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ACHIEVEMENTS

When this Administration came into office in 1969, government bins were bulging with unwanted grain. The costs to store this grain were a burden on taxpayers. Large surpluses of farm products hung over markets depressing farmers' prices. Exports of agricultural products to other nations were slipping. Farmers chafed under the tight reins of government production controls. At every turn, the busy hand of the government bureaucracy interfered with farmers' planning.

Five years ago, farm income was low--\$14.7 billion a year. Farmers worked long hours for an average income that was 26 percent less than the per capita income of other people in the nation. During the preceding eight years, more than 800,000 farms--an average of 103,000 per year--had "disappeared" as farmers moved out and their farms were absorbed by other larger operations.

Five years later, that picture has changed. Agriculture has turned around. Farmers have a new confidence. Farm output is setting records. Farm income is at a new high.

Government bins are no longer bulging with unwanted, costly grain with nowhere to go. The surplus grain has been sold--even the bins have been sold. The privately-owned grain trade is handling the nation's grain, as it should.

Exports of agricultural products have stepped up to a lively pace, opening new trade opportunities with the rest of the world. We're exchanging corn, wheat, and soybeans for vitally needed fuel, minerals, electronic equipment, small automobiles, and other consumer goods that add to the standard of living of the American people. These farm exports--which have set records in each of the last four years--have strengthened the dollar and helped hold down the rate of inflation for the nation's housewives.



The new markets abroad have reduced farm program costs for taxpayers at home, created additional jobs for U.S. wage earners, and permitted farmers to operate at nearer full capacity, thus reducing the per-unit cost of producing food for the American market.

The increased productivity of American farmers has strengthened the hand of the United States in trade negotiations; has promoted peace in the world; and has enabled us to open up friendly, commercial trade with the Soviet Union and the People's Republic of China. It is far better that we should be trading bushels and bales than bullets.

At home, the Farm Acts of 1970 and 1973 have pulled the busy hand of government out of the farmers' business. Millions of acres of cropland have been unshackled from government restrictions to produce more plentiful food for American consumers and world trade.

Farm production has reached new records three years in a row--and four out of the last five years. This has made a valuable contribution to our fight against inflation, since there is no better antidote to inflation than higher production. The agricultural community is leading the way.

Farm income is at new record levels. In 1973, farm people worked for only 12 percent less than the average for non-farm people. This new purchasing power enabled farmers to increase their purchases of production goods by 30 percent last year alone. This \$15 billion one-year jump in farm expenditures for production goods is equal to the growth in farm production expenditures in the 17 years between 1950 and 1967. This tremendous growth in purchases by farmers from the rest of the economy has made new jobs for wage earners and was an important contribution to the high level of U.S. economic activity which enabled us to have the lowest unemployment in peace-time history.



Taxpayers have been relieved of the excessive cost of farm programs. Payments to farmers in Fiscal Year 1974 will be reduced by 35 percent under Fiscal Year 1973, and by an estimated 90 percent in Fiscal Year 1975. Farm program payments, which in Fiscal Year 1969 accounted for 44 percent of the U.S. Department of Agriculture budget, will be reduced to 25 percent of the USDA budget in Fiscal Year 1974, and to less than 5 percent in 1975.

High farm productivity has made it possible to show remarkable progress in feeding the poor. Since the President's Hunger Message in May of 1969, the United States has done more to bring nutritious farm food to low-income people than in all the previous history of mankind. In December 1968, there were 6.5 million people on food stamps and direct food distribution; in late 1973, there were 14.6 million people on these programs. In December 1968, there were 22 million school children participating in the School Lunch program, with 3 million of these on a "free or reduced price" basis; in late 1973, there were 24.4 million in the School Lunch program, of which 8.6 million were getting "free or reduced price" meals.

Meantime, we have made progress in conserving our resources, upgrading nutrition, aiding people struck by disasters, lowering the use of hazardous pesticides, enhancing the environment, preserving open space, bringing fair practices to our markets, improving the quality and wholesomeness of food, and helping local citizens make their communities better places in which to live and work.



CHALLENGES FACING AGRICULTURE IN 1974

BOOST FARM PRODUCTION:

American agriculture's primary challenge in 1974 is to produce efficiently enough food and fiber to provide adequate domestic supplies at acceptable consumer prices and to maximize our commercial exports at competitive levels.

We are urging all-out farm production. Strong, market-oriented farm prices offer incentives. New farm legislation passed in 1973 sets target prices for some major commodities to assure farmers at least minimum prices--eliminating some of farmers' risks. For the first time in years, there will be no government set-aside of land--no farmer will be paid to hold land out of production.

Domestic consumers have grown to expect abundant quantities of high quality foods at reasonable prices. The American consumer will not be disappointed, nor will the consumer's confidence in the productive capacity of American agriculture be shaken.

Farm exports are America's best hope for maintaining the positive international balance of payments finally achieved in 1973's fourth quarter--the first positive balance since 1970. Farm exports strengthen the dollar internationally and contribute to cooling inflation at home. Farm exports help pay for oil supplies and other products Americans import out of need or preference. Farm exports have been and increasingly will be a significant factor in this nation's ability to achieve world peace.

We must continue to monitor export sales to provide up-to-date information on commitments made against available supplies.



SUSTAIN FARM INCOME GAINS:

Abundant farm production can be sustained only if farm income is maintained at a level sufficient to keep skilled farm families on the farm and to provide adequate returns for the land, capital, labor, and management necessary to produce.

Farm income has improved measurably in the last five years. The percentage decline in farm numbers has been slowed by two-thirds over the same five years--solid evidence that farm income improvement is having positive impact.

For years, farm families have lagged far behind non-farm families in per capita income. That gap has narrowed dramatically in the 1970's. Yet, continued improvement in farm income is necessary to assure the nation of abundant food and fiber production.

LOWER TRADE BARRIERS:

The free exercise of trade leads nations to produce those goods which they can produce most efficiently, with trading patterns being established to exchange goods produced by each nation for items which other nations produce most efficiently.

For various reasons, nations build up protective trade barriers which distort trading patterns and lead to inefficient world food production.

The United States seeks to reduce or eliminate trade barriers around the world so that all may share the plenty of those nations that can produce efficiently.

American farmers are sufficiently productive and efficient to compete with any farmers any place. Thus, we must seek removal of those barriers in importing nations which make it harder for American farmers to exercise their economic advantage.



Our own trade barriers will be maintained no longer than absolutely necessary to protect our farmers from subsidized farm production elsewhere. We are more than willing to remove barriers we have erected in return for our farmers being allowed to compete freely for markets in other lands.

Removing such barriers involves skillful negotiations. Negotiations with the European Community and Japan especially, under the General Agreement on Tariffs and Trade, have begun. We will work in earnest to keep agricultural interests in the mainstream of those trade negotiations, and to reduce barriers now working against American farm products.

SUPPLYING ADEQUATE INPUTS:

The record levels of farm production sought and projected for 1974 can come forth only if farmers are able to obtain adequate supplies of the essential elements of farm production when they need them.

Fuel is absolutely critical. The tractors and combines which put seed into the ground and bring in the harvest must not be shut down. Agricultural production and processing have the very highest priority in mandatory fuel allocation guidelines established by the Federal Energy Office. Agriculture is expected to receive 100 percent of its gasoline needs, 100 percent of its propane and butane needs, and 100 percent of its diesel fuel needs.

Fertilizer supplies will be tight--especially for nitrogen and phosphate fertilizers. Supplies will be more plentiful than previously feared, however. After controls on domestic fertilizer prices were lifted, fertilizer exports declined and manufacturers moved to step up fertilizer production--both of which increased domestic fertilizer availability.

We must continue to monitor farm supplies of fuel, fertilizer, available transportation, and other inputs with the view to providing adequate inputs for supply-deficient geographic areas.

