 1(d) of the Act of July 15, 1968 (Public Law 90-401, 82 Stat. 354), is amended by deleting "March 31, 1970." and inserting in lieu thereof "December 31, 1971."

SEC. 2. Section 2(a)(1) of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897; 16 U.S.C. 4601-5(a)(1)) is amended by deleting "not more than \$7" and inserting in lieu thereof "not more than \$10".

AMENDMENT OFFERED BY MR. EDMONDSON

Mr. EDMONDSON. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. EDMONDSON: Page 3, lines 18 through 21, strike out section 2 of the proposed Committee amendment (raising the annual fee for the Golden Eagle from \$7 to \$10); and renumbering the succeeding sections accordingly.

Mr. EDMONDSON. Mr. Chairman, this is the first of the two amendments I discussed during general debate. It strikes section 2 of the bill as reported by the committee and holds the line at a \$7 fee.

I mentioned in general debate the principal reason I had in mind for it. First was that it is, I think, counter-

inflationary, in that it does follow the wishes of the President and, I think, of the people all over the country to try to hold the line on this general trend toward price increases. This is a 42-percent increase, from \$7 to \$10, which I think is against the public interest on the grounds of its inflationary character, if for no other.

Aside and apart from that, I think the point is valid that we may very well get more revenue out of a \$7 permit that is generally accepted than we will out of a \$10 permit. There will be many people who will buy a \$7 permit and hesitate to buy a \$10 permit.

I am aware there are some people who said they do not have any objection, but if one will walk out on the street and take any 20 people at random and ask them if they would like to pay \$7 or \$10 for this permit, I will bet my salary against a hat that they will prefer to stay with the lower figure.

Mr. Chairman, I hope this amendment will be accepted, and accepted in the spirit of continuing this program as it presently is, while we study proposed changes in it.

Mr. HALL. Mr. Chairman, will the gentleman yield?

Mr. EDMONDSON. I yield to the gentleman from Missouri.

Mr. HALL. Mr. Chairman, I compliment the gentleman on his amendment. I would like to make an additional legislative record. While the gentleman is "betting his salary against a hat" particularly, would the gentleman not say that if he limited his poll to those areas where there is a heavy retired population, those who live on fixed income, that they particularly would be done a disservice by the increase in the fee, and vote almost unanimously against it?

Mr. EDMONDSON. Yes, I agree with the gentleman wholeheartedly.

Mr. KYL. Mr. Chairman, will the gentleman yield?

Mr. EDMONDSON. I yield to the gentleman from Iowa.

Mr. KYL. Mr. Chairman, for the sake of the RECORD, would the gentleman also recall that one of our very large labor organizations testified before the committee that it had no objection at all to increasing the price of the Golden Eagle, but they did want us to retain the Golden Eagle?

Mr. EDMONDSON. I think we have had several witnesses along that line, and I am quite sure I have talked to some people who feel that way. I have talked to a great many more who would rather have it held at \$7.

Mr. ASPINALL. Mr. Chairman, I rise in opposition to the amendment.

Although the amendment of the gentleman from Oklahoma (Mr. EDMONDSON) sounds like a modern-day amendment to cut back on prices and inflation, it really does not amount to that at all, because the reason this amendment was brought up in the form it has, was because most of the users from whom we heard suggested they would be very pleased to pay more—\$15 or \$20.

Not only that, this is not a set fee of \$10. It is entirely up to the President of the United States. If he sees fit to raise

it to \$10, or to raise it to \$10 only under certain circumstances, he may do so. But it really is not inflationary at all. The thing we want to keep in mind is this, that the Golden Eagle pass as we have originally authorized it has been abused by many people, as the gentleman from Ohio (Mr. HAYS) said when he questioned me during my presentation.

Also there is authority so that under the manner in which the act has been administered up to the present time, certain credits can be given, whether it be \$7 or \$10, and those credits can be shut off so far as users' fees are concerned.

Consequently this is what we want to take care of. I suggest to my colleagues when this legislation is passed, when they get their copies of the Public Land Law Review Commission's report, they will see what the Commission has to say about payment by all Americans for all uses of public lands.

That is really what is involved here. I would ask my colleagues to defeat the amendment and permit the increase if the President sees fit. He will have to make the determination as to whether or not it is necessary.

Mr. SAYLOR. Mr. Chairman, will the gentleman yield?

Mr. ASPINALL. I yield to my friend from Pennsylvania.

Mr. SAYLOR. I should like to commend the chairman of the full committee for his statement. It is not compulsory that this go to \$10; it is permissive. It is entirely up to the President and the Secretary of the Interior as to whether this fee shall be increased to \$10.

Mr. ASPINALL. May I say to my friend, it is up to the President, who will be advised by the Secretary.

