

WI
Δ
NAT.
6/2:
0 8

REPORT TO THE GOVERNOR
BY THE
TASK FORCE
ON
OUTDOOR RECREATION ACT PROGRAM
WITH
A PROPOSED BILL
OCTOBER 9, 1967

STATE HISTORICAL SOCIETY
OF WIS. LIBRARY

DEC 3 2002

GOVERNMENT PUBLICATIONS

ORAP

WISCONSIN CONSERVATION CENTENNIAL
1867 - 1967

100

AN OUTDOOR RESOURCES
ACTION PLAN FOR
THE SECOND CENTURY
OF CONSERVATION
IN WISCONSIN



GOVERNOR'S ORAP TASK FORCE MEMBERSHIP

Chairman: Leo W. Roethe (Fort Atkinson)

Vice-Chairman: L. P. Voigt (Madison)

Assemblyman Norman C. Anderson (Madison)	Lt. Governor Jack Olson (Wisconsin Dells)
Kenneth P. Butterfield (Rhineland)	Lloyd Owens (Waukesha)
John Cross (Marshfield)	Glen E. Pommerening (Madison)
A. Philip DeChant (Milwaukee)	Leonard J. Seyberth (Eau Claire)
Marvin E. Dillman (Lac du Flambeau)	James R. Smaby (La Crosse)
John L. Doyne (Milwaukee)	Mrs. Michael Stencil (Green Bay)
Fred D. Hartley (Kenosha)	Mrs. Gordon R. Walker (Racine)
Wayne Hood (La Crosse)	John Zancanaro (Milwaukee)
Ralph Hovind (Madison)	Michael Borden (Milwaukee) (Due to the
Miss Alice Huck (Appleton)	illness of Mr. Noyes, he was represented
Senator Clifford W. Krueger (Merrill)	by Mr. Borden part of the time)
Haskell Noyes, Jr. (Milwaukee)	

Working Committees:

1. Policies and Plans - L. P. Voigt, Chairman
2. Program - Lt. Governor Jack Olson, Chairman
3. Local Tax Base - Senator Clifford Krueger, Chairman
4. Financial Resources - Leonard J. Seyberth, Chairman
5. Organization and Procedures - Fred D. Hartley, Chairman

Staff Assistance:

Roger Schrantz - Coordinator, Department of Administration

Walter E. Scott - Secretary, Department of Natural Resources

GOVERNOR'S ORAP TASK FORCE

Office of the Chairman
Fort Atkinson, Wisconsin
53538

October 9, 1967

WI
Δ
NAT.
6/2:
08

Honorable Warren P. Knowles
Governor of Wisconsin
State Capitol
Madison, Wisconsin 53702

Dear Governor Knowles:

I am pleased to transmit to you herewith the final report of your Outdoor Recreation Act Program (ORAP) Task Force which started its deliberations about a year ago on October 7, 1966. In your charge to us then you asked for an assessment of the accomplishments and methods of ORAP and related outdoor recreation resources programs, as well as reevaluation of the future need for such facilities and the plans to provide them--including suggestions for both appropriate financing and for alleviating the impact of state land acquisition on the local tax base.

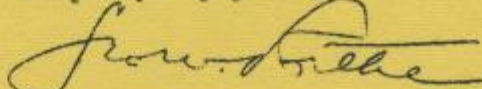
Most important in our assignments from you was the challenge to find ways in which Wisconsin's exceptional outdoor recreational opportunities would be:

- (1) Preserved in basic resources and wildlife habitat
- (2) Protected for future generations to enjoy
- (3) Enhanced to promote the tourist recreation industry
- (4) Developed in cooperation with local communities through state aids
- (5) Coordinated with private and commercial action in this field

Your ORAP Task Force assigned specific studies to five separate committees and used an Executive Committee to direct their work through a number of meetings based on extensive agency background papers. All 22 members were given these materials to study, along with long-range plans from both the Divisions of Conservation and Resource Development of the Department of Natural Resources. Valuable assistance in coordination, as well as financial and organizational recommendations was received from the Department of Administration. We made a conscientious effort to look into all the general areas mentioned in your charge to us, and have come up with proposals to modernize the aims and operations of Wisconsin's outdoor recreation programs.

All members voting on this final draft of the Task Force report and proposed bill were unanimous in endorsement even though membership was bipartisan and covered a wide range of interests. We plan to do everything possible to follow through on our assignment and look forward to passage of legislation in the near future to implement these recommendations.

Respectfully yours,



Leo W. Roethe
Chairman

FOREWORD - FOR ORAP 100

This is Wisconsin's Conservation Centennial year and the beginning of the second century of achievement in this field for the state.

The Governor's ORAP Task Force has aimed for a balanced program adequate and necessary to meet the recreational demands which will be placed upon Wisconsin's resources in the future. This report recognizes that while acquisition is still vital, development also is necessary. It further recognizes that outdoor recreation experiences are good for the health of our country and can play an important part in solving urban problems. It can't do the job alone, but can give man the open space in which to relax, enjoy himself, and to cool off the tensions of big problems in his everyday life.

Members of the Task Force have had these matters pointed out to them during our deliberations. This is one reason why program recommendations have been made to satisfy as many groups as possible. These recommendations include:

1. Continuing ORAP as a permanent operation in the future.
2. Bonding for outdoor recreation needs now while program plans still are possible.
3. Increasing development of established projects with land acquisition primarily for completion of present goals.
4. Expanding state aids to local communities extensively for acquisition and development of parks and recreation areas.
5. Stressing action in the more urban areas for additional youth camps, work programs and open space.
6. Keeping park user fees at a reasonable figure and providing some operating costs from ORAP.
7. Creating lakes for swimming and fishing in southern Wisconsin.
8. Preserving wild and scenic rivers and historic sites.
9. Accelerating the surface water inventory and classification program to aid future planning work.
10. Changing priorities on highway scenic easements and other projects to allow for necessary flexibility.

SUMMARY OF RECOMMENDATIONS

Actions needed to update and selectively redirect Wisconsin outdoor recreation programs are detailed in the main body of this report. In summary, the Governor's ORAP Task Force recommends that:

Program:

1. Aids for local parks and recreation areas be expanded in scope to one million dollars per year to assist and stimulate local governments to meet their outdoor recreation responsibilities. A tenfold increase in ORAP is recommended primarily for metropolitan areas but 30% would be assigned to rural areas.
2. Aids in lieu of taxes be paid local governments on all future recreational land acquisition in an amount equal to full property taxes at the time of acquisition in decreasing amounts over a ten-year period. Ten annual payments would be made, starting with 100% in the first year and decreasing 10% each year thereafter.
3. County forests recreation aids be continued and expanded moderately to stimulate more extensive use of county forests for outdoor recreation.
4. Creation of new lakes be continued and expanded over the years to create multi-purpose lakes in areas of sparse numbers of natural lakes.
5. Two additional youth conservation camps be established to increase the capacity of the camp system to 1,000 boys each summer. These to be year-round facilities in the Milwaukee area to provide group camping when not used for ORAP conservation work camps.
6. Historic sites preservation and restoration be added as a program component of ORAP to preserve unique representations of Wisconsin's heritage.
7. Wild rivers preservation be added as a program component of ORAP to implement 1965 legislation preserving the Pine, Popple and Pike Rivers as wild rivers and future designated wild rivers.
8. Conservation work programs exist in the Milwaukee area that can provide meaningful work for unemployed. It is proposed that ORAP funds be made available to match federal anti-poverty funds or other federal programs as well as state and county funds.
9. Tourist information centers be continued and adequately funded in future years to meet increasing operating costs.
10. Acceleration of surface water inventory and lake use planning with ORAP contribution of \$50,000 per year to this project.
11. The state establish, as its 1980 objective the acquisition of approximately 500,000 additional acres of recreational lands, estimated to cost \$47.9 million in 1967 dollars, and that the financial and administrative mechanisms needed to accomplish that objective be implemented.