KEEP TRANSPORTATION MOVING:

Agriculture depends upon the nation's transportation system to move farm inputs from the point of manufacture to the farm, and to move the harvested crop through the channels of processing and marketing and then on into consumption or export.

All transportation industries serving agriculture must give agriculture high priority and coordinate efforts to assure that farm production goals can be met and that farm products can be marketed efficiently and with sufficient dependability to maintain our trading integrity.

ASSURE FOOD'S WHOLESOMENESS:

Food must be more than abundant and reasonably priced. It must be tasty, and safe, and nutritious. Consumers expect that much, and they deserve no less.

The American consumer eats better than ever before and better than people anywhere else in the world. Yet, we must continue to improve.

Agriculture has developed chemicals to enable farmers to produce disease-free food and to produce greater quantities of food by destroying weeds which compete for plant nutrients and insect pests which destroy production.

We must continue our efforts to seek even better means of disease and pest control in order to provide consumers with food that is even freer from possible impurities or disease.

We must also strengthen our efforts to keep out diseases and pests not now in this country.



NEW POLICY THRUSTS IN 1974

FARM PROGRAMS:

The major farm commodities have moved out from under government domination to a healthier economic climate where farmers can do their own planning and produce for the open, expanding market. We have moved from a restrictive agricultural policy, dictacted by government, to an expanding agriculture, where growth is encouraged by rising market demand at home and abroad.

There are, however, some farm commodities--particularly rice, peanuts, tobacco, sugar, and extra long staple cotton--that are still struggling under restrictionist programs of the past. These programs keep the commodities under tight production and marketing controls, pushing producers at times into maximum dependence on government regulation and financing. Producers of these commodities need greater incentives for growth so that they can get more income from the market.

Congress should revamp the programs for these commodities in 1974 so that the growers can look forward to expanding opportunities.

LONG-TERM CONSERVATION:

We are moving away from the emphasis on annual conservation practices in USDA programs. Often, these programs have paid farmers for soil and water practices which farmers would use anyway knowing that these are sound practices that increase annual production and income.

We will shift our emphasis to long-term conservation practices with the purpose of encouraging longer-run, more difficult soil and water conservation practices.



ONE-STOP AGRICULTURAL SERVICE CENTERS:

Farmers have long been served by four distinct and separate local agencies: the Agricultural Stabilization and Conservation Service, the Soil Conservation Service, the Farmers Home Administration, and the Federal Crop Insurance Corporation. Often, these agencies are housed separately in local towns and counties.

We will bring these four agencies together under one roof and a common office management in local counties. This will offer farmers more convenient service in one location. It will bring about savings in office procedures. It will encourage closer coordination between the agencies as they address themselves to problem-solving on individual farms.

AGRICULTURAL RESEARCH:

U.S. agriculture is a model for production throughout the world. The remarkable productivity of American agriculture undergirds the U.S. economic system and supports American affluence by making it possible for American consumers to eat on less of their incomes than anywhere else in the world. Also, a smaller number of our productive labor force is engaged in agricultural production than anywhere else in the world, thus releasing a great reservoir of talents for the creation of other goods and services for the public.

The high farm productivity rests on the ingenuity and hard work of American farm families; the stimulation of the private ownership and incentive system; and the reservoir of research-based technology arising from publicly-financed agricultural research. But, that reservoir of research-based technology is running low.



Research is now more expensive and more complex to do. The frontier of science is harder to crack. Consideration for the environmental effects and the energy drain of newly discovered techniques complicates the research problem. Farmers are also adopting new practices more quickly--all of this has drained heavily on the reservoir of research-based technology which has enabled agriculture to make such large productive gains in the past.

The time has come to place a higher priority on replenishing this reservoir in order to assure plentiful supplies of food and fiber at reasonable prices, maintain our comparative advantage with the world in food and fiber production, conserve energy, and protect the productivity and beauty of our land.

COMMODITY TRADING:

In the past year, with rising prices of many commodities, the futures markets in agricultural and non-agricultural commodities have attracted more attention than at any other time in history. It has become clear to the general public that futures markets touch the lives of all of us. Futures trading in certain agricultural commodities is currently regulated by the Department of Agriculture. Other agricultural and forestry commodities, and a number of non-agricultural commodities with active futures markets, are unregulated by the Federal government. The value of contracts traded on these markets during the past fiscal year was approximately \$400 billion. With the growth in futures trading in recent years and the effect that such trading has upon everyone from the producer to the consumer, it is an appropriate time for Congress to consider legislation to strengthen futures trading regulation and extend the coverage to non-regulated markets.

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State of the Union Message -

World Food Supply and Demand

In September of last year, Secretary of State Kissinger proposed in the United Nations that a World Food Conference be held in 1974 under the sponsorship of the United Nations. This proposal was warmly received by all countries, developed and developing, exporters and importers. The United Nations General Assembly has agreed to call the Conference in November 1974.

It is not surprising that our call for a World Food Conference has received such universal support. The year just closed saw dwindling stocks of grain and rising food prices. With food reserves lower than usual, the world is more than ordinarily vulnerable to the vagaries of this year's weather. The world population continues to grow, like compound interest.

The United States sees the main purpose of the World Food Conference as assessing the world food problem in both its technological and societal implications. This Conference will permit us to take global stock of what can and should be done to ensure that the people of the world are assured of adequate food in the years to come.

The community of nations is also turning its attention to the World Population Year 1974 and the World Population Conference to be held this year under the auspices of the United Nations. It is clear to anyone who examines the matter that the world cannot continue indefinitely to expand its population at the present rate, which projects a doubling of every generation. At such rates the world would in time find itself short not only of food but also of energy, metals, and other raw materials. An intolerable stress would be placed on the ecology.

Fortunately there is time--but not much time--to assemble the knowledge and to make available the programs, on a voluntary basis, that would help people to have the numbers of children they themselves wish to have. We cannot satisfactorily deal with the inter-related questions of food and people by working on only half the problem.



AGRICULTURE AND RURAL DEVELOPMENT

Achievements

When this Administration came into office in 1969, large surpluses of farm products hung over markets depressing farmers' prices. Exports of agricultural products to other nations were slipping. Farmers chafed under the tight reins of government production controls. The costs of farm programs were a burden on taxpayers. At every turn, the busy hand of the government bureaucracy interfered with farmers' planning and their ability to respond to the demands of the domestic and international markets.

Five years ago, farm income was low--\$14.7 billion a year. Farmers worked long hours for an average income that was 26 percent less than the per capita income of other people in the Nation. During the preceding eight years, more than 800,000 farms--an average of 103,000 per year--had "disappeared" as farmers moved out and their farms were absorbed by other larger operations.

Five year later, that picture has changed. Agriculture has turned around. Farmers have a new confidence. Farm output is setting records. Farm income is at a new high. Surpluses have disappeared. The privately-owned trade is handling the Nation's farm commodities as it should.

New trade opportunities have opened up with the rest of the world and exports of agricultural products have stepped up to a lively pace. Our export of corn, wheat, and soybeans help to purchase vitally needed fuel, minerals, electronic equipment, small automobiles, and other consumer



goods that add to the standard of living of the American people. These farm exports--which have set records in each of the last four years--have strengthened the dollar in international money markets.

The new markets abroad have reduced farm program costs for taxpayers at home, created additional jobs for U.S. wage earners, and permitted farmers to operate at nearer full capacity,

The increased productivity of American farmers has strengthened the hand of the United States in trade negotiations; has promoted peace in the world; and has enabled us to open up friendly, commercial trade with the Soviet Union and the People's Republic of China. It is far better that we should be trading bushels and bales than bullets.

