

COURIER

NEWSMAGAZINE OF THE NATIONAL PARK SERVICE



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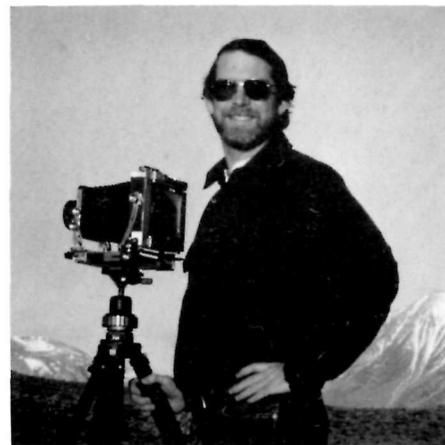
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COVER

Dennis Flaherty, a freelance photographer living in the Eastern Sierra, is best known for his haunting photographs of Mono Lake, CA. His vision of the lake for this month's cover illustrates the extraordinary beauty of an area that, prior to NEPA's enactment, faced government-sanctioned water withdrawal. This was found to conflict with habitat use provided for under the Migratory Bird Act, however, and it was stopped. Since NEPA's establishment, the Migratory Bird Act has become part of the complex body of laws connected to NEPA compliance.

Ashton Graham's interpretation of a Mono Lake scene on the back cover illustrates yet another impression of this intriguing landscape. Her cover art last appeared in the September 1989 *Courier*.



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The Director's Report

DO AS WE DO



Twenty years ago, the National Environmental Policy Act (NEPA) began the process of shaping a new federal *environmental* attitude. Before NEPA, weighing the environmental consequences of actions was not something routinely done. On federal lands, buildings were built, highways constructed, forests cleared, wetlands filled, and rivers dammed, all to accomplish some worthy goal, but often without any formal analysis of environmental impacts. Some impacts were both dramatic and unforeseen. NEPA forced us to analyze alternatives to help ensure that decisions were environmentally informed.

This is not to say that we can always make environmentally "pure" decisions. What NEPA created was an open record *and* an expectation that federal agencies would seek to minimize the environmental consequences of their actions. NEPA opened the door for others to see and comment on what NPS does, and it gave NPS a chance to see and comment on the actions of other federal agencies. Opening federal actions up to public scrutiny is perhaps one of NEPA's greatest contributions.

I know that there are some who see NEPA as a burdensome process that must be done properly to avoid being sued—a series of unnecessary hoops or hurdles that slow down the accomplishment of projects and programs. I believe that unfairly represents the NEPA process and fails to recognize its real meaning and value. NEPA is an effective tool that helps us and others be good environmental citizens. Nevertheless, it is just one tool and we must avoid the attitude that compliance with NEPA is all we need to do. NEPA creates a process, fosters a positive attitude, and sets up a public expectation, but it does not guarantee good environmental decisions or environmentally responsible behavior.

On more than one occasion, I've noted that the Environmental Protection Agency has the job of being the *regulator*, but that the National Park Service has the opportunity to be the *demonstrator*. I firmly believe that this is one of the most significant contributions the Park Service can make to the environmental awareness of this country. We can set the example and show others what is possible. With regard to NEPA, this means complying not only with the letter of the law, but also actively demonstrating its spirit. The Service should approach environmental compliance with the enlightened view that is an opportunity to share our plans and proposed actions with others for their review and consideration, and that that this sharing will help us make the most well-informed and environmentally sensitive decisions we can.

But, there is more to being the demonstrator than just NEPA compliance and environmentally sound planning and construction decisions.

Our role as demonstrator should involve every aspect of our operations—encouraging us constantly to look for ways to be more environmentally sensitive in all our actions. We can be leaders in water conservation practices and demonstrate improved solid waste management techniques. As one example, the Washington Office and many parks have begun recycling paper, but this is just the tip of the iceberg. I know there is widespread interest and support throughout the Service both for recycling paper and for using recycled paper. I want to see us "get out front." We are looking into obtaining recycled paper for our letterhead, and we will see the use of recycled paper in the January *Courier* next year. These are two small steps

and I know there are more. We need to help create the demand that will stimulate both the collection of recyclable paper and the processing capacity to convert it into recycled paper products.

The responses to the 21st Century Task Force questionnaire (distributed as a special *Courier* last October) showed that there is a wealth of ideas out there about things we can do to help the environment. I understand that most of the several hundred commenters representing a diverse cross section of the Service wanted to see this organization be an environmental leader. Further, they thought the only way to have credibility was to lead by example. You'll soon be receiving the booklet that summarizes the responses the Task Force received. I think you will find yourself, as I did, easily agreeing with what was said. I'm also pleased to note that the summary of responses was printed on recycled paper.

There are the obvious actions—recycling programs, transportation strategies, water conservation, and energy-efficient design and construction—that we can initiate. There are also the less obvious possibilities that we can work cooperatively to bring about. We need to discover these opportunities, and then "demonstrate" them to others. I realize that's a tall order, but if we want to see ourselves and be seen by others as "wearing white hats," if we want to be environmental leaders, we've got to get cracking by setting the example and then asking others to do as we do!

A handwritten signature in cursive script that reads "James M. Ridenour". The ink is dark and the signature is fluid and legible.

James M. Ridenour

COMMENTARY

FROM THE EDITOR

For the past two and a half years, *Courier* has been a monthly magazine produced in its current format by a staff of two—an editor and a designer. Now that the publication has had some time to settle in with readers, we would appreciate comments on how successful it has or hasn't been at meeting audience needs. Please fill out the following questionnaire and return it to *Courier*, P.O. Box 37127, Washington, DC 20013-7127. Remember: your comments are important. They do count. The ways in which you respond will help us focus the direction of the publication during the Service's upcoming 75th anniversary year.

READERSHIP SURVEY

Evaluation

1.) How much time do you spend reading *Courier*?

- a. 2-minute flip-through
- b. 15-30 minutes
- c. depends on special topics
- d. other (specify) _____

2.) Rank (from 1 to 6) *Courier* departments in order of preference:

- _____ Commentary,
- _____ features,
- _____ Park Briefs,
- _____ NPS people,
- _____ E&AA
- _____ other _____

3.) Are you satisfied with the magazine's features?

- a. very satisfied
- b. satisfied
- c. neutral
- d. dissatisfied
- e. very dissatisfied

4.) List three articles that have interested you in the past two years. List three that have not.

5.) List topics you would like to see covered in future issues. Include ideas for theme issues.

6.) Some readers have called for more hard news on program issues in Washington and in the field. What is your response?

- a. agree
- b. neutral
- c. disagree

Comments? _____

7.) Some readers want for more E&AA news. What is your response?

- a. agree
- b. neutral
- c. disagree

Comments? _____

8.) If you agree with either or both of the two previous positions, suggest options for more effective news gathering.

9.) Do you think the magazine contains too much information?

- a. agree
- b. neutral
- c. disagree

If you agree, what would you change?

10.) Are you satisfied with the magazine's overall format, including graphics, layout and design?

- a. very satisfied
- b. satisfied
- c. neutral
- d. dissatisfied
- e. very dissatisfied

11.) Are you satisfied with the frequency of publication?

- a. satisfied
- b. neutral
- c. dissatisfied

If dissatisfied, explain and suggest options.

12.) What do you or your park do with past issues?

- a. discard after reading
- b. file in library or similar area
- c. share with constituency groups
- d. share with public
- e. other (specify) _____

Background

1.) What is your job series and grade?

What is your age?

a. under 25	d. 46-55
b. 25-35	e. 56-65
c. 36-45	f. over 65

2.) What is your employment status?

- a. seasonal employee
- b. permanent employee
- c. NPS retiree
- d. other (specify) _____

3.) How long did (have) you work(ed) for the Service?

a. less than a year	d. 10-20 years
b. 1-5 years	e. 20-25 years
c. 5-10 years	f. 25-30 years

List any additional comments you would like to make.

FORGOTTEN AMONG THE GIANTS

Dixie

Mother Nature was being Her cantankerous self. As I watched the relentless rain pelt the windows of Mt. Rainier's Senator Henry "Scoop" Jackson Visitor Center (at Paradise), I compared this (1988) second visit with my first.

Fourteen years previous, I had included this famed mountain park in my first cross-country drive. As for Mt. Rainier itself, I remembered little of my quickie tour except for a walk through the "Grove of the Patriarchs," some waterfalls and Rainier's snowy crest in sparkling sunlight. Proof of how short the stay was is the paltry few pictures I took that day.

As the last stop of a 2,000-mile Northwest drive in 1988, I planned to really *see* the park and arranged two-night reservations at both the National Park Inn and Paradise Lodge. After viewing the Mt. St. Helens area I arrived at Rainier's Nisqually (east) entrance near dusk of a beautiful day. But as such things go in the northwest, it rained or misted for the next three days. I saw more sun over five hours in 1974.

From the visitor center observation deck I peered out through the low clouds and rain at the craggy Tatoosh Mountain Range to the south. A few miles in the distance loomed several mountains, including one 6,000-footer that I had a particular interest in—Lane Peak.

Since joining NPS in 1983 I have, through osmosis and strategic reading, learned about the agency's Golden Early Days. Of course, the stories about Steve Mather, Horace Albright and their Congressional and ranger cohorts seem unending (and sometimes unbelievable). Not even Hollywood's best screenwriter could concoct some of the bizarre happenings and coincidences that spawned this bureau and channeled its direction through the 20s and 30s

Pre-Creation Cast of Luminaries

Enter President William Howard Taft in 1909. He succeeded conservation-minded Theodore Roosevelt, who signed the Antiquities Act (1902) and proclaimed Devils Tower a national *monument* (1906)—a new wrinkle. By 1911 Taft's Interior Secretary was Chicagoan Walter Fisher. He liked the national park idea and called important organizational conferences at Yellowstone and Yosemite, concluding that parks needed their own agency and administrators to function properly. In 1913 new President Woodrow Wilson arrived and his (surprising) choice for Interior chief was San Franciscan Frank Lane.

Lane felt as Fisher did, and so he directed

his capable assistant, Adolph Miller, to sort out the parkland chaos. In addition to long-time problems, automobiles were beginning to make some parks more accessible to the general public. Lane noted, "The idea of a national park service strikes me favorably. If the railroads were conducted in the same manner as the parks, no man would be brave enough to ride from Washington to Baltimore." But Miller's brilliance was in economics, and President Wilson soon transferred him to the Federal Reserve Board. Lane then needed to find a "wealthy" replacement manager willing and able to create a workable agency out of a quagmire for an annual \$2,750 paycheck.

Names were mentioned and Lane decided to personally scout one particular prospect. The Secretary asked him to visit some parks unofficially and report on conditions. In 1914 this multi-millionaire, mountain-climbing outdoorsman penned his famous disgruntled words to Secretary Lane. In part it read: Your parks are horribly run and are in horrible condition. With hindsight to help our biased view, it appears that with fewer than 25 well-chosen but challenging words, the persuasive Lane changed the course of history for parklands, conservation and probably several other things. He wrote back to Steven Tyng Mather: "If you don't like the way the national parks are being run, come on down to Washington and run them yourself."

The rest is documented.

Luck, fate, Mather's business situation, personal networking and perhaps voodoo had drawn a man to a job that possibly only he, out of all of Earth's inhabitants at the time, could do to the degree that it needed to be done.

When the free-wheeling Mather balked at the thought of government channels, bureaucratic red tape and office politics, Lane's description of what he wanted from The Borax King certainly piqued the renowned businessman's interest. "I am not asking you to sit at a desk.... Go out into the field and sell the public on conservation, then work with Congress to get laws passed to protect national parks. The job calls for a man with vision. I can't offer you rank or fame or salary—only a chance to do some great public service."

The process was set in motion.

So, who was Secretary Lane? You can quickly find out about most NPS icons but he seems to have fallen into history's cracks. With apologies to radio's Paul Harvey, here's the rest of Lane's rather interesting story.

Diversified Employment 1890s Style

Franklin Knight Lane, the eldest of four children, was born on a farm near Charlottetown, on Prince Edward Island, Canada, on July 15, 1864, two weeks after California's Yosemite Valley state park preserve law became operative. (Mather was born July 4, 1867.) That day our Union and Confederate

troops battled near Tupelo, MS (now an NPS national battlefield), and Charlottetown was abuzz with talk about hosting a unionization conference designed to unite the quarreling, independent Maritime states.

By 1872 (Yellowstone Park Act), Lane, son of a Presbyterian minister turned dentist, was living in Napa, CA. The family, which always "felt the pinch of poverty," later moved to Oakland where Franklin went to high school and attended the University of California at Berkeley, graduating in 1886 (Mather, Class of '87). To earn money he worked as a reporter and finished Hastings College of Law by 1888. For a year he worked in New York as a correspondent for some San Francisco papers until moving back west to partially own and operate the Tacoma (WA) *Daily News* in 1891. Shot at a few times in the process, Lane fought and cleaned out political-machine bosses there.

In 1893 he married Anne Wintermute, and in the fall of 1894, after his paper went bankrupt, he moved back to the San Francisco area. Lane started a law practice with his brother, George, in 1895 and entered city government in 1898. He helped write a new city charter for the Mayor of San Francisco and was elected City Corporation Counsel three times (1898-02). In the Republican's 1902 big win, Democrat Lane was defeated for governor by George Pardee (50.5 to 49.5 %) in an election that Lane charged was fraught with invalid ballots for his opponent.

In March 1903, Lane was given the complimentary vote of his party in the state legislature for U.S. senator, but the heavily Republican body did not confirm him. In November 1903, he came in third (22%) in a three-man San Francisco mayoralty race, reluctantly becoming a candidate out of duty to the Party only three weeks before the election. Gaudy full-page ads and bold front page endorsements in WR Hearst's *SF Examiner* couldn't help pull off a victory. Though Lane was a "Bryanite" and single-tax theory supporter, anti-GOP stands of the era, President Roosevelt selected him for the Interstate Commerce Commission (ICC) in 1905.

Before Lane came east, however, he experienced the April 1906 San Francisco earthquake firsthand and reportedly led a dynamite squad that blew up buildings for three days and nights in order to stop the huge fire from spreading even more. Over several years in Washington, DC, his diligent work and landmark decisions for the ICC became well known. In January 1913, he was made chairman, but his reputation had been noticed by president-elect Wilson.

Next: His Years as Secretary 1913-1920

The account of Franklin Lane's service to his adopted country will appear in the July (his birth month) *Courier*.

NOTES FROM THE HILL

By Gerry Tays

The NPS Office of Legislation and many program offices have been extremely busy of late with a variety of hearings, including some extremely interesting oversight hearings. On March 6 Deputy Director Herb Cables testified before Chairman Vento's Subcommittee on National Parks and Public Lands in strong support for a bill to designate the 54-mile route from Selma to Montgomery, AL, for study as a potential component of the national trails system. The scenes of bloodshed and violence committed by Selma police with dogs and clubs against the 535 marchers shocked the nation. The events of that 3-day march in 1965 clearly marked a turning point in the social history of this nation. The full House went on to pass the bill on March 20.

