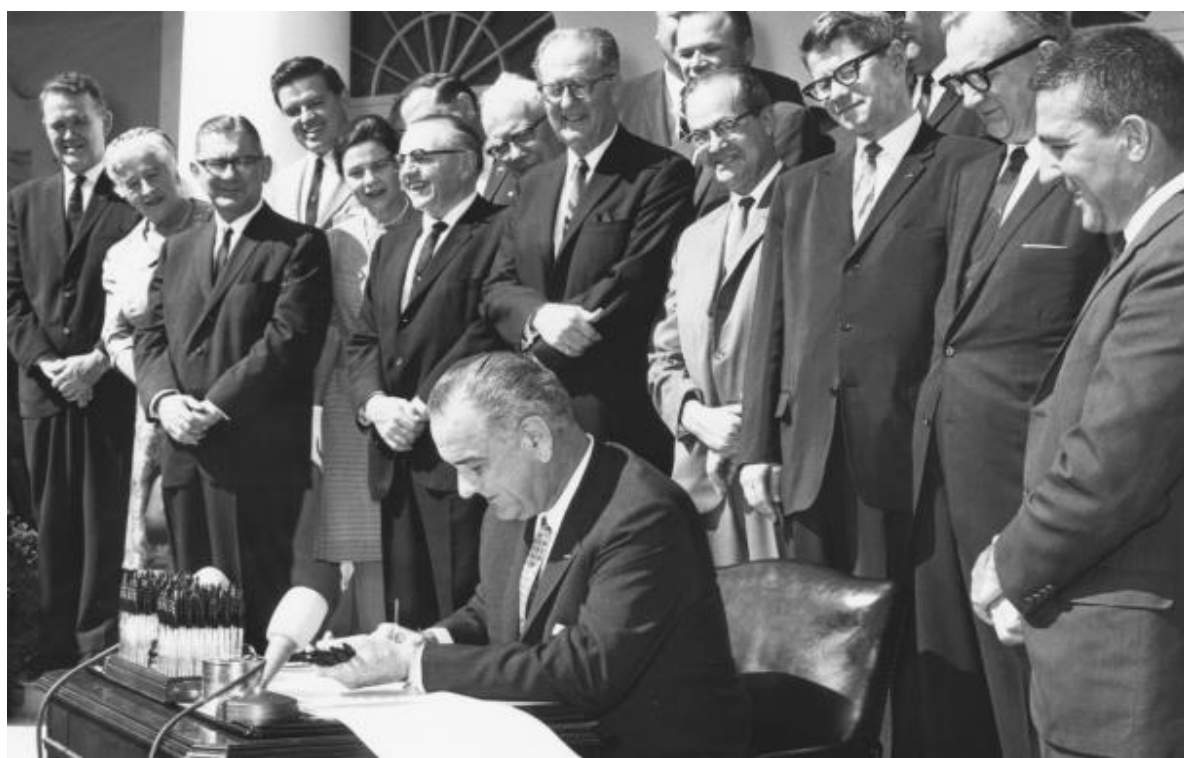


SORP internal draft pending final review and layout/design

8-13-13

(SIMILAR design and layout to 2009 AND 2011 REPORTS)

The 2015 Land and Water Conservation Fund Act---- Adapting the Landmark 1965 LWCF to Meet the Outdoor Recreation Needs of All Americans for the Next 50 Years



A Position Paper of the

Society of Outdoor Recreation Professionals

Presented to the Honorable

Ms. Sally Jewell, Secretary of the Interior

SORP is dedicated

(See insert box on previous reports)

September 2013

(inside front cover)

The 2015 Land and Water Conservation Fund Act---- Adapting the Landmark 1965 LWCF to Meet the Outdoor Recreation Needs of All Americans for the Next 50 Years

This 2013 position paper prepared by the Society of Outdoor Recreation Professionals is the third in a series targeting the question of how to strengthen the Land and Water Conservation Act (LWCF) to best meet the outdoor recreation needs of all Americans for the next 50 years. The first two position papers were submitted to the U.S. Secretary of the Interior in 2009 and 2011. The highlights of their recommendations are listed below and the full papers are posted at www.Recpro.org.

2009 Support for the Great Outdoors America

- Establish Inter-Departmental National Leadership
- Reposition the Land and Water Conservation Fund Program
- Reframe the Role and Relevancy of Statewide Comprehensive Planning

2011 Reframing the Role and Relevancy of Statewide Comprehensive Outdoor Recreation Plans for the Next 50 Years

- SCORP Planning Cycle—10 Years
- Line-Item Budget for SCORP Planning Grants
- LWCF Monies—Federal and Stateside Monies for Interagency Planning
- Letter from the Secretary to State Governors Encouraging Collaborative Planning
- Federal Interagency Council on Outdoor Recreation
- Technical Planning Assistance
- Outdoor Recreation and Conservation Cooperatives
- Naming Options for SCORP Plans
- Use of Spatial Analysis
- Content of a SCORP Plan
- SCORP Planning Options—Three Levels of Analysis
- Principles for SCORP Planning

-SORP letterhead)

September 15, 2013

The Honorable Secretary Sally Jewell
U.S. Department of the Interior
1849 C Street, NW
Washington, DC 20240

Dear Secretary Jewell,

How can we strengthen the 1965 Land and Water Conservation Fund Act to meet the outdoor recreation needs of all Americans for the next 50 years? This was the question the Society of Outdoor Recreation Professionals (SORP) challenged itself to answer in anticipation of the Act's 50th anniversary.

