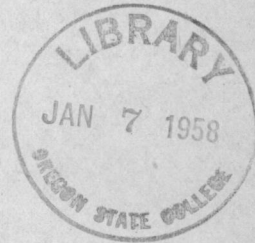


RECREATIONAL FORESTRY

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by
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RECREATIONAL FORESTRY

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In early times the forests of the kingdom were considered as the "King's Forests" in which the king was to enjoy himself hunting or riding as may suit his wishes. Few of the nobles had the privilege of the use of the forests as the forests actually served but a few, except for those who dared to poach upon the King.

During the early period of the settlement of America, the only recreation which the forest afforded was that of hunting and fishing, and even these activities may be considered as necessities of the pioneer life rather than forms of recreation.

The early colonists pushed the forests back as rapidly as possible because they harbored Indians, the forests covered agricultural ground, and the forests tended to retard expansion of civilization and prevent communication. This steady pushing back of the forests did not bother the people because the forests were considered inexhaustible. It was not until the latter part of the nineteenth century that the leaders of the nation began to realize that the natural resources of the nation were being rapidly exhausted and wasted.

Outdoor recreation was not considered at this time because of the fact that practically all of the work was of the outdoor type.

When the National Forests were established they were in regions still in the pioneer stages of development. In those stages, the development of the economic bases of existence, is the dominant necessity, without which there can be little recreation and leisure.(1)

1. Kneipp, L. F., Recreational Use of National Forests, Journal of Forestry, 28:618, 1930.

Recreational Forestry

Forestry is the utilization of lands for the production of forest products, major and minor. The forester has been taught that among the minor products is a product known as "recreation".(2) Forest recreation, probably one of the oldest of all forms of forest use, is the last of the major forest uses to have been recognized and provided for by the Forest Service.(3)

The dictionary definition of recreation is : "Act of recreating, state of being recreated; refreshment of the strength and spirits after toil; diversion. Recreation comes from the Latin recreare, to create anew, to refresh. To give fresh life to; to reanimate, revive, especially to revive after wearying toil or anxiety; to relive, cheer, divert, amuse." (4) This is the technical meaning but when applied to the forest its meaning changes to an exhilarating type, quest for space, calm, colorful, bright and restful. It includes both mental and physical health(5) Robert Marshall says: "Recreation means anything done directly for the pleasure or enrichment which it brings to life."

National Forest Recreation includes all activity on the National Forests which is for the purpose of recreating one's self, and also the added educational, inspirational, and spiritual values which the National Forests offer.

For some people this recreation takes the form of merely driving through and enjoying the beauties of nature from a motor car, while for others it means the spending of entire summers in a region far from motor car roads; experiencing all those activities associated with life lived under the conditions of nearly primitive existence. Recreation as used in this paper, then, includes the activities of the whole mass of people who use the National Forests for recreative purposes, ranging from mere amusement or diversion, to acquiring of educational, inspirational and spiritual values.

2.Smith, H. A., Public Service Policy and Journal of Forestry, 28:913, 1930.

3.Cox, Laurie D., Editorial Comment, Recreational Development in Natural Forests.

4.Webster's Abbrided Dictionary.

5.Buck, C. J.,The Place of Recreation in the Forest Program & Journal,of Forestry,Feb.1933

Recreational Development

Forest recreation (probably the oldest of all forms of forest use), is the last of the major forest uses to have been recognized and provided for by the Forest Service. Today it constitutes the most active and growing form of forest use. Certainly it is the phase of forest activity in which the public is most keenly interested. (6)

The old theory in forestry was to ignore the recreational resources of the forests and protect the major purposes of the forest, growth and watershed protection. This attitude really defeats its own end. Trying to keep the forests only for the two above major purposes has antagonized the people who require the other uses and they in turn have swayed public opinion against forestry because of the discoordination of forest uses.

Foresters in general have found that to really advance forestry they have to have whole hearted support of everyone anyway interested in forests and forest products. Up to recent years the Forest Service was never interested in recreation, but now they have been forced into it. Recreational development has become an immediate and urgent need. Recreational uses come uninvited, but they come to stay and give the forester an opportunity to give real service and by it give public approbation for his work in general (7) Recreation has taken a definite place in the forest program of the United States.(8)

There have been three trends in recent history of the United States that have been responsible for the American need for outdoor recreation. First is the movement of population from the country to the city. Second, is the motor age which has seen the use of cars rise to a position where there is a car for every 4.63 persons. Included in this is the increased construction of highways and the general bringing of the opportunity of the open spaces to the motorist.

6. Cox, Laurie D., Editor-Recreational Development in Natural Forests.

7. Cameron, Jenks, Development of Governmental Control in the United States, pp.328.

8. Cleveland, Treadwell., National Forests as Recreation Grounds and Public Recreational Facilities, 1910.

The motor age is possibly the most important factor in the recent rapid growth of recreation. There was a time when a motor car was a luxury--today it is a necessity, and with the progress of road building, the speed and ease of travel has been developed until driving a few hundred miles is of no consequence. With modern methods of production it is inevitable that the average American worker is going to have increased leisure on his hands. More and more this leisure will tend to find its outlet in the use of those areas and activities which call for a fairly low expenditure of money and many will turn naturally to the mountains, lakes, and streams. The third trend is the widespread realization of the value of physical and mental well being for all individuals which has resulted in a fairly well defined idea of value of outdoor recreation.

In the agriculture appropriation act of 1915, Congress authorized the leasing of tracts for summer homesites, resorts and other recreational purposes. The compelling reason for this was that summer tourists and campers were creating a forest administration and protection problem. The Federal Highway Act of November 1921, authorized two types of roads to be built, for the public and for forest needs. An Act of May, 11, 1922 appropriated \$10,000 for the construction of camping facilities in the National Forests to take care of auto tourists. Opposition and criticism to these early appropriations was due to the fact that it was thought that the Forest Service was running opposition to the Park Service. This criticism was and is unjust because the problem came to the Forest Service unsolicited and has come to stay. Some methods or steps had to be taken to prevent stream pollution and keep down the fire hazard caused by the influx of campers.