On March 9, Director Ridenour testified before Chairman Synar's Subcommittee on the Environment, Energy, and Natural Resources of the House Committee on Government Operations on federal efforts to maintain clean air in national parks and wilderness areas. The subcommittee released a GAO report detailing flaws in the Prevention of Significant Deterioration (PSD) program, stating that most of the pollution that enters park and wilderness areas comes from sources exempted under the PSD program, created in the 1977 amendments to the Clean Air Act. The Chairman was highly complimentary of the Service's efforts to adhere to both the spirit and the letter of the Clean Air Act in the PSD program area in particular. Other agencies did not fare so well. The Chairman noted that in the 1977 amendments, Congress charged EPA to promulgate regulations to protect visibility in park units. He then noted that thirteen years later EPA has yet to finish these regulations.

Director Ridenour's March 22 testimony before the House Subcommittee on National Parks and Public Lands strongly opposed enactment of a bill requiring the Service to study the boundaries of all national park system units and make specific recommendations to the Congress within three years. The Director's strong opposition to this bill noted several weaknesses as well as strengths included in our current approach to this important subject. Among them were the inadequate time required to accomplish the task; the false premise that a one-time "fix" was needed; and the serious shortage of personnel available to accomplish the task. The bill, H.R. 3383, was drafted in part as a response to the need identified by the National Parks and Conservation Association's 1988 report titled, "Park Boundaries: Where We Draw the Line."

On April 5 Director Ridenour, accompanied by Deke Cripe of WASO's Personnel Of-

ice, testified at a joint oversight hearing conducted by Chairman Vento's Subcommittee on National Parks and Public Lands and Chairman Gerry Sikorski's Subcommittee on Civil Service of the House Committee on Post Office and Civil Service on the general subject of personnel matters of land managing agencies. Also testifying at that hearing was ANPR President Rick Gale as well as a representative of the Forest Service and Director Cy Jamison of the Bureau of Land Management. The Director noted that although the Service had made great strides in hiring more women and minorities in recent years, more leave than can be hired. He further noted that the "baby bust" following the "baby boom" of the mid-1970s has resulted in an aging workforce that provides little hope for significant advancement for many of those boomers. Fewer applicants are seeking employment in the federal workforce, and natural science degrees are on a sharp decline while business degrees have seen a marked increase. Other topics included pay and housing problems facing the workforce, particularly in high-cost urban areas. The other bureaus noted similar problems except in the area of lowered job classifications in ranger-type positions. The Director pledged to work with NPS professionals in both Personnel and Ranger Activities to "professionalize" and thereby potentially raise the grades of its ranger workforce.

On April 18 Director Ridenour, accompanied by Deputy Director Cables and NPS Comptroller Bruce Shaeffer, testified before the Senate Appropriations Subcommittee on Interior and Related Agencies. The director returned to the Capitol hearing room on Monday, April 23, to respond to questions of Chairman Byrd who had missed the earlier hearing due to the death of Senator Matsunaga of Hawaii. On April 19 the Director presented similar testimony before Chairman Yates of the House Appropriations Subcommittee on Interior and Related Agencies. In a somewhat different twist, Mr. Yates asked each regional director to prepare a letter concerning the condition of his or her parks, which would be included in the record of the hearing. Earlier, Southwest RD John Cook had pointed out that most of his parks would be able to leave the intensive care unit with the FY91 budget, but discharge from the hospital was still a way off. As a point of interest, Director Ridenour noted that this was the first budget submitted by any Administration that exceeded \$1 billion.

The NPS and the Fish and Wildlife Service were scheduled to provide technical backup at a hearing on April 26, co-chaired by Representative Bruce Vento (National Parks and Public Lands) and Representative George Miller (Water, Power and Offshore Energy Resources) of the House Interior Committee on a bill to amend the Colorado River Storage Project Act to direct the Secretary to establish emergency interim operational criteria at the Glen Canyon Dam. At the last minute the

chairmen learned that the Department had decided to send one witness, Bureau of Reclamation Commissioner Underwood. Chairmen Miller and Vento agreed not to hear the Department's witness, and then urged the Secretary to send all three agencies to the hearing. Stay tuned.

LETTERS

As I read through the February 1990 issue of the Courier I came across the Commentary section entitled "From the Editor." I read the quote from former Director Hartzog that proclaimed "our park rangers and their families are an endangered species along with the grizzly bears they protect." It's about time that someone who is "in the know" realizes this! Carolyn Warner states that the NPS is experiencing a "quiet crisis" and goes on to say "...as long as you're going to be a martyr, people let you do it." Amen to that!

What perplexes me, however, is the fact that nobody seems to be able to figure out quite why we are an "endangered species." The rate of attrition of qualified people, good people, is staggering. Rangers are bailing out right and left to go to work for other agencies or the private sector. I have also read many times recently that the NPS is finding it more and more difficult to bring quality employees into the Service. Perhaps I can shed some light on one part of the problem.

I worked for six years as a seasonal ranger, living the life of a nomad and spending considerable amounts of my own money to put myself through a law enforcement academy, EMT training, and various other training for the primary benefit of the NPS. In the fall of last year I was given the opportunity to take a permanent GS-04 park ranger position. I was very excited at this prospect, even though it was a drop in pay from my seasonal GS-05 job, as my wife and I were expecting our first child. At first it was thrilling finally to become a "permanent." Well, it didn't take long for the initial thrill to wear thin.

In the past six months my wife and I have spent almost every penny of our savings just to help us stay afloat. My uncle took such pity on us that he gave us his old car after he bought a new one. As a new family of three we qualify for W.I.C., welfare, food stamps, and any number of other public assistance programs. That sure makes me feel good! We also have the good fortune to live in a house that would probably be condemned if it were in town, but the rent we have to pay as required occupants sure doesn't reflect that.

Why are we an endangered species? My current take-home pay is less than \$300 per pay period. Needless to say, it's practically impossible to give my family the things that they deserve, much less need, on this salary. I had promised my wife that she would not

have to go back to work after the baby was born, but guess who's had to break another promise.

We can no longer afford the "privilege" of working for the NPS unless something happens in the near future. I know that old-line NPS personnel will think that I'm being unreasonable and greedy (I know, I've been told that already). All that I want is to be able to provide the necessities for my family and let my wife stay home to raise our family as our parents did instead of farming the kids out to day care for strangers to raise. I'm sorry, but that doesn't seem unreasonable to me.

As I look to my peers and co-workers, I see what I may have to look forward to if somehow I can scrape by enough to stay with the NPS. Once I become a GS-05, I may have to remain at that level for more than ten years before moving up to GS-07, as many people I know have done. Who knows, by the time I'm ready to retire I may be a GS-09 or even GS-11, if I'm really lucky. I'm told that a few years ago the journeyman level park ranger was GS-09 with the ladder being GS-05/07/09. That does not seem unreasonable to me. Nobody ever became a park ranger with fantasies of becoming rich, but rather because they believed in "the cause." Is it that the NPS doesn't feel that their people are worthy of getting paid an equitable salary for the work they do? I don't feel that this is the case, but how else are we supposed to feel. We may not be stepping backwards but we sure aren't moving forward, despite what many have said.

It's a shame, because I feel that I, as well as many others in similar situations, would give our hearts and souls to the NPS if we were just given the opportunity. I still hope that I can tough it out, because the atmosphere and "family" nature of the NPS is something I would love to bring my children up in, but increasingly I feel that I am waging a losing battle.

In your commentary you write "Perhaps all that is needed is this—this small kernel of determination among peers—this small kernel that is not looking for immediate gain, and certainly not anticipating immediate improvement." This statement may have been viable a few years back, but I'm afraid we may already be over that precipice. Unless something is done soon, the NPS may be an organization collapsing in on itself as people are forced to quite the Service just to stay above water. I hope I'm wrong.

It's sad to say, but it seems that when we coined the phrase, "Take pride in America," we lost sight of a few of the more important things—like the men and women who give so much for so little in return.

Chris Hansen
Whiskeytown Unit

Please accept our belated thanks for the December issue of *Courier* which focused specifically on the concept of ecosystem management. We believe the issue did a fine job of conveying the importance of looking beyond park boundaries when weighing various resource management decisions. Based on our work in the cultural resources field, we would strongly endorse extending the ecosystem concept beyond the natural resources arena. In 1989, the National Parks and Conservation Association published *National Parks: From Vignettes to a Global View* which advocated that ecosystem management involves integrating both cultural and natural resources. We believe that the cultural resources side of the equation requires additional emphasis and analysis.

Admittedly, the ecosystem concept most commonly is applied to natural resource management. In the cultural resources world, the closest ecosystem analogy available is the concept of historic context. Three parameters are used to define historic contexts: geographic area, time, and theme. Just as the extent of grizzly bear habitat would project beyond the boundaries of Yellowstone NP, historic contexts such as "Automobiles and the Growth of Tourism in Northwestern Wyoming after 1920" could not be understood fully by looking only within park boundaries.

For archeologists, the ecosystem concept naturally parallels a long-used theoretical approach organized around "cultural systems." For example, a park unit may contain archeological sites associated with a hunter-gatherer culture. Members of this culture traditionally may have migrated throughout an area much larger than the contemporary park in search of food. Thus the totality of the cultural system can not be recognized simply by looking at sites located within the park. The archeologist's desire to understand the significance of individual sites as related to larger cultural systems provides further justification for applying the "system" concept to the management of cultural resources.

Historic contexts are, in fact, used to some extent in the management of cultural resources on federal lands. More effective management could be achieved, however, by following the example of natural resource managers and seeking a wider application of historic contexts. Similar to the ecosystem model, this would require examining the entire cultural resource system, both inside and outside the artificial (ie. non-resource derived) boundaries. By placing cultural resources within their appropriate historic contexts, we will strengthen our ability to achieve both interpretive and management goals.

As with natural resources, a broader application of historic contexts also will further our ability to assess pressures on the resource which originate outside politically established boundaries. Minimizing these pressures will

require extensive coordination with a variety of groups. These groups would include surrounding local government jurisdictions, other federal agency land managers, state historic preservation offices, and archeological and historical societies. All of these interest groups can help formulate a comprehensive strategy for resource preservation.

Those of us working with cultural resources lag behind our natural resource counterparts in clearly defining how our work relates to the ecosystem management concept. This lack of definition creates difficulties not only for park managers, but for other federal agencies as well. We extend our congratulations to *Courier* for devoting an issue to this timely topic and we hope that future editions will include additional articles which will assist in further clarifying the cultural resources side of ecosystem management.

Susan L. Henry & Bruce J. Noble, Jr.
WASO Interagency Resources Division

ANNOUNCEMENT

Effective June 1, the NPS Graphics Research Center in Springfield, VA, will be transferred to Harpers Ferry, WV. All mail sent to 5508 Port Royal Road, Springfield, VA, should be addressed to: NPS Harpers Ferry Center, Office of Library, Archives, and Graphics Research, Harpers Ferry, WV 25425. The commercial telephone number is 304/535-6261.

BOOKS

For lovers of cacti, a practical, beautifully illustrated guide to the 70 *Common Cacti of the Southwest* has been written by Pierre C. Fischer and published by Southwest Parks and Monuments Association for sale at \$6.95. Also from Southwest Parks and Monuments Association comes *Tumacacori: from Rancharia to National Monument*, by Nicholas J. Bleser, an attractively designed reference to an important Southwestern park area, likewise for \$6.95.

Yellowstone NP and the U.S. Forest Service's Northern Region have developed a new curriculum on wildland fire ecology, a 32-page, illustrated booklet titled *Getting to Know Wildland Fire*. The booklet contains field-tested classroom activities for school children grades 3 through 8. Although oriented toward Rocky Mountain ecology, they can be adapted easily to other areas. Copies are available from Joe Zarki, P.O. Box 168, Yellowstone NP, WY 82190 (307/344-7381).



J. MOTTAT

FROM DIVINE RIGHT TO JACKSONIAN DEMOCRACY

THE BIRTH OF NEPA. One languid spring morning in the California foothills maintenance chief John Rossiter lumbered into the CCC building that housed the maintenance division at Sequoia.

"There's a master plan team in the park. They want somebody to write the geology section for Cedar Grove. Do it."

I got some books out of the park library and wrote a couple of paragraphs. I have no idea why I was given the assignment, but it was a change from trying to figure out why the Imhoff tank (a kind of oversized septic tank) at Giant Forest didn't work. My geology paragraph was enthusiastic if not expert.

In the next few weeks I spent some time with this master plan team. They were from San Francisco and were ensconced at the community building. They spent their time talking to park staff, writing, and drawing.

What was this master plan? For Sequoia it was a stack of drawings several inches thick that was kept in the superintendent's office, a place I seldom visited (once in two years). Clearly these documents were the effusions of the experts, the possessions of the powerful.

Twelve years later I spent a summer flying up and down the east coast chairing public meetings on general management plans for Acadia, Fire Island, and Gateway. I listened to people question my honesty, competence, and intellect. Occasionally they stated beliefs about the legitimacy of my parents' marital status. By day I listened to geomorphologists hold forth on the overwash theory. At night I heard testimony that denied the existence of overwash. As for tranquil moments—one night in Islip two members of the audience clashed over the appropriate level of off-road vehicle use. We watched and listened.

Between and after meetings we (park, regional, and DSC staff) met and strategized. We dodged, we ducked, we developed new alternatives. We went on television. We had a Gateway hotline....

"In New Jersey the number is..."

Speaking of the New Jersey number, it was listed wrong by our consultant. For a few days a befuddled New Jersey woman fielded dozens of calls hourly advising her about the appropriate level of development at Sandy Hook.

For what seemed like months afterwards we gathered in the cavernous basement of Federal Hall to read letters, categorize them, and provide answers for each category.

What had happened in that scant dozen years? How had the stately process of my earlier acquaintance become the bumptious, fractious brawl of these latter days? How had Mozart transmuted to Charles Ives, the divine right of kings become Jacksonian democracy?

One answer is NEPA. The National Environmental Policy Act of 1969 conferred upon the public and other government agencies the right to be part of the process, to question the judgement of experts. Further, the act conferred on the NPS that same right—to question the federal actions of others as those proposed actions affect national parks.

Its impact, to coin a phrase, has been extraordinary.