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Taxpayers have been relieved of the excessive cost of farm programs. Price support payments to farmers in fiscal year 1974 will be reduced by 33 percent ^{compared to a year earlier,} ~~under fiscal year 1973~~, and by an estimated 97 percent in fiscal year 1975. These payments, which in fiscal year 1969 accounted for 37 percent of the U. S. Department of Agriculture budget outlays, will be reduced to about 25 percent of the USDA budget in fiscal year 1974, and to less than 2 percent in 1975.

Meantime, we have made progress in conserving our resources, upgrading nutrition, aiding people struck by disasters, lowering the use of hazardous pesticides, enhancing the environment, preserving open space, bringing fair practices to our markets, improving the quality and wholesomeness of food, and helping local citizens make their communities better places in which to live and work.



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KEEP TRANSPORTATION MOVING:

Agriculture depends upon the nation's transportation system to move farm inputs from the point of manufacture to the farm, and to move the harvested crop through the channels of processing and marketing and then on into consumption or export, and we believe our transportation industry will meet this challenge.

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Research is now more expensive and more complex to do. The frontier of science is harder to penetrate with major productivity increases achieved through long-term research efforts. Consideration for the environmental effects and the energy drain of newly discovered techniques complicates the research problem. Farmers are also adopting new practices more quickly--all of this has drained heavily ~~on~~ the reservoir of research-based technology which has enabled agriculture to make such large productive gains in the past.

The time has come to place a higher priority on replenishing this reservoir in order to assure plentiful supplies of food and fiber at reasonable prices, maintain our comparative advantage with the world in food and fiber production, conserve energy, and protect the productivity and beauty of our land.

COMMODITY TRADING:

In the past year, with rising prices of many commodities, the futures markets in agricultural and non-agricultural commodities have attracted more attention than at any other time in history. It has become clear to the general public that futures markets touch the lives of all of us. Futures trading in certain agricultural commodities is currently regulated by the Department of Agriculture. Other agricultural and forestry commodities, and a number of non-agricultural commodities with active futures markets, are unregulated by the Federal government. The value of contracts traded on these markets during the past fiscal year was approximately \$400 billion. With the growth in futures trading in recent years and the effect that such trading has upon everyone from the producer to the consumer, it is an appropriate time for Congress to consider legislation to strengthen futures trading regulation and extend the coverage to non-regulated markets.

Unit - Add
Insert A

Preserving Our National Heritage

I am enormously pleased of our progress in preserving our Nation's natural heritage. My Administration's concern for providing breathing space and recreational opportunities in our major urban centers has resulted in the establishment of several national parks and recreation areas, including two at the Nation's gateways--New York and San Francisco. The gateways bring together existing parks, military reservations, and private lands to provide a full range of recreation experiences to the people of these major metropolitan areas.

In addition to these new urban recreation areas, 25 new units of the National Park System have been authorized during my Administration. Such outstanding sites as Apostle Islands National Lakeshore, Sleeping Bear Dunes National Lakeshore, Gulf Islands National Seashore, Voyageurs National Park, Sawtooth National Recreation Area and Oregon Dunes National Recreation Area offer great recreation opportunities to the citizens of America.

The Legacy of Parks Program, which I initiated in 1971, also brings parks to the people. To date, almost 400 separate parcels of parklands and underused Federal areas in all 50 States have been turned over at no cost to local control for park and recreation use. This program has made almost 60,000 acres, valued at almost \$200 million, available to the people. Most of the new parks are near congested urban areas,



~~so that millions in our cities can now have easy access to open space close to their homes. My Administration will accelerate the transfer of additional surplus properties to State and local governments for park and recreation use.~~

Insert B
~~This year I am pleased to propose to the Congress full funding of the Land and Water Conservation Fund at 300 million dollars. Since its inception, this Fund has provided \$1.7 billion for acquisition and development of recreation resources, of which \$1.2 billion was made available during my Administration.~~

The Fund provides for Federal land acquisition and a State grant program to the 50 States, the District of Columbia, Puerto Rico, Virgin Islands, Guam and American Samoa.

The Federal portion has amounted to \$731 million, of which \$476 million was made available during my Administration. Despite this record, there are significant unfilled Federal park and recreation land acquisition needs of approximately \$2.4 billion.

The State portion has amounted to \$1 billion, of which \$750 million was made available during my Administration. It has been estimated that additional State annual needs are in excess of \$250 million.

The principal revenues of the Fund come from the sale of Federal assets and I believe that reinvestment of these revenues at the congressionally authorized rate is a sound commitment to the future of our Nation's resources.



~~In order to make the Fund more effective, we must ensure that~~
more parks will be developed in and near our urban areas. This
necessitates immediate passage of my legislative proposals to:

-- change the allocation formula so that Federal grants for
the acquisition and development of recreation lands bear a closer
relationship to population distribution, and

-- permit up to 25% of a State's annual apportionment to be
used for the planning and development of sheltered recreation
~~facilities.~~



A Plan for Recreation in America

Recently I sent to the Congress the first nationwide outdoor recreation plan. It is entitled "Outdoor Recreation--A Legacy for America" and recognizes that America is undergoing change that affects the way we relate to our work, our institutions, our families and ourselves.

omit ~~The Plan provides for improvement and redirection in the ways in which institutions fulfill their roles and responsibilities in meeting the outdoor recreation needs of people through the use of America's resources.~~

The Challenge Ahead

Today, there are major environmental legislative proposals still before the Congress. It is imperative that the Congress act upon these measures immediately, and that together we act on the initiatives I propose today.

Alaska

omit ~~During the early part of the 20th century, the United States embarked upon its first major land conservation effort. Many of the great units of the National Park System were established and, under the inspiration of President Theodore Roosevelt, the National Forest System was created, and numerous wildlife refuges established. Today we again are blessed with an extraordinary opportunity. On December 18,~~



~~in accordance with the Alaska Native Claims Settlement Act, we trans-~~
mitted to Congress recommendations that would add 83.47 million acres
to the National Park, Wildlife Refuge, Wild and Scenic Rivers and
Forest Systems, all in the State of Alaska.

The recommendations include the additions of 32.26 million acres
to the National Park System, which would double the acreage currently
in national parks. This includes two national parks greater than
8 million acres--the Wrangell-St. Elias National Park in southeastern
Alaska and the Gates of the Arctic National Park in the Brooks Range
of northern Alaska--in addition to numerous other areas that would
protect superb natural areas, historical and archeological values,
and outstanding recreational opportunities.

Additions of 31.59 million acres to the National Wildlife Refuge
System would also double the size of that System, including such areas
as the Yukon Flats, which is North America's greatest waterfowl
breeding area, a variety of coastal areas to protect the habitat of
marine mammals and sea birds, and numerous other areas to preserve
the habitat of a variety of nationally significant species.

Some of North America's greatest wild, scenic, and recreational
rivers are within the State of Alaska. Recognizing that, we propose
to add 20 Alaskan rivers to the National Wild and Scenic River System
~~to insure their continued future as great natural areas.~~



~~Alaska is America's last frontier, and as such, when it is developed, the great American frontier that is basic to American history will be gone forever. But we now have the opportunity to protect, for the American people of all future generations, those nationally significant scenic, recreational, and wildlife lands in Alaska which have been identified as outstanding ecosystems. The Congress will be considering these proposals during the next five years. This is an opportunity that we will never have again, so we need to take full advantage of it now, which we can.~~

Coastal Wetlands

Insert
~~America's coastal wetlands are vital to the survival of a wide variety of fish and wildlife; they have an important function in controlling floods and tidal forces; and they contain some of the most beautiful areas left on this continent. These wetlands, however, are increasingly being threatened by residential and commercial development. I again urge the Congress to take action on legislation which would amend Federal tax law to discourage unwise use and degradation of our coastal wetlands. The Environmental Protection Tax Act, first proposed in 1972, could alter the pattern of haphazard development which threatens coastal resources by depriving property owners of some tax benefits now associated with new construction and physical alteration of the land itself. This proposal will further~~



enhance our opportunities for sound land use planning within the coastal zone, as contemplated by the Coastal Zone Management Act of 1972.