The real birth of the recreation idea started about 1918. In 1921 the new Administration Manual recognized recreation. But as early as 1910 Treadwell Cleveland, Jr, of the U.S.F.S. said: "So great is the value of the National Forest

area for recreation and so certain is this value to increase with the growth of the country and the shrinkage of the wilderness, that even if the forest resources of wood and water were not be required by the civilization of the future, many of the forests ought certainly to be preserved in the interest of national health and well-being for recreational use alone."

His words are so true, in the fact that the recreational use of the National Forests has increased from 400,000 in 1910 to over 35,000,000 in 1935.

In reviewing the annual reports of the Forester we see that in 1912 mention was made of the increase in recreational use of the forests. The report of 1917 said: "The use of some of the National Forests for recreational purposes is growing to such importance as to be one of the major activities."(9)

In the Forest Service investigation made by Frank A. Waugh in 1918, he stressed the fact that recreation was one of the "major uses of the forests."(10) In the 1920 report the fact was stated that: "As an important use it bids fair to rank third among the major services performed by the National Forests, with only timber production and stream flow regulation taking precedence of it." The 1922 report states: "Failure to develop recreational possibilities would mean withholding a form of public service which though intangible in value, ranks in social and indeed economic importance with timber, forage, and water-power values of these properties."

Robert G. Schreck of the Forest Service said in 1922: The recreational movement in the National Forests have done what years of propaganda could never accomplish."

9. Waugh, Frank A., Recreational Uses on the National Forests.

10. Schreck, Robert G., Recreation on the National Forests in the Lake States, Ames Forester Annual, 1922.

In 1924 W. B. Greeley as Chief Forester said: "As a matter of fact, the most unsentimental inventory would have to set down recreational assets as scarcely less valuable than their economic recourses.(11)

The inspirational and recreational values of the National Forests grow in popularity with each passing year, particularly as new regions are made accessible. The heavy and increasing use continually emphasizes the need for better and extensive improvement of the national forest public camp grounds.

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Recreationists have found opportunity in the N. F, so the F. S. must make rules, regulations, campgrounds, toilets, fireplaces and garbage pits.

At first it was thought that the recreationist interfered with grazer, timberman and forester. The main reason for this was due to the carelessness of the recreationists with fire. All have faults; the grazer destroys flowers and the timberman destroys forests. With summer homes and lots the policy has been to group them, but people want the isolation. The forest service has always frowned on the hot dog stand and so forth. (12)

They have a policy of strict regulation, supervision and inspection of leases made.

Today forest recreation, probably one of the oldest of all forms of forest use, is at last being recognized and provided for by the Forest Service. It is the most active and growing form of forest use and is one activity of forestry in which the public is most keenly interested.(13)

The large amount of recreational development carried on by the CCC in the forests has been particularly impressive in showing demand. Before

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11. Maughan, Kenneth O, Recreational Development in the National Forests.
12. Keithley, E. S., Uncle Sam, Landlord, Journal of Forestry, March, 1929.
13. Cox, Laurie D., Editor's note in Recreational Development in the National Forests.

wise recreational development can be carried on in forest areas intelligent recreational planning is necessary.

Americans turn naturally to the mountains and woods for their outdoor recreation. The Forest Service did not create the idea of recreational use of the National Forests, but the public came of own accord in yearly increasing numbers. The Forest Service recognized the recreational use as a resource and started to plan for its use to the best advantage. The greatest returns to national welfare is consistent with the chief purpose for which the forests were established.

The last decade has seen recreational uses assume overwhelming proportions. The foresters must provide adequately for this use.

Questionnaires were sent to a group of foresters, both private and public, and the following was the results obtained: (14)

Foresters.

Private		Public	
4%	-	12%	- Considered recreational use as dominant.
36%	-	67%	- " " " " coordinate.
60%	-	20%	- " " " " a sub- ordinate utility.

61% were interested in recreational use in private forest management.

88% were interested in recreational use in public forest management.

Commercial gain was the objective of 35% on private forests.
Public service was the object of 83% on public forests.

The national forests embrace parts of every mountain system and almost every forest region in the United States. To millions of people the national forests are the natural and sometimes the only playgrounds other than the city parks.

14. Francis, Henry R., Providing for Recreation in Forest Management, Journal of Forestry, pp. 352, 1931.

The question is asked, to what extent? Why extent? Why not allow the people of the United States the fullest and freest opportunity to realize upon these by-products of national forests management, if they are careful with fire, refrain from polluting the streams and do not interfere with the legitimate use of the material products of the forest land?

Why not public funds expended for physical and moral growth and well being of its citizens?

Forestry means trees, watershed protection, means well vegetated soils, gentle flowing streams; these mean natural beauty, healthful climatic conditions, more abundant fish and game, increased opportunity for wholesome outdoor play for both old and young.

The national forests extend from Mexico to Canada and Maine to California, including the most rugged parts left which were left from private appropriation.

Recent extension of public highways systems under various acts of Congress for the purpose of promoting free movement of people and commodities have been a benefit to the increase of motor travel and helped out the situation of increased amount of leisure time.

The development of national forest recreation has been through three stages. The pioneer stage in which to start national forests was all work. The 44 years up to 1916 started with the creation of Yellowstone National Park, which had a serious purpose and was started and furthered at a great expense. It was the period when the Forest Service was opposed to recreation and there was too much conflict. Then the auto came, with new modes of travel and the mechanical discoveries which added to the leisure time so people began to invade the forests and remote places. Almost overnight the people attained the second stage, a new light dawned and the Forest Service embarked upon a program of recreational development. The Forest

Service began correlating the uses. Public enthusiasm was awakened and the third stage was centered into in which the Forest Service began to supply the playgrounds as the people required. (15)

15. Kneipp, L. F., Recreational Use of National Forests, Journal of Forestry, May, 1930.

Benefits and Value of National Forest Recreation.

The national forests provide real physical value besides moral and spiritual benefits for recreational seeking public.