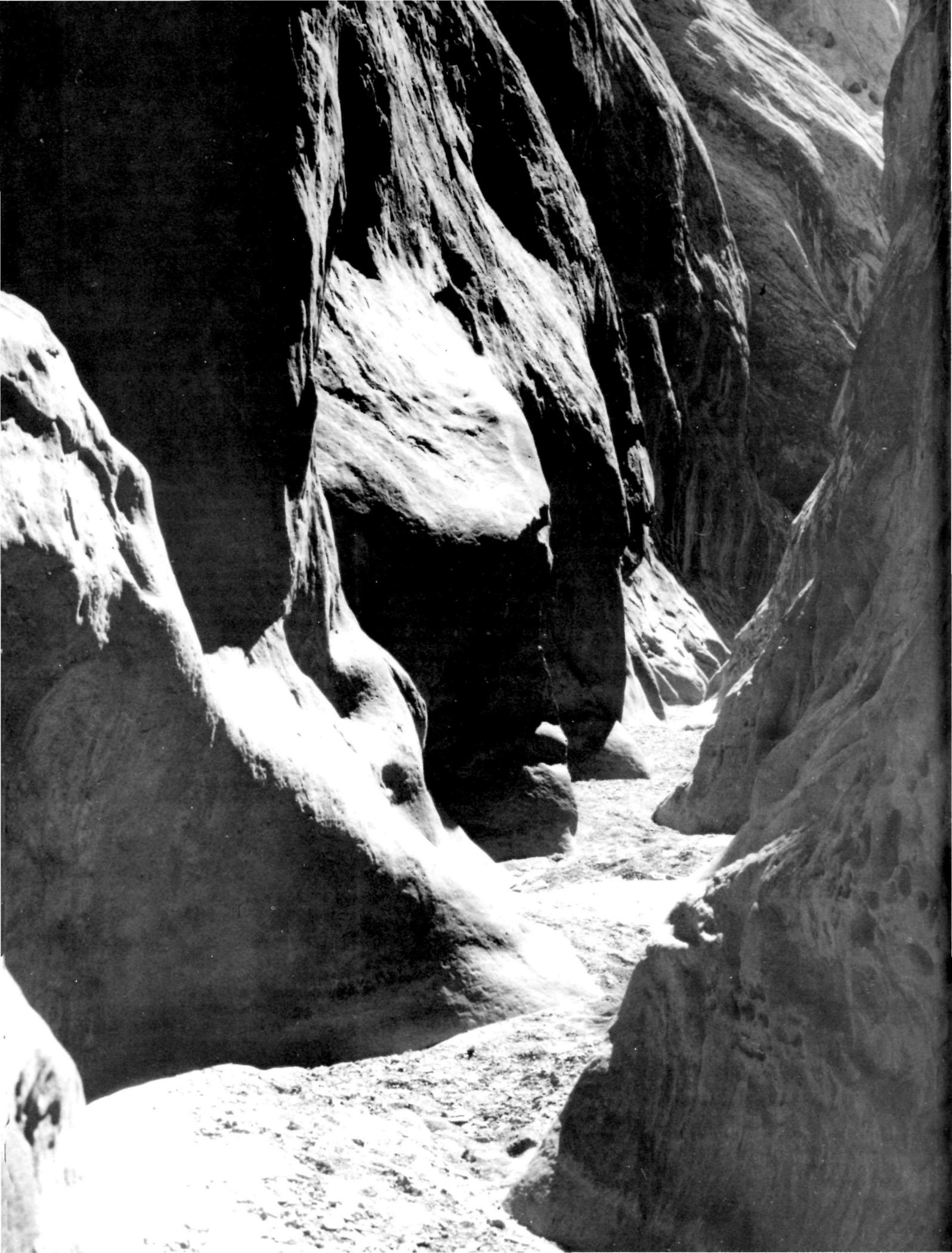
In its twentieth year, its text has become a commonplace, not just in the halls of government, but on the front pages of our newspapers. "Ecological...", "an environment which supports diversity...", "biosphere..."—we read these contributions of NEPA over and over. In fact, a perusal of the act reveals concepts that echo the NPS mission in its requirement that federal agencies "fulfill the responsibilities of each generation as trustee of the environment for succeeding generations."

So here's to twenty years of fractiousness and bumptiousness and questioning the judgment of experts....

But I've spent enough time pondering history. Back to the future. We're being sued and I must develop some alternatives to our proposed actions, or do an EIS, or dodge, or weave, but, most importantly, think a little harder before we act in a way "...which may have an impact on man's environment."

Denis P. Galvin is Associate Director, Planning and Development, in Washington. He last wrote for the Courier on establishing an international park in conjunction with Russia.

Illustration by John Moffit



DEFENDING THE PRISTINE CANYONS

HAS NEPA CHANGED THE WAY WE WORK?

One of the first NPS interpretations of NEPA I heard was presented at an orientation to park operations course at the Horace Albright Training Center. The instructor was bravely trying to summarize the history of the NPS and the development of environmental law in ninety minutes. We spent time on NPS genealogy (Mather begot Albright and Albright begot Cammerer) until we got to Newton Drury and the Echo Park Dam controversy.

This struggle over the placement of a dam at Echo Park in Dinosaur NM took on the aura of a 1950s morality play. Bold knights rallied the public to defend the pristine canyons. Conflicts abounded within Interior's royal household. Warring princes from the Bureau of Reclamation and the National Park Service came against one another on the field of honor. And in the last act there came the resignation of the NPS director over a matter of principle—a noble sacrifice and a canyon saved—an example held up as the epitome of right action for NPS employees charged with administering the parks.

After that we went on to discuss, with increasing rapidity, Mission 66, urban parks, the Endangered Species Act and finally NEPA—the National Environmental Policy Act. As we were approaching break time, NEPA was dismissed rather abruptly with "It's really a paper exercise that doesn't have much to do with the NPS since we have the best interests of the resources at heart anyway."

Newly arrived in the NPS "family," I was taken aback. In law school I had heard seemingly cynical law professors predict that then young NEPA would revolutionize the way federal agencies did business. It would accomplish this by forcing them to fully and fairly state the impacts of proposals on the environment and evaluate alternatives. The early cases brought under NEPA showed its power. The Atomic Energy Commission had been forced to consider impacts on water and fish habitat; highway construction had stopped until impacts on sandhill cranes were enumerated; a whole host of projects had been changed or modified. Indeed, as a "civilian," I had reviewed the environmental impact statements produced on a variety of projects slated for development in the Southwest. One massive power project was abandoned after its impacts were exposed to the bright light of public scrutiny through the NEPA process.

So I was surprised by what I heard, even more surprised when, moments later, a landscape architect from the Denver Service Center offered an opinion that in fact NEPA had changed the way the NPS did business. I concurred, and offered additional examples. But it was break time, and some announcements

needed to be made. The group decided to talk about this subject later. We didn't, of course.

Looking back, I find it ironic that Echo Park was the example cited before NEPA was dismissed as a paper exercise. The battle over Echo Park continues to serve as an example of what the NEPA process was—and is—intended to reform. Public participation and a broadening of agency outlooks were institutionalized with the passage of NEPA. At least that was the intent.

What NEPA couldn't change were the *attitudes* of federal agencies, including those of the National Park Service. While the words of NEPA and the NPS Organic Act are amazingly similar, good intentions do not assure that either act is being implemented to its fullest. At a recent meeting Assistant Director (Design and Construction) John Reynolds observed, "We tend to think that while the resources we manage are significant, our actions are insignificant." Because we believe that we have the best interests of the resources at heart, it is easy to characterize our actions (as we did prior to the construction of Grant Village) as "minor Federal action(s) with minimal environmental, social and economic impacts."

However, the purpose of NEPA was not to examine our intentions but our actions. No federal agency I've worked with in the last few years boasts that it's out to ruin park resources. Agencies see their mission, whether using "our" air space for training their jet pilots or providing access to energy resources that happen to be adjacent to park boundaries, as valid and not inherently evil. What remains our challenge both in implementing NEPA within the National Park Service and in working with other agencies is to evaluate the likely impacts of reasonable alternatives *honestly*. This has none of the high drama connected with offering up one's career for the sake of the resource, but it does provide a chance to make a difference by making certain that decisions—both ours and theirs—are based on a hard look at the *full* environmental consequences of a proposed action.

In the end, of course, Echo Park Dam was not built. The resources of Dinosaur NM were preserved. In 1956, with the support of conservationists, a compromise site was selected at a little known place called Glen Canyon. Richard Nixon signed NEPA into law on January 1, 1970. Last year the Secretary of the Interior directed that an environmental impact statement be prepared to analyze the impacts of the continuing operation of Glen Canyon Dam on the resources of Lake Powell NRA and Grand Canyon NP. Working with the Bureau of Reclamation, the NPS is cooperating in the preparation of that EIS. Sure it's a paper exercise, but it's an exercise with a purpose.

Jake Hoogland is Chief, Environmental Quality Division, WASO.

Photo by Joseph Bauman



Photo by Dennis Flaherty

NEPA, NOT JUST ANOTHER FOUR-LETTER WORD

How many Americans does it take to change a light bulb? Well it takes four: one to change the bulb and three to do the Environmental Impact Statement.

This joke was popular in Europe a couple of years ago. It suggests that some Europeans felt our environmental laws were excessive, but it also indicates that another wonderful idea has emanated from the shores of the United States to the rest of the world. Just as the concept of national parks started here in the nineteenth century and since has been adopted by nations the world over, so NEPA has been emulated worldwide. The European economic community now requires that every member nation have an environmental policy.

NEPA, the National Environmental Policy Act, is the first and perhaps still the best of the environmental policy laws, which require politicians and project managers to recognize the environmental impacts of their projects, and to accept responsibility for those actions. NEPA is a peculiarly American idea, one that has been referred to as the most important act of this century. It also has been called everything from the Magna Carta of the environmental movement to the "full employment act for lawyers." Signed January 1, 1970, by former President Richard Nixon, NEPA culminated a groundswell of activity that began after a series of environmental disasters. One such disaster was the oil well blowout off the coast of Santa Barbara in 1969 that resulted in a furor nationwide.

Originally, thirteen pieces of legislation vied for the title of this nation's environmental policy. The one that made it was introduced by Senator Scoop Jackson of Washington, and many of its passages read like poetry:

The purposes of this chapter are: to declare a national policy which will encourage productive and enjoyable harmony between man and his environment; to promote efforts which will

prevent or eliminate damage to the environment and biosphere and stimulate the health and welfare of man; to enrich the understanding of ecological systems and natural resources important to the Nation; and to establish a Council on Environmental Quality.

The act goes on to specify that we as a people must fulfill our responsibility as trustees of the environment for succeeding generations. This was not a new idea. I have heard it said that native Americans judged the value of an idea by how it could be expected to affect their children's children seven generations hence. But having a major world government consider environmental impacts in the planning and decision-making process was new. Equally new and adventurous was the expectation that Americans would attempt to live in harmony with nature. After all, our nation was built on the conquest of one wilderness after another.

NEPA requires that all federal agencies use an interdisciplinary approach, which integrates social and natural sciences along with the design arts in all planning and decision-making that may have an impact on the environment. Section 102(c) has had the most visible result. It requires that every report on proposals significantly affecting the human environment include a detailed statement by the responsible official on the environmental impact; adverse environmental effects; alternatives to the proposed action; and the relationship between short term uses and irreversible and irretrievable commitments of resources.

This requirement has spawned different types of documents. Today we have environmental assessments (EA), environmental impact statements (EIS), and state "Little NEPA" environmental impact reports (EIR), all of which lead to some record of a project decision. Although NEPA may be a four letter word in many circles, it is really those three little letters EIS that strike fear into the hearts of managers and planners.

Reactions to EIS requirements are reminiscent of the "fight or flight" response found in wildlife species. Wildlife management sometimes requires capturing and immobilizing animals, a technique that can cause capture myopathy, a condition resulting in sickness, paralysis, or death. A similar phenomenon can be seen in management and planning circles.

The simple introduction of those three deadly letters EIS into a conversation can result in what I call NEPA myopathy. NEPA myopathy has been known to cause both inaction and excessive action in its victims. Some people will prepare a five-volume, 40,000-page environmental assessment in order to avoid the perceived jeopardy of doing a simple EIS that might be small by comparison. Others will choose to abandon a project or expend more energy attempting to circumvent the law than it takes to comply with it. These reactions result more from misunderstanding NEPA than from any real need to fear the law.

A simple attitude adjustment is all that most of us need. Actually NEPA is probably the most useful tool ever given federal agencies and the general public for planning and decision-making. Sometimes managers shudder at the thought of public project review. However, the public often brings new, unexamined perspectives to an issue. In addition, since our actions os-

tensibly are for the public good, including public participation in project review is probably the wisest move any of us can make, even in situations where the law does not require it.

A controversial, unpopular project actually may become just the opposite if citizens are allowed to examine the plans and participate in the process. The NEPA process not only provides opportunities to share plans with the public, but it also may improve projects thanks to the expertise and native intuition available in "we the people." Public involvement builds consensus for the implementation of a project. It also has been the driving force behind discontinuing projects mistakenly undertaken with the best of intentions. In either case, the environment is protected, and that's what NEPA's all about, no matter how many Americans it takes to change a light bulb.

John Donahue is an environmental protection specialist with the Environmental Quality Division, WASO.

Environmental Review Program

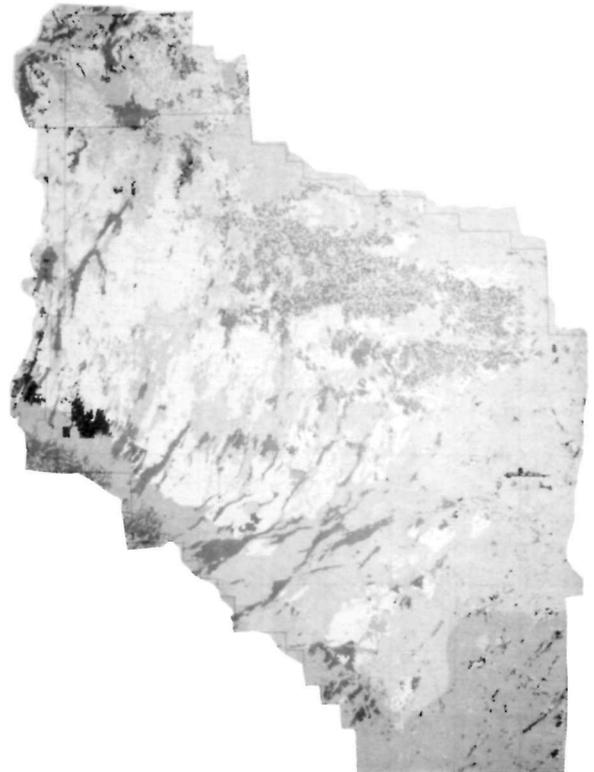
The Environmental Quality Division administers the Environmental Review (ER) Program for the NPS and the Service's compliance with the National Environmental Policy Act (NEPA). The NPS ER Program allows for central control since one review may involve a number of regional offices, several service centers, and many Washington Office divisions. Indeed, a single review may draw in multiple areas of concern. Documents covering such areas as communications, defense, energy, hazardous waste, housing, land and resource management plans, transportation, water, wilderness and wild and scenic river programs, specific world impacts, and various space programs are routinely received.