Wilderness

Insert E

~~Traditionally, we have looked westward to enjoy the solitude~~
and serenity of our natural wilderness. Few pristine wilderness areas are within easy access of the most populous areas of the United States. There are, however, lands in the East which have been affected by man but which have returned essentially to a natural state. It is imperative that Congress act now to preserve such lands and remaining portions of wilderness throughout our country so that all people, including those concentrated in our eastern population centers, may have access to these national treasures.

I have sent to the Congress 70 proposals for wilderness designation of lands administered by the Departments of the Interior and Agriculture. I urge the Congress to move on the backlog of wilderness proposals to ensure that the serenity and splendor of America's wilderness will be available and preserved in perpetuity for Americans, today and in the future.

Historic Preservation

Insert F

~~Increasingly, Americans are coming to recognize the value of our historic heritage. In many areas of the country, citizens have~~



omit

~~organized to preserve at their own expense those buildings, sites~~
and monuments which reflect the qualities of another era. Federal
efforts must be accelerated if we are to keep pace with citizen
concern for the preservation of nationally significant historic
~~properties.~~ | Accordingly, I recommend

- prompt enactment of the Environmental Protection Tax Act,
whose provisions to discourage the demolition of historic
structures and to encourage the rehabilitation of such
~~structures, first proposed in 1971.~~

*are
check?*

In addition, the Secretary of the Interior will make use of existing
authority (Historic Sites Act of 1935 and the Historic Preservation
Act of 1966) to

- expand the program by grants-in-aid to States for purposes
of historic preservation; and
- establish a program for the acceptance of protective easements
on historic properties of national significance.

Big Thicket National Biological Reserve

*ok
omit
check*

The Big Thicket area of east Texas is a biological crossroads
unique in the United States. It contains within its boundaries eight
different biological habitats--ranging from savannah to bald cypress
swamp to upland hardwoods--which are representative of widely separated
regions of the eastern and southern States. The mingling of species



from diverse habitats produces a complex ecological interplay found nowhere else in the United States. The Administration has proposed preserving key segments of the Thicket, in a Big Thicket National Biological Reserve.

Protection of the Big Cypress National Fresh Water Reserve
The unique natural values of the Big Cypress Swamp in Florida are of national significance. For this reason I have called for legislation which would ensure the preservation of over 500,000 acres, and protect values of this magnificent area.
I hope Congress complete authorization of the proposal.
I am pleased the House has acted on both these proposals and I urge the Senate to move quickly to preserve the environmental integrity of these valuable natural resources.

Historic Trails

The history of our great country should be understood and enjoyed by all citizens. The routes of early explorers and settlers offer recreational opportunities on trails replete with the excitement of our past. I am proposing legislation which would allow designation of national historic trails as part of the National Trails System and I am directing the Federal agencies to accelerate their work with State and local governments in designating new scenic and recreational trails.

For Ken Brown

No. 1000 for 20 Feb change.
Accomplish Trails
Park's River
San Jose
will be Refuge System

No.

Wild and Scenic Rivers

26 Feb.

Preserving the Nation's magnificent wild rivers is a priority Administration concern. I am asking for legislation to authorize the identification and study of additional rivers for preservation under the National Wild and Scenic Rivers System.

No.

Natural Landmarks

26 Feb.

Areas of great natural significance in America offer educational opportunities for our youth and a chance for all Americans to get to know and come to peace with nature. I will propose legislation to expand the National Registry of Natural Areas to include areas of State and local significance. These outstanding natural areas then would be given Federal protection.

Managing Our Lands

January 6

~~Recognition of as yet unprotected environmental resources is~~
not enough. We must improve the management of our land resources to ensure their proper use and protection.

Two major legislative proposals to improve the management of our resources are still before Congress.

Public Land Management

About one-fifth of the Nation's land is public domain. In 1971, I sent to the Congress a legislative proposal giving the Secretary

ALBERT R. FORBES

~~of the Interior authority to manage more effectively and protect the~~
environmental values of our public domain lands. No law has been
enacted since then. I again urge Congress to act on this vital
legislative measure.

National Land Use Policy

Adoption of a National Land Use Policy is one of the highest
priorities of my Administration. I first transmitted such a
proposal to the Congress in 1971, but there has been no law enacted
since then. I am pleased, however, that the Senate has passed
legislation incorporating many of the policies that I proposed.

The importance of a National Land Use Policy is its delineation
of the roles of the Federal, State, and local governments in land use
regulation. Ultimate land use decisions should be the responsibility
of the States. Decisions on the use of our land that we make today
will determine the extent to which the problems of the past will be
~~avoided and the promise of the future will be fulfilled.~~



*check*Department of Energy and Natural Resources

The development of sound natural resource policy and the effective execution of that policy requires a cohesive, well structured organization. In 1973 I transmitted to the Congress a proposal for the establishment of a Department of Energy and Natural Resources which would consolidate into one organization the necessary components to assure the balanced utilization and conservation of America's energy and natural resources. Since that time, the severity of the energy crisis has necessitated certain interim measures including my proposal for a Federal Energy Administration. These measures have been emergency steps to deal with an immediate and critical problem--the energy crisis. However, [in the longer term] I believe a Department of Energy and Natural Resources is vitally needed and I urge the Congress to move forward with this important task.



Insert
FMinerals

~~In June, the final report of the National Commission on~~
Materials Policy was delivered to me. It is a comprehensive look
at our Nation's material position which identifies three needs: a
balance between mineral production and the protection of our environ-
ment; an adequate supply to meet the growing demand; and a materials
policy to properly guide the management of these essential resources.

The rapid rise in prices of some metals, the nationalization
of mining industries abroad, proposed joint actions by mineral
exporting countries and the decline of mineral refining capacity in
the United States should give us clear notice that our age of
abundance in these vital commodities will not continue unless we
begin to take deliberate action now.

As we have learned in dealing with the energy crisis, adequate
data is absolutely essential to an effective program. Therefore,
I am directing the Secretary of the Interior to develop promptly a
program for my consideration that would vastly improve our under-
standing of the minerals supply system which services the United
States economy. Such a program would include the obtaining of better
data and information on mineral supply, evaluation of the potential
threats of consortiums of mineral exporters and the identification of
technological options which could lead to the wider use of lower grade
ores and abundant materials.



~~Just as this Nation has been wasteful in its use of energy,~~
it has also been wasteful in its use of mineral material. I am
directing the Secretary of the Interior to institute a mineral
~~conservation program paralleling our energy conservation program.~~



No
26 Feb

Messinger

out

Energy Leasing

As part of Project Independence to achieve energy self-sufficiency for America by 1980, we have already undertaken several important measures.

I have directed the Secretary of the Interior to increase the rate of leasing for oil and gas on the Outer Continental Shelf to 10 million acres annually by 1975 and 1976. This is a rate 10 times higher than that of 1972. I have further directed him to take steps which will maintain and enhance competition for these leases to ensure the American people receive full value for the resources. I have also directed him to begin immediately a biological study program to ensure that this development can take place without damage to the oceans or to the wetlands. This program alone will contribute very substantially to the objectives of Project Independence.

Other innovative means to obtain oil from our domestic resources are moving forward rapidly. I am gratified by the enthusiastic response of private enterprise to the offering of the first tract of Federal land for oil shale leasing in 55 years. This prototype program will stimulate timely development of this alternate source of synthetic crude oil while assuring the environmental integrity of the land.