12. Development of recreation resources be sharply accelerated in the near future to open state-owned lands to public use, protect the state's acquisition investment and move steadily toward meeting the outdoor recreation demands of 1980. The Task Force's development program should be established as the state's 1980 development objective and adequate funding - \$44.6 million in 1967 dollars - be provided to meet that goal.
13. State parks operations and maintenance continue and expand at a level needed to protect the state's investment and enable Wisconsin citizens to enjoy acquired and developed recreation resources, and that an adequate financing base be established to finance expected increases in operating costs without diverting ORAP funds from other needed outdoor recreation programs.
14. ORAP be established as a long-term continuing program to meet Wisconsin's outdoor recreation needs.
15. Specific project priorities be eliminated from the statutes, and broad policy guides be established as the appropriate means of legislative control over ORAP.
16. The statutory requirement for county board approval of new parks in counties with more than 4,500 acres of state parks be eliminated, recognizing that the proposed new aids in lieu of taxes program will compensate local governments for temporary disruption to the local tax base.
17. ORAP funding for highway scenic easements to be continued at the present level with more flexibility as to priority project areas.

Finance:

18. The ORAP revenue base be altered to provide revenues that grow over the years as outdoor recreation needs grow and costs increase. All cigarette tax revenues would be deposited in the state's general purpose revenues, and, in place of the existing 1¢ cigarette tax supporting ORAP, a continuing appropriation of an amount equal to 165/10,000 of 1% of the equalized value of physical property in Wisconsin would annually be made from the general fund to support the accelerated ORAP fund.
19. A carefully controlled and prudently managed program of bonding for outdoor recreation be implemented, accelerating acquisition and development to minimize the dollar erosion of inflation and provide financial flexibility to take advantage of unique acquisition opportunities.
20. The state establish the policy that park user revenues should produce at least 50% of the costs of operating and maintaining state parks, and that the Conservation Commission be authorized to establish all fees, with appropriate reporting to legislative bodies.

Organization:

21. Along with the consolidated ORAP administration provided for in the comprehensive reorganization, that all local park aids be administered in an integrated operation.
22. The State Recreation Advisory Committee be terminated and that the existing statutory functions of ORAP management, together with the policy formulation of outdoor recreation resources management, be lodged with the citizen's Natural Resources Board created under the comprehensive statewide reorganization bill.

BACKGROUND

Wisconsin is uniquely and richly endowed with magnificent outdoor recreation resources. Our beautiful and abundant outdoor recreation opportunities enrich the daily lives of each Wisconsin citizen and offer a compelling attraction for tourists -- constantly building the base for one of Wisconsin's most important and rapidly growing industries. State programs to protect and enhance these resources will determine whether future generations will be blessed with the same unspoiled natural beauty and outdoor recreation opportunities that we enjoy today.

Wisconsin's Outdoor Recreation Act Program, enacted in 1961 with broad bipartisan support, was conceived in the great hope and promise that it would protect vital recreation resources from the destruction that too often follows urbanization and increasing population. Since 1961, ORAP has scored impressive accomplishments, preserving unique outdoor recreation resources and making them available for the enjoyment of all Wisconsin citizens and people throughout the nation.

Even though ORAP's objective is a proud one, the demands upon it have been greater than its capacity and future demands will be even greater. Its financial resources have fallen far short of that expected and needed. The ten-year, \$50 million ORAP program conceived in 1961 now can be expected to produce only about \$45 million in that ten-year period. As cigarette tax revenues have fallen off, the cost of acquiring choice recreational properties, constructing recreation facilities and operating and maintaining them has spiraled, constricting ORAP in a cost price squeeze.

Wisconsin's Outdoor Recreation Act Program led the nation in a concentrated effort to protect vital recreation resources from the destruction that too often follows urbanization and increasing leisure time. Despite ORAP's stepped up level of acquisition of important recreation resources, an even greater effort will be needed in the future as urbanization and lakeshore development increase at a geometric rate, vital and unique recreational resources will be destroyed or forever lost to wide public use unless the state's recreational land acquisition program continues at a high level and is even increased in future years.

Acquisition is but the first step in the development process and while much has been accomplished here, further development of recreation resources must be made to follow acquisition. Development must be greatly accelerated if these resources are to be protected for future use and be opened for our enjoyment today. Newly opened recreation opportunities result in greatly increased operating costs. Other ORAP components, lake creation, local park aids, youth conservation camps and others similarly need expansion. New programs, such as wild rivers preservation and historic sites preservation, need to be initiated.

We, the Governor's ORAP Task Force, have sought to lay out a broad outdoor recreation resources program that looked to the future and answered the needs of tomorrow. The ORAP Task Force's recommended outdoor recreation program for Wisconsin, as detailed in the following pages of this section of this report, seeks to answer the outdoor recreation demands of 1980 and build a solid outdoor recreation foundation for the next century.

Recreational Land Acquisition

Wide public accessibility to outstanding recreational lands is the core ingredient of a quality outdoor recreation program that provides full recreational opportunity for all citizens. Public acquisition or easement control of significant recreational resources is the vital means of making these resources available for public use and enjoyment.

Recreational land acquisition has been substantially accelerated by ORAP. In the first five years of ORAP, from 1961 to 1966, 197,000 acres of prime recreational lands were purchased. More than two-thirds of the total, some 141,000 acres, were acquired through ORAP funding. Reflecting the water orientation of outdoor recreation, ORAP acquisitions produced nearly 3.2 million feet of additional water frontage.

Despite these impressive five-year achievements, an even greater level of recreational land acquisition will be required in the future if the outdoor recreation demands of Wisconsin citizens and out-of-state tourists are to be satisfied. A Task Force evaluation of outdoor recreation resources demands in the future has outlined a total need to acquire an additional 510,000 acres of top priority recreational land by 1980, providing expanded parks, fishing and hunting opportunities.

The Task Force believes that the acquisition of vital recreational land has been an appropriate concentration of ORAP during its early years, and that this effort should be continued in future years.

The Task Force recommends that the state's recreational land acquisition program of approximately a half-million acres be established as the broad objective to be accomplished by 1980, and that the necessary financial and administrative means be implemented. It further recommends that the 1980 objective be periodically reviewed during the next 13 years to ensure that the objective and actions leading to its accomplishments are consistent with the outdoor recreation needs of the state.

At current cost levels, acquisition goals would require about \$47.9 million. Some \$25.8 million would be invested in the acquisition of state parks and state recreation area lands, \$8.6 million in game lands, \$9.3 million in fishing lands and \$4.2 million in forest lands. The Task Force's proposed financial program suggests that \$7,379,000 be allocated for land acquisition in 1967-69.