The Environmental Quality Division distributes documents to the NPS offices with interest, special expertise, or jurisdiction connected to a particular subject matter area. It also coordinates the NPS response, assuring that all interested offices participate in the review.

In 1985 the ER Program became part of the modern computer world. DBASE III PLUS enabled the performance of all functions necessary to log, track, and make reports. Since this environmental review program may cover all NPS activities, we welcome the involvement of NPS offices. For more information about areas of concern, contact Dale A. Morlock (202/208-4258) in Washington, DC, and list your program activities.



NEPA AND THE PARKS



THE POSSIBILITY OF PARTNERSHIP.

In the early 1970s, a series of dramatic court cases established the power of local citizen groups and individual environmentalists using the National Environmental Policy Act (NEPA) to stop projects that were environmentally harmful. Described as the Magna Carta of environmental law and as legislation of constitutional dimension, NEPA presents a special opportunity for NPS professionals and citizens to become partners in the work of protecting the parks.

As important as NEPA is to environmental litigation, park defenders—both private citizens and NPS employees—should consider the advantages the NEPA process gives them in becoming effective partners. By participating early in the NEPA process, they can become full participants in the planning process. More often than not, NEPA brings citizens and NPS professionals together to resist political pressure to relax the law.

Public lands decisions are laced with political influence. Land use planning in the United States is a democratic process requiring citizen action. Yet in the past citizens often lacked basic information closely guarded by others. Participation in NEPA scoping and commenting now enables them to become part of the network.

Environmental organizations and local groups have found environmental impact statements (EIS) particularly useful because they include key information in one easily accessible document. Park defenders should be alert to opportunities to participate. The NEPA process begins with the filing of a notice to prepare an EIS, followed by the scoping process, which usually

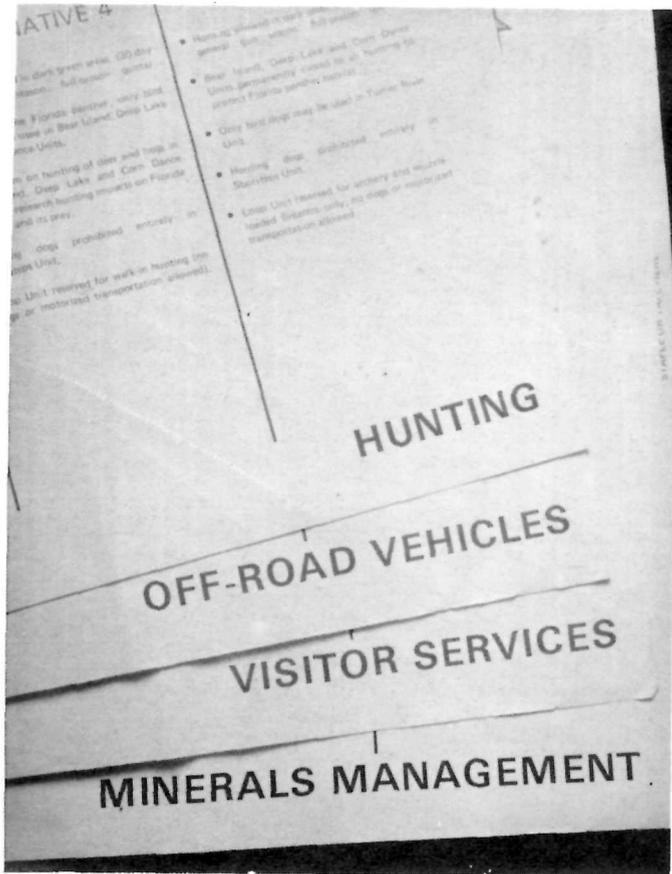
Photo by John Donahue



Photo by John Donahue



Photo by John Donahue



the document has been drafted, citizen groups should cooperate with each other and with professional environmentalists in responding to the EIS. The EIS is a complex document and the time for commenting is short.

Concerned citizens should never neglect the commenting process. Agencies take comments seriously, reprinting them in the EIS and publishing the agency reply. A study of comments by other groups can alert citizens to problems they may have overlooked. This is another place for park defenders to put their best foot forward, to advance their arguments, and present their best evidence. These comments can be an important source of support for NPS plans as well as an opportunity for criticism. NEPA can be an important regional planning tool for both NPS employees and their citizen allies if they use the commenting process effectively.

The NPS also is required to comment on proposed actions by other federal agencies that may impact the parks. Some of the most important environmental threats to the parks arise not from NPS actions but as a consequence of other federal project plans in areas neighboring the parks. This is an opportunity for NPS staff to inform its allies and take the lead in marshalling arguments and evidence against unwise development that may spill over onto parkland.

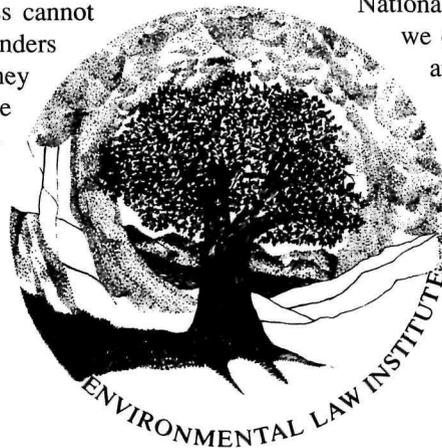
NEPA works as a coordinating device to get federal and state agencies to work together. While the environmental field is often characterized by regulatory gridlock, NEPA has acted as a consensus-building tool to work through impasses. What the process needs now is not more law, but more life. Park Service officials acknowledge that environmental degradation may occur even though the NEPA process may be followed to the letter. NEPA opens up the process but it does not guarantee the best result. There is no substitute for effective participation by competent citizens.

An increased level of effective citizen participation best can be ensured through close cooperation between local and national environmental organizations concerned with park protection and National Park Service professionals. Working together, we can forge an alliance for better park protection and ensure that the NEPA process works well.

J. William Futrell is president of the Environmental Law Institute.

involves federal, state, and local agency officials as well as interested citizens meeting to identify key issues to be treated in the document. Park defenders should strive to be present at the first scoping session and at each following meeting. Many agencies seek to hold the scoping meeting in the evening and use mailing lists to generate interest. Therefore, citizens interested in park planning decisions should be sure to get on the mailing list.

The importance of the scoping process cannot be overestimated. This is where park defenders can make significant contributions. They should prepare for the meeting and enter the process armed with data and a proactive attitude which seeks to help the NPS reach the best decision for the parks. Then once



What Is Section 4(f)?

The policy basis of Section 4(f) is preservation. This important portion of the amended Department of Transportation Act of 1966 represents one of the strongest, most substantive environmental laws in the country today.

Before 1966, federal state and local highway agencies planned transportation projects based on cost, convenience, and need without paying appropriate attention to environmental consequences. Also, due to the relatively low cost associated with public land use against using privately-owned lands through condemnation and other means, highway engineers paid little attention to their projects' adverse environmental impacts. Eventually public pressure caused Congress to stop the damage done by highway agencies to public lands. It responded by passing Section 4(f), the immediate impetus of which was a proposal to construct an expressway that would have cut through Brachenridge Park in San Antonio, TX. The intense public pressure to save the park prompted Senator Ralph Yarborough of Texas to introduce an amendment to the Federal-Aid Highway Act of 1966 which was similar to the present Section 4(f). Thereafter, the late Senator Henry Jackson of Washington lead the congressional drive culminating in the passage of Section 4(f). In essence, the statute declares it to be national policy to preserve the natural beauty of the countryside and public park and recreation lands, wildlife and waterfowl refuges, and historic sites.

In a landmark decision in 1971 (*Citizens to Preserve Overton Park, Inc., v. Volpe*), the U.S. Supreme Court affirmed the provisions of Section 4(f). In its unanimous decision, the Court said that Section 4(f) lands "...were not to be lost unless there were truly unusual factors present...or the cost of community disruptive resulting from alternative routes reach

extraordinary magnitude..." William Futrell, Sierra Club President at the time, described the Overton Park case as one of the most important cases decided by the Supreme Court during this century. This landmark decision became a benchmark opinion for circuit courts. In the leading case of *Louisiana Environmental Society, Inc. v. Coleman*, where a highway project was to cross a public lake in Louisiana, the Fifth Circuit Court ruled that any park use for a federal highway project merits protection under Section 4(f). In other words, the court recognized that any direct physical taking, no matter how small, is a use.

Some courts extended the application of Section 4(f) by applying it to highway projects impacting protected lands in less direct ways, such as through noise and air pollution, visual intrusion, and increased traffic. The courts applied two criteria for deciding whether a highway "constructive use" of a particular site had occurred: (1) proximity of the harm to the property, and (2) the nature and directness of the harm to the property's value and significance. The U.S. Court of Appeals for the Ninth Circuit first established the constructive use doctrine in *Brooks v. Volpe*, where environmentalists sued to prevent the Transportation Department from constructing a seven-lane freeway surrounding an alpine campground in Washington's Cascade Mountains.

On February 2, 1990 (*Federal Register* Vol. 55, No. 23), the Federal Highway Administration and the Urban Mass Transportation Administration announced that they are going to amend their joint regulations on Section 4(f) to establish the circumstances under which a "constructive use" of certain protected resources would or would not occur as no criterion exists in their present regulation.

Aziz H. Isa

NEPA COMPLIANCE— HOW HAVE WE DONE?

There are at least two ways to rate NPS performance on NEPA compliance. First, when compared to the performance of other federal land use agencies, the NPS has done quite well. Park Service documents are in general better prepared and less subject to political manipulation than those produced by other agencies.

However the Park Service has a long way to go if it is to comply with the letter and the spirit of the law. Parks, including some of the major ones, still frequently ignore environmental planning. Key work often does not get done, or gets done inadequately, because of funding constraints.

Park Service NEPA compliance is weakest in two areas: first, when there is a conflict with other federal agencies, and second, when the Park Service addresses private economic interests.

The Park Service rarely seems to be able to resist pressure from fellow agencies when the Service is conducting its NEPA analyses, or to intervene effectively when another agency is considering proposals that will affect park resources. For example, the Park Service offered little resistance to the BLM's repeated approval of uranium mining operations on the North Rim of the Grand Canyon, including exploration activities on the rim itself.

The Park Service is only rarely forced to deal with private economic interests. In the one area where private interest plays a considerable role in our national parks—park concessions—the Service's record is rather grim. The Park Service seems unable to resist for very long the demands of concessioners, and the Service's environmental and planning documents suffer as a result....

The first Colorado River Management Plan, although completed and signed, was scuttled after concessioners brought political influence to bear on the Park Service. NEPA compliance for the North Rim Grand Canyon hotel development was seriously flawed, and it appears the development itself would be barred by the park's master plan. As a solution to the problem,

the Service has committed to amending the master plan to permit the concessioner to proceed. The Park Service may be taking the same approach to concession facilities in Yosemite NP. The Service's retreat from Yosemite's 1980 general management plan is shaping up as a major and highly visible problem.

One of the specific areas where NPS environmental analysis is the weakest is on matters related to visitor experience. A great deal of work has been done, both inside and outside the Service, on measuring sociological impacts of particular actions or use levels on park users. Unfortunately, many park planners seem unfamiliar or uncomfortable with this work, and sociological analysis is rarely included in Park Service documents. Too frequently, NEPA documents contain unsupported assumptions about what park visitors want or will tolerate. The Park Service should be basing its analysis of visitor impact on more than guesses.

Sierra Club

I enthusiastically recognize and appreciate NPS' increasing efforts to improve NEPA training and awareness and to encourage active involvement with and adherence to NEPA requirements....[But] I remain extremely concerned about several major areas in which NPS needs to give much greater priority to compliance with, and fulfillment of, NEPA's main purposes.

A critical starting place is the attitudes of park managers and decision-makers toward NEPA and its requirements. My impression is that far too many, like too many other government decision-makers, approach NEPA compliance grudgingly—with the intent merely of going "through the hoops" (or even avoiding the hoops)—partly because they may not recognize how useful and important NEPA compliance can be to their mission....At this moment, I can list at least four current situations where NPS decision-makers have chosen to go forward with projects of more than marginal significance to park values in clear violation of basic steps required by the NEPA regulations....Often these decisions involve construction of park facilities, either by NPS or by a concessionaire; but similar basic violations are not unknown in management, planning and even resource decisions....

Managerial humility, in a sense, is the key attitudinal ingredient that should be encouraged in order to assure meaningful compliance with...basic NEPA requirements. Park decision-makers with truly deep concern for protecting park values will recognize that they lack omniscience, and that park protection and park needs may actually be improved if they allow their tentative judgments to be tempered, modified, or changed by the systematic analysis and public insights generated in the NEPA process....

A second important problem lies in NPS' failure to make effective use of the opportunity offered by the NEPA process to deal with external threats arising from projects initiated by other agencies on lands adjacent to the parks. [This] is...particularly unfortunate where it has been prevalent in NPS response to NEPA documents dealing with adjacent management agencies' management planning functions—particularly

Forest Service and Bureau of Land management forest or resource area plans. Too often, timid NPS comments have seemed to treat other agencies' planning documents as if the parks have no legitimate interest in other agencies' plans for adjacent lands....

A third fundamental problem is the need for NPS park guardians to recognize that the NEPA process can have a critical role in substantive protection of the parks. NPS should not succumb to the glib assertions that NEPA "is only procedural," and cannot have a protective substantive role....

William J. Lockhart
University of Utah Law College

It is from Yellowstone and Grand Teton National Park management activities that [The Greater Yellowstone Coalition has] gained our experience dealing with NPS compliance or non-compliance with NEPA. This experience has not been very positive. When NEPA was conceived, public scrutiny of agency activities was virtually non-existent. The national park system alone stood for preservation of the resource while providing for the enjoyment of the public. It seemed to the law makers at the time (and still does) that the environment was safe under NPS management. This assumption ignored the pressures and, in part, the realities of park management relating to activities other than resource protection. What occurred with Mission 66 and subsequent park programs was a massive development schedule centered around facility construction, upgrade and acquisition of new park units. As NEPA was inserted into this era, the Park Service found itself under legal requirement to develop environmental analysis of each of its actions but under scant obligation to involve the public in scoping or review and with no publicly initiated redress possible, short of litigation....

What specific areas have caused the most complexity? Master planning appears to be the most complex, primarily because it has been scrupulously avoided in Yellowstone and Grand Teton. Both of these park units have developed during post WWII times in a piecemeal fashion that incrementally addresses facility development and infrastructure. Pressures from concessionaires, gateway communities and elected representatives to maximize visitor attendance through facility development is one of the greatest threats, yet there is little guidance directing the park response. The path of least resistance is to build more—usually roads and campgrounds—or to stretch the season through winter use development. We find that often the decisions have been made before the NEPA analysis is presented....