On January 1 I opened the public lands to non-competitive leasing for geothermal steam to encourage discovery of unknown sources of this



clean energy. On January 22 the first competitive lease sale on a known geothermal resource area was held in California. Orderly lease sales and development of geothermal resources on public lands will be accelerated in the coming years and can provide a supplementary source of clean energy.

Coal is still our largest, most immediate and readily accessible source of energy. Its utilization presents environmental challenges, but I am confident we can develop this vast resource in a manner consistent with the protection of the environment. Research is being expanded this year to convert coal into gas and other clean energy sources. Passage of my Mined Area Protection Act, first sent to Congress in 1971, will encourage rapid environmentally sound development of our coal. I again urge passage of this legislation.



Corps Planning

Water in Great Plains

Northwest Hydropower



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

January 3, 1974

Memorandum

To: Ken Brown

From: John C. Whitaker *John Whitaker*

Subject: State of the Union--Recreation in America
Section

Attached Tab A is second draft (Nat Reed's) and for comparison Jim Watt's earlier draft.

Comments

1. p. 3 -- If we get full funding in FY 75 -- \$330 M -- then use Jim Watt's version and make a point of it. Check discrepancy in L&WCF figures in the two drafts.
2. p. 2 & 3 of Watt's draft -- Nat leaves out 2 of President's proposals. L&WCF allocated close to population and use of 25% of the fund for sheltered recreation. Put these proposals back in.
3. Nat's section on Alaska, p. 4 & 5 is good -- put it in.
4. Wilderness, p. 7 -- Are there 11 or 12 proposals Congress has acted on? Note discrepancy in the two drafts.
5. p. 9 -- Add a separate paragraph plugging Big Thicket. We are for it -- omit discussion of size of park.
6. p. 12 -- Definitely add a paragraph plugging DENR. We still want it. Get final draft to Fairbanks, Price, and Crabill.

Attachments

cc: Dick Fairbanks, WH; Don Crabill, OMB; Ray Price, WH



Let's Clean Up America For Our 200th Birthday

Ross

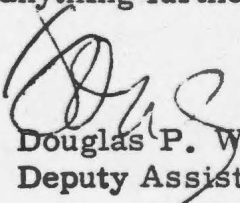
UNITED STATES
DEPARTMENT OF THE INTERIOR
ASSISTANT SECRETARY FOR FISH AND WILDLIFE AND PARKS
WASHINGTON

January 2, 1974

NOTE FOR THE UNDER SECRETARY

John:

Nat asked that I sent this redraft of portions of the Natural Resources State of the Union Message as a follow-up to his conversations with you. It is largely a re-write by we have added emphasis to the separate provisions of the Environmental Protection Tax Act which deal with coastal wetlands and rehabilitation of historic structures. In addition, we have added under the "Historic Preservation" section a reference to the acceptance of protective easements. This is an area in which the Park Service and the Secretary have a strong interest. It seems, too, that there ought to be a reference to the Department of Energy and Natural Resources if that proposal remains viable. Let us know if we can do anything further on this.


Douglas P. Wheeler
Deputy Assistant Secretary

Enclosure



DRAFT FW 1/2/74

TABA

Reid draft

Recreation in America

Recently I sent to the Congress the first nationwide outdoor recreation plan requested in Public Law 88-29. It was entitled "Outdoor Recreation--A Legacy for America" and recognized that America is undergoing change that affects the way we relate to our work, our institutions, our families and ourselves. In the world's most technically advanced society, a person must find the time and the opportunity to acquire the personal enrichment that can come from outdoor recreation.

In addition to increased demand for recreation, there have been substantial changes in people's recreation habits and patterns. Many recreation activities have been affected by technological change. Portable equipment and facilities now make possible instant, movable recreation areas.

The Plan does not allocate resources to meet the diverse needs of the population in specific geographical locations. It does provide for improvement and redirection in the ways in which institutions fulfill their roles and responsibilities in meeting the outdoor recreation needs of people through the use of America's resources.



As we implement the Plan's recommendations, which build upon the positive record of this Administration, we will be ensuring the most beneficial use of the leisure our economic and cultural strength provides. We will continue to bring recreational opportunities close to where people live.

Our accomplishments in bringing parks to the people have been many. My Administration's concern for providing breathing space and recreational opportunities in our major urban centers has resulted in the establishment of several national parks and recreation areas, including two at the Nation's gateways--New York and San Francisco. Much progress has been made to bring together existing parks, military reservations, and private lands to provide a full range of recreation experiences to the people of these major metropolitan areas.

In addition to the two gateways, 25 new units of the National Park System have been authorized during my Administrations. Such outstanding sites as Apostle Islands National Lakeshore, Sleeping Bear Dunes National Lakeshore, Gulf Islands National Seashore, Voyageurs National Park, Sawtooth National Recreation Area and the Oregon Dunes National Recreation Area offer great recreation opportunities to the citizens of America.



The Legacy of Parks Program, which I initiated in 1971, continues to bring parks to the people. To date, almost 400 separate parcels of parklands and underused Federal areas in all 50 State have been turned over at no cost to local control for park and recreation use. This program has made almost 60,000 acres, valued at almost \$200 million, available to the people. Most of the new parks are near congested urban areas, so that millions of cities can now have easy access to open space and recreation areas close to their homes. My Administration will accelerate the transfer of additional surplus properties to State and local governments for park and recreation use.

The Land and Water Conservation Fund has provided \$1.7 billion for acquisition and development of recreation resources, of which \$1.2 billion was made available during my Administration.

The Fund provides for Federal land acquisition and a State grant program to the 50 States, the District of Columbia, Puerto Rico, Virgin Islands, Guam and American Samoa.

The Federal portion has amounted to \$731 million, of which \$476 million was made available during my Administration. Despite this record, there are significant unfilled Federal park and recreation land acquisition needs of approximately \$2.4 billion.

The State portion has amounted to \$1 billion, of which \$750 million was made available during my Administration. It has been estimated that additional State annual needs are in excess of \$250 million.

The principal revenues of the Fund come from the sale of Federal assets and I believe that reinvestment of these revenues at the congressionally authorized rate is wise in the name of land conservation.

Preserving Our National Heritage

Today, there are major environmental legislative proposals still before the Congress. It is imperative that the Congress act upon these measures immediately, and on the legislative initiatives I propose today, to increase the availability and improve the management of our resources.

*what are we
proposing today?
nothing*

Alaska

During the early part of the 20th century, the United States embarked upon its first major land conservation effort, as many of the great units of the National Park System were established and, under the inspiration of President Theodore Roosevelt, the National Forest System was created, and numerous wildlife refuges established. Today we again are blessed with an extraordinary opportunity. On December 18,



in accordance with the Alaska Native Claims Settlement Act, we transmitted to Congress recommendations that would add 83.47 million acres to the National Park, Wildlife Refuge, Wild and Scenic Rivers and Forest Systems, all in the State of Alaska.

The recommendations include the additions of 32.26 million acres to the National Park System, which would double the acreage currently in national parks. This includes two national parks greater than 8 million acres--the Wrangell-St. Elias National Park in southeastern Alaska and the Gates of the Arctic National Park in the Brooks Range of northern Alaska--in addition to numerous other areas that would protect superb natural areas, historical and archeological values, and outstanding recreational opportunities.

Additions of 31.59 million acres to the National Wildlife Refuge System would also double the size of that System, including such areas as the Yukon Flats, which is North America's greatest waterfowl breeding area, a variety of coastal areas to protect the habitat of marine mammals and sea birds, and numerous other areas to preserve the habitat of a variety of nationally significant species.

Some of North America's greatest wild and scenic rivers are within the State of Alaska. Recognizing that, we propose to add 20 Alaskan

rivers to the National Wild and Scenic River System to insure their continued future as great natural areas.

