

OUTDOOR RECREATION

Revised Edition

Douglas M. Knudson

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REVISED EDITION

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Preface

“Outdoor recreation—going places” are the words on a poster that I printed to celebrate the first edition of this book. In four years, the profession has moved a long way. One key federal agency has disappeared while two others have doubled their resource base. Local and state agencies took more initiative as federal subsidies were cut back. Industry and business found new opportunities. Congress set up a new commission to review outdoor recreation policy.

The timeliness and importance of the study of outdoor recreation are highlighted by the increasing attention given it by governing bodies of public and private interests. Virtually every time the U.S. Congress, the Canadian Parliament, state and provincial legislatures, and local government councils convene, leisuretime use of natural resources is a major item of business. The board rooms of many major industries are intimately concerned with the leisure market, the largest single economic factor in North America.

The incredibly complex interactions of social, economic, and biological factors involved in recreational use of natural resources require the best minds and most eager talents in the nation. This book was written for college students who look forward to professional work in parks and recreation, forestry, wildlife, and related natural resource fields. Because recreation and open space have become major concerns of society and are shapers of national growth, students of public policy, land use, and environmental law will also find relevant information throughout the book.

Countless young people planning careers in parks and recreation or natural resource professions made their choices because they enjoy natural beauty, adventure, forests, mountains, and wildlife. They soon learn that the work requires considerable planning and management expertise. Professional reality is more related to planning and supervising the work of others and dealing with visitors and pressure groups than it is with tramping through the woods, scaling mountains, or handling wild animals.

All natural resource management is now strongly affected by recreation considerations. Recreational use of public forests, parks and refuges has become their single most important use, despite the value of timber, wildlife or other commodities. Even private industrial forests are heavily used for recreational and esthetic purposes. Public and private policies about resource

management must continually account for the recreational values of the lands being managed.

The work of providing recreational opportunities has often been divided into two segments, referred to as *parks* and *recreation*. The artificial division has created schisms that have often inhibited development of the entire leisure services delivery system. The real unity of the parks and recreation profession seems intellectually obvious. It has been formally recognized by the National Recreation and Park Association. While specialization in program administration or resource management is important, the specialists need to comprehend the principles involved in the entire profession. Unified work is needed to provide edifying and satisfying leisure-time opportunities for a sophisticated population with increasing access to the out-of-doors.

This book is intended to describe the principles of administering outdoor recreation resources. Professionals in community recreation and park programs will find information useful in their areas as well as a means to better understanding the whole spectrum of recreation places available to the people of North America. Likewise, those who are interested in managing large industrial or public forests will find that the principles apply to their work.

The focus of the book is on natural resources and the private and public entities that administer them for recreational purposes. Due consideration is given the all-important recreationist who is the object of the management. The four parts of the book may be likened to the four major elements of the economic system: the visitors (demand), recreation places (supply), tools for recreation administration (management), and recreation resource policy (price surrogates).

Metric measurements and English equivalents describe areas and distances. The use of the metric system conforms with the practice of many federal agencies, most scientists, and with the policy of the Society of American Foresters in the U.S. as well as the nation of Canada. The most commonly used measurements in this text are hectares (1 ha = 2.47 acres or 10,000m²) and kilometers (1km = 0.6 miles or, 1,000 m).

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D.M.K.

Contents

1	Introduction	1
2	A System View	9

PART ONE The Visitors

3	The Recreation Experience	23
4	Characteristics of Visitors	37
5	Social and Economic Foundations	50
6	Economic Impacts of Outdoor Recreation	73
7	Recreation Equipment—What Next?	89

PART TWO Recreation Places

8	The Resource System	107
9	Private Enterprise in Outdoor Recreation	118
10	Industrial Recreation	136
11	Local Recreation Resources	146
12	State Recreation Functions and Agencies	180
13	State Recreation Resources	190
14	Federal Roles	205
15	National Park System	220
16	National Wildlife Refuges	242
17	National Resource Lands	256