SORP engaged professionals over the course of five national conferences, reviewed the recommendations of the 1962 Outdoor Recreation Resource Review Commission (ORRRC) report, participated in the American Great Outdoors initiative, solicited stakeholder comments through the internet-based National LWCF Conversation, and conducted numerous interviews.

On behalf of the Board, I am proud to submit our position paper entitled *The 2015 Land and Water Conservation Fund Act---Adapting the Landmark 1965 LWCF to Meet the Outdoor Recreation Needs of Americans for the Next 50 Years*. The paper presents the historical context for the 1965 Land and Water Conservation Act, the SORP platform of core values central to strengthening LWCF, and a proposed 2015 Land and Water Conservation Fund Act.

The ORRRC's three-year effort to analyze outdoor recreation in America was the genesis for the constructive dialogue and resultant 1965 Land and Water Conservation Fund Act. While the efforts of SORP pale in comparison to the landmark ORRRC, in a similar way we hope that this position paper will foster a constructive and robust national dialogue and a resultant 2015 Land and Water Conservation Fund Act.

Respectfully yours,



Sergio Capozzi
President

Executive Summary

The 1965 Land and Water Conservation Fund Act (LWCF) is the most significant outdoor recreation enactment in our Nation's history. Virtually every county in the United States and a generation of Americans have been touched by the LWCF State-side program, plus thousands of acres secured through the LWCF Federal-side program for public access to our public lands and waters. The LWCF impact on the health and vitality of the American public are immeasurable.

The Society of Outdoor Recreation Professionals (SORP) believes the 50th anniversary of the 1965 LWCF is a time for reflection and adaptation to meet the outdoor recreation needs of all Americans for the next 50 years. Towards that end, SORP has prepared a position paper entitled *The 2015 Land and Water Conservation Fund Act---Adapting the Landmark 1965 LWCF to Meet the Outdoor Recreation Needs of Americans for the Next 50 Years* is the third in a series of position papers related to the outdoor recreation in America.

The purpose of this paper is to answer the question "How can we strengthen the 1965 Land and Water Conservation Fund Act to meet the outdoor recreation needs of all Americans for the next 50 years? The paper presents the historical context for the 1965 Land and Water Conservation Fund Act, the SORP platform of core values central to strengthening LWCF, and a proposed 2015 Land and Water Conservation Fund Act.

Section 1: Historical Context of the 1965 LWCF Act

The 1958-68 era was extraordinary in legislative enactments and administrative programs to help achieve of the luminary vision and recommendations of Outdoor Recreation Resources Review Commission enacted by Public Law 85-470 in 1958---financial resources for land acquisition and development for outdoor recreation purposes, statewide comprehensive planning, DOI-level coordination and support, federal interagency coordination, a national outdoor recreation plan, and creation of several national land and water systems from Federal assets for outdoor recreation and conservation. The 1965 LWCF Act was a key component providing for financial resources and statewide comprehensive outdoor recreation planning.

Section 2: The SORP Platform for a 2015 LWCF Act

The SORP platform reflects the core values and philosophy integrated in its proposed 2015 LWCF Act—

Historic Integrity	Economic and Human Health Imperative
Conservation Imperative	Urban America
Public Accessibility	States are Pivotal
Collaborative Public Planning	National System
Federal Inclusiveness	Outdoor Recreation Restoration
Acquisition	Development
National Leadership	Adaptation

Section 3: SORP's Proposed 2015 LWCF Act

SORP proposes a 2015 Land and Water Conservation Fund Act. The proposal builds upon the historic integrity of the original legislation, integrates the SORP platform, and provides additional programmatic details. The purpose of this proposed legislation is to foster a constructive and robust national dialogue resulting in a new 2015 LWCF Act.

Section 1: Historical Context of the 1965 LWCF Act

The 1965 Land and Water Conservation Fund Act was enacted during an extraordinary era of outdoor recreation and conservation public interest and activity. This section provides a brief overview of the historical context surrounding the vision and purposes of the 1965 LWCF Act.

In the years after WWII, there were significant social changes: increased discretionary time and money, improved roads, more affordable family automobiles, an explosion in young families, improved outdoor equipment, public debates about wilderness, increased outdoor visitation, and recreation restoration programs like the NPS Mission 66. Congress was aware of these social changes yet was unsure how to best respond.