Alaska is America's last frontier, and as such, when it is developed, the great American frontier that is basic to American history will be gone forever. But we now have the opportunity to protect, for the American people of all future generations, those nationally significant scenic, recreational, and wildlife lands in Alaska which have been identified as outstanding ecosystems. The Congress will be considering these proposals during the next five years. This is an opportunity that we will never have again, so we need to take full advantage of it now, which we can.

Coastal Wetlands

America's coastal wetlands are vital to the survival of a wide variety of fish and wildlife; they have an important function in controlling floods and tidal forces; and they contain some of the most beautiful areas left on this continent. These wetlands, however, are increasingly being threatened by residential and commercial development. I again urge the Congress to take action on legislation which would amend Federal tax law to discourage unwise use and degradation of our coastal wetlands. The Environmental Protection Tax Act, first proposed in 1972, could

alter the pattern of haphazard development which threatens coastal resources by depriving property owners of some tax benefits now associated with new construction and physical alteration of the land itself. This proposal will further enhance our opportunities for sound land use planning within the coastal zone, as contemplated by the Coastal Zone Management Act of 1972.

Wilderness

America's wilderness has long been a source of national glory. Traditionally, we have looked westward to enjoy the solitude and serenity of our natural wilderness. Few pristine wilderness areas are within easy access of the most populous areas of the United States. There are, however, lands in the East which have been affected by man but which have returned essentially to a natural state. It is imperative that Congress act now to preserve such lands and remaining portions of wilderness throughout our country so that all people, including those concentrated in our eastern population centers, may have access to these national treasures.

I have sent to the Congress 70 proposals for wilderness designation of lands administered by the Departments of the Interior and Agriculture. Congress has acted affirmatively on only 12. I urge the



Congress to move on the backlog of wilderness proposals to ensure that the serenity and splendor of America's wilderness will be available and preserved in perpetuity for Americans, today and in the future.

Also, I am proposing new legislation which would permit State and local governments, and private agencies, to make application to the Secretary of the Interior for inclusion of lands administered by them in the National Wilderness System. As we approach the tenth anniversary of The Wilderness Act of 1964, it is appropriate that we give the States and their political subdivisions a role in the expansion of the National Wilderness Preservation System.

In addition to the 10 million acres of land I have recommended to Congress for inclusion in the Wilderness System, we have set aside 12.7 million acres in the National Forest System for study to determine their wilderness potential.

Historic Preservation

Increasingly, Americans are coming to recognize the value of our historic heritage. In many areas of the country, citizens have organized to preserve at their own expense those buildings, sites and monuments which reflect the qualities of another era. Federal efforts

must be accelerated if we are to keep pace with citizen concern for the preservation of nationally significant historic properties. Accordingly, I recommend

- prompt enactment of the Environmental Protection Tax Act, whose provisions to discourage the demolition of historic structures and to encourage the rehabilitation of such structures first proposed in 1971.

good
In addition, the Secretary of the Interior will make use of existing authority (Historic Sites Act of 1935 and the Historic Preservation Act of 1966) to

- expand the program by grants-in-aid to States for purposes of historic preservation; and
- establish a program for the acceptance of protective easements on historic properties of national significance.

Big Cypress National Fresh Water Reserve

I am pleased that the House has acted on a bill to preserve the unique natural values of the Big Cypress Swamp in Florida. The legislation calling for the preservation of over 500,000 acres, will ensure protection of the natural, scenic, hydrologic, floral and faunal, and recreational values of this magnificent area. I urge the Senate to move quickly to preserve the environmental integrity of this valuable natural resource.

add plug for Big Threat

Historic Trails

The history of our great country should be understood and enjoyed by all citizens. The routes of early explorers and settlers offer recreational opportunities on trails replete with the excitement of our past. I am proposing legislation which would allow designation of national historic trails as part of the National Trails System and directing the Federal agencies to accelerate their work with State and local governments in designating new scenic and recreational trails.

Wild and Scenic Rivers

Preserving the Nation's magnificent wild rivers is a priority Administration concern. I am asking for legislation to authorize the identification and study of additional rivers for preservation under the National Wild and Scenic Rivers System.

National Landmarks

Areas of great natural significance in America offer educational opportunities for our youth and a chance for all Americans to get to know and come to peace with nature. Today I propose legislation which would expand the National Registry of Natural Landmarks to include areas of State and local significance. These outstanding natural areas then would be given Federal protection.

Historic Trails

The history of our great country should be understood and enjoyed by all citizens. The routes of early explorers and settlers offer recreational opportunities on trails replete with the excitement of our past. I am proposing legislation which would allow designation of national historic trails as part of the National Trails System and directing the Federal agencies to accelerate their work with State and local governments in designating new scenic and recreational trails.

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Managing Our Lands

Recognition of as yet unprotected environmental resources is not enough. We must improve the management of resources already in public ownership to ensure that these lands and waters will be available and accessible to all citizens.

To meet the need for better management of our resources, I am directing the Federal land managing agencies to:

- accelerate the identification and no-cost transfer of surplus Federal property to State and local governments for park and recreation use;
- transfer management responsibility for Federal recreation lands to State and local governments when direct Federal management is not necessary or desirable;
- promote private recreation development on or adjacent to Federal lands when consistent with the management character of those lands; and
- prepare land use plans for all lands which they manage to assure environmental and scenic qualities.

Additionally, two major legislative proposals to improve the management of our resources are still before Congress.



Public Land Management

About one-fifth of the Nation's land is public domain. In 1971, I sent to the Congress a legislative proposal giving the Secretary of the Interior authority to establish a national management policy which will protect the environmental values of our public domain lands. No law has been enacted since then. I again urge Congress to act on this vital legislative measure.

National Land Use Policy

A great need continues to be enactment of a National Land Use Policy Act. I first transmitted such a proposal to the Congress in 1971, but there has been no law enacted since then. I am pleased, however, that the Senate has passed legislation incorporating many of the policies that I proposed.

The importance of a national Land Use Policy is its delineation of the roles of the Federal, State, and local governments in land use regulation. Ultimate land use decisions should be the responsibility of the States. Decisions on the use of our land that we make today will determine the extent to which the problems of the past will be avoided and the promise of the future will be fulfilled.

DENR ?????



TAB B

December 18, 1973

*Watt
draft*

Memorandum

To: Ken Brown

From: John Whitaker ~~John C. Whitaker~~

Subject: State of the Union Message--Recreation and Environment

Here is a recreation piece for the State of the Union (telephone book version) plus possible TV insert if the President wanted to use it. I got this done through Jim Watt and you can see that Jim has plagiarized much of it out of old State of the Union Messages and Environmental Messages. I think it is a pretty good document.

You should caution Ray Price that new words are needed for these old ideas. Fairbanks should clear this with CEQ who originated much of the legislation. Nat Reed is working on some additional ideas so work with Nat on this and send something final over to Fairbanks.

Attachment

cc: Dick Fairbanks, WH
John Sawhill, OMB





United States Department of the Interior

BUREAU OF OUTDOOR RECREATION
WASHINGTON, D.C. 20240

IN REPLY REFER TO:

December 11, 1973

Memorandum

To: Under Secretary John C. Whitaker
From: Director, Bureau of Outdoor Recreation
Subject: State of the Union Message

Attached is a draft of the "telephone book" portion of the President's State of the Union Message. We have reviewed the last several messages and took, wherever possible, the words and phrases, as you suggested, from those earlier messages and incorporated them in this draft. Thus, there is a continuity of thought, style, and wording in this and the other environmental and State of the Union messages.

This has been reviewed and signed off by other recreation interests, including Forest Service and National Park Service. There is also attached a one page TV-type presentation.

Attachments



Suggested TV Speech Language

The importance of providing recreation opportunities close to where people live has never been greater.