Mr. SAYLOR. I might say further, as the gentleman explained in the well in his opening speech, since there will be no fee this year it is a question to be up for consideration next year.

I certainly urge that the amendment be defeated.

Mr. EDMONDSON. Mr. Chairman, will the gentleman yield?

Mr. ASPINALL. I yield to my friend from Oklahoma.

Mr. EDMONDSON. The chairman is eminently correct in saying that authority is conferred to raise the fee, and it is not mandatory. I recall the same argument was made when we were setting a limit of \$7 on it in 1965. All the discussion had been about a \$5 fee. All the estimates had been about a \$5 fee. When the fee was imposed it was imposed at the ceiling of \$7.

Mr. ASPINALL. The gentleman's memory is correct, of course, at least to the extent of the amount of the fee.

I would say this is perhaps one reason why we have not been able to get this program off the ground. I doubt if there will be any attempt to raise the fee, whether we have it here or not. It just does not seem to me we can use it as an inflationary argument.

Mr. RANDALL. Mr. Chairman, will the gentleman yield?

Mr. ASPINALL. I yield to the gentleman from Missouri.

Mr. RANDALL. Did I correctly under-

stand the gentleman to say it is his contemplation that none of this would apply to the Corps of Engineers, throughout the Nation?

Mr. ASPINALL. The gentleman is correct 100 percent.

Mr. RANDALL. Nothing in here would permit it to apply?

Mr. ASPINALL. The gentleman is correct 100 percent.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Oklahoma (Mr. EDMONDSON).

The question was taken; and on a division (demanded by Mr. EDMONDSON) there were—ayes 13, noes 26.

So the amendment was rejected.

The CHAIRMAN. The Clerk will read.

The Clerk read as follows:

SEC. 3. Section 8 of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897), as amended (16 U.S.C. 4601-10a), is amended by deleting "of fiscal years 1969 and 1970" and inserting "fiscal year".

SEC. 4. On or before February 1, 1971, the Secretary of the Interior shall complete a survey as to the policy to be implemented with regard to entrance and user fees and report his findings to the Senate and House Committees on Interior and Insular Affairs.

AMENDMENT OFFERED BY MR. EDMONDSON

Mr. EDMONDSON. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. Edmondson; Page 4, After line 5, insert the following new section:

"No entrance or admission fee shall be collected at any Federal outdoor recreational facility or area other than at National Parks where collection of such fees is found both practical and desirable."

Mr. EDMONDSON. Mr. Chairman, this is the second amendment referred to in general debate. It is an amendment which seeks to extend to the National Forest areas and to the Bureau of Reclamation recreation areas the same principle that is incorporated in section 210 of the Flood Control Act, which is that there shall be no entrance or admission fees to these recreational areas. In short, it would confine the fees that would be charged to user fees, which the debate, it seems to me, has made very clear are the fees which are generally considered to be the fairest, the easiest collected, the best in their return to the Government on the basis of collection expense.

Now, if you want to continue to have somebody at the gate 24 hours a day during recreational periods to collect these entrance fees at some of these areas regardless of whether it is economical or considered to be feasible, why, you can go ahead and vote for entrance fees and admission fees if you like. But personally I believe it is the consensus of this committee that we should go to the user fee system. This amendment takes us to a user fee system every place except in the national parks and only in national parks where such collection is found to be desirable and feasible would the entrance fee be collected.

I hope the amendment will be adopted. It had nine votes in the committee, and I hope it gets at least that many on the floor of the House today.

Mr. ASPINALL. Mr. Chairman, I rise in opposition to the amendment.

The amendment is premature. This is one of the matters that must be taken care of in the study with which the department will report back to us.

I am sure, of course, that the gentleman from Oklahoma, in the enthusiasm of his argument, did not intend to lead any of us to believe that there are any places that are being kept open 24 hours a day for the collection of fees, not even in the Park Service as far as that is concerned. In most of the park areas, even under the old system, there was no charge made where charges were found to be infeasible and more costly than the revenues collected.

This argument sounds very good, but if you are thinking about recreation in the United States, I think you should keep in mind that there is some universality to this question of recreation, and to pick out the National Park Service at this time before the study is made, even with the argument that the gentleman from Oklahoma has made so forcefully, as far as the user fee is concerned, is just not, in my opinion, logical or rational.

I think the amendment offered by the gentleman ought to be defeated.

Mr. SAYLOR. Mr. Chairman, will the gentleman yield?

Mr. ASPINALL. I yield to my good friend from Pennsylvania.

Mr. SAYLOR. I commend the chairman of the committee for his opposition to the amendment. The chairman and I have both assured the gentleman from Oklahoma that this legislation does not touch the Corps of Engineers projects. What he is trying to do here is to expand on that assurance and put in the Forest Service and recreation facilities of other departments.