Don Bachman
Greater Yellowstone Coalition

The passage of NEPA made fundamental changes in the way federal agencies do business. Now that NEPA is twenty years old, we probably take for granted the degree to which the law revolutionized decision-making processes, opened up government to private citizens, and provided judicially reviewable standards. However, while the courts have interpreted NEPA concerns over the years to be largely procedural, the grander

vision articulated in the Act, "to create and maintain conditions under which man and nature can exist in productive harmony," has not been realized.

National Parks and Conservation Association (NPCA) believes that...first, attitudes about NEPA compliance must change within the agency. Too often, NEPA is viewed as an obstacle, a bureaucratic exercise or a challenge to implementing a pre-determined decision....Second, sound decisions must be based on accurate information. For too long, the NPS has neglected collecting baseline resource information, and establishing essential long-term inventory, monitoring and visitor impact management systems on which NEPA really depends. Especially when difficult decisions are challenged in court, the NPS must have the credibility to support its actions both in terms of internal park management and external threats. Third, the agency must continually reevaluate its operations and basic assumptions so that existing questionable activities in parks are accurately assessed and not assumed; proposed NPS actions are truly evaluated in the context of long-term consequences and all available alternatives; and all potential internal and external impacts to parks are explored....

Too often, NPS comments are overly limited and do not clearly establish what should be the Service's position in defense of park resources. Professors Sax and Keiter, park law experts, have commented that NPS had "exhibited a kind of amnesia in matters where the law has been the key to controlling development across their borders."

William Lienesch
NPCA

MICHAEL DELAND TALKS ABOUT THE ENVIRONMENT

Michael Deland has come a long way from a GS-3 Forest Service firefighter to the head of the President's Council for Environmental Quality. The various phases of this journey have been characterized by respect for and personal involvement in environmental matters, starting as early as his youthful exploration of the natural world. This month, Deland set aside time to discuss his environmental perspectives as head of CEQ.

Q: President Bush has made it clear that he wants to pass on a healthy environment to the next generation. However, no one seems sure of what that means. With so much conflicting scientific data and so many unanswered environmental questions, how can CEQ best help the president provide the level of stewardship he desires?

A: The president has a deep-seated, visceral concern for the environment. There is no question as to where he stands philosophically. But answers to specific questions do not come easily. In many cases that leaves us trying to predicate decisions on common sense, rather than scientific certainty. Traditionally, CEQ's role has been, first of all, that of in-house environmental advisor to the president. Secondly it has served as a conciliator or honest broker among differing federal agencies. Thirdly, it is the guardian of NEPA and the EIS process under it. The first two roles languished during the last eight years. But this president is committed to rebuilding CEQ and to seeing those roles strengthened. So I am optimistic that we will work in a sound and sensible fashion to deal with this country's very difficult and often contentious problems.

Q: How much change can we anticipate by the end of this administration? Will something substantial be accomplished or merely a successive series of steps that may or may not be upheld by the following administration?

A: I think the answer to that is twofold. On the specific level, there likely will be a series of impressive steps such as the new Clean Air Act, the first one in thirteen years. This will be a monumental step in the right direction—and there will be others of comparable magnitude.

I am hopeful that the president will create a new way to deal with the environment, and that, in succinct form, will be one predicated on market-based forces and on pollution prevention—preventing pollution at the source rather than spending big dollars to clean it up after the fact. Indeed, we are seeing a happy confluence of environmental and economic interests that will help foster that philosophy. More and more businesses are finding pollution prevention pays. For example, 3M has had a program of called "pollution prevention pays"—and indeed it has paid big dividends both in dollars saved and pollution prevented.

Q: How do you educate businesses to this?

A: In part it's education, but in part it's also being a clearing house—sharing success stories so that company X knows about the successes of company Y, and so that the process eventually builds on itself. One of the reorganizational steps being taken at CEQ is developing an advisory council or committee, an important subset of which, in my mind, will be a pollution prevention committee. I'm planning to draw on representatives from industry, academia, and the environmental community to provide cross-fertilization.

Q: How will the advisory council work?

A: It's just in its formative stages now, but I envision a fairly small group, which would meet semi-annually, plus subcommittees that would meet more regularly. Probably the first of these subcommittees would be one on pollution prevention.

Q: You mentioned that another CEQ responsibility is serving as a broker when agencies differ. Since agency missions are so diverse, how do you obtain consensus which is more than a bottom-line compromise?

A: Increasingly, recognition of the importance of the environment crosses departmental lines. Clearly Admiral Watkins, Secretary of the Energy Department, feels a strong commitment to the environment. And similarly Secretary Skinner at Transportation knows that a transportation policy must incorporate energy and environmental concerns. We're seeing a rather natural broadening of what had been narrowly defined lines in many departments. That's not to say that there won't be differences, and I hope we can play a productive role in arbitrating those so that they don't have to be brought to the president's personal attention.

Q: NEPA has a birthday this year. How effective has the act been during its past twenty years of operation, and how effective has CEQ been in enforcing it?

A: I think NEPA has been, on balance, extremely effective. It's the first statute of its kind in the world to force a federal government to examine its actions as to their effect on the environment. That said, there clearly have been instances in which it, like any process, has been abused. But now the process has been streamlined so that it is less burdensome. And that really is one of my prime responsibilities—to see that the process operates in a positive rather than a burdensome fashion. I think on balance that we are seeing better projects in this country as a result of NEPA, better both from an environmental and from an economic standpoint.

Q: It seems like the media has focused inordinately on conflicts within the administration. For some reason people seem to feel that environmental questions should be easy ones. Isn't that some of the problem—that we're beyond the easy questions?

A: We certainly are beyond the easy questions. But of course the media tends to feed off controversy, and, in my judgement, has blown conflicts way out of proportion. Sure there are differences, but they are honest differences that are worked out in an amicable fashion. What you read about in the local papers does not come close to what I see on a daily basis. The global climate change conference which I co-chaired is an example. There were two admitted mistakes. One was the inadvertent distribution of a document prepared months before when we thought we might be in a position to formally present some issues to the conference for a vote. Also, the whole talking point question was blown out of proportion. They weren't prepared by anybody in the White House but by a conference staffer who was trying to serve a useful purpose. Read the papers, and these are the problems that dominated the conference. Talk to the delegates, however, and you hear them observe that productive cross fertilization and exchanged among disparate disciplines was what went on in the working groups.

I want to see a subtle but important shift in the way people, including those in the media, look at the environment—and that is a movement toward far more objectivity. I was approached at the White House Correspondents Dinner by several senior editors from *Time* magazine, who talked about how the magazine had covered the environment from an advocacy perspective but now wished to shift gears and cover it with the same scrutiny and objectivity they cover other issues. I view that as a very positive sign.

Q: Do you think we'll be seeing more of this kind of balanced perspective abroad?

A: I think there'll be an increased balancing of environmental and other interests, taking into account the market forces we discussed earlier—more and more emissions trading or market-dominated actions. For example, the government of Sweden paid big dollars to the government of Poland to install pollution control devices on Polish factories since it was twenty times more effective for the Swedes to spend their money that way than it was to ratchet down on the tiny remaining increment of pollution in Sweden.

Q: One of the things that was distinctive about Earth Day on the mall was the prevalence of the book listing 50 different things you can do to save the environment. Does this personalization feed back into the market.

A: We have an interesting dichotomy here: on the one hand there is the globalization of the environmental movement with issues such as global climate change; on the other hand there's the realization that if such problems are to be solved it must be done on a personal level. You and I as individuals have to live in an environmentally sound, sensible fashion. That can be done

without a major modification in lifestyles. Yet for us in America it may mean bigger changes than some are willing to make. The polls indicate that seventy plus percent of Americans feel the environment is important enough to justify spending more on its protection. We clearly have a high recognition of the value of the environment, but when it gets to these same people changing their lifestyles, spending time recycling or using mass transit, the reality of the solution becomes more difficult to face than the recognition of the problem.

Q: American industry leads in some areas like recycling while in other areas, for example the development of solar power, it lags behind Japanese and German industry. Do you think the government has a role in supporting renewable sources development, at least until we catch up?



"I think NEPA has been, on balance, extremely effective. It's the first statute of its kind in the world to force a federal government to examine its actions as to their effect on the environment."

A: The Bush budget has been increased in the area of renewal sources—energy, solar, wind—but the real test will be whether the private sector responds to the challenge of building a cleaner environment. Obviously I'd like to see this happen through individual initiative rather than federal fiat. EPA is working on a pollution prevention bill and I think that makes sense. But if we succeed at pollution prevention we'll do so because of the ingenuity and creativity of American industry, and you can't legislate that.

Q: So the bottom line requires us to move ahead in a well-thought out fashion without focusing too much on alarmist attitudes in connection with our environmental future?

A: As the president has often stated, we need to approach our environment as a resource to be protected and preserved for the future, but we can also do this in a way that makes economic sense. One of the greatest advances of the last 20 years is that we've broken the presumed linkage between economic development and environmental degradation. Twenty years ago we thought that if we had one the other would follow. Now we've proven this isn't the case: that you can have a blossoming economy and a clean, safe environment, that, in fact, they go hand-in-hand—different sides of the same coin. That recognition and relationship needs to be constantly re-emphasized.

WOLVES, PARKS, AND POLITICS

Virtually all legislation introduced in Congress is conceived with the best of intentions. Quite often however, the final product bears little or no resemblance to the original. The National Environmental Policy Act (NEPA) is no exception.

NEPA was intended to make certain the government examined an array of reasonable alternative actions whenever an agency engaged—or allowed someone else to engage—in any activity that might have a "significant impact" on the environment. It also required the government to do everything possible to avoid unacceptable risks to the environment and to avoid adverse affects on valuable public resources.

Unfortunately, as is too often the case, the real beneficiaries of NEPA, and most other laws passed by Congress, are lawyers. Certain special interest and activist groups have managed to

subvert the original intent of NEPA by using it as one of their primary legal weapons to delay and otherwise frustrate proposals with which they happen to disagree.

There's another way that NEPA is misused. The NEPA process requires that either an environmental assessment (EA) or environmental impact statement (EIS) be prepared for any proposed action. While appearing to comply with requirements of the Act, the process can actually be used to support a proposed action by providing documentation to show that the proposed action will either enhance the environment or, at worst, result in "no significant impact" on it.

In my opinion, that is the major reason some wolf proponents have so eagerly embraced the idea of moving ahead with an EIS on the generic proposal to reintroduce wolves into Yellowstone.

The real clue is their demand that the responsible agencies move forward with an EIS despite the disturbing lack of pertinent *western* research on the potential affects of translocating wolves into the "environment" in and around the park.

I felt strongly that proceeding with an EIS under the circumstances was inappropriate. Instead, I suggested to my colleagues that funds should be made available to do two things. First, we needed to establish a wolf project coordinator's position within the U.S. Fish and Wildlife Service that would be filled by a qualified and experienced wolf manager or researcher.

Second, we needed to make funds available to provide research and information on potential problems and conflicts that were unique to the northern Rockies and public land states, where the federal government owns from one-half to two-thirds of each state directly affected by the proposal.



Illustration by Ann Smyth

(See "McClure", page 33)

WOLVES AND YELLOWSTONE— DOES NEPA MATTER?

On March 16, 1989, speaking before the Subcommittee on National Parks and Public Lands, then NPS Director William Penn Mott, Jr., took up the question of why legislation requiring the NPS to prepare an Environmental Impact Statement (EIS) for restoring wolves to Yellowstone was necessary.

OWENS: I am very interested in the fact that the absence of the wolf from Yellowstone is a departure from national park policy to maintain natural ecosystems....Even in the states of Montana, Wyoming, and Idaho, polls show broad majority support for wolves and their return to Yellowstone....I think that we need a vigorous, thorough examination of the facts and issues relating to restoring wolves to Yellowstone. What I would like you to address, Director, is the issue of why we have not pressed earlier for an environmental impact statement which NEPA, I think, would...require at this point.

MOTT: ...you [Congress] made available \$200,000 to the National Park Service to study the wolf situation...in connection with the whole question of whether wolves should be reintroduced into Yellowstone or not. We need legislation instructing us to prepare such a report....

OWENS: ...Is that a legal requirement or a political necessity?

MOTT: I think it's a political necessity.

Notwithstanding bold defense of the Park Service's Organic Act and efforts to comply with the National Environmental Policy Act (NEPA) by former Director Mott, bureaucracies tend *not* to reward adventuresome decision-making. Nearly three years have passed since the U.S. Fish and Wildlife Service approved a plan for wolf recovery in the northern Rockies, but still no formal public consideration and debate have taken place.

Parochial interests are served often and well in Congress. Thwarting public discussion and debate on the issue of restoring wolves to Yellowstone has served little purpose but polarization. Obviously we must listen to local concern that measures to control depredating wolves be available, for return of wolves will require careful management. But we must also listen to the millions of people throughout this country who desire intact ecosystems and management of national parks for all Americans, not just those who live near them. Important management issues should not be avoided because of political concerns. Elected officials serve no one by turning their backs on controversy.

To this end, the amendments to HR 2786 allow restoration of an experimental gray wolf population to Yellowstone NP in compliance and consistency with NEPA and the Endangered Species Act (ESA), while insuring an EIS to encourage strong public involvement and representation of all interests.

The first area addressed by the amendments is adequate authority to control an experimental population of gray wolves in

the event of conflict with lawfully present domestic livestock or big game. Such authority already exists under the law, having been granted to the Secretary of the Interior under 1982 ESA Section 10 (j), and this is pointed out.