Outdoor Recreation Resources Review Act, June 28, 1958 (P.L. 85-470)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to preserve, develop, and assure accessibility to all American people of present and future generations such quality and quantity of outdoor recreation resources as will be necessary and desirable for individual enjoyment, and to assure the spiritual, cultural, and physical benefits that such outdoor recreation provides; in order to inventory and evaluate the outdoor recreation resources and opportunities of the Nation, to determine the types and location of such resources and opportunities which will be required by present and future generations; and in order to make comprehensive information and recommendations leading to these goals available to the President, the Congress, and the individual States and Territories, there is hereby authorized and created a bipartisan Outdoor Recreation Resources Review Commission.

Outdoor Recreation Resources Review Commission (1958-62)

The Outdoor Recreation Resources Review Commission (ORRRC) was the most significant and comprehensive analysis of outdoor recreation in the history of the Nation. The Commission was guided by Chairman Laurance Rockefeller, four U.S. Senators and Representatives, and six Presidential appointees. The Commission's work was accomplished over three years by more than 50 staff, 46 contractors, and 36 consultants, resulting in the *Outdoor Recreation for America* report submitted to the President on January 31, 1962. The report was comprised of 27 volumes with 50 recommendations related to recreation supply, demand, hunting, fishing, water resources, wilderness, financing, foreign travel, economics, participation, and trends.

Two ORRRC recommendations are particularly germane to this paper.

1. A grants-in-aid program.

A federal grants-in-aid program should be established to stimulate and assist States in meeting the demand for outdoor recreation. This program, administered by the proposed Bureau of Outdoor Recreation, would promote State planning and acquisition and development of areas to meet the demands of the public. Projects would be approved in accordance to a statewide plan. They would be subject to review by the proposed Bureau of Outdoor Recreation to ensure conformance with Federal standards. (pg. 10)

2. The establishment of a Bureau of Outdoor Recreation in the Department of the Interior.

Specifically, the new Bureau would---

- *Coordinate the recreation activities of the more than 20 Federal agencies whose activities affect outdoor recreation.*
- *Assist State and local governments with technical aid in planning and administration, including development of standards for personnel, procedures, and operations.*
- *Administer a grants-in-aid program to States for planning and for the development and acquisition of needed areas.*
- *Act as a clearinghouse for information and guide, stimulate and sponsor research as needed.*
- *Encourage interstate and regional cooperation, including Federal participation where necessary. (pg. 9)*

National Outdoor Recreation Act, May 23, 1963 (P.L. 88-29)

On April 2, 1962, 60 days after the ORRRC report was submitted to the President, Stewart L. Udall, Secretary of the Interior, created the Bureau of Outdoor Recreation by Secretarial Order. The Bureau of Outdoor Recreation was legislatively enacted by the National Outdoor Recreation Act in May, 1963.

By 1964, the Bureau of Outdoor Recreation had 235 personnel responsible for Federal agency coordination, development of a national outdoor recreation plan, staffing for Interior's Recreation Advisory Council, implementing a national outdoor recreation land classification system, and supporting statewide comprehensive outdoor recreation planning. In 1965, the administration of the LWCF program was added to the Bureau's responsibility.

Land and Water Conservation Fund Act of 1965, September 3, 1964, (P.L. 88-578)

ORRRC was the genesis of the 1965 Land and Water Conservation Fund Act (LWCF). The Act was conceived to be the financial and statewide comprehensive planning arm to implement many of the ORRRC recommendations. At its core was an inherent linkage between outdoor recreation and conservation, with one not being mutually exclusive of the other.

Title 1. Section 1. (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.

Wilderness Act of 1964, Wild and Scenic Rivers Act of 1968, and National Trails Act of 1968

ORRRC recommended an increase in the supply of outdoor recreation resources and opportunities to meet the public demand in America. The Commission understood that one strategy to increase the supply was to designate parts of the existing Federal estate for special outdoor recreation and conservation purposes. ORRRC supported a national system of wilderness, and subsequently, the Bureau of Outdoor Recreation supported a national system of trails and wild and scenic rivers. These three major outdoor recreation and conservation legislative enactments can be traced to the historic legacy of ORRRC.

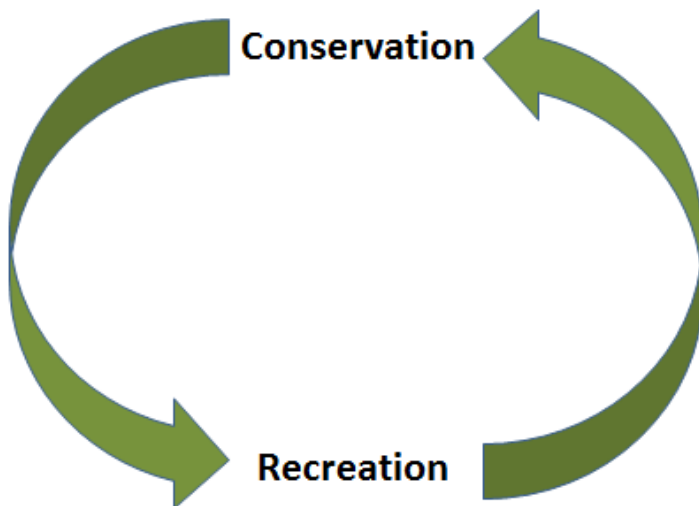
To summarize Section 1, the 1958-68 era was extraordinary in legislating land acquisition and development money for outdoor recreation and conservation purposes, statewide comprehensive planning, Interior-level coordination and support, and creating several national systems from the Federal estate. LWCF was a key component by enacting the financial and statewide planning strategy to achieve of the luminary vision of ORRRC.