Outdoor recreation furnishes opportunity to gain abounding health, strength, wholesome enjoyment, understanding and love of nature, good fellowship and keen sportsmanship and, above all, has a direct beneficial influence on the formation of sturdy character by developing those qualities of self control, endurance under hardship, reliance on self, and cooperation with others in team work, which are so necessary to good citizenship. (16)

From the recreational standpoint, the forest furnishes every high grade product. It requires healthful exercise in pure air. The environment is not the putred one of the ordinary pool hall but one of enticing intellectuality and high morality. Likewise, the cost to the individual is moderate particularly in reference to its utility. The action is greatly benefited by such recreation. (17)

N. F. were not established for the purpose of returning a profit, nor is the question of receipts a prime objective. They are created for the benefit of all the people.

The national forest land will be devoted to the highest forms of use to which it is adapted. The determination of what constitutes the highest uses will be governed by the welfare of the community rather than the interest of the individual applicant or the revenue to be derived.

In scenic beauty, natural wonder and recreational opportunity, the national forests are second only to national parks. The development and wise use of their scenic, esthetic, and recreational potentialities

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16. National Conference for Outdoor Recreation, Journal of Forestry, Oct. 1924.
17. Mason, Earl G., Introduction to Forest Economics.

is therefore a matter of great public concern and consequences. (18)

7 $\frac{1}{4}$ % of the total land of 48 states must be justified by realizing the highest net returns. To determine the effectiveness of the returns or service we must analyze the needs of our people and against those needs measure the contributions made by the national forests: pasts, present and proposed.

Aristotle claimed there were three human activities necessary for man. First, work for the sake of the result and to provide a livelihood. Second, recreation for its own sake as a refreshment. And third, leisure for its own sake to provide culture worthwhile. We must work to provide and maintain the state of the world. We must plan to do better work. And we must mix in leisure for immortal food to relieve boredom.

In classical days the forest was considered a place of worship and recreation with no thought of economic value. Today, there are two thoughts; the economist who considers only electric energy and fat mutton and the naturalist who is solely for recreation and the hunter. Fortunately there is room for both. (19) That is the prime requisite to correlate the forest uses into a group of well planned functions of the forest.

Basis matter today in forest policy is how to find ways of putting a vast area of lands not in demand for agriculture to as effective use as possible for the employment of surplus labor, the sustained production of commodities, the maintenance of permanent communities, and the rendering of other valuable economic and social services. Changing ways of life and newly recognized requirements for outdoor recreational facilities have built up a new and important demand for forest policies that will suitably meet this form of public need. (20)

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18. Kneipp, L. F, Recreational Use of National Forests, Journal of Forestry, May, 1930.
19. Cheney, M. M., Recreational Development in the Southwest, Journal of Forestry, 28:629, 1930.
20. Editorial, Journal of Forestry, May, 1935.

Demands

The demand for outdoor recreation is basic. It is going to increase. It is one of the most worthwhile services the forests can give to the people.

Recreation is general is a necessity while recreation produced in forest lands is the best style of that necessity that we can find in the country. Recreation is a basic, a genuine, an inseparable product wherever there is a forest. (21)

Out-of-door life has an inherited appeal to American people. Rapid economic changes--shorter hours, days and weeks of work, and advance in transportation--speed and comfort have added to the demand for outdoor recreation.

Public will begin to realize the responsibility of recreation uses of forests and that those areas are managed in such a way to preserve scenic values for the general public welfare.

Recreation problem is now in the forest.--increased transportation facilities, rapid mechanical carriers brings everyone into the depths of the mountain fastness. Increased leisure will increase back to nature movement.

The urbanization of our nation presents one of the most vital problems of our history. Can we continue to concentrate our population in large cities as we are doing? Can generation after generation of our human resources live in cities with no resultant nervous disorders?

Charles Eliot in speaking of this subject said: "The history of humanity has proved nothing more clearly than that crowded populations if they would live in health and happiness, must have space for air, for light, for

21. Carhart, Arthur H., Recreation in Forestry, Journal of Forestry, Jan, 1923.

exercise, for rest, and for the enjoyment of that peaceful beauty of nature which, because it is the opposite of the noisy ugliness of towns, is so wonderfully refreshing to tired souls of townspeople." Frederick Law Olmsted, Sr., stated "that the average human nervous system could stand only 3-4 generations of city life with its lights and noises, poor air, and lack of exercise; that there was thus a biological reason why the majority of leaders in every walk of life came from the country and that in physical and mental inheritance as well as in financial it was frequently three generations from shirt sleeves to shirt sleeves; that the decline of great families was frequently due to the "Running out" of mental and physical vigor occasioned by the continued drain of city life upon the nervous and physical vigor of succeeding generations." (22)

That our great national leaders have realized the constructive value of outdoor recreation and the destructive value of certain types of recreation is evident when we consider that Calvin Coolidge (23) in addressing the National Conference on Outdoor Recreation in 1924 said that the type of life which we live today makes it essential that we enjoy some form of outdoor recreation, and that outdoor recreation had a desirable physical, mental, and emotional effect. "It restores the natural balance of life and nourishes the moral fibre of youth," and added "it is altogether necessary that we keep our own amusements and recreations within that field which will be prophetic, not of destruction, but of development. Americans are having more and more leisure and they must be educated to use such leisure for their own enjoyment and betterment and the strengthening of the quality of their citizenship." There is

22. Senate Doc. No. 151, 68th Congress, 1st. Session, pp. 55, from remarks of Franklin Moon (Dean N. Y. State College of Forestry, 1920-1929)

23. Coolidge--National Recreational Opportunities, The playground, 18: 193-194, 1924.

no doubt that outdoor recreation is one of the vital problems affecting us today.

Other great nations of the past have reached the zenith of their civilization and then for some reason have become stationary, finally disintegrating as nations and others have risen to take their places. It may be that there is such a thing as a nation becoming too urbanized with the resultant mental and physical break-down of its citizenship.