18	National Forests	266
19	The Reservoir Managers	281

PART THREE

Tools for Recreation Administration

20	Land Classification Systems	299
21	Recreation Carrying Capacity	311
22	Planning for Recreation	326
23	Estimating Use Rates	348
24	Financing Recreation Resources	363
25	Land Acquisition and Controls	377
26	Interpretation	396
27	Visual Resource Management	410

PART FOUR

Recreation Resource Policy

28	Wilderness	429
29	Corridors as Parks	445
30	Preservation, Play, and Production	471
31	Resource Management Policy	481
32	Law and Policy Review	492
33	Private Organizations	508
34	Future Leisure Environments	530

Appendix A.	Federal Laws Related to Outdoor Recreation	545
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Appendix B.	Major Federal and State Agencies Administering Recreational Resources	549
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Index	559
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Introduction

Recreation is an integral and important part of the nation's total social, economic, natural resource, and urban environment. It is a basic component of individual and social behavior and aspiration. It is recognized as an important use of land and other physical resources. Large sums of both public and private investment go into recreation resources and programs and tens of billions of personal consumption dollars are spent on leisure-time pursuits.

Recreation has become a major national concern. Throughout the last half of the nineteenth century and the first decades of the twentieth century, the American people established the national park concept, promoted recreation in the national forests, started state and local park systems, set up active municipal recreation programs, and established many leisure-oriented volunteer agencies. Commercial and industrial interests expanded their services to a public that was gaining mass leisure and high average income.

These programs developed somewhat separately and sporadically over many years. Professional organizations and new public agencies sprang up, with relatively little unified direction, in the spirit of independence that has characterized the United States and Canada.

The decade of 1955-1965 was one of significant development of national, unified philosophy, policy, and public interest in recreation. It was a decade of thinking and talking. Because the nations faced increased leisure with insufficient facilities and preparation for its use, recreation became both a national problem and opportunity in the United States and Canada. There were many studies, books, and pamphlets, including the studies by the Outdoor Recreation Resources Review Commission (ORRRC). These developed philosophies and policies and urged their implementation. New laws were enacted and programs were initiated. In America the decade culminated in the unification of the major professional societies into a single federation, the National Recreation and Park Association, in which numerous branches of the recreation professions could discuss their common goals.

The period after 1965 brought the need for action and implementation. The thinking of the 1955-65 decade had to be activated, tested, and adjusted to changing reality. Many of the documents that were written in previous years had briefly described the management and policy decisions needed for

recreational productivity. Those often cryptic recognitions of problems and directions have to be translated into working rules, regulations, facilities, and programs. Predicting future recreation demands and meeting those demands are two phases of the same problem, requiring differing skills.

The ORRRC report (1962) was the basic trend-setting document for public recreational land management today. Most recent governmental policy and legislation on recreation can be traced back to that 1962 report of a citizens' committee. The park and recreation professional in city, county, state, and federal agencies will continue to be affected by ORRRC recommendations for many years. His or her job will be to work with the results of those recommendations and those made in more recent plans. The basic goal is to increase the recreational productivity of resources and personnel by effective programming and resource management.

This book presents the history of outdoor recreation. It explains a few known precepts and discusses areas that require further work. Its objectives are to

Interpret present and future significance of outdoor recreation.
Describe the philosophy, responsibilities, and operations of recreation agencies, from a systems viewpoint.
Present major concepts and techniques used in administering outdoor recreation resources and programs.

The focus of the book is on the land and its associated resources of forests, water, and open spaces (Figure 1.2). The overriding concern is with philosophies and methods of increasing the productivity of outdoor recreation resources to achieve optimum human welfare while also maintaining the health of the land.

FIGURE 1.1 Havasu Creek, Havasupai Indian Reservation, Arizona.





FIGURE 1.2 Purcell Mountains Crown Land, British Columbia.