The 1965 LWCF is the most significant outdoor recreation enactment in our Nation's history. Virtually every county in the United States and a generation of Americans have been touched by the LWCF State-side program, plus thousands of acres secured through the LWCF Federal-side program for public access to our public lands and waters. The benefits to the health and vitality of the American public are immeasurable.

Section 2: The SORP Platform for the 2015 LWCF

This platform reflects the core values and philosophy underpinning SORP's proposed 2015 Land and Water Conservation Act.

1. **Historic Integrity:** The genesis of the 1965 Land and Water Conservation Fund Act was the landmark work of the Outdoor Recreation Resources Review Commission (1958-62). The findings of the Commission and the stated purposes of the 1965 Act remain central to the welfare of our citizens and communities. America will benefit if the historic integrity and stated purposes of the 1965 Act are extended for another 50 years.
2. **Economic and Human Health Imperative:** Outdoor recreation is a vital national strategy to strengthen the Nation's economic growth and development, job creation, personal health and wellness, family and community enhancement, mitigating social ills such as obesity and drugs, youth development, civic engagement in resource stewardship, resource conservation, and enhancements to associated systems such as health, education, transportation, and tourism. Outdoor recreation is an economic and human health imperative in America.
3. **Conservation Imperative:** Outdoor recreation fosters an engaged, informed and impassioned conservation citizenry. President John F. Kennedy recognized the synergy between conservation and recreation by stating in his conservation message to Congress on March 1, 1962, that "*Adequate outdoor recreation facilities are among the basic requirements of a sound national conservation program.*" Outdoor recreation is a conservation imperative in America.



4. **Urban America.** President Lyndon B. Johnson stated in 1965 that *“I have already proposed full funding of LWCF and directed the Secretary to give priority attention to serving the needs of our growing urban population”* The greatest need for quality outdoor recreation opportunities remains today in and near our population centers. Urban America also provides the greatest opportunity and value for reinvestment in the restoration and revitalization of urban lands, rivers and lakes, harbors and coastal zones, heritage corridors, cultural and historic sites, and in the urban linkages and connections to rural state and federal resources. Urban America should be a critical component LWCF planning, acquisition and development.
5. **Public Accessibility.** A significant constraint on outdoor recreation in America is public accessibility. It is a multi-dimensional reality, including but not limited to, accessibility may be a function of proximity, available facilities, time, money, equipment, awareness, knowledge, personal capabilities, public safety, visitor capacity, management capability, policies, geography, resource conditions, land ownership, land uses and legal mandates. Public accessibility should be duly considered in LWCF planning, acquisition and development.
6. **States are Pivotal:** Stewart L. Udall, Secretary of the Interior, stated in 1964 that *“State, federal and local cooperation is needed in the outdoor recreation area as it was never needed before.”* An effective, efficient, and collaborative system of local-state-federal outdoor recreation resources cannot be achieved one agency at a time. States must play a pivotal role to foster interagency cooperation and collaboration through statewide comprehensive outdoor recreation planning. Empowering the states in this effort was recognized as being in the best interest of outdoor recreation and conservation, and in sustaining the long-term viability of the LWCF Act.
7. **Collaborative Public Planning.** The LWCF program and allocations should be guided by a systematic and transparent public planning process in each State, inclusive of diverse public interests and needs. A public planning process would result in a statewide comprehensive interagency outdoor recreation plan which would identify local-state-federal projects, priorities and funding needs for due consideration in the annual LWCF appropriation process. In 1964, Laurance Rockefeller concluded that *“this (statewide planning) is the finest opportunity we have ever had to build for the long haul.”*
8. **National System.** Over the decades, hundreds of local, state, and federal agencies have done well to acquire and develop a “collection” of outdoor recreation resources and opportunities. The challenge now is to fill the gaps and link this collection together into a “system” whereby the recreation resources in a city may be linked to the recreation resources in a wilderness in a distant State. LWCF is an essential tool to build an effective, efficient,

collaborative, and connected national system of local-state-federal outdoor recreation resources and opportunities.