The cost of recreational land acquisition is continually increasing -- at the annual rate of about 10% for park and water land and 7% for game and forest land. Thus, overall costs will be lowered if acquisition is continued and accelerated in the short-term future.

Methods to finance the recommended recreational land acquisition objective are included in the Financing section of this report. The impact of a broad scale state acquisition program on local taxes is recognized in a following section, and proposals are made to appropriately alleviate the financial disruption to local governmental units.

Development of Recreation Resources

Wisconsin's rich outdoor recreation resources can be opened to intensive public use and enjoyment only if these resources are appropriately developed. Nature trails, beaches, toilets, water systems, bathhouses, boat landings, camping areas, picnic areas, parking lots, roads and a variety of other facilities need to be constructed for full public use.

Development not only enables public use, but of equal importance, properly planned development also protects unique recreation resources from destruction by over-intensive or improper public use.

In recent years, development has lagged far behind acquisition. In part, the development lag is appropriate, for lands can be developed only after they have been acquired. More significantly, though, sharp financial limitations have forced deferral of development in favor of continued concentration on acquisition.

Acquisition and development are often viewed as competitors for the outdoor recreation dollar, and, in an era of limited funding, they do become competitors and choices are made -- usually in favor of acquisition. Comprehensive outdoor recreation programs contain three parts -- acquisition, development, and then operation. Each are vital to the total program, and each must be recognized in a properly balanced fashion.

By 1980, some 18 new state parks or state recreation areas will be opened or sharply expanded -- all requiring substantial development investments. Development is needed at Ferrot, Lake Kegonsa, Hartman Creek, Whitefish Bay, Kohler-Andree, Willow River, Lake Wissota, Castle Rock, Europe Bay, Wildcat-LaFarge, Mirror Lake, Harrington Beach, Maiden Rock, Thunder Mountain, Turtle Creek, Wolf River, Peterwell Lake and Tim's Hill.

The Task Force believes that the development of recreation resources should be sharply accelerated in future years to open state-owned lands to public use, to protect the state's acquisition investment, and to move steadily toward meeting the outdoor recreation demands of 1980. It recommends that the development program be established as the state's broad development objective for 1980, and that adequate funding be provided to meet that goal.

The Task Force has programmed a broad variety of recreation development projects to be accomplished by 1980. They include a 600% increase in group camping capacity to 6,000 -- more than doubling family camping units to 7,100 -- tripling the number of picnic tables to 12,700 -- tripling hiking trail mileage to 340 miles -- a 400% increase in nature trails to 59 miles -- more than doubling natural area acreage to 46,000 acres -- and nearly tripling beach areas to 41,700 feet.

Recreational development, at current dollar values, will require an investment of \$44.6 million to meet the 1980 objective. Parks and multi-purpose recreation area development will require \$27 million of that total investment. Fishing land development will require \$5.6 million, game land development will need \$11 million, and forestry development will require \$1 million. The Task Force financial program recommends that development be increased to a level of \$6.8 million in 1967-69. It suggests the development be further increased to an \$8.9 million level in 1969-71 to eliminate the development backlog.

State Park Operations and Maintenance

State park operations and maintenance are financed in part by ORAP funds and have been a part of ORAP since it was established in 1961.

In the five years from 1961 to 1966, Wisconsin's state park system experienced a dramatic increase, forcing a similar increase in the cost of park operations and maintenance. Ten new state park and recreation areas were opened in the 1961-1966 period. State park and recreation acreage nearly doubled in that five-year period,

increasing from 17,300 acres to 33,200 acres. The number of picnic tables increased nearly one-third and the number of campsites increased nearly 50%.

State park and recreation area programs are planned to expand even more quickly in the years to 1980. Some 93,000 additional acres of park and recreational area land will be opened to public use by 1980 under the Task Force recommendation.

The costs of operating and maintaining state parks are increasing at a rate consistent with the greater park acreage and continually increasing operating costs. Operating costs in 1961-62 totaled \$833,000. Five years later, in 1965-66, operating and maintenance costs had climbed to \$1,101,000. Budget requests for 1968-69 indicate costs of \$1,825,000. Future year projections indicate that state park operating and maintenance costs will continue to increase over the years, climbing to approximately \$3.8 million by 1980. A total of \$34.9 million will be required to operate and maintain state park and recreation areas in the 13-year period from 1967 to 1980.

The Task Force believes that an adequate financing base for state park operations and maintenance must be established -- adequate to finance expected increases in the costs of operating state parks without diverting ORAP funds from other needed outdoor recreation programs. The specific methods of establishing an adequate financing base are included in the Financing section of this report.

Aids in Lieu of Taxes

Local resistance to state recreational land acquisition centers in major part on the consequent disruption to the financial base of the surrounding local governmental units. Opponents claim that removing choice recreational lands and facilities from the local tax base places an unfair burden on other taxpayers.

Those who support a continued and increased program of state acquisition of valuable recreational lands reply that private development follows public development, and that soon the local tax base will be higher than before the state recreational land acquisition.

Both arguments are plausible. State acquisition does result in at least a temporary lowering of the local tax base and may produce a financial problem for the local governmental units. Motels, restaurants, service stations and other private facilities do spring up around a new state park and the highways leading to it but not during the first several years of the life of the park. After some time, however, a state park so stimulates private development and the economy of the surrounding area that the local tax base soon expands to its previous level.

The impact of state-owned land on the financial base of the local governmental units is a problem of many years duration. Recently, Professor C. W. Loomer of the University of Wisconsin published a comprehensive study of the subject, which proposed a number of policy guidelines for potential state action.

The Task Force evaluated the Loomer guidelines and a number of other local tax base compensation alternatives and recommends that legislation be enacted to provide that:

1. State payments in lieu of taxes should be made on all future outdoor recreation land acquisition, including park and recreation land for which payments have not been made.

2. State payments in lieu of taxes should be equal to the total of county, local and school property taxes levied against the real estate at the time of acquisition, except that the payments should not exceed 10% more than the average of the taxes for the previous two years.
3. State payments in lieu of taxes should be made in decreasing amounts over a ten-year period. Ten annual payments would be made, starting with 100% in the first year and decreasing 10% each year. In the first year, state payments would be equal to 100% of property taxes at the time of acquisition, in the second year the payments would be equal to 90%, in the third year 80% and so on.

The Task Force believes that this local tax base policy and state payment program will adequately recognize both the temporary local financial situation and the economic benefits to the area produced by the long-term private development that accompanies public recreation development.

Implementation of this ten-year decreasing state payments in lieu of taxes program will require about \$200,000 in 1967-69, in addition to some \$60,000 allocated for the current aid formulas. Over the 13-year period to 1980, state payments will total about \$4.5 million for the new payments program and the continuation of current formula payments on previously acquired lands.

Local Park and Recreation Area Aids

Public outdoor recreation programs are a partnership operation of all governmental levels. The federal government operates outdoor recreation facilities of national significance and offers financial assistance to help state and local governments implement their outdoor recreation programs. Similarly, state governments develop and operate outdoor recreation facilities of statewide importance and help local governments provide outdoor recreation opportunities for the local and regional areas.