Recreation As Culture

Recreation is a major movement of the present time. Recreation interests affect not only the preservation of open space but also public agencies' policies, budgets, resource management practices, industrial locations, industrial land-use practices, highway development, and city design.

This is not to say that recreation is in command. Nations are shaped by many forces that interact. Recreation considerations and interests, however, are potent in their influence and are among the major forces affecting society today. Interestingly, the movement is one of popular origins and volunteer citizen strength, not of economic power brokers.

Its durability rests on the good will and enthusiasm of individuals who have little to gain but pleasure and satisfaction in a more handsome, livable environment (Figure 1.3). They often struggle with local, state, and federal government officials who consider recreation and parks to be minor frivolities. They face powerful economic incentives to oppose open space and they confront the plans of engineers, builders, and others who seek to usurp park and forest land.

The attempts to preserve open space for recreation and to spend money on park development and programming are hard-fought battles, often against competing interests. In local budgets, the recreation sector sometimes takes a back seat to transportation, welfare, and other basic concerns of mankind. But, all in all, recreation needs have grown so that they are strongly influencing the shape and character of America's landscape and the culture of its people.

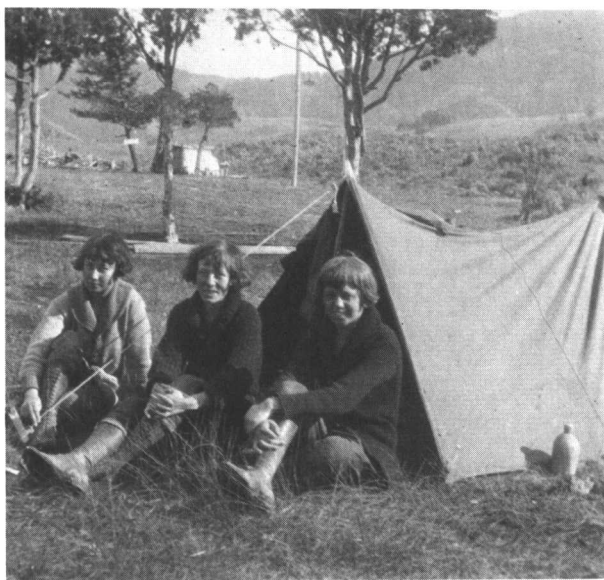


FIGURE 1.3 Yellowstone campers, 1926. (NPS)

In American society, work and its productivity have long been considered the norm by which one person is compared to another. They are standards commonly used to compare cities, states, and nations. The United States and Canada can be considered among the leading nations in the world, according to numerous measures of work: real income per capita, gross national product, output of almost all manufactured products, agricultural output, variety of products and services accessible to consumers, number of bathtubs (an old measure of affluence), TV sets, automobiles, miles of highway, percentage of houses with central heating and two inside bathrooms, and pounds of paper products used each year.¹

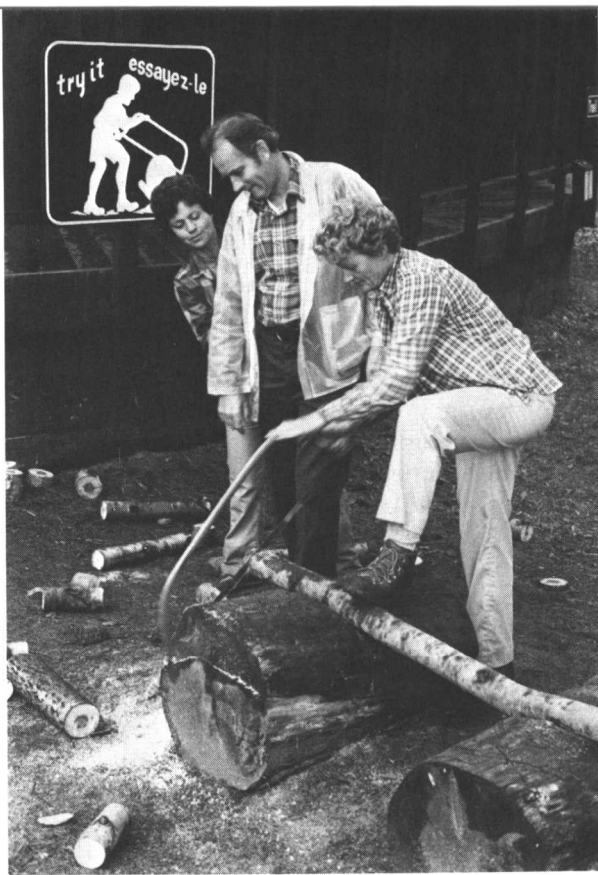
Usually overlooked in comparisons among nations and individuals is the use of leisure time and the relation of leisure to culture. Culture is usually produced by either leisured individuals or by the society as a whole in its leisure. Culture traditionally includes art, music, literature, drama, religious attitudes and practices, and social customs and events.