9. **Federal Inclusiveness.** In 1965, the NPS, BLM, FS, and FWS were the key federal agencies engaged in the planning and management of recreation resources and opportunities. Today, there are additional federal agencies providing substantial land and water-based recreation resources and programs: U.S. Army Corps of Engineers, Bureau of Reclamation, Department of Commerce (marine protected areas), Bureau of Indian Affairs, and U.S. Coast Guard. These agencies should be eligible for LWCF funds if their projects are deemed a high priority through the statewide comprehensive outdoor recreation planning process.
10. **Outdoor Recreation Restoration.** There has been a significant investment in the development and management of outdoor recreation facilities and settings, some of which can be traced back to the Civilian Conservation Corps in the 1930s. Many of our existing outdoor recreation facilities and settings have continued value and utility. It would be efficient, cost-effective and beneficial to enable LWCF development monies to protect our investments through efforts to restore, rehabilitate, repurpose, stabilize and otherwise maintain these valued assets.
11. **Acquisition.** The use of LWCF funds, both federal and state funds, is appropriate and important for land acquisition associated with preserving, developing, and assuring access to outdoor recreation resources and opportunities.
12. **Development.** The use of LWCF funds, both federal and state funds, is appropriate and important for development of new outdoor recreation facilities, including enhancing public access, and for the restoring, repurposing, adapting and rehabilitating of aging facilities and impacted recreation settings.
13. **National Leadership.** Secretary of the Interior Stuart L. Udall administratively created the Bureau of Outdoor Recreation in 1962. The Bureau was intended to coordinate federal outdoor recreation programs and policies across 20 Federal agencies and to serve as the implementing agency for the LWCF program. Since the demise of the Bureau in the late 1970s, federal interagency coordination, collaboration and leadership need to be strengthened.
14. **Adaptation.** Change in America is omnipresent. It is not reasonable to expect any national policy or program to have 50 years of relevance. In order to be proactive and responsive to change, the Secretary of the Interior should conduct a rigorous professional evaluation every 10 years of the LWCF program, allocations, and processes. Recommendations for adaptive change should be submitted to Congress to help secure the maximum economic, social and conservation benefits from outdoor recreation to all Americans.

Section 3:

The 2015 Land and Water Conservation Fund Act

PREAMBLE

SECTION 1. SHORT TITLE AND STATEMENT OF PURPOSES

SECTION 2. REVENUES PLACED IN SEPARATE FUND

SECTION 3. APPROPRIATIONS

SECTION 4. ALLOCATION OF FUNDS FOR STATE AND FEDERAL PURPOSES

SECTION 5. FINANCIAL ASSISTANCE TO STATES

SECTION 6. STATEWIDE COMPREHENSIVE OUTDOOR RECREATION PLAN

SECTION 7. PRESIDENT’S COUNCIL ON OUTDOOR RECREATION IN AMERICA

PREAMBLE: This Act reaffirms the recognition in the Land and Water Conservation Fund Act of 1965 that the health and vitality of American citizens will be strengthened by an adequate supply, both quality and quantity, of outdoor recreation resources and opportunities. It also recognizes that an engaged outdoor recreation citizenry and the provision of recreation opportunities are imperative for a sound national conservation strategy. Therefore, this Act extends for another 50 years the purposes of the Land and Water Conservation Fund Act of 1965 to assist Local Governments, States and Federal agencies in meeting the present and future outdoor recreation demands and needs of the American people by preserving, restoring, developing and assuring access to outdoor recreation resources.

*Be it enacted by the Senate and House of Representatives of the
United States of America in Congress assembled,*
TITLE I—PROVISIONS

SHORT TITLE AND STATEMENT OF PURPOSES

SECTION 1.

(A) CITATION AND EFFECTIVE DATE.—This Act may be cited as the ‘‘Land and Water Conservation Fund Act of 2015’’ and shall become effective on September 3, 2015.

(B) PURPOSES.—The purposes of this Act are to (1) assist in preserving, restoring, developing, and assuring access to all Americans, present and future generations, to quality outdoor recreation resources and opportunities, (2) increase the efficiency, effectiveness, and interagency coordination and collaboration towards building and maintaining a seamless national system of local, state, federal outdoor recreation resources, and (3) strengthen the contribution of outdoor recreation to the Nation’s economic growth and development, job creation, personal health and wellness, family and community enhancement, mitigation of social ills such as obesity and drugs, youth development, civic engagement in resource stewardship, resource conservation, and enhancements to associated systems such as health, education, transportation, and tourism.

These purposes will be accomplished through a collaborative program of

- (a) Providing funds for and authorizing Federal assistance to the States for planning, acquisition, restoration and development,
- (b) Providing funds for Federal acquisition and development.

REVENUES PLACED IN SEPARATE FUND

SECTION 2.

(À) SEPARATE FUND — During the period ending September 30, 2065, there shall be covered into the land and water conservation fund in the Treasury of the United States, which fund is hereby and hereinafter referred to as the “fund”, the following revenues.

(B) REVENUES — an amount 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.). The monies credited into the fund under this paragraph shall remain in the fund until appropriated by the Congress in order to carry out the purposes in Section 1 of this Act.