Our parks-to-people accomplishments have been many--the Gateway National Parks in New York and San Francisco, and 25 other natural areas that protect for public use such superlative assets as lakeshores, seashores, rivers, lakes, and wilderness.

In implementing my Nationwide Outdoor Recreation Plan, I will continue bringing parks to the people by:

- accelerating Federal support of State recreation, funded in part through the Land and Water Conservation program;
- expanding my Legacy of Parks program through which over 400 Federal land parcels in all 50 States have been turned over to local control for park and recreation use;
- continuing and expanding our wilderness and resource protection programs.

Through Nationwide Plan implementation the best of our Nation's natural greatness can be identified and acquired for all the people through addition to the Federal and State recreation estates.

We can also greatly improve the ability of the people to use our recreation resources by improving the management of these resources even as we make more of the lands, seas, and waters of recreation available to the American people.



Draft

America is undergoing changes that affect the way we relate to our work, our institutions, our families, and ourselves.

The time will be available for recreational pursuits and enjoyment of our rich natural resources as we expand an era of unprecedented leisure. The opportunity to constructively use this time, we must create.

Creating opportunities is no easy task. To direct the efforts of the Congress, Federal, State, and local governments, and private interests, this Administration has produced the first nationwide outdoor recreation plan. "Outdoor Recreation--A Legacy for America."

As we implement the Plan's recommendations, which build upon the positive record of this Administration, we will be ensuring the most beneficial use of the leisure our economic and cultural strength provides. Our major thrust will continue to be to bring parks and recreational opportunities close to where people live.

Our accomplishments in bringing parks to the people have been many. My Administration's concern for providing breathing space and recreational opportunities in our major urban centers has resulted in the establishment of several national parks and recreation areas, including two at the Nation's gateways--New York City and San Francisco. Much progress has been made to bring together existing parks, military reservations, and private lands to provide a full range of recreation experiences to the people of these major metropolitan areas.

In addition to the two Gateways, 25 national areas have been authorized during my Administrations. Such outstanding sites as Apostle Islands National Lakeshore, Sleeping Bear Dunes National,

Lakeshore, Gulf Islands National Seashore, Voyageurs National Park, Sawtooth National Recreation Area and the Oregon Dunes National Recreation Area are now offering great recreation opportunities to the citizens of America.

The Legacy of Parks Program, which I initiated in 1971, continues to bring parks to the people. To date, almost 400 separate parcels of parklands and underused Federal areas in all 50 States have been turned over at no cost to local control for park and recreation use. This program has made almost 60,000 acres, valued at almost \$200 million, available to the people. Most of the new parks are near congested urban areas, so that millions of citizens can now have easy access to open space and recreation areas close to their homes. My Administration will accelerate the transfer of additional surplus properties to State and local governments for park and recreation use.

Land and Water Conservation Fund

We are asking for a full \$300,000,000 in fiscal year 1975 for acquisition and development of additional park and recreation lands. Since inception of the Fund program, \$1.6 billion of Federal funds have been made available for recreation resources. Of that total, \$1.3 billion have been put into the Fund during my Administrations.

In order to make the Fund more effective, we must ensure that more parks will be developed in and near our urban areas. This necessitates immediate passage of my legislative proposals to:

→ --change the allocation formula so that Federal grants for the acquisition and development of recreation lands bear a closer relationship to population distribution, and

→ Not deleted - why?
--permit up to 25% of a State's annual apportionment to be used for the planning and development of sheltered recreation facilities.

Preserving Our National Heritage

Today, there are major environmental legislative proposals still before the Congress. It is imperative that the Congress act upon these measures immediately, and on the legislative initiatives I propose today, to increase the availability and improve the management of our resources.

Alaska. Alaska is America's greatest virgin frontier. In December, I recommended to the Congress that over 80 million acres be preserved in four natural systems--parks, fish and wildlife refuges, wild and scenic rivers, and forest lands. I am hopeful the Congress will act expeditiously to assure that these critical ecological gems are preserved for now and all future generations of Americans. *Nat's expanded Alaska section is better*

Wetland Protection. America's coastal wetlands are vital to the survival of a wide variety of fish and wildlife; they have an important function in controlling floods and tidal forces; and they contain some of the most beautiful areas left on this continent. Our wetlands, however, are increasingly being threatened by residential and commercial development. I am urging Congress to take action on legislation which would use Federal tax laws to discourage unwise development and degradation of our coastal wetlands.

Wilderness. America's wilderness has long been a source of national glory. Traditionally, we have looked westward to enjoy the solitude and serenity of our natural wilderness. Few pristine wilderness areas are within easy access of the most populous areas of the United States. There are, however, lands in the East which have been affected by man but which have returned essentially to a natural state. It is imperative that Congress act now to preserve such lands and remaining portions of wilderness throughout our country so that all people, including those concentrated in our eastern population centers, may have access to these national treasures.

In recent years, I have sent to the Congress 70 proposals for wilderness designation of lands administered by the Departments of Interior and Agriculture. Congress has acted affirmatively on only 11 of these proposals. I urge the Congress to move on the backlog of wilderness proposals to ensure that the serenity and splendor of America's wilderness will be available and accessible to all Americans, today and in the future.

*7 million
Designation* Also, I am proposing new legislation which would permit State and local governments, and private agencies, to make application to the Secretary of the Interior for inclusion of lands administered by them in the National Wilderness System. This legislation would give the States and their political subdivisions a role in the expansion of the National Wilderness Preservation System.

In addition to the 10 million acres of land I have recommended to Congress for inclusion in the Wilderness System, we have set aside 12.7 million acres in the National Forest System for study to determine their wilderness potential.

Historic Preservation. Within our urban areas are many historic structures which depict the national heritage of America. We should be rehabilitating and preserving these places of history, not demolishing them. To encourage historical preservation, we are continuing to expand our ongoing historic preservation grant-in-aid program which has proved so effective since its inception. In addition, we continue to ask Congress to revise our tax laws to provide benefits for preservation efforts.

Big Cypress National Fresh Water Reserve. I am pleased that the House has acted on a bill to preserve the unique natural values of the Big Cypress Swamp in Florida. The legislation, calling for preservation of over 500,000 acres, will ensure protection of the natural, scenic, hydrologic, floral and faunal, and recreational values of this magnificent area. I urge the Senate to move quickly to preserve the environmental integrity of this valuable natural resource.

Historic Trails. The history of our great country should be understood and enjoyed by all citizens. The routes of early explorers and settlers offer recreational opportunities on trails replete with the excitement of our past. I am proposing legislation which would allow designation of national historic trails as part of the National Trails System and directing the Federal agencies to accelerate their work with State and local governments in designating new scenic and recreational trails.

Wild and Scenic Rivers. Preserving the Nation's magnificent wild rivers is a priority Administration concern. I am asking for legislation to authorize the identification and study of additional rivers for preservation under the National Wild and Scenic Rivers System.

National Landmarks. Areas of great natural significance in America offer educational opportunities for our youth and a chance for all Americans to get to know and come to peace with nature. Today I propose legislation which would expand the National Registry of Natural Landmarks to include areas of State and local significance. These outstanding natural areas then would be given Federal protection.

Managing Our Lands

Recognition of as yet unprotected environmental resources is not enough. We must improve the management of resources already in public ownership to ensure that these lands and waters will be available and accessible to all citizens.

To meet the need for better management of our resources, I am directing the Federal land managing agencies to:

- accelerate the identification and no-cost transfer of surplus Federal property to State and local governments for park and recreation use;

- transfer management responsibility for Federal recreation lands to State and local governments when direct Federal management is not necessary or desirable;

- promote private recreation development on or adjacent to Federal lands when consistent with the management character of those lands; and

- prepare land use plans for all lands which they manage

Additionally, two major legislative proposals to improve the management of our resources are still before Congress.

