

recreation permits amounted to \$8,450,328. In the same period of time the revenue deprived through the collection of individual entrance and user fees amounted to only \$13,072,941. According to the report of the House Committee on Interior and Insular Affairs, dated November 14, 1963, the annual revenue from the sale of recreation permits was estimated to be \$2 million in 1964; \$25 million in 1965; \$34 million in 1966; and \$39 million in 1967. The annual revenue through the collection of entrance and user fees was estimated to be \$3 million in 1964; \$8 million in 1965; \$9 million in 1966; and \$10 million in 1967. Thus, Mr. Chairman, as you can see the total revenue collected since the implementation of the program from recreation permits and entrance and user fees is far below what was predicted to be collected in one year. In fact, the total collections since the implementation of the program are \$11,467,731 below what was predicted would be collected in the year of 1965 alone. As you know, Mr. Chairman, the Land and Water Conservation Fund consists of monies collected from recreational permits entrance and user fees, the sale of surplus property and motor boat fuel taxes. Since the program was implemented in 1965, recreation permits and entrance and user fees have accounted for 8.9 per cent of the total in the trust fund. The remaining 91.1 per cent of the money in the Land and Water Conservation Fund was derived through the sale of surplus property and motor boat fuel taxes. It would appear that we are going to a great deal of trouble to collect such a small amount of money. The figures I have cited do not take into consideration the cost incurred by the Corps of Engineers in administering the collection of entrance and user fees. On September 21, 1967, Lieutenant Colonel William Needham of the Army Corps of Engineers advised my colleague from Oklahoma, Congressman Ed Edmondson, by letter that a total of \$594,174 had been collected in entrance fees at designated fee areas during the period April 1 through August 31, 1967. Mr. Edmondson and the distinguished Majority Leader of the House of Representatives, Mr. Albert, were told recently by top officials in the Corps of Engineers that approximately \$600,000 had been spent by the Army Engineers out of their appropriated funds during this same summer, 1967, to employ additional rangers and personnel in an effort to collect entrance fees at reservoirs and recreation areas. Thus, Mr. Chairman, the cost of administration exceeded the revenues collected. Not only is it expensive to administer this program, it is also practically impossible to collect the fees efficiently and fairly on a reservoir which has many miles of shoreline and many recreational areas. For instance, many people utilize the recreational facilities in and around these reservoirs without paying an entrance or user fee or without the purchase of the so-called Golden Eagle, while at the same time, others pay entrance or user fees or pay \$7 for a Golden Eagle certificate. In any given fee area on a lake or reservoir, you will find those enjoying the privilege of using the facility who have not paid fees, and at the same time, you will find those who have born the cost of the fees. This, of course, represents unfair treatment.

The Deputy District Engineer at Little Rock, Arkansas, pointed out this difficulty in a letter when he said, "Many of our park use areas have several entrances. Cost of enforcement with sentrys at each entrance would be in excess of three times the present cost. We, therefore, feel that continuing our present program of advising the public of the fee requirements through the news media, of posting all entrances to the fee areas, and of checking the areas on a cyclical basis are the best means of enforcing the entrance fee system."

The fact is, short of fencing the entire shoreline of the reservoir, there is no practical and efficient way to collect entrance fees at these areas. The Army Engineers recognize this; the general public knows this; and more and more members of Congress are coming to recognize it.

Let me close by way of summary. First, we all recognize that it has been the long standing policy of the United States Government that access to and use of the waterways of the United States should be free to the general public.

Second, the public support of our national waterways program has in many instances hinged upon the free recreational benefits that accumulated as a result of reservoirs constructed and rivers improved.

Third, the revenues collected through entrance and user fees are a very minor part of the total land and water conservation fund.

Fourth, the cost of collection and difficulty of administering the fee program on Corps of Engineers projects is uneconomical and unrealistic.

Mr. Chairman, I hope that you and members of your Committee will give careful consideration to S. 2828, and will report favorably on it, so that the Congress can act on it this year. Thank you.