In 1961, ORAP started a modest program of limited financial aids to stimulate the acquisition of parks and recreation areas in urban areas. While the urban park aids have made valuable contributions, the financial limitations and the concentration only on urban areas have limited the program from becoming a broad scale stimulus for adequate local park acquisition.

The Task Force believes that although state aids should be made available to all units of government the greatest needs fall in the heavily urbanized areas. It, therefore, recommends that population be the major factor in distributing the fund and that special problem areas be recognized. As a minimum, probably at least 70% should go to urban areas. The Outdoor Recreation Advisory Council should meet with representatives of the Milwaukee County Park Commission, the Milwaukee mayor's office and representatives of the major cities to determine the distribution of funds and project criteria.

Several years ago a new federal program, LAWCON, was initiated to financially assist state and local governments in their outdoor recreation programs. Administered by the state, approximately half of the LAWCON funds are channeled to local governments for local recreation facilities. These new LAWCON federal funds, along with other direct programs such as the Open Space and Greenspan programs, provide a significant financial resource for local outdoor recreation.

Local government fiscal problems are well recognized, including the financial problems of acquiring, developing and operating outdoor recreation facilities. Even the 50% matching requirement of federal assistance programs often is a financial barrier that local governments find difficult to conquer.

This state aid would be useful in matching various federal programs. By this means each dollar so used would result in two dollars worth of recreation or more. State aids are presently available in adjacent states for matching purposes.

The Task Force believes that the state program of local park and recreation area aids should be both financially increased and expanded in concepts to provide aids for both urban areas and less populated regions and to provide aids for development as well as acquisition. The Task Force recommends that local park aids be expanded to \$2,000,000 in 1967-69, a tenfold increase. The 1980 financial program recommended by the Task Force proposes that \$13 million in local park aids be budgeted in the next 13 years.

LAWCON aids shared with local governments may be expected to total about \$12.9 million by 1980. Thus, more than \$26 million of outdoor recreation aids will be available to Wisconsin local governments over the next 13 years -- in addition to direct federal aids such as Open Space.

Creation of New Lakes

Lakes and other waterways are the core ingredient for outdoor recreation facilities. While the number of lakes and acres of water surface in Wisconsin far exceeds nearly every other state in the nation, some areas of the state -- particularly in the densely populated southern regions -- have too few natural lakes to provide an adequate outdoor recreation base.

Creation of new lakes, as a recreational feature of comprehensive watershed protection and flood protection projects, is an integral facet of ORAP. Since 1961, some seven lake creation projects have been completed, providing more than 750 acres of new lakes for water-based outdoor recreation.

The Task Force believes that lake creation should be continued and expanded in future years to create a number of small multiple-use lakes in southern Wisconsin suitable for fishing, swimming, boating and other water activities.

Task Force recommendations for new lake creation propose that lake creation funding be continually expanded over the 13 years to 1980, totaling a \$5.4 million investment in lake creation from 1967 to 1980. The 1967-69 allocation for lake creation would be expanded to \$750,000.

Cooperative projects to create recreational lakes as a part of comprehensive watershed protection projects will be continued. In addition, small multiple-use lakes will be selectively created in the areas of greatest need.

Youth Conservation Camps

Youth conservation camps are a unique and valuable part of ORAP. Each summer some 600 boys at three camps enjoy a healthy outdoor life, learn conservation firsthand, and work at a variety of constructive conservation development projects.

The Task Force recommends that two additional youth camps be constructed, one each in 1967-69 and 1969-71, to increase the total capacity of the camp system to 1,000 boys each summer.

The Task Force recommends that these two new camps be year-round camps and that one be located on the Southern Purchase Unit and one on the Northern Purchase Unit of the Kettle Moraine State Forest. They would be open full time 12 weeks each summer for conservation camps as are the present three camps. The balance of the year they could be scheduled for group camping following the pattern of the Wyalusing Camp.

It would be desirable that about 80% of the enrollees in these conservation camps be obtained from the Milwaukee County area if possible. The balance of the year predominantly youth groups could schedule organized group camping projects. This type of arrangement would provide a camp experience for girls as well as boys at these facilities.

Permanent camps will be more expensive to build and equip; therefore, it is estimated \$235,000 should be used for this purpose in each of the fiscal years of this biennium. The three present camps each cost about \$150,000 to construct.

With the addition of two camps and increased operating expenses, youth conservation camps will require about \$6 million in the 13-year period to 1980, including \$1,200,000 in 1967-69.

Historic Sites

Wisconsin history is an important, but yet largely unrecognized, facet of the state's outdoor recreation program. Many historic sites, illustratively unique segments of Wisconsin's heritage, are destroyed over the years from the lack of a continuing and adequately funded program to preserve them.

The Task Force believes that historic site preservation should be added to the program, and recommends that \$40,000 be budgeted in 1967-69 for this purpose and be expanded over the years to a \$150,000 biennial level. The 1980 financial program envisioned by the Task Force would allocate more than \$765,000 for this purpose by 1980.

Prior to implementing this new historic site acquisition program a resource inventory of historic sites should be prepared and a long-range plan of historic site acquisition and development, including priorities of need, should be prepared.

It is recognized that this is a very modest beginning of this program; however, until the State Historic Plan is completed, exact demands are not known. It is expected this program will be evaluated along with all others within the next three years.

Wild Rivers Preservation

New legislation in 1965 set in motion a concept and a mechanism for the preservation of scenic and wild rivers in their natural state. The Pine, Popple and Pike Rivers were designated for wild rivers preservation and other rivers will likely be designated wild rivers in future years.

No funds, however, were provided to launch the preservation program. The Task Force believes that the preservation of yet unspoiled rivers is of priority importance in the state's outdoor recreation program and recommends that ORAP funds be invested in wild rivers preservation. It recommends that \$100,000 be allocated in 1967-69, \$150,000 in 1969-71 and \$200,000 biennially thereafter for a continuing program of wild rivers preservation. More than \$1.1 million will be expended for wild rivers protection by 1980.

County Forest Recreation Aids

County forests, totaling 2.2 million acres, are a huge reservoir of potential outdoor recreation facilities. As a stimulant for more extensive use of county forests for outdoor recreation, ORAP will continue to make 50% matching aids for the development of recreational facilities.

Since 1961, some 33 development projects in county forests have provided a variety of new campgrounds, picnic areas, beaches, nature trails and boat landings for intensive outdoor recreation uses.

The Task Force recommends that the county forest recreation aid program be expanded to \$100,000 annually, producing a total \$1.3 million investment in county forest recreation aids in the 13-year period to 1980.

Conservation Work Programs

A wealth of conservation work is awaiting action within a 50-mile radius of Milwaukee. These include game, fish, forests, parks and water projects not only on state land, but on county property also. Work is available on Bong, Kettle Moraine, Big Foot Beach, Theresa Marsh, Whitewater and numerous county parks just to mention a few.

An ample supply of labor would appear to be available in downtown Milwaukee and other cities in the southeast corner of the state. Transportation would be necessary, but should not be an insurmountable problem.

What is needed then is an imaginative cooperative program to seek the financial means and to bring the workers and the work together. The Department of Natural Resources and the Department of Industry, Labor and Human Relations should meet with state economic opportunity employees, community action agencies and the mayor's office in Milwaukee to seek a program of work and training on conservation projects.