APPROPRIATIONS

SECTION 3.

(A) APPROPRIATION — there is authorized to be permanently appropriated to the fund out of money in the Treasury not less than \$900,000,000 for each fiscal year thereafter through September 30, 2065. Monies covered into the fund shall be available for expenditure for the purposes of this Act each fiscal year.

ALLOCATION OF FUNDS FOR STATE AND FEDERAL PURPOSES

SECTION 4.

(A) FEDERAL PROJECTS –

(1) \$200 million annually to the NPS, BLM, FWS, and USFS for acquisition within the boundaries of special management areas specifically designated in Acts of Congress that serve the purposes of this Act.

(2) \$20 million annually to the NPS, BLM, FWS, and USFS for acquisition and development for projects that secure public recreational access for hunting, fishing, and other recreational purposes. Monies may be used to develop associated access facilities such as, but not limited to, trailheads and boat accesses, rerouting trails or roads, fencing, signage, resource protection structures and other assets typical of access to federal public lands and waters.

(3) \$100 million annually to the NPS, BLM, FWS, and USFS to address for completion of needed maintenance back-log work, including the restoration, rehabilitation, repurposing, and stabilization of high priority outdoor recreation projects that may be carried out in large part by the Public Lands Corps and outdoor volunteer and youth organizations.

(B) FEDERAL AND STATE COLLABORATIVE PROJECTS -

(1) \$30 million annually for planning services to increase efficiency, effectiveness, and interagency coordination and collaboration towards building and maintaining a seamless national system of local, state, federal outdoor recreation resources through a public statewide comprehensive outdoor recreation planning process, plan document and its implementation.

(2) \$150 million annually for acquisition or development of lands, waters, and recreation facilities that support multi-state or large landscape-scale projects which are deemed a high public priority through the statewide comprehensive outdoor recreation planning process. Such projects may relate to multi-state waterways, heritage corridors, scenic byways, coastal zones, large ecosystems, and interagency systems such as, but not limited to, the National Wilderness System, National Trails System, National Wild and Scenic River System, and National Scenic

Byways Program. The Secretary of the Interior, with input from the Federal Interagency Council on Outdoor Recreation, will develop a merit-based proposal process relying on federal and state collaboration in the development and review of proposals. Funded projects require concurrence of the Secretary of the Interior and the Governors of the affected States. Funds not allocated for multi-state regional projects in a given year will be distributed evenly between the Federal Projects (Section 4 (A)) and State and Local Projects (Section 4(C)).

(C) STATE AND LOCAL PROJECTS –

(1) \$200 million annually for priority projects in urban population centers as defined by the U.S. Census Bureau for preserving, developing, and assuring access to outdoor recreation opportunities.

(2) \$200 million annually for priority projects outside of urban population centers defined by the U.S. Census Bureau for preserving, developing, and assuring access to outdoor recreation opportunities.

(D) OTHER CONSIDERATIONS –

(1) The Secretary of the Interior will be expected to submit a report to Congress at the end of each decade from enactment of this Act. The report should analyze and document the accomplishments of the LWCF program with regards to the three purposes of this Act; report on changing public demands and needs for outdoor recreation in America; and recommend any programmatic changes or fund allocations necessary to meet the outdoor recreation needs of Americans. Congress will duly consider the report and its recommendations.

(2) Federal and State Collaborative monies (Section 5b) and State and Local monies (Section 5c) may be allocated to Tribal Nations and other federal agencies not listed in Section 5a for preserving, developing and assuring public access to outdoor recreation opportunities. These agencies include the Corps of Engineers, Bureau of Reclamation, Bureau of Indian Affairs, US Coast Guard, and NOAA (marine reserves), where the outdoor recreation resources and recreation opportunities they provide are deemed a high public demand through the statewide comprehensive outdoor recreation planning process.

(3) The State and Local Assistance Program in the National Park Service will administer the Federal and State Collaborative monies (Section 4 B) and State and Local monies (Section 4 C). Identification of priority projects to be funded by these monies will be through the statewide comprehensive outdoor recreation planning process. Up to \$5M of the annually appropriated Federal and State Collaborative monies (Section 4 B (1)) may be used to administer these programs and provide technical support services for the development of statewide comprehensive outdoor recreation plans.

(4) The process to identify and prioritize proposed federal LWCF land acquisition and development projects by the federal agencies should include consideration of the State's statewide comprehensive outdoor recreation plan where the project is proposed to take place. Federal agencies should consider early in their process how alternative land acquisition and development projects may help ensure cooperation, collaboration, and linkages with local and state projects towards building a seamless state-level system of outdoor recreation resources. Federal agencies may use the statewide comprehensive outdoor recreation planning process to identify and prioritize their priority land acquisition and development projects.