There are no commonly accepted measures of culture, which is usually discussed in qualitative terms. It may change in concept among nations and even among individuals. Europeans have been known to declare that America has no culture. Others have said that it has a work-oriented culture. The values and characteristics that identify the United States are supposedly those associated with work, efficiency, and productivity. Work is said to dominate the national character. (Figure 1.4).

Whatever our attitudes toward work and play, it is undeniable that Americans are spending less time at work and more at play. A large segment of

¹Citizens of the United States use 64 kg of printing and writing paper per person per year. Canadians average 39 kg. Figures for other countries are: Sweden, 56.2; W. Germany, 46.3; Japan, 29.1; New Zealand, 12.4; Brazil, 6.2; USSR, 5.1; P.R.China, 2.6; and Ghana, 0.6 kg per person (UNESCO, 1980).

FIGURE 1.4 Yankees enjoy work, even while on vacation in Canada.



society is devoted to providing services and goods for leisure-time pursuits. Eastman Kodak, Coleman, AMF, Outboard Marine, Winnebago, Bombardier, and Kampgrounds of America are only a few of the enterprises that provide goods and services for outdoor recreation.

Recreation and tourism comprise a huge industry. In this country, most states rank expenditures by tourists as one of the primary sources of income to the state economy. Although only some of the tourist expenditures are for strictly recreational activities, there is no way to separate travel monies into their component parts. States and provinces spend considerable tax funds to advertise for more tourists, receiving several times those expenditures in taxes paid by the tourists.

More important than the money involved is the profound sociocultural development that is taking place in American life. A nation that has prided itself in its ability and enthusiasm for productive work has now made for itself large blocks of leisure time in which the compulsion toward work is minimized.

Man is a creative being. He seems to find satisfaction in developing, reorganizing, fabricating. He has long satisfied this creative desire in his work. Now, craftsmen have given way to assembly lines and prefabrication. In the 1950s, Walter Reuther, a leader in the American labor movement, observed that the day of creative work was gone; the laborer must now be creative in his leisure. Although professionals and certain executives are still called upon to be highly creative in their work, the vast majority of workers hold relatively routine jobs.

This extension of the mechanical age appears to be one that will remain for some time, although McLuhan (1964) suggested that eventual changes with the advent of the "electric age" will make a laborer more of a generalist, with broader, more creative responsibilities.

At any rate, the use of leisure time for creative activities is a need today and will apparently remain so for some time. Rather than lamenting the technology that has given man free time but dull work, this book seeks to emphasize the role of recreation in stimulating and promoting creativity during leisure hours. Recreation is not a palliative but an opportunity for true cultural development. Recreation is not a way to pass time but an exciting social development opportunity. Leisure must be used for more than amusement and comfort. Cultures based on such shallow goals can hardly be expected to sincerely reward those who live in them nor will they survive for long as valid cultures. Recreational leisure would be well used if it provided the vague but vital rewards of 1) self-fulfillment, 2) physical and intellectual involvement, and 3) creative and cultural development.