The Task Force recommends \$50,000 annually to be made available for local matching purposes. Presently most programs in this field are 90% federal and 10% local. An allotment of this amount would support over a \$500,000 work program since in kind contribution may also be used for matching. This \$50,000 would be necessary to hire additional supervisory employees to set up and supervise the actual work. Matching also could be made with other state or county funds.

Tourist Information Centers

In 1961, ORAP initiated the program of operating tourist information centers to help tourists find public and private outdoor recreation facilities suitable to their needs. More than 200,000 tourists annually seek information from the seven tourist information centers operated near state borders. New permanent information centers are planned for Genoa City, La Crosse, Superior and Dubuque. Other permanent centers are at Kenosha and Beloit (just completed).

The Task Force believes that the tourist information centers provide a valuable service in supporting Wisconsin's recreational industry and recommends that the program be continued and be adequately funded to meet increasing operating costs. \$218,000 should be used for this purpose in the 1967-1969 biennium.

Recreation Planning

ORAP funding for outdoor recreation resources long-range planning should be continued in future years. Comprehensive recreational planning is an important and necessary tool for an efficient and effective outdoor recreation resources acquisition and management program. Some \$15,000 is recommended each year for recreational planning in the Task Force proposed financial program.

Accelerated Surface Water Surveys

The Division of Conservation of the Department of Natural Resources has been making county surface water inventories with recommendations for better management planning. In order to get this survey completed sooner for use in future protection and zoning work, \$50,000 per year has been added to the ORAP budget.

State Highway Scenic Easements

This program will be continued at essentially the same level of funding, \$185,000 per year, with more flexibility in priority areas where the work of scenic beauty preservation is to be done.

Other Program Recommendations

In addition to the specific program recommendations made earlier in this section of the Task Force report, the Task Force also evaluated a variety of other matters related to ORAP and its operations and recommends that:

1. A permanent program be established to meet Wisconsin's outdoor recreation needs. When ORAP was considered and established in 1961, it was described as a ten-year program. After the first five years of operation, it is apparent that ORAP has made an immensely valuable contribution to state outdoor recreation and that the need for ORAP will continue into the future -- well beyond 1971. Indeed, as the previous sections of this report document, it should not only be continued after 1971, it should also be significantly expanded to meet growing outdoor recreation demands.
2. Specific project priorities be eliminated from the statutes and broad policy guides should be established as the appropriate means of legislative control in the program. The 1961 ORAP legislation established in the statutes a long list of specific recreation projects. Advertising specific acquisition intentions, however, invites speculation and results in substantially higher state acquisition costs. The Task Force suggests that, instead of specific project priorities, the Legislature establish broad policy guides to control activities in the succeeding biennium, identifying broadly the program areas of concentration. Reports of ORAP program accomplishments will then inform the Legislature whether their intentions were realized.
3. The statutory requirement for county board approval of new parks in any county where more than 4,500 acres of state parkland already exist be eliminated. This statutory requirement was originally intended to prevent a further erosion of the local tax base. The Task Force's recommended program of aids in lieu of taxes will compensate for the temporary tax base disruption and this statutory requirement may be eliminated. Outdoor recreation resources of statewide importance must be acquired no matter where geographically located or concentrated.
4. Program review. The Board of Natural Resources will continually review the program as accomplishment levels are reached and based upon this review recommend budget adjustment biennially. Not later than 1970 a complete program analysis will be made and necessary steps taken to correct the program as accomplishments and deficiencies are found.
5. In addition to the before-mentioned programs, the Task Force discussed and accepted several other programs as desirable. They have not been included at this time due to the limited financing and press of higher priority projects but should be considered for the next biennium if funds are available. They are:

- a. Site planning for local units of government. Quality sites are desirable not only for the quality experience and to preserve the site but also to decrease the operation and maintenance costs. \$50,000 annually should be provided to share the cost of consultants.
- b. Access to public waters. The present \$65,000 available from conservation funds to lower governmental agencies is insufficient. Another \$35,000 annually should be available from ORAP for this purpose.
- c. Natural resources planning for local governments. Many local units are undertaking recreation and natural resources planning for various purposes. Some federal programs require this and at times it is a requirement of a 701 comprehensive plan. Experts in this field should be available to assist them. \$45,000 annually should be allotted from ORAP for this purpose.

FINANCING

Outdoor recreation objectives and program goals will be achieved only if the financing foundation is strong enough to produce revenues adequate to meet the goals. Financing outdoor recreation, then, is the critical factor in preserving and enhancing outdoor recreation resources. The Task Force devoted great effort to measuring the adequacies and potentials of outdoor recreation financing. As a result of its efforts, the Task Force has organized an outdoor recreation financing structure that will provide the revenues needed to accomplish the outdoor recreation programs to 1980 that it set forth in the preceding section.

Today's outdoor recreation programs in Wisconsin are financed from the following revenue sources:

ORAP is financed by a 1¢ cigarette tax devoted to acquisition, development and operations of outdoor recreation. It produces about \$4.5 million annually and is expected to grow only slightly over the years.

LAWCON is a recent federal aid program to assist state and local governments to acquire and develop outdoor recreation facilities. About \$1.5 million annually contributes to Wisconsin state and local programs. LAWCON is expected to grow modestly over the years.

Conservation Funds support a variety of outdoor recreation activities. More than \$1 million annually is devoted to acquisition and development of game and fish lands, and is financed by hunting and fishing license revenues. Park and forestry receipts, including sticker fees and camping fees, produce about \$600,000 annually for the operations and maintenance of state parks. Finally, forestry mill tax collections are invested in the purchase of lands for the Kettle Moraine Forest for recreation.

Other Federal Funds, primarily Dingell-Johnson, Pittman-Robertson and Open Space, produce about \$500,000 annually for a variety of state outdoor recreation programs. Other federal programs, such as the Highway Beautification Act and the Historic Sites Preservation Act, will provide yet additional federal funds for related outdoor recreation purposes.

Existing revenue sources will fall short of meeting the proposed outdoor recreation programs to 1980 that are suggested in the preceding section. Believing it vital that Wisconsin accomplish the outdoor recreation resources objectives needed by its citizens and its economy, the Task Force has designed an outdoor recreation financing structure adequate to satisfy Wisconsin's long-term outdoor recreation requirements.

In summary, the major financing recommendations of the Task Force are three: (1) change the ORAP revenue base to one with a growth potential consistent with the growth in outdoor recreation needs and increasing costs; (2) establish the policy and administrative mechanisms that park user revenues shall produce at least 50% of the costs of operating and maintaining state parks; and (3) selectively and prudently issue bonds to finance permanent outdoor recreation investments on a long-term basis and amortize the costs from those who enjoy the facilities in future years as well as today.

A detailed explanation of the Task Force financing recommendations is set forth in the remaining part of this section of the report. Table 2 summarizes the Task Force's 1980 recommended financial program, showing how the proposed financing structure meets the necessary program costs. Table 1 at the end of this report documents a year-by-year financial program from 1967 to 1980.