State foresters found that to cater to the desires of the people was really to promote forestry. By establishing picnic areas, shooting grounds they found they could teach the public the proper use of the forests. There is greater popularity of game management than of timber production and greater appreciation of the public for picnic areas than for tree plantations, so the forester has taken advantage of this popularity and caters to the wishes of the people. And by doing so can advance the cause of forestry. He can make the recreational facilities pay for themselves, give relaxation and also teach the lessons of forestry. This really is forest management under a sugar coating of recreational forestry.(24)

National Forest By-Products are many, taking a few from the Recreational standpoint there are:

Hunting,	Motoring.
Fishing,	Mountain climbing.
Hiking	Canoeing on lakes and streams.
trapping.	

Then there is grazing, mining, water, irrigation, water power, and so on, besides the tree products of timberman. Just from the many activities from recreational standpoint--one can see the importance of recreation as a forest by-product. The number of people really benefitted at so low a cost, should rate recreation up at the top of the list of important forest by-products.

Other minor forest by-products are huckleberries, forest greenery-ferns, plant propogations, and other landscape gardening supplies.

24. Smith, H. A., Recreational Forestry in South Carolina, Journal of Forestry, July, 1935.

Income Value

The attitude of professional forestry has been one of mere toleration relative to sporting and recreational uses of the forest, but this attitude must change if forestry is to reach its highest development. Recreation and wild life are popular where silviculture is little understood, and they may produce an income as well as pay taxes on forests at present containing no commercially valuable timber. Even though we may consider recreation and wild life as economic aids in silvicultural management, their social and educational value may be such that their economic importance becomes a minor consideration. Forest use should always be translated into terms of human welfare and the greatest use is not always limited to tree products.(25)

Camp fees, camp expenses, expenditures for equipment, fishing licenses, and so forth may be considered an income resulting from forest recreation. Game may be considered as a forest product and fur supply as another.

Forest utilization includes recreation, education, fur and sporting uses as well as use of the tree products. These forest products can be given a financial valuation, and may be so managed that what has been a financial loss on a given area may be turned into a profit.

The money spent in adjacent communities by recreationists has been estimated at \$4,000,000,000, spent by 30,000,000 recreationists. From direct rentals of recreational resources annual amount of over \$500,000,000. In addition there is recreational property valued at approximately \$550,000,000 on which taxes amount to about \$15,000,000. (26)

In 1932 on the Fish Lake N. F., deer hunters spent \$34. for each buck killed. These figures show that there is real value to recreational

25. Pulling, A. V. S., Importance of Wild Life and Recreation in Forest Management, Journal of Forestry, March, 1928, pp. 315-326.

26. Morse, C. B., Recreation is Paying Its Way, Journal of Forestry, Feb. 1933.

development, even if the income does not go to the government or forest owners. Improvements of recreational facilities requires money and as long as there is real benefit derived from the money spent there cannot be so much opposition to the drive for recreational development. Social and economic returns to the nation and communities justifies the adaption of an aggressive policy.

In calculation of the monetary value of recreation one has to take the number of forest visitors multiplied by the value to each, also estimate the amount invested in forest recreation, determine the taxable wealth resulting from recreational use of the forests, and calculate the money spent by recreationists.

Figuring one day in the forest equal to a two hour show the value is 250,000,000 X \$.25 or \$62,500,000. Investments are numbers and various wild life killed equals \$507,134,935 (27), state parks (purchase \$50,000,000 and expenditures \$4,612,711 in 1929), New England investments estimated at \$550,000,000. (28). Taxable wealth includes private investments, gasoline tax prorated to forests, hotels, resorts, residences, services, scenic railroads and trains, camping clothing, etc, arms and ammunition, and many other things. The American Automobile Association estimates that there was \$4,000,000,000 spent in 1929 for motor camping and vacations. Counting one fourth of this as forest travel the value is \$1,000,000,000 attributed to forest travel. Now lets take hunting and fishing and estimate that about \$500,000,000 of the \$650,000,000 spent on fishing and hunting results from use of national forest lands. Summer homes, resorts, hikers and so on spend about \$250,000,000.

The figures show the monetary income from forest recreation, but one must think also of the other values such as; human happiness, welfare of

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27. Wild Life Congress Senate Report #1329, 1931.

28. New England Council News Letter, November 19, 1931.

humankind, inspiration, esthetic enjoyment and gain in understanding which are socially valuable to the citizens although monetary value can be placed on them.

The purposes of outdoor recreation are: good time spent out of doors; health--preservation, restoration and stimulation; beauty--scenes, wilderness, and splendor of forests; communion with nature; inspiration and contemplation; scenic aspects--artists laboratory; tradition of pioneers--psychological urge; ; and escape from civilization--away from artificial. These purposes gives us an idea of the value of recreation to the recreationist.(29)

The policy of the Forest Service at the present in regard to recreational income and fees for recreation is that the only charge will be for special use permits. Whenever this special use is for the exclusive use of a person or group of persons to the exclusion of the general public or is issued with the implication that it will return a profit there is a charge made, which in most cases is very low. At the present time the income from special use permits is more than the money spent to develop recreation.

By a recreational charge is meant any form of a charge which has for its intention the collection of a fee from the individual user of the National Forest. By "user" is meant those who go to the forests for recreation purposes. There are arguments used in favor and arguments against recreational charges. After a thorough study of the conditions influencing the matter of recreational charge, the following conclusions have been suggested.

1. All possible means should be used to secure adequate appropriation from Congress to make possible the necessary development of recreation. Appropriations should be made on the basis of need.
2. Everything possible should be done to increase the number of special use permits to a point where they might be able to support the recreational program.
3. The use of the sliding scale for profit making concessions so that they pay according to their profits.
4. On a few intensively developed camp grounds when conveniences are supplied, it may be practicable to charge a small "service" charge, for use of conveniences and wood supplied. These areas would then demand the services of a caretaker.(30)

Status of National Forest Recreation

A brief summary of the present condition of forest recreation was given by L. F. Kneipp, Assistant Forester in speaking before the State College of Forestry in New York as follows:

"To realize its true significance, forestry must be regarded as a social process, its objective to realize through the agency of trees and from certain parts of the Nation's land area the fullest attainable enrichment of human life, the largest practicable measure of human security and advancement."

"As a field for the popular forms of outdoor recreation, the forest has few rivals."...