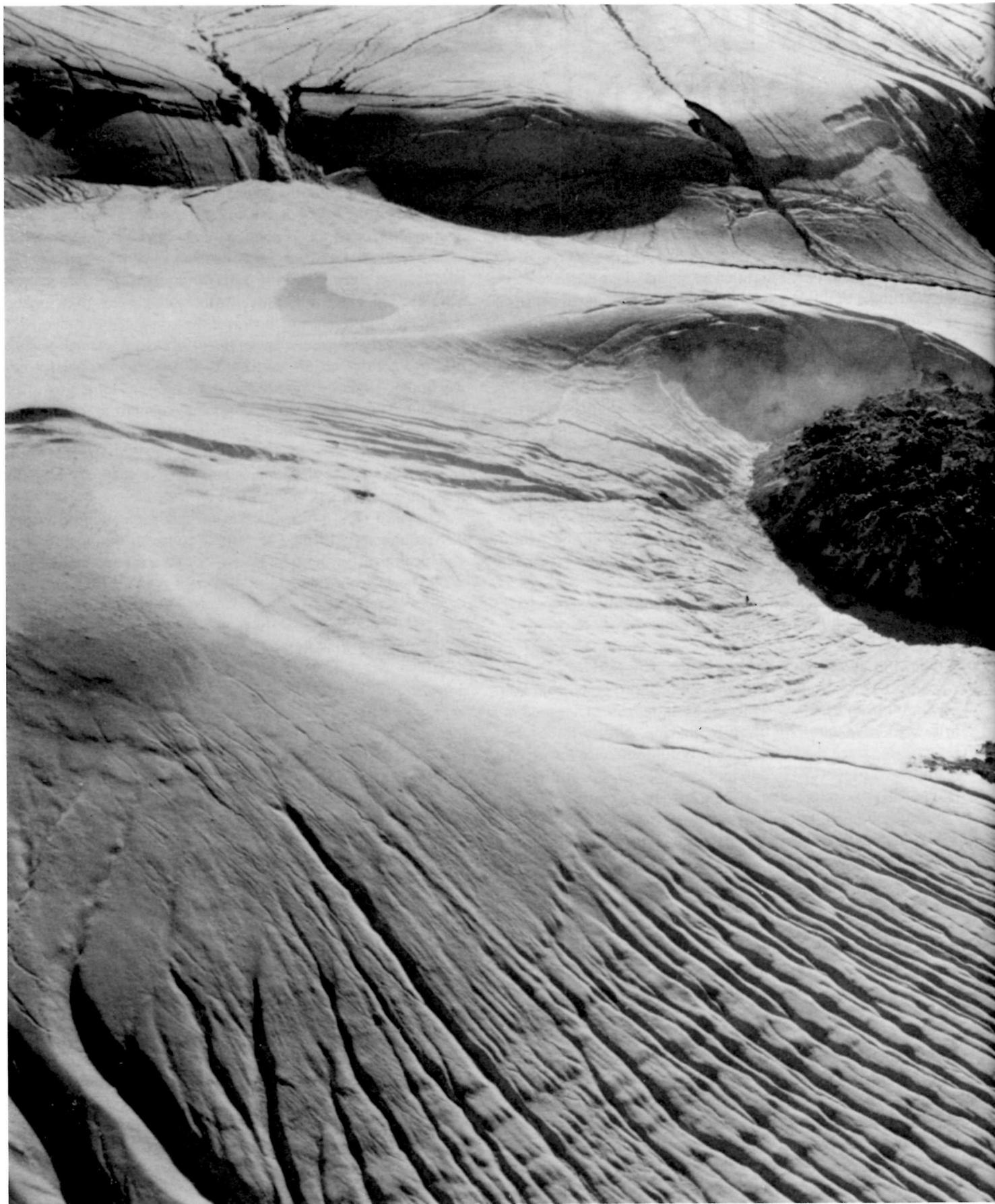
The second area deals with concern over potential new restrictions on public land use as a result of wolf reintroduction. ESA Section 7 generally prohibits federal agencies from authorizing activities likely to jeopardize the continued existence of a listed species. However, under the 1982 experimental population amendment to the act, the Secretary of the Interior can waive the "jeopardy" prohibitions of Section 7 for any new experimental population found to be "nonessential" to the survival of the parent population. By declaring the translocated population of wolves in Yellowstone to be "nonessential," my amendments insure that timber harvest and grazing on federal lands outside the park are unaffected.

The third area is ESA's experimental population provisions that require the Fish and Wildlife Service to designate a geographical area for the translocation of an experimental population. The proposed amendments would reaffirm this approach by establishing the maximum permissible boundary lines for a translocation program. It is expected that the actual specific boundary lines would be identified through public involvement under NEPA. The purpose of my amendment is to focus the translocation of a "nonessential" experimental population of wolves to Yellowstone Park and not to other areas of Wyoming, Idaho, and Montana. The maximum boundary of the translocation area is limited and cannot exceed the outer most boundaries of the six national forests immediately surrounding Yellowstone NP. We expect these zone boundaries to be similar to those which already exist for grizzly bears in the Yellowstone area.

Dialogue and participation by the public must help shape the development of any plan for translocation and management of wolves in Yellowstone, and a NEPA document would provide the appropriate framework for public involvement. I believe that an environmental impact statement would be a logical and appropriate procedure for identifying alternatives within these amendments.

I have not addressed delisting the wolf in these amendments because I feel the ESA is clear on this matter. Moreover, Congress has strongly rejected past attempts to delist endangered species. I am persuaded that the recovery goal as stated in the approved recovery plan for the wolf is biologically justified. When there is reliable evidence that the recovery goal has been met, I will immediately insist that the Fish and Wildlife Service initiate regulatory action to remove the wolf from threatened and endangered status.

(See "Owens", page 33)



HOW NEPA WORKS WITH ONE PROPOSED PROJECT

You are having a miserable night's sleep. A drilling rig is operating in a designated national park wilderness! Are those hard-hatted wildcat drillers looking for oil and gas, minerals, geothermal energy or something else? What was I thinking about when I authorized the work? How can I stop this intrusive, non-compatible activity in an area preserved for future generations?

Suddenly you awake. You have had a terrible nightmare. Then you remember there really is a proposal for research drilling in the park wilderness. There will be some hard decisions made on this issue. Where will all the information come from? You decide that tomorrow you will call the NEPA compliance people in the regional office to help figure out this mess. Then you roll over and fall into a warm, deep, restful sleep.

There is a proposal to conduct research drilling in Katmai NP at Novarupta Volcano. Whether it be dream or reality depends on one's point-of-view. Drilling is proposed under Novarupta, in an area designated wilderness by Congress. Novarupta is the site of the most violent rhyolitic, or ash-pumice, volcanic blast the world has seen in almost 2000 years. Can National Environmental Policy Act (NEPA) processes help sort out the difficult issues presented by this complex proposal? The answer is a confident and resounding YES!

On June 6, 1912, the crew on board a ship in Shelikof Strait between Kodiak Island and mainland Alaska saw a towering plume of smoke and ash on shore. The plume signaled the eruption of Novarupta. The eruption continued for 60 hours and produced about 30 kilometers (7 cubic miles) of ash and pumice. A nearby glacial valley was filled in places to a depth as great as 200 meters (more than 650 feet). Kodiak, well over 100 miles to the southeast, was buried by about 30 centimeters (1 foot) of volcanic material. By comparison, the Novarupta eruption was about 100 times larger than the familiar May 18, 1980, eruption of Mt. St. Helens.

Aerial southward view of Novarupta Dome, 1300 feet in diameter and 200 feet thick. The area is snow-covered. Snow-free areas are warm ground. Photo courtesy Sandia National Laboratory.

Research involving Novarupta has been staged in several phases since 1915. To the research geologist, drilling logically follows years of surface research. Such drilling would "look" at the unknown third dimension under the surface. Robert F. Griggs, a botanist from Ohio State University, was at Novarupta first. In 1915 Griggs led a National Geographic Society funded expedition to study revegetation processes in areas overlain by volcanic ash. Griggs was not prepared to deal with the extreme environment and the rugged terrain, and made little progress that first year. In 1916, he was the first to climb to the rim of the Mt. Katmai caldera that had collapsed after the eruption. On the last day of the expedition he hiked through Katmai Pass and observed Novarupta, where the 1912 eruption had occurred. Griggs noted the smoking fumaroles and hot ash, and named the area the Valley of Ten Thousand Smokes. He also led the first major expedition to the Valley in 1917, and another major full-scale research expedition in 1919 that included most of the major geologic disciplines of the time.

During the 1920s and 1930s Clarence Fenner and Father Bernard Hubbard initiated more expeditions and research. Not much more happened until the early 1950s when the Park Service stationed the first park ranger at Brooks Camp about 45 miles northwest of Novarupta. NPS assessments of the Valley in 1953 and 1954, including volcanological studies by Garniss Curtis and Howel Williams, rejuvenated interest in the area. During the mid to late 1960s the University of Alaska conducted extensive geological and geophysical research on the valley floor. Wes Hildreth of the U.S. Geological Survey started the latest round of research on Novarupta in 1976. Hildreth was the first geologist to apply modern volcanological processes as they are understood today. Surface research has occurred regularly since then.

In 1918 President Woodrow Wilson, under the Antiquities Act of 1906, proclaimed Katmai National Monument, emphasizing the Valley of Ten Thousand Smokes as "...important in the study of Volcanism...offering excellent opportunities for studying the causes of the catastrophe and affording a conspicuous object lesson in volcanism to visitors...This wonderland may become of popular scenic, as well as scientific, interest for generations to come...."

President Herbert Hoover gave the Park Service management responsibilities for Katmai in 1931. The monument was also expanded to provide for the protection of brown bears, moose and other wild animals. President Franklin D. Roosevelt issued more proclamations in 1936 and 1942. President Lyndon Johnson enlarged the monument in 1969 and also reaffirmed President Wilson's 1918 proclamation. Then President Jimmy Carter enlarged Katmai by 1.4 million acres in 1978. The monument was changed to a park and preserve by the Alaska National Interest Lands Conservation Act in 1980. ANILCA specified that fish and wildlife habitat, scenic and geological resources were to be protected. Also significant was that ANILCA designated the Valley of Ten Thousand Smokes and much of the rest of the park as wilderness.

So Katmai National Monument, originally established at slightly more than 1 million acres for study and observation of

volcanic features was eventually expanded to more than 4 million acres. NPS was charged to protect not only volcanic resources but also critical brown bear and salmon spawning habitat.

At least two broad policy issues are raised by the current research proposal for work at Novarupta: To what extent can national parks be considered natural laboratories? What is the effect of wilderness designation on research that is asserted to be in the public interest? The consequences of the NPS decision on research drilling span the spectrum of park management. At one end, pristine wilderness might be permanently altered by drilling deep into Novarupta for the sake of obtaining information. At the other end, wilderness values would be preserved, but potentially life-saving information on volcanic eruptions might not be obtained. The researchers' stated objectives are less dramatic. They want to know: How are metals concentrated from magma following an eruption? How fast and by what processes do volcanoes cool? Relatively straightforward, they want to confirm volcano vent models that have been derived from surface observations and measurements.

Just how did NPS get itself in a position to consider research drilling in a wilderness area? The concept was proposed in 1986 by scientists from national laboratories, universities and USGS. The National Science Foundation also became a major player. NPS recognized the potential for beneficial research findings as well as adverse environmental impacts. Potential conflicts in management responsibilities became apparent. Couple the Organic Act with the enabling legislation and there is plenty of opportunity for debate. Add in the wilderness designation and the situation gets even more complex. The park's 1986 general management plan was finalized at about the same time the research was formally proposed. The plan offered little guidance on the complexities and opportunities Novarupta presented. It mostly covered fish, wildlife and people management issues, with a brief mention of volcano research to document changing geographical features.

Difficult questions arose. There are lots of other volcanoes in the world that should offer a drilling opportunity. Can the information be obtained elsewhere? What is the real purpose of the research? Are the results for an applied purpose, or will they contribute to the public scientific body of knowledge? From the perspective of a land manager, is this the type of research that NPS should propose and implement on our own?

These are all good questions, but should the NEPA process alone answer them? Probably not. The NEPA process has fostered lots of open communication and early exchange of information concerning this project, however. The research concept seems to be a good one and the results should help meet an important management responsibility. The National Academy of Science has independently concluded, at NPS's request, that no other volcano in the world offers the same research opportunity.

The NEPA process will continue to be an important tool for NPS use as the research project winds its way toward a decision. A draft operational plan was recently submitted. Regional

Director Boyd Evison has told the researchers that an Environmental Impact Statement (EIS) on the operational aspects of the project will be required before any decisions are made.

It's a fair deal for all parties. Protection and preservation of park and wilderness resources come first. The Park Service will allow the research only with a demonstration of no adverse impacts. Congressional approval may be required. The research sponsors understand that the EIS will only provide information to the decision-maker and does not guarantee a favorable decision. The sponsors also understand that they will bear the financial burden of NEPA compliance.

Whatever the outcome of that future final decision, the NEPA process already has played a big role in early and open communications. An EIS will provide the decision-maker with all available information. The decision will be based on sound rationale. Regardless of the effects, the decision will have considered not just the pros and cons of the research, but also the environmental impacts of the operation.

Bill Lawrence is Chief, Environmental Compliance Division, Alaska Regional Office.

Big Cypress Uses NEPA As Preservation Tool

When Big Cypress National Preserve was created, the legislation permitted certain uses not allowed in other NPS areas. Oil and gas rights were retained by the original owners and could not be acquired without their consent, unless the use proved detrimental to the reasons for the preserve's establishment. Furthermore, the act directed the Service to develop and publish regulations controlling the development of nonfederal oil and gas interests. The tools the park uses to protect legislative intent are 36 CFR 9B and NEPA.

Plans of operations submitted for NPS review are subject to NEPA compliance and approval by the regional director. An environmental assessment (EA) documents and supports the regional director's decision to approve or reject the proposal. It evaluates the proposed plan in terms of statutory responsibilities and potential impacts to Big Cypress resources. More complex or controversial plans may require an environmental impact statement.

The EA evaluates only the proposed operations submitted by the operator. Responsibility remains with the operator, and not the NPS, to develop alternatives conforming the plan of operations to 9B standards. Stipulations can be applied, however, to minimize impacts (culverting, seasonal drilling). An EA evaluates a no-action alternative; approval of the proposed plan as submitted; approval of the proposed plan as stipulated by the NPS; and rejection of the proposed plan. After further review

and analysis the regional director considers the proposal based on applicable laws, approval standards in the 9Bs and the conclusions presented in the final EA.

NEPA is intertwined into the 9B review process, integrating compliance with a number of different statutes into one document. Heightening the frustration operators may feel during this process is the complexity connected with trying to decipher the various components and timing of compliance. The 9Bs call for a decision within 60 days from receipt by the NPS; the Fish and Wildlife Service have up to 120 days to render an opinion on endangered species issues; the State of Florida can take 180 days to review a proposal for consistency with coastal zone management; when wetlands are involved an EA is subject to public review for at least 60 days.

The review process for plan approval can be a procedural nightmare for prospective operators—a conundrum for which there exists too much "red tape" and a failure by the NPS to exercise intelligent judgement. The process, however burdensome it may seem, is in place to protect the resources of the area. The preserve staff uses the 9B regulations and NEPA requirements to ensure that activities associated with oil, gas and mineral development don't become detrimental to the preserve. The 9Bs and NEPA guide Big Cypress staff as they scrutinize proposals in the light of NPS approval standards and the preserve's establishing legislation.

Geogory Hogue & Ron Clark

THINKING GLOBALLY

NEPA'S INTERNATIONAL INFLUENCE. There were some remarkable events in 1989, symbolized by the unorthodox January issue of *Time* that designated an endangered earth "Planet of the Year." Awareness of the vulnerability of our global commons is increasing across economic, cultural and national boundaries. The four cornerstones of the global economy—forests, croplands, grassland and fisheries—are at stake.