ORAP Revenue Base

ORAP is financed by a dedication of 1¢ of the state's 10¢ cigarette tax for support of state outdoor recreation programs. In 1961, when ORAP was enacted, it was expected that a 1¢ cigarette tax would produce \$5 million annually for ORAP and \$50 million over the ten-year program. Actual cigarette tax collections, however, have fallen about 10% below the projections. Cigarette taxes have been producing about \$4.5 million for ORAP each year, and after five years, it now appears that the ORAP cigarette tax financing base would provide only about \$45 million over the 1961-1971 period.

Outdoor recreation, along with other state programs, should be provided a revenue base that grows over the years at a level consistent with increases in program needs and increases in program costs. Without consistent revenue growth, continually increasing costs will absorb more and more revenues and the accomplishments of ORAP will fall far short of the goals set for it.

The 1¢ cigarette tax does not satisfy that growth criteria. If the experiences of the past five years can be projected into the future, the cigarette tax ORAP revenue base will grow only very gradually over the current \$4.5 million level - probably at a much slower rate than growth in outdoor recreation needs and costs.

In its evaluation of alternative revenue bases for ORAP, the Task Force found that the state's equalized property value offered a measure that grew over the years and had at least a modest relationship to outdoor recreation. Growth of the state's equalized property value has varied over the years, but the average growth rate over the past decade is well over 5% annually. Further, increases in the costs of buying recreational lands and developing them are closely related to increases in state property values.

The Task Force believes that the 1¢ cigarette tax should be eliminated as the ORAP revenue base, and a revenue measure related to the state's equalized property value should be established. Specifically, the Task Force recommends that the current ORAP 1¢ cigarette tax be deposited in the state's general purpose revenues as in the remaining 9¢ cigarette tax and be used for general state purposes, and that ORAP be financed in future years by an annual transfer from the general fund to ORAP of an amount equal to 165/10,000 of 1% of the current equalized value of all taxable property in Wisconsin.

Over the years ORAP revenues related to property values will increase much faster than a cigarette tax base. In the 13 years from 1967 to 1980 the recommended revenue measure will produce about \$79.6 million for ORAP, compared to the \$66.8 million that could be expected from the 1¢ cigarette tax. The recommended revenue measure would provide about the same revenues for ORAP in 1967-69 as would the cigarette tax. In future years, however, the property value related measure would produce far more revenues for ORAP than the cigarette tax. 1970 revenues, for example, would be \$5 million compared to the \$4.7 million from the cigarette tax. 1975 revenues would be \$6.4 million compared to \$5.2 million from the cigarette tax. By 1980 the difference would grow to \$2 million, \$7.8 million for the property related revenue measure compared to \$5.8 million from a 1¢ cigarette tax.

Some may object to abandoning the cigarette tax in favor of a moving appropriation from general purpose revenues to support ORAP claiming that this violates the time honored tradition of financing natural resources from dedicated funds. Dedicated revenues, however, usually imply that users pay the costs of the programs and there is no relationship, direct or indirect, between smoking cigarettes and enjoying outdoor recreation facilities. A property value related revenue base for ORAP would offer just as much continuity and dedication as does the cigarette tax. In addition, it offers a growth potential far in excess of the limited cigarette tax base.

Bonding for Outdoor Recreation Investments

Outdoor recreation programs suffer from spiraling cost inflations. The costs of acquiring prime recreational lands have particularly experienced sharp cost increases in recent years. Expanding urbanization, affluence and increased leisure time have produced intense competition for select recreational properties along lakes and streams, resulting in greatly higher costs for state acquisition. Doubling and even tripling the costs of highly sought after lakeshore property in just a few years is common.

Inflationary costs can never be completely avoided, but they can be minimized by an aggressive and concentrated effort aimed at acquiring vital recreational properties and developing necessary recreational facilities in as short a time period as possible. Emphasis on early acquisition and development requires a substantial money outlay in much larger amounts than is possible under the current pay-as-you-go practice of financing permanent recreation improvements. A carefully planned and prudently executed bonding program aimed at critical recreation resources would minimize the impact of inflation.

Bonding provides a vehicle for accelerating the program without immediately raising present taxes or imposing new ones. The purpose of stepping up recreational acquisition and development is to preserve open space while it is available for future generations. With this goal in mind it should not be objectionable to expect that the beneficiaries assist in paying their fair share. The modest bonding proposal contained herein should not impose a hardship but probably result in a lesser cost to the beneficiaries than if they have to acquire and develop open space in their own time.

State bonding for permanent capital investments through state building corporations is a well established practice in Wisconsin. Despite the nonguaranteed aspect of Wisconsin building corporation obligations and fluctuating money markets in recent years, average interest rates paid for 25-30 year building corporation bonds are less than 3- $\frac{1}{2}$ %. This average interest rate compares very favorably with the 10% and 7% annual cost appreciation experienced in recent years in acquisition.

Other states have wisely employed bonding as a long-time method of financing recreational land acquisition. At least 24 states now have bond financing to finance outdoor recreation programs. In the past five years Maine has issued \$10 million in bonds, New Jersey \$60 million, New York \$100 million, Ohio \$55 million, Pennsylvania \$70 million and Rhode Island \$5 million to finance outdoor recreation acquisition and development. Bonds authorized but not yet issued include \$150 million in California and other states.

While the major impetus for recreation bonding is based on considerations of economy and minimizing the costs of inflation, other factors which cannot be measured in dollar terms also prompt recreational bonding. These include the financial ability to acquire unique recreational resources which, if not purchased on a timely basis, may forever be denied public enjoyment. In addition, early acquisition and development made possible by bonding results in earlier public use and enjoyment of the recreational facility. Dollar values cannot be assigned these factors, but their social and recreational values are just as real.

The Task Force believes that carefully managed bonding for outdoor recreation acquisition and development is a responsible, economical and necessary financial management device to meet the outdoor recreation needs of Wisconsin. It recommends that \$7.09 million of building corporation bonds be authorized in 1967-69 for acquisition and development.

According to the Task Force financial projections, a total of \$49.8 million of bonds would be needed to satisfy the state's outdoor recreation needs to 1980. The continued need for bonding would be analyzed for each biennial budget, however, and the initial bonding commitment would be limited to the suggested \$7.09 million bonding authority in 1967-69.

Debt service, both principal and interest, would be paid from accelerated ORAP funds. Projected bond issues and consequent debt service requirements are shown in the proposed 1980 outdoor recreation financial program contained in Tables 1 and 2 of this report.

State Park Receipts

A portion of the costs of operating state park and recreation areas is paid by a variety of fees charged those who use the facilities. These fees include daily and seasonal park sticker fees, camping fees, golfing fees, concession revenues and a variety of other receipts which are related to charging the users.

Park user revenues, however, fall far short of the total costs of operating and maintaining the state park facilities. In 1965-66, for example, park operations and maintenance expenses totaled \$1,101,000. All park user revenues collected in that year accumulated to \$600,000. Thus, slightly more than half of all operating costs were paid by those using the facilities. The balance of operating costs were paid by ORAP funds and state general purpose revenues.

The cost of operating and maintaining state parks is expected to increase significantly over the years, to \$1,825,000 in 1968-69, and potentially to \$3.8 million in 1980. User revenues at current rates, however, are not projected to keep pace with increasing costs. Projected fees charged users of park facilities will pay just 50% of operating costs in 1968-69, and, at current rates, will fall substantially below 50% in future years as operating costs increase.