Mr. ASPINALL. He wants to put in the Bureau of Land Management and also the wildlife refuges and anything else that might come up before the study was made. The suggestion is just untimely and that is all there is to it.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Oklahoma (Mr. EDMONDSON).

The amendment was rejected.

The CHAIRMAN. The question now occurs on the committee amendment.

The committee amendment was agreed to.

The CHAIRMAN. Under the rule, the Committee rises.

Accordingly the Committee rose; and the Speaker having resumed the chair, Mr. MOORHEAD, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee having had under consideration the bill (S. 2315) to restore the Golden Eagle program to the Land and Water Conservation Fund Act, pursuant to House Resolution 953, he reported the bill back to the House with an amendment adopted by the Committee of the Whole.

The SPEAKER. Under the rule, the previous question is ordered.

The question is on the amendment.

The amendment was agreed to.

The SPEAKER. The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed

and read a third time, and was read the third time.

The SPEAKER. The question is on the passage of the bill.

The question was taken; and the Speaker announced that the ayes appeared to have it.

Mr. SAYLOR. Mr. Speaker, I object to the vote on the ground that a quorum is not present and make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

The doorkeeper will close the doors, the Sergeant at Arms will notify absent Members, and the Clerk will call the roll.

The question was taken; and there were—ayes 314, nays 1, not voting 114, as follows:

[Roll No. 182]

YEAS—314

Abbutt	Denney	Ichord
Abernethy	Dennis	Jacobs
Adams	Derwinski	Jarman
Alexander	Devine	Johnson, Calif.
Anderson, Ill.	Dickinson	Johnson, Pa.
Andrews, Ala.	Donohue	Jonas
Annunzio	Dorn	Jones, Ala.
Arends	Dowdy	Jones, N.C.
Ashbrook	Duncan	Jones, Tenn.
Ashley	Dwyer	Karth
Aspinall	Edmondson	Kastenmeier
Ayres	Edwards, Ala.	Kazen
Baring	Edwards, Calif.	Kee
Beall, Md.	Edwards, La.	King
Belcher	Ellberg	Kluczynski
Bell, Calif.	Esch	Kyl
Bennett	Eshleman	Kyros
Berry	Evans, Colo.	Landgrebe
Betts	Evens, Tenn.	Langen
Bevill	Fallon	Latta
Blaggl	Fascell	Leggett
Bjester	Findley	Lennon
Bingham	Fisher	Lloyd
Blackburn	Flood	Long, Md.
Blanton	Flowers	Lowenstein
Blatnik	Flynt	Lujan
Boggs	Foley	McClory
Boland	Ford, Gerald R.	McCloskey
Brademas	Ford,	McCulloch
Bray	William D.	McDade
Brinkley	Foreman	McDonald,
Broomfield	Fountain	Mich.
Brotzman	Frelinghuysen	McFall
Brown, Calif.	Frey	Macdonald,
Brown, Mich.	Friedel	Mass.
Brown, Ohio	Fulton, Pa.	Mahon
Broyhill, N.C.	Fuqua	Mailliard
Broyhill, Va.	Galifianakis	Mann
Buchanan	Garmatz	Martin
Burke, Fla.	Gettys	Mathias
Burke, Mass.	Gibbons	Matsunaga
Burlison, Mo.	Goldwater	May
Burton, Calif.	Gonzalez	Mayne
Burton, Utah	Goodling	Meeds
Bush	Gray	Melcher
Button	Green, Oreg.	Michel
Byrne, Pa.	Green, Pa.	Mikva
Byrnes, Wis.	Griffin	Miller, Calif.
Cabell	Griffiths	Miller, Ohio
Caffery	Gross	Mills
Camp	Grover	Minish
Casey	Gubser	Mink
Cederberg	Gude	Mize
Chamberlain	Hagan	Mizell
Chappell	Haley	Moorhead
Clark	Hall	Morgan
Clausen,	Halpern	Morse
Don H.	Hammer-	Morton
Clawson, Del	schmidt	Mosher
Clay	Hansen, Wash.	Moss
Cleveland	Harsha	Murphy, Ill.
Collier	Harvey	Myers
Collins	Hathaway	Natcher
Colmer	Hays	Nedzi
Conable	Hechler, W. Va.	Nelsen
Conte	Heckler, Mass.	Nichols
Corbett	Helstoski	Nix
Corman	Henderson	Obey
Coughlin	Hicks	O'Hara
Cowger	Hogan	O'Konski
Cramer	Hollifield	Olsen
Culver	Horton	O'Neal, Ga.
Cunningham	Hosmer	O'Neill, Mass.
Daniel, Va.	Hull	Passman
Davis, Ga.	Hungate	Patman
Davis, Wis.	Hunt	Patten
Dellenback	Hutchinson	Pepper