"The Forest Service..... has designated 57 Primitive Areas, containing almost 10 million acres, within which, so far as practicable, the primitive conditions of the old order will be maintained for the interest and education of the recreationists. It has at least partially developed about 2,000 camp grounds. It has made available areas suitable for summer homes, of which over 11,000 are now under permit, and for camps and resorts which now number almost 1,222. It is systematically conserving the natural beauty of the lands adjoining the highways and roads, so managing its timber-sale operations as to safeguard important scenic values, and so regulate grazing use that it will not conflict with public use and enjoyment of the National Forests."(31)

When it is realized that many of the technically trained foresters were trained only in forest production, it is understandable why their apparent reluctance to seriously consider recreation as a major use. Mr. Kneipp makes this point clear when he says: (32) "Generally speaking, the first reaction of the Forest Service, of foresters as a class, to this new phase of social

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31. Kneipp, L. F., Forestry as an Agency of Social Progress, Address at N. Y. State College of Forestry, Feb. 1933.

32. Kneipp, L. F., Recreation Uses of the National Forests, Journal of Forestry, 28:618-625, 1930.

development was negative. It was in direct conflict with the first phase, that of work, or production and utilization." E. W. Tinker, also of the Forest Service, says that foresters seem little inclined to encourage recreation within National Forests, and states that the reason may be caused by lack of care with fire by the campers, or possibly by the inherent dislike that is characteristic of all with an engineering viewpoint, of dealing with anything that is not measured in terms of figures or calculated on the slide rule.⁽³³⁾

Foresters, as a class, are just beginning to realize the importance of recreation. They are beginning to realize that it is a new form of land use that is likely to grow and expand as more and more land is thrown out of the agricultural class, and as they begin to see that even much timbered land is submarginal from the standpoint of producing high quality timber, which may be supermarginal for recreation use. Recreational use is today a factor in practically every national forest.

A survey made of 138 Forest Supervisors showed that at the present time 52 supervisors rank timber production as the most important use; that 31 rank grazing as of greatest importance, that 51 rank watershed protection as of greatest importance, while 4 supervisors rank recreation as the most important major use of their forests. When it is realized that it has only been during the last few years that the Forest Service has paid much attention to recreation as a use, it is outstanding to know that it is actually placed first in four cases. In spite of the fact that recreation is the last major use to be recognized, it is clear that the public is rapidly pushing it to the front.

Many people have argued that recreation has no place in forest management, because the National Forests were created for the sole purpose of

33. Tinker, E. W., Federal Forests, Foresters, and Recreation, Journal of Forestry, 27:251-253, 1929.

returning a net income to the government. That this is an error is shown by the following quotation from U. S. D. A. Misc. Publication No. 99, (34) which says: "National forests were not established for the purpose of returning a profit, nor is the question of receipts a prime objective. They were created for the benefit of all the people." That the whole public must be taken into consideration when determining the relative importance of the various forest uses is brought out in the National Forest Manual, (35) "National forest land will be devoted to the highest forms of use to which it is adapted. The determination of what constitutes the highest uses will be governed by the welfare of the community rather than by the interest of an individual applicant or the revenue to be derived."

That the Forest Service intends to make recreation an integral part of the National Forest Management and at the same time does not intend to run competition with existing improvements is shown by the following, also from the Forest Service Manual, (36)

"It is not the purpose of the Forest to duplicate within the National Forests the functions, methods, or activities of national, state or municipal park service, nor to compete with such parks for public patronage or support. Recognition must, however, be given to the occurrence within the National Forests of cliffs, canyons, glaciers, streams, lakes, caves or bridges; objects of scientific, historic or archaeological interest; timber, shrubs, and flowers; game animals and fish; and areas pre-eminently suited as sites for camps, resorts, sanatoriums, picnic grounds and summer homes.

"These utilities, which singly, or in combination affect the bases for outdoor recreation, contributing to the entertainment and instruction of the public or to public health, constitute recreation resources of great extent, economic value and social importance. No plan of National Forest

34. U. S. D. A. Misc. Publication #999, Government Forest Work in Utah. --

35. National Forest Manual, pp. 7-L.

36. National Forest Manual, pp. 98-L

administration would be complete which did not conserve and make them fully available for public use. Their preservation, development, and wise use for the promotion of public welfare is an important and essential feature of forest management which adequately should be coordinated with the production of timber and forage and the conservation of water resources. These areas now constituting the national forests have been used for recreational purposes since the first settlement of the country and such use naturally will grow as the population increases and as wild land is converted to cultivation.

Correlation with other Resources.

Recreation is forcing itself deeply into the forestry program.

In Europe from the earliest time it has been a major forest use. Recreational growth depends on the broadness of the foresters of today and tomorrow, especially controlling forest plans. (37)

Foresters as a class were against recreationists because of lack of care with fire. Fire protection was instigated and authorized only after the depletion and devastation of the forests had come to the attention of the public. To get public opinion in favor of forestry the forester should encourage recreational use and then when fire comes along you have the public indignation against carelessness with fire and as a result have better cooperation of the recreationists.

Recreation is the greatest service rendered by the forests for our people and fits into the basic conceptions of performance for highest human welfare. When the feeling of common ownership of the open spaces is brought out in the public then the foresters will have full cooperation. Foresters must harmonize their management of forests for fire protection and sustained yield with the public interest in recreation. This depends on the attitude of the foresters and it is an element of land use which forces itself forward for recognition.

Recreational use planned is relatively simple, but to combine it with other activities is quite complicated. Correlation of recreational use with grazing, timber, power, irrigation and other forest uses is the big problem for foresters today. (39)

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37. Buck, C. J., Place of Recreation in the Forest Program, Journal of Forestry, February, 1933.
38. Tinker, E. W., Federal Forests, Foresters and Recreation, Journal of Forestry, March, 1929.
39. Morse, C. B., Place of Recreation in the Forest Program, Journal of Forestry, February, 1933.

Black eyes for the foresters have been a result of not thinking of others. Constructive planning is the solution to the conflicts of the past.