The Task Force believes park user fees should be set at an amount that will produce revenues adequate to produce a significant portion of the total costs of operating and maintaining state parks. User fees, however, should permit wide public use of state recreation facilities regardless of financial ability.

The Task Force recommends that the state establish a general policy providing that at least 50% of the costs of operating and maintaining state parks would be paid from user revenues. It further recommends that the Natural Resources Board be delegated the authority and responsibility to set the amount of all user fees, including park sticker fees, and that it annually report the fee rates it established for the following year.

The Task Force further suggests that the feasibility of charging higher user fees to out-of-state users be investigated by the Department of Natural Resources, and that the department confer with neighboring states on user fees to avoid interstate competition.

ORGANIZATION AND MANAGEMENT

Efficient and effective management of state outdoor recreation resources require an organizational structure that is suited to the diversified activities, interests and agencies that characterize outdoor recreation. Similarly, the management functions carried out by the state agencies must be coordinated into an integrated outdoor recreation resources management effort.

The Task Force has thoroughly studied the existing pattern of managing state outdoor recreation, its strengths and its faults, and a variety of organizational alternatives. Its organization and management recommendations, as detailed in the following pages of this section of its report, are designed to complement the statewide comprehensive reorganization bill and meet the need for an effective structure for formulating and administering Wisconsin's outdoor recreation program.

ORAP Administrative Consolidation

ORAP embraces a broad variety of outdoor recreation programs that have been administered by five state agencies and coordinated by the State Recreation Advisory Committee. State outdoor recreation programs and their past administrative assignments included:

1. Conservation Department*: acquisition, development and operation of fish and game areas, forests, park and recreation areas; aids for county forest recreation facilities, operation of tourist information centers; and recreational planning.
2. Highway Commission: acquisition of highway scenic easements and development of roadside recreation facilities.
3. State Soil and Water Conservation Committee: creation of artificial lakes.
4. Department of Resource Development: aids for metropolitan parks.
5. Department of Public Welfare: operation of youth conservation camps.

Most of the ORAP programs are administered by the Conservation Department, including nearly 85% of the current ORAP funds. New and expanded outdoor recreation programs proposed by the Task Force would further concentrate administrative responsibility in the Conservation Department.

The statewide comprehensive reorganization bill transfers to the newly created Department of Natural Resources the responsibility for administration of the lake creation program and the operation of youth conservation camps. The ORAP Task Force believes that the transfer of these programs will both increase the efficiency and improve the effectiveness of their operation.

In its study of the administration of ORAP, the Task Force concluded that further consolidations would also benefit the efficiency and effectiveness of outdoor recreation management. Aids for local parks are now administered by the Division of Resource Development. Yet, similar local aids under the federal Land and Water Conservation Fund Act are administered by the Division of Conservation. The Task Force believes that all aids for local park acquisition and development should be administered by a single division to eliminate confusing duplicated administration for local governments and to improve the coordinated development of local park facilities. This unified administration of local aids is now more possible.

* Conservation Department is now Division of Conservation, Department of Natural Resources.

The Task Force endorses the transfer of artificial lake creation and youth conservation camps administrative responsibility to the Department of Natural Resources as included in the statewide comprehensive reorganization bill, and, in addition, recommends that the function of administration of local park aids be integrated with LAWCON in the Division of Conservation.

ORAP Coordinating Reorganization

When ORAP was created in 1961, a State Recreation Advisory Committee was established to formulate consolidated ORAP budget recommendations for legislative consideration; to coordinate member agency plans for a statewide system of recreational facilities, and to develop a long-range plan for full utilization of the state's recreational assets.

The membership of the State Recreation Advisory Committee is composed of the Governor and the directors of the five state agencies that administer outdoor recreation programs financed by ORAP.

Administrative consolidation of ORAP as discussed and recommended above, leaving only highway scenic easements and historic sites outside, results in nearly all ORAP administrative responsibility being lodged in the Department of Natural Resources. Thus, the State Recreation Advisory Committee, if unchanged, would become a body in which three of the five agency members would have no ORAP administrative responsibilities. Obviously, the composition of the committee must be changed or an alternative organizational arrangement be established.

Under the statewide comprehensive reorganization bill a Natural Resources Board is created, the State Recreation Advisory Committee is attached to the Natural Resources Board, and the membership and title of the Natural Resources Committee of State Agencies is altered and is attached to the Natural Resources Board.

Even though ORAP administration would be consolidated in the Department of Natural Resources, there yet remains a need for a comprehensive outdoor recreation coordinating mechanism. The Task Force recommends the ORAP funding for highway scenic easements be continued at present levels and coordinated with a major highway related recreation program under the federal Highway Beautification Act and regular highway funds. Similarly, the outdoor recreation programs of the University of Wisconsin and historic preservation must be coordinated with other state operating programs.

Both coordinated outdoor recreation policy formulation and coordinated outdoor recreation administration are necessary elements of an efficient and effective state outdoor recreation program, and the outdoor recreation coordinating structure must recognize and distinguish both coordinating needs.

Policy formulation is an expression of the needs and desires of the citizens of the state. Wisconsin's long tradition of broad citizen participation in natural resources affairs points to the need for a citizen's outdoor recreation policy board that formulates long-range policies and plans for legislative enactment.

Administrative coordination is most effectively accomplished by professional outdoor recreation technicians working out problems as they occur. Thus, administrative coordination of state outdoor recreation activities should be lodged with agency professional staffs.

The Task Force recommends that the State Recreation Advisory Council be discontinued, and that the existing statutory functions of ORAP management, together with proposed new policy functions of outdoor recreation resources management, be lodged with the citizen Natural Resources Board created under the comprehensive statewide reorganization bill. This group already has an Outdoor Recreation Advisory Council composed of interested laymen who can advise them on recreational needs and programs.

Outdoor Recreation Management Functions

Management of outdoor recreation programs may be categorized into three major areas: broad policy and program formulation and coordination; inter-agency planning and administrative coordination; and agency planning and administrative execution.

Broad policy and program formulation and coordination, the first of the three major outdoor recreation management areas, would, under Task Force recommendations, be carried out by the Natural Resources Board. The board would be responsible for broad direction and coordination of state outdoor recreation programs to ensure an integrated outdoor recreation program that is responsive to the desires of the public and legislative intent.

Specific outdoor recreation management functions to be carried out by the Natural Resources Board should include:

1. Development and recommendation to the Governor and Legislature of broad goals and policies to guide the comprehensive development of all outdoor recreation resources in Wisconsin.
2. Development of standards and criteria that would translate the broad goals and policies into specific objectives, pointing to specific actions needed to meet the established goals and measuring progress toward the goals.
3. Coordination of the development of a comprehensive long-range plan that will implement its outdoor recreation policies and standards. The comprehensive plan will be based on the outdoor recreation resource plans of state and local agencies, and be coordinated into a comprehensive plan that will accomplish established goals.
4. Recommend the budget appropriations and allocations needed to implement the outdoor recreation comprehensive plan.
5. Advise federal agencies of the pattern in which all federal outdoor recreation financial assistance and loan programs to state and local governments will most completely carry out the comprehensive outdoor recreation plan.
6. Review progress reports from state agencies to determine that outdoor recreation funds are being expended in a way that implements established policies and plans.
7. Review the scope and degree of coordination of all outdoor recreation activities and recommend improvements to the Governor and Legislature.