Last May, the chairman of DuPont, E.S. Woolard, emphasized the urgency for corporate environmental commitment. He cited studies showing that West Germans care more about pollution than unemployment, and that 70 percent of the Dutch would forego a higher standard of living for a cleaner country. In 1989 incumbent governments in Norway and the Netherlands lost elections in part because of popular concerns over environmental issues. And Senator Sam Nunn recently reflected on the increasing role of environmental issues as a bridge to the new diplomacy.

A subtler, but nevertheless significant, global milestone of 1989 was the twentieth anniversary of the National Environmental Policy Act (NEPA), the first encompassing commitment of a sovereign nation to environmental stewardship.

In the U.S., NEPA's environmental policy challenged the traditional development community with environmental stewardship. As Lynton Caldwell, one of its authors, has said, "it was meant to shake things up." NEPA promoted "efforts which will prevent or eliminate damage to the environment and to the biosphere" and "enrich the understanding of ecological systems and ecological resources of the nation." Federal agencies were to do their best to "fulfill the responsibilities of each generation as trustee of the environment for succeeding generations," and to "maintain, wherever possible, an environment which supports diversity." They were also challenged to "recognize the worldwide and long-range character of environmental problems" and "maximize international cooperation" through a mandated process requiring an interdisciplinary approach and relying on environmental impact assessment (EIA). NEPA created a model framework for environmental planning and conflict resolution.

Sixty-five countries and other jurisdictions now support the EIA process. Successful use of EIA can be seen in the European Community. In 1985 the Council of the European Communities adopted minimum standards for EIAs. The directive established a common European basis for EIA, especially useful for transboundary projects.

France introduced EIA in 1976. The threshold for an assessment is low and about 4,000 to 5,000 "Etudes d'Impact" are done annually. France is one of only two of the 32 member nations in the European community that have established legal review of the EIA process. Public participation is also included.

The Netherlands' environmental impact assessment process became fully established in 1986. The initiator works with ap-

propriate decision-makers, a ministries advisor, and an independent review commission. Public review is included. Prior to passage of the EIA Act, the process was tested on major projects, such as using dredged spoils to create an artificial peninsula in the North Sea, and the storage of chemical and radioactive waste. The government developed a list of activities for which EIA is mandated, mostly large capital investment projects. The use of established lists of projects is a common practice throughout the world relative to EIA.

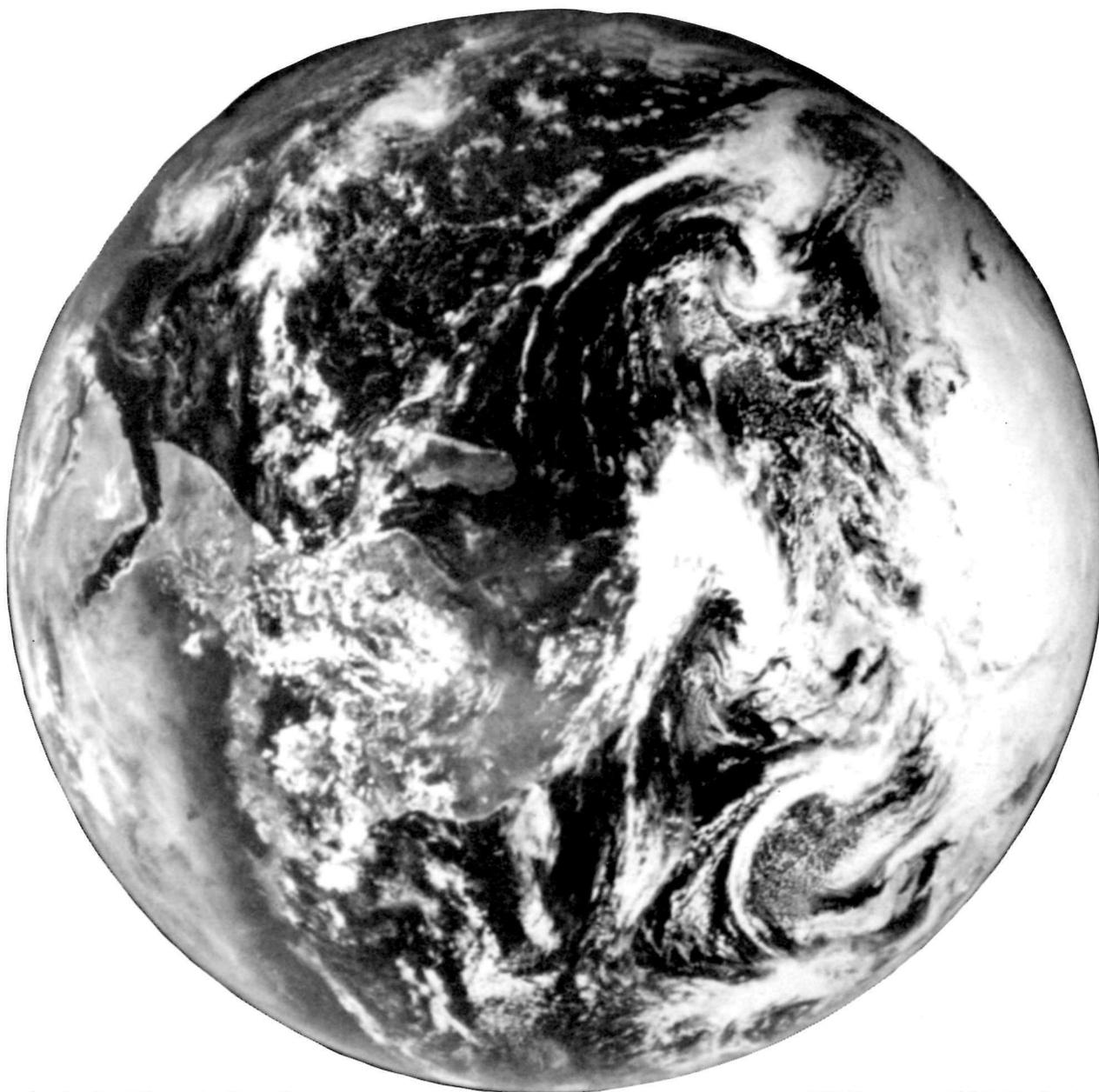
The Japanese cabinet first approved environmental preservation measures in 1972, more fully implementing EIA in 1984. It is applied to an established list of state-assisted, large projects such as roads and dams. Following established guidelines, a project proponent conducts appropriate surveys and assesses impacts that become a preliminary report. Public meetings are held, and notices published. Care is taken to get the opinions of local residents, especially the local mayor. The report is then revised as may be appropriate, and additional public notices are issued. Since 1987, 12 major projects have undergone EIA, including the Trans Tokyo Bay Highway Construction Project.

The United Nations General Assembly passed the "World Charter for Nature" in 1982. It recommended that countries conduct environmental impact studies but did not specify procedures. The Charter laid a foundation for the idea that such assessment precedes development early in the process to avoid adverse environmental effects. The United Nations Environmental Program has issued further guidance.

The extraterritorial application of NEPA has remained controversial since 1969. Executive Order 12114, Environmental Effects Abroad of Major Federal Actions, was declared during the Carter Administration to resolve some of the dispute. Separate from NEPA, it employed a NEPA-like process for federal actions abroad that could significantly affect the global commons beyond the territorial U.S. "consistent with the foreign policy and national security policy of the United States." Some U.S. agencies, such as the Army and the Agency for the International Development, conduct EIA under E.O. 12114. A recent controversy has involved its applicability to the National Science Foundation's research program in Antarctica.

The Overseas Private Investment Corporation (OPIC) reviewed 170 projects in 1989, and required environmental assessments for 61 of them. OPIC was established in 1969 as an independent, self-sustaining federal agency promoting economic growth abroad by providing American investors with political risk insurance and financing fully backed by the U.S. government. It has also been expanding its activities into the formation of equity funds, including an effort to establish an environmental fund.

The environmental role of multilateral development banks is being debated internationally. The U.S. is an important member



in the major banks. Through direct loans, cofinancing arrangements and numerous other activities the banks are having a profound influence on the environmental future since two thirds of the planet's population and land base is in developing countries.

The World Bank is in the center of the debate. Although former chairman Robert MacNamara appointed an environmental advisor in 1970, an environmental program has developed slowly. A major controversy arose circa 1985 when it became apparent that two Bank-financed projects, the Trans-Amazon Highway and the Polonoeste, were destroying thousands of kilometers of tropical rainforest and resettling of more than half a million families in ill-conceived colonization of the Amazon. The Bank had to withdraw the Polonoeste loan because of environmental factors, the first such action in its history. In response, the World Bank issued an important and laudable policy

on Wildlands in 1986. Under increasing pressure from some in the U.S., the Bank issued a directive on environmental assessment in October 1989, and conducted its first EIA training course this past April.

NEPA is still, and probably always will be, debated. Nevertheless, it has institutionalized foresight. As Theodore Roosevelt once said, "we have to exercise foresight for this nation for the future; and if we do not exercise that foresight, dark will be the future." As NEPA-like activities evolve throughout the world, the capacity for environmental foresight may be key to finding global solutions.

Kheryn Klubnikin is a biologist for the Environmental Quality Division. She wishes to extend thanks to Nicholas Robinson, Dinah Bear, Ed Yates, Harvey Himberg, Rene Dagseth and Ron Miller.

BUSH VISITS EVERGLADES NP AFTER SIGNING EXPANSION BILL

President Bush's signature on the Everglades National Park Protection and Expansion Act of 1989, authorized the addition of more than 100,000 acres of sensitive wetlands to the park, rectifying what many ecologists saw as the error of excluding critical habitat from the initial park boundary. Early maps drawn by proponents of Everglades NP included the entire southern extremity of the Florida peninsula within the protected area.

Whatever the reason, political compromises nibbled away at the edges of the park boundaries drawn by visionary environmentalists of the day, and the result was a premier national park—subsequently recognized as an International Biosphere Reserve and World Heritage Site, worthy of treaty-level environmental protection—defined not by ecosystems, but political and practical negotiation.

When dealing with more than 1.4 million acres of natural wildlands, how do you measure the health of the system? How do you equate changes in natural conditions with external management practices? How do you measure the ecological integrity of a delicate and extremely complex sub-tropical system against the intensive development and economic growth

of south Florida—one of the most rapidly changing and expanding urban areas in the United States?

Environmental change is subtle and slow and frequently unnoticed until some dramatic condition demands attention. Scientists have expressed concern for the health of the Everglades system for years, but only in the last decade did the public begin to listen and recognize the significance of the problems. Suddenly, saving the Everglades became a positive political position, and, in that climate, things began to happen.

Florida's Governor Bob Martinez continued the "Save Our Everglades" initiative begun by former governor, and now senator, Bob Graham. The task force established by Governor Martinez recommended the expansion of the park to add the critical eastern half of the Shark River Slough—excluded from the park by the present boundary—and restore the wetlands characteristics of the area through increased water deliveries.

The legislation, signed December 13, 1989, some 42 years after Everglades NP was established, is a dramatic turning point for the park, considered one of the ten most threatened in the national park system. The 1991 budget identified \$15 million to begin land acquisition and flood protection projects. The State

Everglades NP Ernest F. Coe Award

The Ernest F. Coe Award, established in 1989, is given annually to recognize the individual, group, or agency (public or private) that has done the most to preserve Everglades NP for the benefit of future generations.

Born in 1866, Ernest Coe, a graduate of Yale University and a leader in the creation of the park, was widely recognized as the "Father of the Everglades." In the 1920s, Coe's concern over the destruction of Everglades wildlife led him to fight tirelessly and lobby strenuously for the creation of a sanctuary to protect it. He organized the Tropic Everglades National Park Association in 1928 to help accomplish this.

The award is a wooden plaque holding impressions of a Florida panther's pawprints and relief image done in terra cotta clay. President Bush is the first recipient and Marjory Stoneman Douglas the second. In honor of Douglas' 100th birthday, Dr. Eugene Garfield, founder of the Institute for Science Information in Philadelphia, also commissioned a life-size bronze rendering of a Florida panther by sculptor Eric Berg. The sculpture fulfills Douglas' desire to see a memorial to Coe's efforts on behalf of the park.

of Florida currently owns 35,000 acres within the expansion area that will be turned over to the National Park Service; it is estimated that as many as 9,000 individuals hold title to the remaining lands. Except along the few roads on the eastern edge where illegal dumping and target shooting are major problems, the land is largely undisturbed, with existing agricultural and developed properties excluded from acquisition.

Public awareness of the threats and the importance of the expansion was further heightened by the extensive media coverage on January 19 when President Bush, Florida's Governor

Martinez, and Secretary of the Interior Lujan made an official visit to the park. They joined a sixth-grade environmental education class, led by Ranger Dave Kronk, in a demonstration of south Florida's water problems and a nature walk on the Anhinga Trail. Superintendent Bob Chandler presented the first annual Earnest F. Coe award to President Bush for his efforts on behalf of Everglades NP.

Pat Tolle is Everglades NP's public affairs specialist.

President Bush Participates in Everglades School Camping Program

During its fifteen year history more than 700 classes have participated in Everglades NP's school camping program. On January 17, 1990, Mrs. June Ashton's sixth-grade class from Sunset Elementary School was added to the list. It was a typical Everglades school camping experience. Mrs. Ashton attended a required two-day teacher workshop to prepare for the trip. The students learned about the park by watching videotapes and participating in previsit activities. At camp they conducted pond studies, went on night hikes, and learned about the critical issues facing the park.

There was one difference. The President of the United States came to visit. What follows are excerpts from several student journals, recording their reactions to the program and the Presidential visit.

Samantha Ibarguen: The walk was very exciting. During the walk we talked to the President about the Everglades, the problems of the Everglades, and the wildlife....All the way home, I thought about my experience....Had it changed me? I'll say so. I am much more water-conscious, and I appreciate water more. Also, you can't forget a "walk with the President!"

Punkaj Mehta: I learned so much from this camp. Before I came here, if someone spoke about the environ-

ment, I would say "phooey, it's a waste of breath talking about the environment." Now I know the Everglades rests in my hands. I know this experience will stay with me forever.

Stacy Karafel: Later on, we got on the bus and rode over to meet the President. When he got there we taught him about the Everglades and what is happening to its rare environment. Then six people got to take an hour hike with him. When the President got back, we all shook his hand....He seemed just like an ordinary man....

David Rolland: My favorite part about it [the trip] wasn't the Presidential visit, although I'll remember it all my life. It was taking the night hike and watching the sunrise over the Everglades.

Since its inception seventeen years ago, the park's environmental education efforts have helped sensitize urban youth to the critical issues facing Everglades NP. While the Presidential visit made Sunset School's camp unique, the quality of their camping experience was no greater or less than any of the other schools that have participated in the program.