(5) All projects funded by the Land and Water Conservation Fund should meet the purposes of this Act as stated in Section 1. Project selection should also consider multiplier benefits and the project's likely contribution to other local, state and federal interests related to economic growth and development, job creation, personal health and wellness, family and community enhancement, mitigation of social ills such as obesity and drugs, youth development, civic engagement in resource stewardship, resource conservation, and enhancements to associated systems such as health, education, transportation, and tourism.

(6) For purposes of this Act, development may include new construction of outdoor recreation facilities or structures, the repurposing of existing structures or outdoor settings to serve an outdoor recreation purpose, major repair and renovations activities, stabilizing or restoring aging facilities and structures, and the restoration of recreation sites and settings that have been impacted by outdoor recreation use. Development projects may include funding for community or organizational service programs which contribute directly to the approved project and enhance

civic engagement in resource and recreation conservation. Development monies are not intended routine and on-going operations and maintenance of an existing facility.

(7) For purposes of this Act, acquisition may include fee title, conservation easements and other accepted land conveyances which allow for some type of public outdoor recreation access or benefits.

FINANCIAL ASSISTANCE TO STATES

SECTION 5.

(A) CONDITIONS --

(1) 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 another statutory body or other appropriate public agency.

(2) Sums appropriated from the State and Local Projects dollars for each fiscal year shall be apportioned to States and Territories based upon (a) 40% equally distributed, and (b) 60% distributed based upon their respective size of population.

(3) For the purposes of this Act, the District of Columbia, Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Commonwealth of the Northern Mariana Islands shall be treated collectively as one State. The above listed areas shall be treated as States for all other purposes of this Act.

(4) Payments to any State shall cover not more than 75 per centum of the cost of 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.

(5) No property acquired or developed with assistance under this section shall, without the approval of the Secretary, be converted to other than public uses. The Secretary shall approve

such conversion only if in accordance with the existing comprehensive statewide outdoor recreation plan and only upon such conditions necessary to assure the substitution of other recreation properties of at least equal fair market value and or reasonably equivalent usefulness and location.

(6) No payment shall be made to any State until the State has agreed to (a) 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 (b) 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.

(7) Each recipient of assistance under this Act shall keep such records as the Secretary 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.

(8) The Secretary, 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.

(9) The Governor, or their designee, will appoint a state liaison officer (SLO) to serve as the point of contact on all LWCF matters, including but not limited to the statewide planning process, cooperative planning teams, grants, record-keeping, accountability, reporting, tracking implementation, preparing annual LWCF funding requests, and public information.

(10) LWCF funded projects will be publically recognized on-site as to the source of the monies. States will maintain a regularly-updated, publically-accessible archive of LWCF-funded project locations and purposes.

Statewide Comprehensive Outdoor Recreation Plan

SECTION 6.

(A) PROCESS –

(1) Statewide comprehensive outdoor recreation planning is the key tool to accomplish purposes of this Act: *(2) increase the efficiency, effectiveness, and interagency coordination and collaboration towards building and maintaining a seamless national system of local, state, federal outdoor recreation resources, and (3) strengthen the contribution of outdoor recreation on the Nation's economic growth and development, job creation, personal health and wellness, family and community enhancement, mitigation of social ills such as obesity and crime and drugs, youth development, civic engagement in resource stewardship, conservation, and enhancements to associated systems such as health, education, transportation, and tourism.*

(2) The statewide comprehensive outdoor recreation plan (SCORP) is a critical component in the planning and allocation of LWCF monies. Yet, the SCORP is intended to serve a greater purpose than LWCF alone, by providing a state-level interagency outdoor recreation vision and mission, evidence of public demands, priority needs that could be funded by LWCF or any number of financial resources, linkages with other resource management and social programs such as education and health, cost savings from improved efficiency and reduced redundancy, research and technology sharing, and the opportunity for the many local, state and federal agencies to tie to and tie from this important guiding process and plan.

(3) The statewide comprehensive outdoor recreation planning process will consider all the local, state and federal outdoor recreation resources in the State. Federal agencies providing a significant amount of outdoor recreation opportunities in the State will actively and meaningfully participate in the process.

(4) A systematic public planning process, inclusive of diverse interests and populations, will be used to develop a statewide comprehensive outdoor recreation plan. The process should be open, transparent and inclusive, engaging local publics throughout a state including but not limited to

communities, counties, special districts, recreation and tourism industry, sportsmen and recreation groups, land trusts, conservation groups, state and federal outdoor recreation providers, and other state and federal natural resource and related agencies. The process should consider those publics who may feel disenfranchised or disadvantaged in terms of public accessibility to outdoor recreation resources and opportunities.

(5) The lead agency in a State will play a pivotal role in facilitating a 10-year statewide comprehensive planning process and in implementing the resultant plan. Initially, the 10-year cycle is generally comprised of two years for the statewide planning process, and 10 years for the implementation process. In subsequent 10-year cycles, the statewide planning process will begin and overlap with the last two years of the 10-year cycle. The implementation process will operate on the basis of adaptive management in terms of annual accountability reports and modest changes to priority projects, funding needs or project sequence of a minor nature. A mid-term plan update/amendment and full accountability report is to be submitted to the Secretary of the Interior by the end of year five of implementation.