Demands become more for plans as recreation uses become stronger. There are few uses which must be correlated by the recreational forester. Logging is one use which can be controlled so that it does not interfere with the recreational use, but it is preferred to have the recreationist somewhere else. Some even goes as far as to say there should be not cutting on the national forests, but this is foolish. Grazing interests have got together with the forester and worked out plans of cooperation and correlation. The mining laws are too lenient so that they may interfere with the foresters plans. With water storage the state and forester must get together because the state controls the water. (40)

In his planning the forester tries to concentrate the people to relatively fireproof and sanitary surroundings such as mountain meadows.

The cry "Get ready while the costs is little" can well apply to recreational planning in preparation for future recreationists and population.

- The suggested steps in the formation of Federal Recreational Policy are: (41)
1. Law to create a commission to promote outdoor recreational policy.
 2. Clear law made stating the status of Recreation with the National forests as coordinated use.
 3. Provide adequate annual appropriation for fire prevention.
 4. Interbureau cooperation--regional studies and plans to govern uses of forests.
 5. Standard pack service recreation as basis for recreational development.
 6. Add to present park system.
 7. Delimit by proclamation the wilderness areas in the national forests.

40. Cleator, Forest Recreation Problems in the Northwest.

41. National Plan for American Forestry, Senate Document #12.

8. Appropriation for sanitary facilities
9. Definite long term acquisition program from National forest lands.
10. Add to national forests adjoining public domain--Repeal the Timber and Stone Act.
11. Enabling Act for refuges and game sanctuaries.
12. Strengthen state cooperation for game administration.
13. Reconnaissance of Public domain for winter range for big game.
14. Reservation for natural habitat for migrating birds.
15. Adequate appropriation for development and administration of federal game reservations.
16. Provide National Monuments standardization and administration.
17. Adequate appropriation for administration of National monuments.
18. Add wilderness recreation areas to certain Indian reservations.
19. Reconnaissance of public domain for more national monuments.
20. Make adequate legislation for regulation of grazing.
21. Classify lands chiefly valuable for recreation.
22. Definite long term program for basis of forest research and relation of wild life and recreation to forestry.

Objectives of Recreational Planning and Management. Certain fairly definite objectives should guide us in our recreational planning and management of national forest areas. These objectives may be listed concisely as follows:(42)

1. To definitely recognize administrative responsibility for the perservation and development, to the fullest extent compatible with other forest uses, of those resources which through the public

42. Maughan, Kenneth O., Development of Recreation in the National Forests.

health and enjoyment make their highest economic and social contribution to national welfare.

2. To provide to the general public for transient recreational uses the maximum reasonable degree of unimpaired natural beauty and interest along the main routes of travel. Also to render available national forest areas best adapted to public recreational use, and to safeguard the public health and property in such areas.

To provide to special use permits for exclusive uses the maximum amount of natural beauty and interest of environment and to preserve and develop natural landscape values protecting them from improper use or injury, from unwise use.

To provide to business utilities sites permitting the maximum service and business success justified by the actual requirement of the public.

3. To safeguard the national forests against undue hazards to public property and health, and undue conflicts with the utilization of other resources. Also to avoid undue provision of protective and administrative requirements for road construction and firebreak construction.

Requirements of Recreational Planning

Recreational planning in the national forests should provide:(43)

1. Determination of area primarily useful for recreation.
2. Withdrawal from private acquisition these areas.
3. Classification of forest recreational areas--Public campgrounds, resorts, summer homes, primitive areas.
4. Classification of lakes to prevent reservoiring.
5. Reservation of miniature but accessible premature areas within walking distance of campgrounds or highways.
6. Road and trail system--recreational value in building.
7. Improvement of public campgrounds--conveniences and sanitation.
8. Control pests--dust, mosquitoes, auto, rodents.
9. Reservation of campground--prevent deterioration.
10. Regular and dependable patrol.
11. "Don't" replaced--creation of proprietorship.
12. Confine camping to area provided.
13. Preservation and improvement of roadside beauty.
14. Guide building designs, etc. Beauty and harmony.
15. Encourage development of resorts.
16. Stock streams--game around recreational areas.
17. Foresters policy to encourage use of forests.
18. Make financial studies--financial returns to communities from tourists and local travel.
19. Highway and trail picnic areas.
20. Recognition of recreational values of high areas of no economic value.

43. Coffman, J. D., Recreation in Forest Program Comments, Journal of Forestry, February, 1933.

Detailed recreational planning should use that type of landscape architecture which use the natural beauty and local growth. Roads and trails should be located for their scenic beauty. Recreational plans should be tied into others plans, such as logging, protection highways.

1. Extension of forest recreation plans to all areas of national forests lands possessing recreational value.

2. Encourage mass recreation by extending and improving public campgrounds.

3. Continue no change policy except where used for commercial use.

4. Regulation of recreational use of national forests lands to protect health and property, to secure full development and utilization of recreational resources and not interfere with other uses.

Types of Recreational Areas

Superlative areas--areas of unique scenic value and beauty of which there are not substitutes if destroyed. Most of these areas have been set aside as national parks.

Primeval areas--(natural areas) areas of virgin timber in which there has been no human activities to upset the normal process of nature. They are areas of scenic value and are of value to study natural conditions. It is necessary to have several areas of each important forest types in the country and scattered because of danger of destruction and to make accessible in as many parts of region as possible. These areas may be used for scientific studies (research resources) and for recreation with restrictions.

Wilderness areas--areas with no permanent inhabitants, no mechanical conveyances and spacious enough for at least two weeks travel without crossing own tracks. There are no roads, just trails and shelters. Grazing and logging are permitted. They are inaccessible areas, rugged and of no economical value. It takes at least 200,000 acres for an area sufficient for two weeks travel.

In the United States there are 38 areas of 200,000 acres or over, 18 areas of 500,000 acres or more and 9 areas of 1,000,000 acres or more which are suitable for wilderness areas. 8,425,000 acres are in the east and 18,525,000 acres (of which only 7,000,000 is forest lands) in the west.

Roadside areas--timbered strips along highways, lakes, streams, etc., about 125 to 250 feet wide.

Campsite areas--areas for overnight camps for conveniences of campers with water and other camp facilities.