The nation is undergoing changes other than just expanding its leisure time. The long-term obsession with growth—the bigger and better syndrome in which everything is measured by how many and how large—is being questioned by large segments of the population. Whereas religious leaders have for years been calling for a spiritual balance to our materialistic orientation, now several generations seem to have caught the idea that more is not necessarily better. Pollution problems accentuated this feeling with the fear of what "more," left unregulated, might do to life.

The near future may be an era of true cultural change and development, with electronic communications leading the way. The United States and Canada have the chance, almost alone among large civilizations, to achieve mass culture on a leisure-time base.

The Professional Challenges

Professionals in the businesses and agencies supplying outdoor recreation are confronted by a complex system that seeks to satisfy diverse leisure-time interests. Administration of recreation services and resources is far more than the old stereotypes of organizing softball tournaments or living in fire towers. The professional must understand legal and policy matters, the philosophies of many land-managing agencies, economic and social impacts, biological principles, and other basic operational tools of the profession. There is a growing need to keep up with controversies about recreation resources plus the workings of governments and pressure groups.

Some of the policy and legal concepts that affect recreational professionals are the following:

- Comprehensive recreation planning.
- Land classification systems.
- Federal funding assistance.
- Acquisition and development funding programs.
- Land-use planning and zoning.

State and local financing.

Off-road vehicle impacts and policy.

Use of easements for recreation.

Mandatory dedication.

Designation of areas such as wilderness, wild and scenic rivers, national trails, nature preserves.

Differences in purposes and resources of the numerous local, state, and federal agencies that control more than one third of the nation's land, much of which is used for recreation.

Economic and social analyses of visitors, roles of private and public investment in outdoor recreation, and the economic consequences of outdoor recreation activity are part of the basic understanding needed for intelligent, informed decision making by professionals. Knowing how to deal with members of the public—many of them very well informed—in decisions involving citizen participation is of great importance to the modern park and recreation professional, forester, wildlife manager, or industrialist.

Biological principles of recreation area management apply to all types of recreation managers. The more intensively used the facilities—such as in camps and local parks—the more intensive is the need for understanding biological interactions, the carrying capacity of the site, and manipulative principles for managing the site within its natural parameters.

A person trained in parks and recreation or related land management should be acquainted with the entire system of recreation areas and the diversity of opportunities they offer. The advantages of understanding the whole picture are many. The different agencies and companies—federal, state, local, service agencies, industries, and private recreation businesses—interact in many ways.

The policies of these agencies usually complement each other so that citizens have choices among the widest array of activities and resources. State comprehensive outdoor recreation plans and various funding programs are designed to promote complementarity. The role of each agency is thus partly defined by the policies and strengths of other agencies and firms.

Another advantage of comprehending the broad field of parks and recreation is related to the employability of the professional. There is considerable potential for mobility throughout the parks and recreation field. A state park agency recently hired a young graduate in municipal recreation to serve as the recreation director in a state park; the job included explaining the goals of state parks to visitors. The National Park Service hires people from city park departments and state wildlife agencies, and vice versa. A YMCA director may become a recreation specialist for the Tennessee Valley Authority or the Corps of Engineers. Lateral mobility is so common that it is almost the rule; no professional can afford to be ignorant of the entire field.

A more selfless reason for a broad knowledge is that many professionals serve as volunteers and collaborators in other agencies. It is not uncommon that a federal or industry forester will serve on the park board in the community where he lives. Likewise, a county recreation director is likely to be invited to serve on a national park advisory committee. Both individuals may also serve on the state outdoor recreation planning advisory committee.

The outstanding professionals are usually those who work hard in their own special task but who, at the same time, comprehend and communicate with people in the entire profession. To advance in the profession, the individual needs a considerable range of skills and knowledge.