Perkins	Schadeberg	Udali
Pettis	Scherie	Van Deerlin
Philbin	Schneebeli	Vander Jagt
Pickle	Scott	Vanik
Pike	Sebellus	Waggonner
Poage	Shiplee	Waldie
Poff	Shriver	Watkins
Price, Tex.	Sikes	Watts
Pryor, Ark.	Sisk	Whalen
Quie	Skubitiz	White
Randall	Slack	Whitehurst
Rees	Smith, Calif.	Widnall
Reifel	Smith, N.Y.	Wiggins
Reuss	Springer	Williams
Rhodes	Stafford	Wilson, Bob
Riegle	Staggers	Winn
Roberts	Stanton	Wold
Rogers, Colo.	Steed	Wolf
Rogers, Fla.	Steiger, Ariz.	Wright
Rooney, Pa.	Steiger, Wis.	Wyatt
Rosenthal	Stokes	Wyder
Rostenkowski	Stubblefield	Wyllie
Roth	Stuckey	Wyman
Roudebush	Taft	Yates
Ruppe	Talcott	Yatron
Ruth	Taylor	Young
Ryan	Teague, Calif.	Zablocki
Sandman	Teague, Tex.	Zion
Satterfield	Thomson, Wis.	
Saylor	Tunney	

NAYS—1

Thompson, Ga.

NOT VOTING—114

Adair	Fulton, Tenn.	Pollock
Addabbo	Gallagher	Powell
Albert	Gaydos	Preyer, N.C.
Anderson, Calif.	Giaino	Price, Ill.
Anderson, Tenn.	Gilbert	Pucinski
Andrews, N. Dak.	Hamilton	Purcell
Barrett	Hanley	Quilien
Bolling	Hanna	Railsback
Bow	Hansen, Idaho	Rarick
Brasco	Harrington	Reid, Ill.
Brock	Hastings	Reid, N.Y.
Brooks	Hawkins	Rivers
Burleson, Tex.	Hébert	Robison
Carey	Howard	Rodino
Carter	Keith	Roe
Celler	Kirwan	Rooney, N.Y.
Chisholm	Kieppe	Roybal
Clancy	Koch	St Germain
Cohelan	Kuykendall	Scheuer
Conyers	Landrum	Schwengel
Crane	Long, La.	Smith, Iowa
Daddario	Lukens	Snyder
Daniels, N.J.	McCarthy	Stevens
Dawson	McClure	Stratton
de la Garza	McEwen	Sullivan
Delaney	McKneally	Symington
Dent	McMillan	Thompson, N.J.
Diggs	MacGregor	Tiernan
Dingell	Madden	Ullman
Downing	Marsh	Vigorito
Duiski	Meskill	Wampler
Eckhardt	Minshall	Watson
Eriehorn	Mollohan	Weicker
Farbstein	Monagan	Whalley
Feighan	Montgomery	Whitten
Fish	Murphy, N.Y.	Wilson
Fraser	Ottinger	Charles H. Zwach
	Pelly	
	Pirnie	
	Podell	

So the bill was passed.

The Clerk announced the following pairs:

Mr. Albert with Mr. Adair.
 Mr. Feighan with Mr. Bow.
 Mr. Carey with Mr. Pirnie.
 Mr. Celler with Mr. McKneally.
 Mr. Fulton of Tennessee with Mr. Kuykendall.
 Mr. Rooney of North Carolina with Mr. Hastings.
 Mr. Anderson of Tennessee with Mr. Quilien.
 Mr. Murphy of New York with Mr. Robison.
 Mr. Price of Illinois with Mr. Clancey.
 Mr. Delaney with Mr. Andrews of North Dakota.
 Mr. Hanna with Mr. Carter.
 Mr. Hanley with Mr. Fish.
 Mr. McCarthy with Mr. Reid of New York.
 Mr. Downing with Mr. Watson.
 Mr. Stratton with Mr. McClure.
 Mr. St Germain with Mr. Keith.
 Mr. Pucinski with Mr. Eriehorn.
 Mr. Dingell with Mr. Schwengel.