Residence areas--areas set aside for summer homes, resorts, hotels, group camps or sanitariums.

Outing areas--areas sufficient for overnight hike or all day trip away from highway and generally adjacent to residence area. The area must be accessible and may be a type between premeval and commercially operated timber area.

Problems of Forest Recreation:

1. Use without destruction by preventing too much concentration, education of the people and definite planning and regulation of all campgrounds.
2. Preservation from natural enemies.
3. Administration for "greatest good for the greatest number in the long run." Coordination of uses and all types of recreation. (44)

PRIMITIVE AREAS AND WILDERNESS RECREATION

The reason for setting aside "primitive" or "wilderness" areas is as stated by the Forest Service "to prevent the unnecessary elimination or impairment of unique natural values and to conserve so far as controlling economic conditions will permit, the opportunity to the public to observe the conditions which existed in the pioneer phases of the Nation's development, and to engage in the forms of outdoor recreation characteristic of that period, thus aiding to preserve national traditions, ideals, and characteristics, and promoting a true understanding of historical phases of national progress." (45)

The regulation which governs the setting apart of primitive areas does not prohibit the economic uses of the areas provided it is essential that the areas be thus utilized, but on the other hand if the two uses conflict, it is assumed that recreation is of the greater importance unless it can be shown otherwise.

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45. National Forest Manual, Lands Section.

46. Shepard--remnants of Wilderness, Nature Magazine, 15:29-32, 1930.

Ward Shepard (46) of the forest Service points out that "of the seventy-four wilderness areas left in the National Forests it is probable that the majority are of rather low economic value. Most of them are high mountain country, with scattered forests that may in a large part always remain commercially inaccessible--a land of challenging peaks, of precipitous escarpments, of granite walls and domes intermingled with rough canyons, wild forested glades, alpine lakes, and flowered mountain meadows."

In the preservation of wilderness areas in the National Forest there are two groups of conflicting ideas. One group insists that every resource, tree, forage, mineral and water must be used as a material resource, while the other group of recreational extremists take as narrow a view in the opposite direction.

The preservation of primitive areas is dependent upon the exclusion of all economic uses which would result in opening the area to motor roads, or other means of power transportation, and also the exclusion of certain social uses incompatible with the purposes for which the primitive areas were created. Some few regions contain valuable stands of timber, but low prices and overproduction would justify leaving timber at least until mature, and until no further increment is taking place. Many areas are near or above timber line or where timber does not even warrant exploitation, either because of the quality or inaccessibility. In making decisions on primitive areas we must compare values as a wilderness area with any commercial values that might be destroyed.

The difference between primeval and wilderness areas is that primeval conditions and wilderness areas are set aside for primitive methods of travel.

Commodity forests handled on sustained yield need not call on recreation forests for wood products and people may continue to enjoy adventure, beauty, inspiration and communion of nature.

An estimate requirement of 45,000,000 acres for recreational areas was made. This contains only 9% of the commercial timberland in the United States. It would be an economic benefit to withdraw the timber for the recreational use, because it would concentrate growing of timber for commercial purposes, it would increase the value of commercial forest lands and would make the operation more profitable. Eleven million have already been set aside leaving 34 million to reserve.

The recreational users have been divided into three classes: The transient user who stays over night and moves on paying his gasoline tax. The occurrent user who is the week-ender from the nearby vicinity and who is a cooperation and supporter of the forester and understands and appreciates the work of the forester. Last is the permanent user such as summer home, hotel or resort permits who pays his way. This type of user requires careful planning so as not to interfere with the other forest uses.

The question of priority of recreational uses is settled as follows:
1. Campgrounds; 2, summer camps; 3, summer schools; 4, hotels, resorts; 5, public utilities, services; 6, club houses; and 7, private homes. As will be noticed priority is arranged according to "the greatest number" benefitted.

Recreational Resources and Use

At the start of the National Forests 585,000 square miles were acquired with no idea of their recreational use. The last decade or two have brought us motorborn recreation. At first it was just a struggle between the different economic uses of the forest.

The early 90's witnessed the close of an area characterized by the free exploitation of natural resources of the vast federal empire. Foreign governments had ceded territory west of the Mississippi to the United States. There were different kinds of lands--timber lands.. Not till the last decade of the nineteenth century did the principle of public ownership of federal natural resources take firm root.

FEDERAL LANDS EMBRACING RECREATIONAL RESOURCES (47)

Lands east of the 100th meridian consist only of fraction of 1% of the public lands. These lands of the east are only in small scattered tracts, with a few of the larger made into national forests. Most of these small areas are suitable for recreational tracts and the rest are rough and good for wildlife refuges.

The lands west of the 100th meridian contain over 99% of the public lands. They are large bodies of land, wild, rough, unreserved and unentered, with lots of desert. The mountainous areas have nearly all been reserved as national forests or parks. Some of the lower lands are reserved as reclamation areas, grazing lands, hydro-electric power sites, watering places, numeral claims, refuges and national monuments.

But the non-reserved land amounts to 2,639,000 acres which has

47. National Conference of Outdoor Recreation of 1928, Recreational Resources of Federal Lands.

recreational value. Additional areas are suitable for state and local administration such as the Badlands of South Dakota, North Dakota and Montana which amounts to nearly two million acres (1,731,560). There are 20,000 square miles in the Owyhee country of southeastern Oregon, Nevada and Idaho which have value only for recreation and grazing, and this area demands study by grazing and recreational experts. Other areas include the Plateau country of southern Utah, the Colorado River and many others of topographic and geographic beauty and interest.

RECREATIONAL USE.

Recreational Visitors to National Forest lands in 1931. (48)

Federal Lands Embracing Recreation Resources.

----- A.--Continental-U.S. -----			
TYPE	No	Area(Acres)	Dept.
National forests	156	137,447,589	Agri.
National Parks	17	5,715,066	Int.
Wild Life Refuges	70	489,784	Agri.
National Monuments	54	487,793	Int, Agri. War.
Reclamation Projects	37	271,164	Interior
Nat'l Forests (Wild life Refuges)	7	165,000	War and Agri.
Recreation withdrawals	49	120,961	Int.
National Mill Parks	8	14,068	War.
Naval Reservations	2	13,412	Navy
Lighthouse Reservations	6	11,550	Con.
Fishing	12	6,808	Com.