(6) In order to support the lead state agency, the Governor or their designee will work with the state agency to establish a park, recreation and open space (PROS) cooperative. The PROS Cooperative will be team of park, recreation and open space leaders in the state with due consideration to representation from local, state and federal agencies, recreation industry, special interest groups, conservation groups, universities, and other stakeholders. Social and geographic diversity are important considerations in the formation of a cooperative. The charge to the park, recreation and open space (PROS) cooperative is to:

- (a) Ensure a comprehensive, systematic, objective, and transparent statewide public planning process to assess public demand and needs throughout the State.
- (b) Develop the SCORP document including those priority projects, sequence and funding levels that will best meet the public demand and greatest good for the State.
- (c) Prepare the annual list of priority projects and state funding request for LWCF monies.
- (d) Ensure the implementation, effectiveness and accountability of the SCORP.
- (e) Serve as the state-level point of contact for the Federal Interagency Council on Outdoor Recreation.

(7) States are encouraged to establish a technical advisory team to support the PROS Cooperative and statewide planning process.

(8) Planning service monies (section 4 B) may be expended to support the PROS Cooperative, the statewide planning process, the plan document, and its implementation over the 10-year cycle. Monies may be expended by the State for planning services typical of a statewide planning effort related to internal staff, outside consultants, public involvement, research, public surveys, geo-spatial analysis, equipment, supplies, support staff, reasonable expenses for the PROS Cooperative and technical advisory team, and public information.

(9) Statewide comprehensive outdoor recreation plans should include, but not be limited to, the following:

- (a) A regional assessment within the State of the public demands and needs associated with outdoor recreation facilities, programs, access, and opportunities.
- (b) A regional assessment within the State of the current quality and quantity of outdoor recreation facilities, programs, access, and opportunities.
- (c) A regional assessment of the gaps in the state-level outdoor recreation system related to connections and linkages between existing local, state and federal resources, facilities, programs, access, and opportunities.
- (d) The planning process should use a geo-spatial analysis to understand and depict the locations, connections and gaps in the system of facilities, resources, opportunities, programs, or other attributes of importance across the State.
- (e) A program of implementation to include a list of priority projects, estimated funding needs, sequence in the 10-year cycle, and target date of completion.
- (f) A program for project tracking and funding accountability.

(10) Proposed federal land acquisitions and development by the USFS, BLM, NPS, and USFWS should be submitted to the PROS Cooperative as far in advance as practical, at least annually, to allow for considerations of cooperation, collaboration, cost-sharing or other arrangements which may expand the benefits of the proposed federal projects.

(11) SCORPs are not regulatory documents and they do not impose any obligation on any entity, but rather are intended to serve as a guiding strategy to help build a state-level seamless and coordinated system of parks, recreation and open space.

(12) The SCORP will be developed and approved by the State's PROS Cooperative, submitted with consent by State's Governor to the Secretary of the Interior, and approved by the Secretary of the Interior. The annual LWCF requests will be prepared by the PROS Cooperative, approved and submitted by the State Governor, and duly considered by the Secretary of the Interior. Annual accountability reports and plan amendments, and the mid-term plan update will be submitted by the State Liaison Officer to the NPS State and Local Grants Program.

(B) Guidance –

(1) The Secretary of the Interior may issue additional guidance related to, but not limited to, the statewide planning process, decision criteria, planning principles, public involvement, content of the resultant plan, GIS guidance, adaptive management, formation of PROS cooperatives, and guidance on implementation and accountability.

(2) It is expected that all proposed local, state, and federal projects will duly consider and be guided by statewide comprehensive outdoor recreation plans.

(3) Within the first 12 months of this enactment, the Secretary of the Interior will select up to five willing states as lead SCORP-demonstration projects. Planning services monies may be allocated over a 3-year period to develop and implement a testing-evaluation program of the demonstration projects whereby alternative planning tools, strategies, approaches, protocols and procedures would be evaluated in terms of their contribution to enhancing effectiveness, efficiency, interagency cooperation and collaboration. The NPS State and Local Assistance Program would provide technical assistance. States with SCORPs that have been recently recognized by the NPS as national models of excellence will be invited to participate on a technical review team for the demonstration project. Results would be contrasted across the lead States and recommendations made for subsequent SCORP efforts.

President's Council on Outdoor Recreation

Section 7.

(A) This Act establishes the President's Council on Outdoor Recreation to strengthen the contribution of outdoor recreation industry and profession to the Nation's economic growth and development, job creation, personal health and wellness, family and community enhancement, mitigation of social ills such as obesity and drugs, youth development, civic engagement in resource stewardship, conservation, and enhancements to associated systems such as health, education, transportation, and tourism.

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Listing of SORP Board Members

2015 LWCF Committee Members

SORP Address and Website