Mr. Gilbert with Mr. McEwen.
 Mr. Hébert with Mrs. Reid of Illinois.
 Mr. Giaino with Mr. Hansen of Idaho.
 Mr. Purcell with Mr. Peliy.
 Mr. Stephens with Mr. Snyder.
 Mr. Whitten with Mr. Whally.
 Mrs. Sullivan with Mr. Wampler.
 Mr. Ullman with Mr. Zwach.
 Mr. Thompson of New Jersey with Mr. Minshall.
 Mr. Rarick with Mr. Crane.
 Mr. Daddario with Mr. Meskill.
 Mr. Madden with Mr. Kleppe.
 Mr. Addabbo with Mr. Weicker.
 Mr. Brooks with Mr. Pollock.
 Mr. Daniels of New Jersey with Mr. Railsback.
 Mr. Vigorito with Mr. Lukens.
 Mr. Charles H. Wilson with Mr. MacGregor.
 Mr. Burleson of Texas with Mr. Brock.
 Mr. Anderson of California with Mr. Mollohan.
 Mr. Brasco with Mr. Dent.
 Mr. Conyers with Mr. Scheuer.
 Mr. Diggs with Mr. Koch.
 Mr. Podell with Mr. Hawkins.
 Mr. Rivers with Mr. Smith of Iowa.
 Mr. Roe with Mr. Montgomery.
 Mr. Rodino with Mr. Marsh.
 Mr. Landrum with Mr. Howard.
 Mr. Barrett with Mr. Symington.
 Mr. Cohelan with Mrs. Chisholm.
 Mr. de la Garza with Mr. Eckhardt.
 Mr. Dulski with Mr. Gaydos.
 Mr. Gallagher with Mr. Tiernan.
 Mr. Powell with Mr. Fraser.
 Mr. Monagan with Mr. Farbstein.
 Mr. Hamilton with Mr. Roybal.
 Mr. Preyer of North Carolina with Mr. Harrington.
 Mr. Ottinger with Mr. Kirwan.
 Mr. McMillan with Mr. Long of Louisiana.

The result of the vote was announced as above recorded.

The doors were opened.

The title was amended so as to read: "An act to amend the Land and Water Conservation Fund Act of 1965, as amended, and for other purposes."

A motion to reconsider was laid on the table.

GENERAL LEAVE TO EXTEND

Mr. ASPINALL. Mr. Speaker, I ask unanimous consent that any Member desiring to do so may have 5 legislative days in which to extend his remarks on the legislation just passed.

The SPEAKER. Is there objection to the request of the gentleman from Colorado?

There was no objection.

COMMUNICATION FROM THE CHAIRMAN OF THE COMMITTEE ON AGRICULTURE

The Speaker laid before the House the following communication; which was read and, together with the accompanying papers, referred to the Committee on Appropriations:

JUNE 18, 1970.

HON. JOHN W. McCORMACK, Speaker of the House of Representatives, Washington, D.C.

DEAR MR. SPEAKER: Pursuant to the provisions of section 2 of the Watershed Protection and Flood Prevention Act, as amended, the Committee on Agriculture considered and unanimously approved the work plans transmitted to you by Executive Communication and referred to this Committee. The work plans involved are (by

watershed, State, and Executive Communication number):

- Beaverdam-Warrior Creeks, South Carolina, 1741, 91st Congress.
- Fish Bayou, Arkansas, 1741, 91st Congress.
- Lost-Duck Creeks, Oklahoma, 1741, 91st Congress.
- North Fork Obion River, Tennessee, 1741, 91st Congress.
- Swan Creek, Alabama, 1741, 91st Congress.

Yours sincerely,

W.R. POAGE,
Chairman.

CORRECTION OF VOTE

Mr. WYDLER. Mr. Speaker, on roll-call No. 169, I am recorded as not voting. I was present and voted "yea." I ask unanimous consent that the permanent RECORD and Journal be corrected accordingly.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

RURAL DEVELOPMENT

(Mr. BEVILL asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. BEVILL. Mr. Speaker, in the past year, we have been made increasingly aware of environmental deterioration in this country. While we struggle to know more about what our resources can support and tolerate, a rapidly increasing population continues to exact a terrible toll on our resources, and to place a heavier burden on our land, our waters, and even the air we breathe.

Our population is spread unevenly and uncomfortably. Nearly three-fourths of our population now live on only 2 percent of our land area. By the year 2000, we will have added another 100 million to our population and 35 to 40 million of them will be jammed into existing urban areas.

We will have no new supplies of air, water, soil, trees, or mineral resources, but somehow we will have to support more and more Americans.

Our conservation efforts of the past are not, by themselves, going to meet the challenge. Isolated parks and game reserves, scattered scenic rivers and roads, and individual conservation projects will not save, or more importantly, replenish and develop what has been destroyed.

But, as bad as it all seems today, there are good reasons to be encouraged for tomorrow. The problems we now face are so great and so complex that they must be met with comprehensive and complete solutions.

The war on environmental decay is being waged in earnest by more Americans than ever before.

The farmers, who have long been our most active, working conservationists, are striving harder to restore their croplands and to awaken the potential of neglected acreage for usable recreational facilities.