Public Land Management. About one-fifth of the Nation's land is public domain. In 1971, I sent to the Congress a legislative proposal giving the Secretary of the Interior authority to establish a national management policy which will protect the environmental values of our public domain lands. No law has been enacted since then. I again urge Congress to act on this vital legislative measure.

National Land Use Policy. A great need continues to be enactment of a National Land Use Policy Act. I first transmitted such a proposal to the Congress in 1971, but there has been no law enacted since then. I am pleased, however, that the Senate has passed legislation incorporating many of the policies that I proposed.

The importance of a National Land Use Policy is its delineation of the roles of the Federal, State, and local governments in land use regulation. Ultimate land use decisions should be the responsibility of the States. Decisions on the use of our land that we make today will determine the extent to which the problems of the past will be avoided and the promise of the future will be fulfilled.





United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

JAN 8 1974

MEMORANDUM FOR RICHARD M. FAIRBANKS, THE WHITE HOUSE

FROM: Under Secretary

I am attaching a one-page statement on Minerals for possible inclusion in the President's State of the Union message. It has been boiled down as far as possible; if you can use more, let me know and we will beef it up.

SIGNED, JOHN C. WHITAKER

John C. Whitaker

Enclosure

cc: Messrs. Vogely, Gouse, Brown, Lyons



MINERALS

In June, the final report of the National Commission on Materials Policy was delivered to me. It is a comprehensive look at our materials position which identifies three needs: striking the balance between production and the environment; striving for an equilibrium between supply and demand for materials; and developing a materials policy recognizing the complex interrelationships in this area.

There are emerging trends in the minerals area which are disturbing. These include rapidly rising prices of some metals, nationalization of some mineral properties, proposed joint actions by exporting countries, and declining smelting refining capacity in the U. S. Before potentially misguided comprehensive actions are taken, we must develop our knowledge and understand the problem better. I am, therefore, directing the Secretary of the Interior to take the following actions:

- To institute immediately a mineral conservation program paralleling our energy conservation program.
- To develop promptly a program for my consideration that would vastly improve our understanding of the minerals supply system which services the United States economy. Such a program would include the obtaining of better data and information on mineral supply, evaluation of the potential threats of consortiums of mineral exporters and the identification of technological options which could lead to the wider use of lower grade ores and abundant materials.



DRAFT
NOT FOR RELEASE

January 11, 1974

State of the Union Message - Minerals and Materials

The present energy crisis is now a fact of life in American households and industries throughout the Nation, and we are committed to a long, hard struggle to regain a posture of self-sufficiency in energy before the end of this decade. Having seen firsthand the effects of this energy crisis, we are determined to avoid any possible similar challenges in other vital areas. In particular, adequate supplies of essential materials must be ensured. Our more than trillion-dollar economy now depends in great part upon continuing supplies of non-fuel minerals and metals, valued at over \$100 billion. This Nation must also anticipate increasing demands upon renewable resources which supply not only paper, textiles and ^{timber} wood, but also offer potential feedstocks for our chemical industry.

Unless we respond with prompt, wise, and imaginative actions, we risk possible serious materials shortages in the future.

We must carefully evaluate our Federal minerals and materials policies and find ways of improving the cooperation of industry and other segments of the economy with the Government so that our efficiencies in materials manufacture and use enhance our position as to supply.

acting in his capacity as chairman of the Committee on Economic and Environmental Resources,
I am directing the Secretary of the Interior to assume the leadership in strengthening our national materials policies by developing recommendations to ensure that our requirements will be met.

Last September my Advisory Panel on Timber and Environment made a number of recommendations to me designed to meet our changing needs for forest use and products. I have appointed a Cabinet-level task force to follow up on the work of that Panel. Our national forests, and our State and private forest lands must be adequately protected and managed to provide the sustained flows of wood this Nation needs.

I am also asking my Science Adviser, acting in his capacity as Chairman of the Federal Council for Science and Technology, to coordinate the formulation of a materials research and development strategy that will include exploration, extraction and processing efficiency, materials interchangeability, conservation, and ensure the availability of technical options to meet possible changes in supply patterns. It is important that a variety of sectors of our economy participate in this formulation and the mechanisms of its execution. In addition the examination of possible international cooperation in materials research offers a wise approach to meeting the world needs for materials into the future.

at this time I am pleased to endorse a timely proposal for U.S. participation in the Geodynamics Project, an internationally coordinated basic research program in the earth sciences that has important long-term implications with respect not only to the formation and location of ore and

State of the Union Message - World Food
Supply and Demand

Secretary of State Kissinger proposed on September 24 in the United Nations that a World Food Conference be held in 1974 under the sponsorship of the United Nations. This proposal was warmly received by all countries, whether they are agricultural or industrial, whether exporters or importers, and the United Nations General Assembly has agreed to call the Conference in November 1974.

It is not surprising that Secretary Kissinger's call for a Food Conference received universal support. The year just closed saw dwindling stocks of grain and rising food prices. With food reserves depleted, the world is more than ordinarily vulnerable to the vagaries of next year's weather. The world population continues to grow, like compound interest. Those who doubt the world's ability to provide an adequate diet for these growing numbers of people can cite persuasive evidence to support their views.

The United States sees the main purpose of the World Food Conference as assessing the world food problem, what is being done to cope with it and what more should be done to ensure that the people of the world are assured of adequate food.

The community of nations is also turning its attention to the World Population Year 1974 and the World Population Conference to be held this year under the auspices of the United Nations. It is clear to anyone who examines the matter that the world cannot continue indefinitely to expand its population at the present rate, which involves a doubling of every generation. At such rates the world would in time find itself short not only of food but also of energy, metals, and other raw materials. An intolerable stress would be placed on the ecology.

Fortunately there is time--but not much time--to assemble the knowledge and to make available the programs, on a voluntary basis, that would help people to have the numbers of children they themselves wish to have. We cannot satisfactorily deal with the question of food and people by working on only half the problem.



THE WHITE HOUSE
WASHINGTON

January 18, 1974

TO: RUSS DREW

FROM: Norman E. Ross, Jr.

Russ, attached is the correspondence
we talked about recently.

It would be appreciated if I could have
your comments on this report by
January 25 since Dent wants a reply
by February 1. Please return study.

Thanks.



OFFICIAL USE ONLY



THE SECRETARY OF COMMERCE
Washington, D.C. 20230

JAN. 15 1974

Honorable Earl L. Butz
Secretary of Agriculture
Washington, D. C. 20250

*Ross - Jar.
SOTH - please
review*

Dear Earl:

The National Oceanic and Atmospheric Administration of this Department recently completed a study on "The Influence of Weather and Climate on United States Grain Yields: Bumper Crops or Drought." This study, copy enclosed, examines in some detail the relative roles of technology and weather in producing high or low yields of corn, wheat and soybeans. The conclusions reached in this study are sobering.

In short, the study concludes that:

1. We have had a run in recent years of near-normal weather, which produces high grain yields and even unusually good weather which produces even higher yields.
2. Because we cannot anticipate the continuation of such remarkably good weather for crop production, we should not anticipate that the exceptionally fine yield of recent years will persist.
3. Finally, the probabilities of substantial reduction in crop yields due to drought conditions are considerable. For example, there is a greater than 10% probability that wheat yields will be reduced to drought level in any single year, while the probability for one or more drought-level years in the next three is 29%.

I consider the conclusions of this study of sufficient significance and validity that I recommend them for your consideration. I would appreciate receiving your comments on this report. I plan to transmit these findings to the President after receiving your comments. Could I have them by February 1?

Sincerely,

Secretary of Commerce

Enclosure

Copies to: Secretary Morton, Chairman, Environmental Resources Com.
→ Richard M. Fairbanks, Domestic Council