In preparation for the future one must observe the tremendous acceleration in last decade of recreational use.

The inhibiting factors of recreation are commercial exploitation, danger from fire-deplete beauty and the destruction by numbers of the desired isolation and the important regulations. But to offset these, there are a few stimulating factors for recreational use:

1. Increasing population with predicted sanitation at 145-185 million.
2. Shorter working hours " " 24-30 hour weeks-leisure
3. Probably rise in standards of living for majority-more to forests.
4. Increasing ease of transportation--auto, plane cut down distances.

48. The Forest for Recreation--National Plan for American Forestry, Senate Document #12, 1933.

5. Increasing psycholological necessity for escape to the privitive to escape nervous strain, high pressure and diaboness of life.

Recreational visitors to forest lands in the United States in 1931.

National Parks	3,000,000
" Monuments	400,000
" Forests-	32,000,000
Other Federal lands	1,500,000
State Parks and Forests	50,000,000
County and municipal parks	60,000,000
Private lands	<u>100,000,000</u>
TOTAL- - - - -	246,900,000

National Park and National Forest Recreational use.
Visitors to

<u>Year</u>	<u>N.P.</u>	<u>N.F.</u>	<u>Year</u>	<u>N.P.</u>	<u>N.F.</u>
1916	237,357	3,160,000	1924	1,258,178	11,394,366
1917	353,268	3,160,000	1925	1,495,372	15,299,730
1918	311,661	3,322,565	1926	1,670,955	17,112,024
19	594,835	3,064,344	1927	2,173,120	18,523,888
20	756,654	4,832,671	1928	2,373,089	23,008,997
21	876,367	5,633,420	1929	2,496,080	31,758,231
22	938,338	6,172,942	1930	2,607,499	31,904,515
1923	1,168,886	10,543,893	1931	2,999,451	32,228,613

The Recreational Forester

In the past the recreational foresters was sort of ostracised.

There was an attitude of doubt as to the professional status of recreations and those men who administered the forest recreation. The trained forester negaged purely in recreational activities has been looked upon with askance by the Society of American Foresters as to his eligibility. Changes in the constitution and by-laws of the Society have changed this. (49) But has the attitude of the forestry profession changed. Biologists, engineers, landscape architects and foresters all have vital parts in the administration of recreational areas. Any one might be willing to recognize forest recreational administration as its own special field. Just where does the recreational forester belong?

Let us review the various definitions of "forestry". E. Brunken in 1900 said, "Forestry is the art of managing forests and utilizing them for the benefits of their owners." (50) Gifford Pinchot said: "Forestry is the knowledge of forests. The art of producing from the forests whatever it can yield for the service of man so that it will render whatever service is required of it without being improvershed or destroyed. (51) These statements are broad enough to cover the field of recreational use.

Changing ways of life and the newly recognized requirement for outdoor recreational facilities has built up a new and important demand for forest policies that will suitably meet this hour of public need.(52)

49. Coffman, J. D. Relationship of Recreational Foresters to Forestry Profession, Journal of Forestry, July, 1935.

50. Brunken, E. North American Forests and Forestry, 1900.

51. Pinchot, Gifford, Training of a Forester, 1914.

52. Arnold, Fred H., From a Commercial to Recreational Forester.

Recent development in the field of outdoor recreation has created a demand for recreational foresters. Some have turned from commercial to recreational forestry.

Recreation is a big opportunity of the foresters today of which there is no doubt they will take advantage. But the forester must get ahead of the game and not let it get ahead of him.

Duties of profession require men who will ^{the} pave way for full measure of contribution to human welfare which this phase of forestry is capable of rendering.

The recreational forester is a man of breadth, adaptability and above all has an inclination toward recreation. His viewpoint must be changeable. His concept of the forest must be one of "live and let live" or in other words for the NATURAL. He does not believe in stand improvement because he sees the beauty in the staghead, snags, etc. as long as they do not endanger. He believes wholly in natural regeneration with the idea of "protect and wait for nature."

The recreational forester must know silvics, pathology and botony, the soil and site requirements of trees, tolerance, size and habits of trees. He must have a knowledge of forest and tree protection from insects, fire and disease. When he builds roads and trails for fire protection he requires the minimum length and width and tries to harmonize them and bring out their recreational and scenic value.

In opening up the forests for recreational purposes the recreational forester uses landscape architecture. He plans his campgrounds and tries to check erosion.

He requires education in botany, zoology, soils, dendrology, ecology, silvics, forest pathology, forest entomology, wildlife management and landscape principles. The recreational administrator should be able to properly administer public use of recreational areas.

He must be able to avail himself of the technical assistance of engineers, landscape architects, foresters, biologists, geologists, archaeologists and other technicians.

The recreational forester sees the beauty of the forest, of nature and tries to see as the recreationists sees.

It is his duty ^{to look} toward the general welfare of his recreation area as a place dedicated to preservation of nature for enjoyment of the people--consistent with the reasonable use for wholesome outdoor recreation.

The recreational forester needs social contacts, recreational training and sympathy, "game" eye, photography, landscape architecture and proper sense of proportion. Utility has been; but BEAUTY is knocking at the door.

To sum up the requirements one may say the recreational forester needs the educational balance of an all-round forester, with training in wildlife, landscape appreciation, instruction in forest recreation, personality and assurance (pleasure in contacts) and a general education in the sciences such as biology, geology, archaeology and so forth.

The country's foresters have been trained in economic forest management, silviculture and forest utilization.

Some of the leading forest colleges have foreseen sudden expansion of recreational forestry and have introduced recreational forestry studies. New York State College of Forestry was one of the first forest schools to consider forest recreation as a phase of forestry education. Recreational planning was carried out in the Department of Landscape Engineering in the College as early as 1915. Later, after the Forest Service had shown an interest in forest recreation, the Department of Forest Recreation was established in the College in 1919.

A number of students who have studied in forestry have in recent

years engaged in graduate study along these lines of recreational work.

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