During the past year, greater attention by the Federal Government and State governments has been given to enforcing existing laws for air and water quality standards.



DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

For actions of June 23, 1970
91st-2nd; No. 104

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SENATE

1. RECREATION. Agreed to House amendments to S. 2315, restoring the Golden Eagle program. This bill now goes to the President. p. S9614

RECLAMATION. Agreed to the conference report on S.2062, differentiating between private and public ownership of lands in the administration of the acreage-limitation provisions of Federal reclamation law. This bill now goes to the President. pp. S9614-5

3. WALLA-WALLA PROJECT. Agreed to the conference report on S.743, authorizing the construction, operation and maintenance of the Touchet division, Walla-Walla project, Oregon-Washington. This bill now goes to the President. p. S9615

much it will—the addition \$100 million could provide 165,298 additional summer job slots for the Nation's 50 largest cities and 61,875 additional slots for the smaller cities above the total of 333,000 slots provided under the current appropriation of \$147.9 million. For my own city of New York, an additional 37,081 summer jobs are needed according to the Mayors Conference above the 125,419 jobs covered by the current appropriation, and could be provided under the \$100 million supplemental.

It is vital that the House of Representatives sees fit to concur in the additional \$100 million funding for the summer program so that the Nation can keep the summer cool and the future promising for the disadvantaged youth in our cities.

ORDER OF BUSINESS

Mr. MANSFIELD. Mr. President again, with the indulgence of the Senate, I suggest the absence of a quorum.

The PRESIDING OFFICER (Mr. SPONG). The clerk will call the roll.

The assistant legislative clerk proceeded to call the roll.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

RESTORATION OF THE GOLDEN EAGLE PROGRAM TO THE LAND AND WATER CONSERVATION FUND ACT

Mr. MANSFIELD. Mr. President, I ask the Chair to lay before the Senate a message from the House of Representatives on S. 2315. The title of this measure as it was passed by the Senate on September 24 last year was "To restore the Golden Eagle program to the Land and Water Conservation Fund Act." The other body amended the title to read—"To amend the Land and Water Conservation Fund Act of 1965, as amended."

The PRESIDING OFFICER (Mr. SPONG) laid before the Senate the amendments of the House of Representatives to the bill (S. 2315) to restore the Golden Eagle program to the Land and Water Conservation Fund Act which was to strike out all after the enacting clause, and insert:

That subsection 1(d) of the Act of July 15, 1968 (Public Law 90-401, 82 Stat. 354), is amended by deleting "March 31, 1970," and inserting in lieu thereof "December 31, 1971."

Sec. 2. Section 2(a)(1) of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897; 16 U.S.C. 4601-5(a)(1)) is amended by deleting "not more than \$7" and inserting in lieu thereof "not more than \$10".

Sec. 3. Section 8 of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897), as amended (16 U.S.C. 4601-10a), is amended by deleting "of fiscal years 1969 and 1970" and inserting "fiscal year".

Sec. 4. On or before February 1, 1971, the Secretary of the Interior shall complete a survey as to the policy to be implemented with regard to entrance and user fees and report his findings to the Senate and House Committees on Interior and Insular Affairs.

And amend the title so as to read: "An Act to amend the Land and Water Conservation Fund Act of 1965, as amended, and for other purposes."

Mr. MANSFIELD. Mr. President, I ask unanimous consent that a statement by the distinguished chairman of the Committee on Interior and Insular Affairs, the Senator from Washington (Mr. JACKSON), be printed in the RECORD.

There being no objection, the statement of Senator JACKSON was ordered to be printed in the RECORD, as follows:

STATEMENT OF SENATOR JACKSON

Mr. President, as the author of the bill and the Chairman of the Interior Committee which considered the measure, I move, on behalf of the Committee, that the Senate concur in the House amendments to S. 2315.

I make this motion with no little reluctance, Mr. President. The heart of the bill as considered and passed by the Senate was the restoration, on a continuing basis for the life of the Land and Water Conservation Fund program, of the provision under which an entire family was entitled to admission to several thousand Federal outdoor recreation areas during a full year for the payment of a single fee, which was established in the bill at \$10. This provision had been drafted in response to literally thousands of requests we had had from all parts of the nation requesting restoration of the program after its deletion in the 90th Congress as a result of House action. The program was particularly beneficial to retired persons and to large families.

The House amendment, however, extends the restoration only to December 31, 1971. Happily, it does direct the Secretary of the Interior to complete by February 1, 1971, a survey as to the policy to be implemented with regard to entrance and user fees. I am hopeful that this period of time will give us opportunity to work out a program meaningful to the Land and Water Conservation Fund and equitable to the millions of our citizens who need and use the splendid outdoor recreation opportunities provided at so many Federal facilities.