Inter-agency coordination, the second major outdoor recreation management function, would, under Task Force recommendations, be carried out by the Natural Resource Council of State Agencies. Specific outdoor recreation management functions to be carried out by the council should include:

1. Recommend to the Natural Resources Board statements of goals and objectives for outdoor recreation resource programs.

2. Advise the Natural Resources Board on the necessary means to coordinate the outdoor recreation plans of the several agencies into an integrated comprehensive plan.
3. Advise on legislation or administrative actions needed for outdoor recreation program coordination.
4. Work out outdoor recreation problems facing more than one state agency.

Agency planning and administrative execution, the third major outdoor recreation management area, would, under Task Force recommendations, be carried out by the individual state agencies. Agency planning and administrative execution functions would be those now prescribed by statute, including:

1. Advising the Natural Resources Board of their goals and objectives for outdoor recreation resource programs.
2. Preparing long-range plans for their area of responsibility of state outdoor recreation programs in accordance with the goals and objectives established by the Natural Resources Board and the Legislature.
3. Administering their authorized state outdoor recreation programs, including land acquisition, facilities development, operations, financial aids administration and other related outdoor recreation management activities.
4. Reporting periodically to the Natural Resources Board their accomplishments and progress in administering authorized state outdoor recreation programs.

The Task Force believes that the above-outlined outdoor recreation management functions and their assignment to specific bodies will produce an efficient and effective framework for the management of state outdoor recreation programs. The Task Force recommends that legislation be enacted which would authorize these management functions and their assignment.

Table 1

SUGGESTED FINANCING THE OUTDOOR RECREATION PROGRAM TO 1980
(In Thousands of Dollars)

	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>	<u>1971-72</u>	<u>1972-73</u>
<u>REVENUE</u>						
Accel. ORAP Funds	\$ 4,445	\$ 4,725	\$ 5,005	\$ 5,285	\$ 5,565	\$ 5,845
LAWCON	1,400	1,500	1,600	1,700	1,800	1,900
Conservation Funds						
Acq. and Devel.	1,165	1,165	1,165	1,165	1,165	1,165
Park Revenues	880	910	960	1,025	1,085	1,195
Kettle Moraine	240	250	260	270	280	290
Misc. Federal Funds	500	525	551	578	606	636
Bond Issue	2,878	4,207	5,657	6,219	6,546	6,992
Total	\$11,508	\$13,282	\$15,198	\$16,242	\$17,047	\$18,023
<u>EXPENDITURES</u>						
Acquisition	3,435	3,944	5,143	5,037	5,024	5,288
Development	3,002	3,797	4,197	4,737	4,927	4,877
Park Operation	1,765	1,825	1,915	2,050	2,170	2,390
Youth Camps	560	645	410	410	410	420
Tourist Info. Centers	123	95	116	120	105	130
Lake Creation	350	400	400	400	400	400
County Forest Aid	100	100	100	100	100	100
Wild River Pres.	50	50	75	75	100	100
Historic Sites	20	20	50	50	50	50
Cons. Works Program	50	50	50	50	50	50
Local Park Aids						
ORAP	1,000	1,000	1,000	1,000	1,000	1,000
LAWCON	700	750	800	850	900	950
Aids in Lieu of Taxes	103	178	254	321	382	433
Recreation Planning	15	15	15	15	15	15
Hwy. Scenic Easements	185	185	185	185	185	185
Surface Water Inventory	50	50	50	50	50	50
Debt Service	0	178	438	792	1,179	1,585
Total	\$11,508	\$13,282	\$15,198	\$16,242	\$17,047	\$18,023

Table 1 - cont.

<u>1973-74</u>	<u>1974-75</u>	<u>1975-76</u>	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>1979-80</u>	<u>Total</u>
\$ 6,125	\$ 6,405	\$ 6,685	\$ 6,970	\$ 7,250	\$ 7,530	\$ 7,810	\$ 79,645
2,000	2,100	2,200	2,300	2,400	2,400	2,400	25,700
1,165	1,165	1,165	1,165	1,165	1,165	1,165	15,145
1,310	1,420	1,555	1,630	1,730	1,825	1,915	17,440
300	310	320	330	340	350	360	3,900
668	701	736	773	811	852	894	8,831
5,680	4,825	3,477	1,993	995	304	--	49,773
\$17,248	\$16,926	\$16,138	\$15,161	\$14,691	\$14,426	\$14,544	\$200,434
4,815	4,314	3,168	2,271	2,057	1,824	1,627	47,947
3,827	3,327	3,077	2,677	2,177	1,977	1,977	44,576
2,620	2,845	3,110	3,265	3,455	3,650	3,830	34,890
420	430	430	440	440	450	450	5,915
115	120	125	130	135	140	145	1,599
400	425	450	450	450	475	475	5,475
100	100	100	100	100	100	100	1,300
100	100	100	100	100	100	100	1,150
75	75	75	75	75	75	75	765
50	50	50	50	50	50	50	650
1,000	1,000	1,000	1,000	1,000	1,000	1,000	13,000
1,000	1,050	1,100	1,150	1,200	1,200	1,200	12,850
466	489	476	432	384	338	293	4,549
15	15	15	15	15	15	15	195
185	185	185	185	185	185	185	2,405
50	50	50	50	50	50	50	650
2,010	2,351	2,627	2,771	2,818	2,797	2,972	22,518
\$17,248	\$16,926	\$16,138	\$15,161	\$14,691	\$14,426	\$14,544	\$200,434

Table 2

OUTDOOR RECREATION FINANCIAL PROGRAM 1980
SUMMARY
(In Thousands of Dollars)

	<u>Immediate Action</u> <u>1967-1969</u>	<u>5-year Program</u> <u>1967-1972</u>	<u>13-year Program</u> <u>1967-1980</u>
Revenues			
ORAP Funds	\$ 9,170	\$25,025	\$ 79,645
LAWCON	2,900	8,000	25,700
Conservation Funds			
Acquisition & Development	2,330	5,825	15,145
Park Receipts	1,790	4,860	17,440
Kettle Moraine Funds	490	1,300	3,900
Other Federal Funds	1,025	2,760	8,831
Bond Issue	<u>7,085</u>	<u>25,507</u>	<u>49,773</u>
Total	\$24,790	\$73,277	\$200,434
Expenditures			
Acquisition	7,379	22,583	47,947
Development	6,799	20,660	44,576
Park Operations	3,590	9,725	34,890
Youth Camps	1,205	2,435	5,915
Tourist Information Center	218	559	1,599
Lake Creation	750	1,950	5,475
County Forest Aid	200	500	1,300
Wild Rivers Preservation	100	350	1,150
Historic Sites	40	190	765
Conservation Work Program	100	250	650
Local Park Aid			
ORAP	2,000	5,000	13,000
LAWCON	1,450	4,000	12,850
Aid in Lieu of Taxes	281	1,238	4,549
Recreation Planning	30	75	195
Highway Scenic Easements	370	925	2,405
Surface Water Inventory	100	250	650
Debt Service	<u>178</u>	<u>2,587</u>	<u>22,518</u>
Total	\$24,790	\$73,277	\$200,434