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A System View

The fundamental truth that recreation is essential to the cultural, moral, and spiritual well-being of our people has been reaffirmed . . . The challenge to use leisure time effectively and constructively demands full development of our national, state, and local recreational resources.

—JOHN F. KENNEDY

The big picture of the outdoor recreation system is a colorful kaleidoscope of diversity. Those who participate engage in dozens of different activities. Their numbers are growing, along with increases in leisure time. They use recreation resources of all descriptions, partly on the basis of what is close to home, partly by preference of activities. Some like remote wilderness areas large enough to challenge a hiker's sense of direction and skill of living without contact with mechanical devices—areas that are designated for preservation from the introduction of artificial elements. Other recreationists prefer highly developed amusement parks where mechanical devices and crowds dominate. Most people have wide-ranging interests and seek experiences at many levels.

A growing population has learned how to pave roads to beautiful natural places. Now it is learning to understand and appreciate those places. As the people gain appreciation, they gain civilization and culture. A fortunate few have opportunities to work in the parks and other recreation areas that offer significant opportunities for personal development and enrichment through leisure-time pursuits.

A persistent annoyance to public refuge and forest managers is the visitor who comments, "What a nice park you have here." Likewise, the uniformed county park employee is often called a forest ranger. It is a minor error and perhaps unimportant to the visitor in most circumstances. But forests, parks, wildlife areas, and a myriad of other facilities have distinct roles in the system of recreation properties. They are geared to serve a wide variety of individual recreation preferences in specific ways. When the differences are understood, the system works more efficiently.

The purpose of this chapter is to provide an overall view of the broad subject of outdoor recreation. It gives the student an opportunity to see how

things fit together. The many agencies and businesses offering recreation have different policies and areas. There are dozens of other federal, state, and local agencies which regulate, assist, and finance recreation. The park and recreation professional faces a large task in understanding these details and must keep up with the ever-changing policies, laws, and agency responsibilities.

Recreation in North America is in a rapidly changing period. This means that adjustments are constantly being made to meet a constantly growing and often shifting demand.

Throughout the world, societies are increasing their standards of living. Even in nations that are extremely poor, working hours in industrial and agricultural employment allow time for leisure. In reality, it was only with the Industrial Revolution that time became so precious a commodity it was carefully metered out and distinctly divided between work and pleasure. Agrarian societies experienced a flow of the seasons, with relatively more or less work and leisure depending on seasonal demands. Recreation by some name has been part of life since early times. Recently, it has become a major national concern of most Western nations and Japan.

Leisure-time activities have become the leading industry of the United States as measured by people's spending. Doan and Cole (1982) estimated that 1982 spending on leisure and recreation totaled \$262 billion. By 1985, the figure is expected to rise to \$300 billion. This broad estimate of leisure activity has risen steadily since *U.S. News and World Report* started tracking it in 1965, when it was \$58.3 billion. It went to \$105 billion in 1972 and to \$160 billion in 1977. The spending involves many activities and products, only some of which are for outdoor pursuits. It indicates a burgeoning interest in leisure-time activities. The leisure market is on the upswing and shows no indication of slowing down, even during general economic difficulties.

Throughout the world, as people become steadily more prosperous and industrialized, their interest in recreational activities is likely to grow, at least until the earth reaches the point of resource scarcity and human deprivation, which may come from a combination of overpopulation and high rates of resource consumption. If, through the adoption of wise population restraint and more efficient uses of existing resources, man can improve his condition, he will surely maintain his growing interest in spending leisure time outdoors. In fact, it may be that association with outdoor recreation resources will do much to stimulate man's comprehension of the finiteness of the resource base of this earth.

The outdoor recreation system can be described in terms of its basic elements and their interrelationships. The elements and economic correlates used here are as follows:

<i>System Elements</i>	<i>Economic Parallels</i>
Visitors and their characteristics	(Demand)
Recreation places and their administration	(Supply)
Plans and policies for recreation	(Price system)
Tools and principles of recreation administration	(Management)