While I am deeply disappointed at the limitation on the Golden Eagle program, I am pleased that the House did accept the extension of my "anti-inflation" provision which enables Federal agencies to acquire real property for outdoor recreation under advance contract authorization. This provision enables the Secretary of the Interior to enter into land purchase contracts immediately after authorization of a project without waiting for the actual appropriation. Experience showed that during the interval between the authorization and the appropriation land prices tended to skyrocket. Such inflation seriously curtailed expansion of the outdoor recreation program. The total advance contract authority continues to be limited to \$30 million a year, and can be used only for authorized projects, but it is extended to the life of the Land and Water Conservation Fund program.

Mr. President, in bringing these brief remarks to an end on the House amendments to S. 2315, I want again to express my deep regret that the other body saw fit to restore the Golden Eagle only until the end of 1971. Granted the program did not, in its initial stages, bring as much money into the Land and Water Conservation Fund as had been anticipated. However, the program had been seriously hampered by a prohibition written into the basic law against any use of funds for educational, advertising, or public information purposes. Far too few groups and individuals were aware of what a truly great bargain it was, and how to go about taking advantage of it.

Attention is directed to the findings in the study conducted for the Bureau of Outdoor Recreation, which administers the Land and Water Conservation Fund, by Arthur D. Little, Inc., a prestigious private fact-finding and engineering organization, that is quoted in our Committee Report on

S. 2315, filed on September 9, 1969. That is Senate Report 91-395.

Also, of course, the immediate revenues are not the sum total of the benefits derived from an entrance and user fee system. Both the Park Service and the Forest Service testified to us that there was substantially less vandalism and far greater regard for the facilities when the very reasonable entrance and user fees were charged.

Mr. MANSFIELD. Mr. President, I move that the Senate concur in the House amendments.

The motion was agreed to.

ACREAGE LIMITATION PROVISIONS OF FEDERAL RECLAMATION LAW—CONFERENCE REPORT

Mr. MANSFIELD. Mr. President, I submit a report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 2062) to provide for the differentiation between private and public ownership of lands in the administration of the acreage limitation provisions of Federal reclamation law, and for other purposes. I ask unanimous consent for the present consideration of the report.

The PRESIDING OFFICER (Mr. SPONG). The report will be read for the information of the Senate.

The assistant legislative clerk read the report.

(For conference report, see House proceedings of June 16, 1970, p. H5572, CONGRESSIONAL RECORD.)

The PRESIDING OFFICER. Is there objection to the present consideration of the report?

There being no objection, the Senate proceeded to consider the report.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that a statement by the distinguished chairman of the Committee on Interior and Insular Affairs, the Senator from Washington (Mr. JACKSON), be printed in the RECORD.

There being no objection, the statement of Senator JACKSON was ordered to be printed in the RECORD, as follows:

STATEMENT OF SENATOR JACKSON

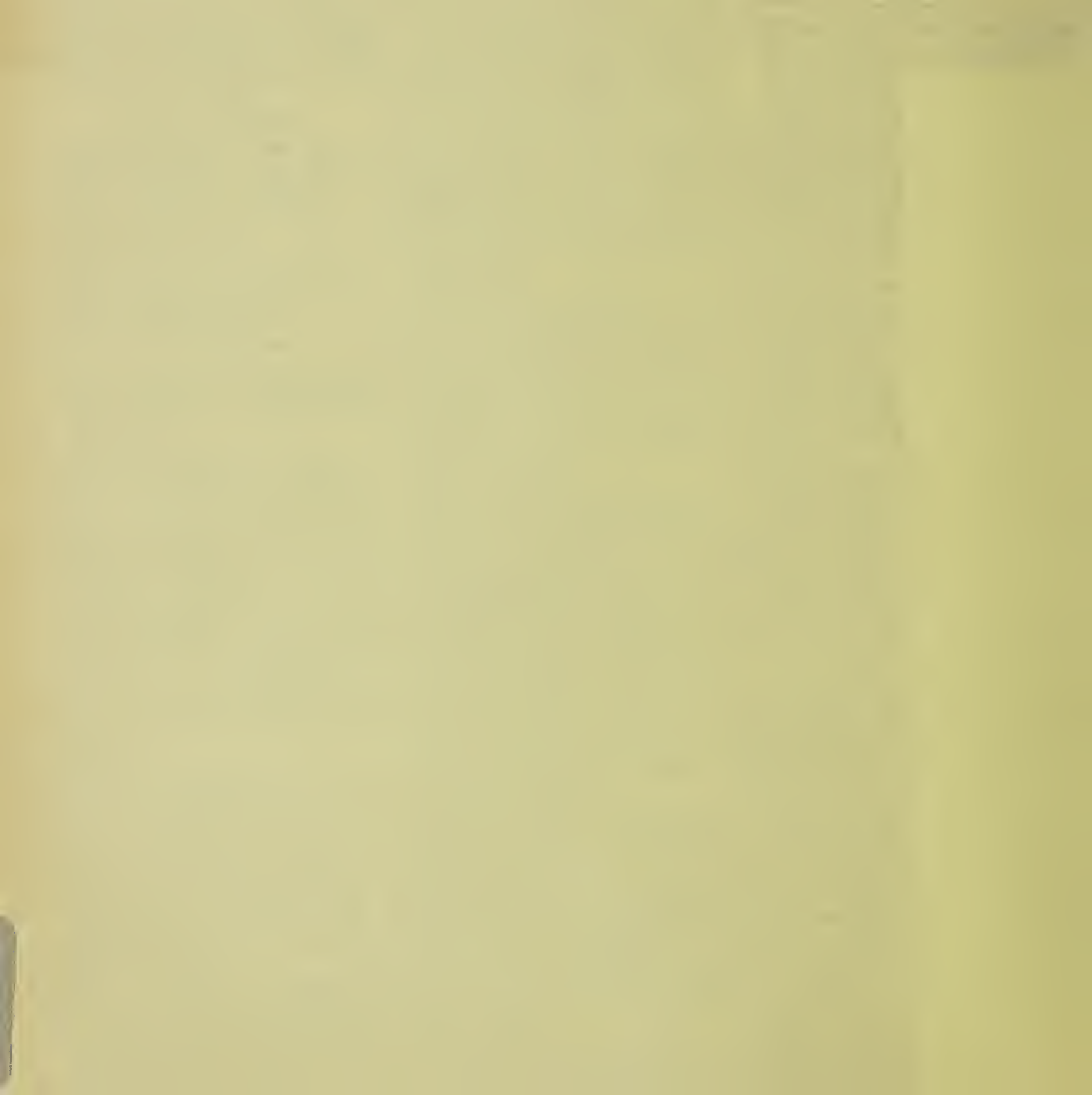
Mr. President, the Solicitor of the Department of the Interior has ruled that lands on a reclamation project owned by a State or State agency which may receive water must be limited to 160 acres, as are lands of a private owner. The purpose of S. 2062 is to clarify the intent of the acreage limitation provisions of Reclamation Law by exempting State lands in certain instances.

S. 2062 as passed by the Senate provides for three kinds of exemptions from the acreage limitation as it is presently being administered: Section 1 would exempt from the acreage limitation State lands which are operated for non-profit, public purposes. Examples are hospital and prison farms and university agricultural stations.

Section 2 would permit a State to sign recordable contracts to sell excess lands within ten years, but at appreciated values (such as at auction, which is common state practice) and to receive project water in the interim.

Section 3 would permit a State to retain ownership of excess lands and lease them for revenue purposes to farmers. Each lessee, however, would be subject to the same acreage limitation as a private landowner.

The House amended the measure in two respects. (1) It added language to Section 1 to broaden the provision to include instances





Public Law 91-308
91st Congress, S. 2315
July 7, 1970

An Act

84 STAT., 410

To amend the Land and Water Conservation Fund Act of 1965, as amended, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That subsection 1(d) of the Act of July 15, 1968 (Public Law 90-401, 82 Stat. 354), is amended by deleting "March 31, 1970." and inserting in lieu thereof "December 31, 1971." Land and Water Conservation Fund Act of 1965, amendment.

SEC. 2. Section 2(a) (i) of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897; 16 U.S.C. 4601-5(a) (i)) is amended by deleting "not more than \$7" and inserting in lieu thereof "not more than \$10". 16 USC 4601-5 note. Annual fees.

SEC. 3. Section 8 of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897), as amended (16 U.S.C. 4601-10a), is amended by deleting "of fiscal years 1969 and 1970" and inserting "fiscal year". 82 Stat. 355.

SEC. 4. On or before February 1, 1971, the Secretary of the Interior shall complete a survey as to the policy to be implemented with regard to entrance and user fees and report his findings to the Senate and House Committees on Interior and Insular Affairs. Fees, survey report.

Approved July 7, 1970.

LEGISLATIVE HISTORY:

- HOUSE REPORT No. 91-1000 (Comm. on Interior and Insular Affairs).
SENATE REPORT No. 91-395 (Comm. on Interior and Insular Affairs).
CONGRESSIONAL RECORD:
Vol. 115 (1969): Sept, 10, 12, 24, considered and passed Senate.
Vol. 116 (1970): June 22, considered and passed House, amended.
June 23, Senate concurred in House amendments.