Neil DeJong

Marjory Stoneman Douglas



One hundred-year old environmentalist Marjory Stoneman Douglass chats with Everglades NP superintendent Bob Chandler.

Long before scientists and environmentalists became alarmed about the effects of flood protection efforts on the ecosystems of south Florida, Marjory Stoneman Douglas was railing at responsible officials for destroying wetlands, altering wildlife habitat, and upsetting the natural cycles upon which the entire system depends. Small in stature—but a giant in spirit—she has prevailed in her fight against many who would alter or degrade the "River of Grass," the heart of the Everglades. Today, at the age of 100, she is still the voice of that river. Her small body now is quite frail. She is virtually blind and deaf, and uncertain of gait, and requires a great deal of assistance to be mobile. Yet she attends social functions and gives interviews at an incredible pace, and, on April 27, she spent the afternoon in her beloved Everglades NP.

The occasion was the dedication of a life-size bronze statue of the Florida panther created by Eric Berg and commissioned by Dr. Eugene Garfield to honor Marjory's 100th birthday and fulfill her long-held dream of a memorial to Ernest F. Coe. Some 250 people gathered for the unveiling. After each speaker, Marjory asked her companion, "Do I stand now? Shall I speak now?" as

she sensed the crowd applaud but was unable to understand the spoken words. When at last it was time, she pulled the cloth covering off the magnificent statue; the audience approval was enthusiastic. And it was time for the great lady to speak.

Her voice betrays none of her age. It is resonant and strong and carries the distinctive flavor of her New England breeding, her Wellesley education, and her elocution training. Only seldom does she hesitate slightly for precisely the right word (of course, she has no notes), and her eloquent sentences are rich with visual images and personal remembrances of Ernest Coe, the gentleman whose memory she values so deeply. Her personality dominates the audience with her culture, honesty, humor, intelligence, and conviction.

Douglas' oft-quoted description of the Everglades begins, "There are no other Everglades in the world. They are, they have always been, one of the unique regions of the earth." Likewise, there is no other Marjory Stoneman Douglas in the world. Her contribution to the protection of south Florida's resources—both natural and spiritual—is a legacy which will continue to be treasured by the nation.

Pat Tolle

HAPPY BIRTHDAY, HAMILTON STORES



This year—1990—Hamilton Stores celebrates its seventy-fifth year of service in Yellowstone NP.

Cross the threshold of any of the fifteen Hamilton Stores and you can find whatever you're looking for to make your stay in the park more enjoyable—everything from sandwiches and sodas to books and magazines, affordable souvenirs, and warm clothing to protect you against the chilly Yellowstone nights. Though Yellowstone officially closes most of its facilities in winter, the Hamilton Store at Mammoth Hot Springs remains open year round.

In the park's early years the more affluent tourists travelled by horse-drawn vehicles called tallyhos. Sagebrushers (the less well-heeled) drove their own buggies and wagons, packed along their own food and slept under the stars with the bears and other forest creatures. Regardless of social status, tourists had no handy establishments where they could purchase life's little necessities.



Hamilton's General Store, Mammoth Hot Springs (top photo.)
The first automobile traveling from the Twin City area through Yellowstone stops in front of Old Faithful inn in 1915 (bottom photo.)

During the next thirty years small souvenir stores sprang up, particularly at Mammoth and Old Faithful, but it was Charles Hamilton who saw the need for a park-wide system of general merchandise stores.

Charles Ashworth Hamilton (Ham) first experienced Yellowstone Park in 1905, the year after the magnificent Old Faithful Inn opened its doors. He worked in the park at a time when Yellowstone had begun to enjoy the prestige associated with a premier travel destination.

In 1915, Mrs. Mary Klamer, owner of the small souvenir store at Upper Geyser Basin (Old Faithful) put the business up for sale. Charles Hamilton saw a golden opportunity. Lacking capital, he asked his friend, Huntley Child, Sr., to back him.

Child agreed, and Hamilton wasted no time. Traveling by hired buggy and saddlehorse, he dashed to Old Faithful to see the widow Klamer. Confidently he wrote out a check for the down payment, plus another check for the inventory. He did not think it salient to mention that his personal bank account contained less than \$300.

The enterprising Hamilton hurried back to Mammoth, where he obtained authorization of funds from his friend, Huntley, then rode all night, sixty miles to the bank in Livingston, MT, to cover his commitment to his future. Hamilton's first store at Old Faithful (called the Basin Store) became his office, headquarters, warehouse and home when in the park.

The year 1915 not only red-lettered Charles Hamilton's first business venture, it was also the year Yellowstone reluctantly permitted automobiles inside its boundaries. On August 1, 50 autos carrying 171 passengers entered the park, battling muddy roads made "heavy and difficult" by torrential rains the previous week. With astute foresight, Hamilton stocked gas and oil for gas burners as well as hay and grain for hay burners.

For the rest of his life with the exception of two years Army Service during World War I, Hamilton returned to Yellowstone each spring, often skiing in over late snows. In 1920, the petite person of May Emma Spense made Hamilton's life complete when she agreed to become his bride. They were married on a golden September day in the little log chapel in Mammoth Hot Springs.

In June of 1921, May and Charles Hamilton became the parents of Eleanor (Ellie) May Hamilton. Tragically, May Hamilton was bitten by a poisonous insect while on tour with her husband and contracted a degenerative condition. Ellie says of her mother, "she had more strength of character than anyone knew. She was a very gentle person and the only one Dad couldn't bully."

At nineteen Ellie Hamilton fell in love with Trevor (Trev) Stewart-Povah, a young executive who worked for Union Oil. Ellie and Trev were married November 28, 1940. Trev agreed to go to work for Hamilton Stores, but those early years as Hamilton's son-in-law would have tested a saint. In 1947, Trev's diplomatic skills forged the partnership between Hamilton Stores and Yellowstone for the operation of gasoline stations in the park. As the years took Charles Hamilton's energies, Trev shouldered more responsibility.

May Emma Spence Hamilton died in September 1955.

Charles Ashworth Hamilton survived her by not quite two years. He died in June 1957 in his home at the Basin Store.

Under Trev's stewardship, the Hamilton Stores prospered and took on new directions. In 1959, Trev and Ellie Povah relocated their central office and warehouse from Old Faithful to West Yellowstone, the western gateway to the park. Then, in 1967, Trev negotiated with Mrs. Jack (Isobel) Haynes for the purchase of Haynes Photo Shops, (founded in 1883 by the renown F. Jay Haynes).

Now, leadership rests with Terry Povah, Trev and Ellie's eldest son. All four Povah children—Sandy, Terry, Lynn, and Pat—play a role in the operation of the stores but it is Terry who manages the helm. Both Trev and Ellie continue to be involved in the business and Ellie remains Chairman of the Board.

So when you visit Yellowstone NP stop at a store and say hello. You can count on a welcoming smile and courteous service as dependable as that other Old Faithful. Happy 75th, Hamilton Stores.

Gwen Petersen lives on a small ranch beside the Yellowstone River in Big Timber, MT. She writes for magazines and newspapers, and has chronicled the career of Charles Hamilton in Yellowstone Pioneers: The Story of the Hamilton Stores and Yellowstone National Park.

Owens (from page 21)

In summary, I believe that the major concerns of ranchers and livestock owners can be addressed within the context of the 1982 experimental population amendment. The challenge is to demonstrate that the Endangered Species Act works. My draft amendments designate wolves as non-essential and experimental. They give clear authority for control of depredating wolves, and remove wolves from Section 7 consideration.

McClure (from page 20)

Fortunately, I was able to convince my fellow Senate and House Interior Appropriations conferees to support my position.

Some have questioned my intentions in opposing an EIS. Let me explain why I feel that an EIS has been inappropriate. I view an EIS as a document to examine the potential affects on the environment of a *specifically outlined proposal* for action. It

is required to provide an array of possible courses of action to achieve the desired result, one of which is selected as the best or most appropriate—the familiar "preferred alternative." Conclusions in an EIS should be based on the "best available information." Where the "best available information" is either lacking or non-existent, the preparation of an EIS is premature.

When Congressman Wayne Owens of Utah first introduced legislation requiring the preparation of an EIS, the "best available information" was based largely on experience and research in Minnesota and on national park lands in Canada. In my opinion, there are significant differences between those areas, Yellowstone, and central Idaho. For example, land ownership and use patterns by ranchers and other public land interest groups are very different from those in Canada and Minnesota—so significantly different, in fact, that I could not support an EIS for Yellowstone or central Idaho based solely on data from those areas.

Unfortunately, with the exception of a handful of the more responsible groups, most conservation organizations have opted to direct most of their energy into attempts to elevate the issue from a biological and resource management issue into an emotional one. Even more unfortunate is the fact that by doing so they have helped create the polarization that could kill any chances for reintroduction.

The recent switch from support to opposition for Congressman Owens' bill by a number of organizations is a case in point. They switched because the Congressman had concluded that classification of transplanted wolves as a "non-essential, experimental population" in his bill would better serve the objective of finding a workable compromise between opposing interests in the issue. What the switch really did was expose the true agenda: some organizations and individuals simply don't want to share the public lands with those who do not support their point of view and philosophy.

In my opinion, that's too bad because if people are sincerely interested in seeing wolves back in the woods—and I believe they are—I am convinced we can find a way to make it happen. However, our opportunities will remain limited as long as those

While not every one agrees with my approach, these amendments are an attempt to address the legitimate concerns and interests of all parties involved.

Wayne Owens is Utah's Democratic representative to Congress.

other agendas are more important than the return of the wolf.

There is still a lot of distrust, fear and, yes, perhaps even a little hatred on both sides. There are both individuals and organizations who demand nothing less than total victory. They will stop at nothing—including misuse of the NEPA process if that's what it takes—in order to "win." Those individuals and organizations care little about wolves.

And that's too bad, because the real loser is going to be the wolf.

James McClure is the retiring Republican senator from Idaho. He has introduced a bill in the Senate that proposes the reintroduction of three wolf pairs into two core zones: Yellowstone NP and the central Idaho wilderness area. The wolves would be monitored with radio collars. Outside the core areas they would be delisted, with delisting in core areas to begin three years after their establishment there.

Wolf Reintroduction Report Available

Copies of a Congressionally mandated report on the possibility of reintroducing wolves into Yellowstone NP are available for public review. The 586-page report incorporates ten separate studies contracted in 1989, principally to the Universities of Idaho, Wyoming and Minnesota.

"As mandated, neither the report nor the Department of the Interior's transmittal letter to Congress carries recommendations on reintroduction," observed Director Ridenour, adding that the Park Service and the Fish & Wildlife Service will begin their review of the report in detail.

Congress appropriated \$200,000 for the studies, which offer several scenarios for wolf management zones and a variety of control options. Another \$175,000 has been appropriated to address ten additional questions this year.

An eleven-page digest of the report is available from the Rocky Mountain Regional Director's Office.

PARK BRIEFS



An environmental art exhibit provided a focus for Earth Day 1990 activities at **Bighorn Canyon NRA**. "Trans-Species Art," an exhibit of environmentally-oriented outdoor sculpture and documentary photographs by Wyoming artist Lynne Hull, depicts ways in

which art can benefit wildlife. Examples of Hull's trans-species art include the "Desert Hydroglyphs," carvings in desert rock to hold water from rain and snowmelt to create watering holes, and "Raptor Roosts," sculptural safe resting places for hawks and eagles. According to Hull, her work was designed with the help of wildlife biologists and zoologists. She notes, "I began this work partly as a joke—in search of an audience here in the vast open spaces where there are, after all, more antelope than people. But I also wanted to make a positive gesture toward the earth, and express, as I have for a long time in my studio work, my concern for endangered life-cycles here in a region where nature, not man, is still the dominant force." The artist can be contacted through Bighorn Canyon NRA (307/548-2251).

Alan Koss

In recognition of Earth Day, **Everglades NP** donated a red bay tree to each of nearly fifty area schools that participated in the park's environmental education camping program during the 1989-90 school year. The school children receiving the trees will be responsible

for nurturing their growth. The park also sponsored a program that invited visitors to join in a discussion of the critical issues facing Everglades NP and South Florida, and come up with their personal solutions to South Florida's complex water problems.

On January 16, temperatures climbed into the unseasonably warm sixties—a perfect day for the Eisenhower Centennial Coin Ceremony at **Eisenhower NHS** in Gettysburg, PA. Donna Pope, director of the United States Mint, officially announced the minting of the commemorative coin. About a hundred invited guests watched as she presented the new Treasurer of the United States, Catalina Villalpando, with her first commemorative coin. The plasters used in the minting process and examples of the coins will be displayed at Eisenhower NHS.

Authorized by Congress, the

Eisenhower centennial coin commemorates the 100th anniversary of the 34th President's birth. On one side, the design shows a profile of President Eisenhower superimposed on a profile of Eisenhower as a five-star general. The reverse shows the Eisenhower home, part of Eisenhower NHS.

The Eisenhower coin ceremony was the first in a year-long series of events commemorating the centennial. Other events include two agricultural field days, a demonstration skeet and trap shoot, Angus cattle field days and sale, and an Eisenhower art exhibit.

Carol A. Hegeman

More than a thousand people turned out to participate in the first annual March for Parks sponsored by National Parks and Conservation Association, **Santa Monica Mountains NRA**, Santa Monica Mountains Conservancy, and the

state of California. The event was a walk/ride/cycle trip through Santa Monica Mountains and surrounding areas, culminated by exhibits, booths and food set up at Paramount Ranch, part of Santa Monica Mountains NRA.



(Left to right) Dan Reece, California Department of Parks and Recreation; Ruth Kilday, Santa Monica Mountains Parklands Association; and Santa Monica Mountains Superintendent David E. Gackenbach.

A blizzard of stuffed animals, dolls, rattles, and wind-up toys brightened the faces of children at La Linda and Paso Lijatas, Mexico, thanks to the U.S. Marine Corps Reserve, National Park Service, and community organizations that sponsored Toys for Tots campaigns in Washington and Massachusetts. Delivered free by Amtrak Express and Central Freight Lines of Waco, TX, the 6,000 used but serviceable toys were stockpiled at **Big Bend NP** by Terry Knitter, the park's radio dispatcher and local coordinator for the program.

"The kids in the border villages didn't know what to expect when we started delivering toys in early April," said Knitter. "They were just overwhelmed. A three or four-year-old girl in a party dress, the cutest little thing with earrings and make-up, simply adored her new possession, a five-foot tall stuffed animal."

"Every child we saw usually ended up with three or four toys," continued Knitter. "In one case a boy, about 1-1/2 years old, was

surrounded by a pile of toys reaching above his head, all belonging to him. We were thrilled to give away the toys because, for many of them, it was the first store-made toys they had ever gotten. And the kids were very generous with one another, some picking out toys for little brothers and sisters back at home."

The local Toys for Tots program will continue until all toys now on hand are distributed. In addition to La Linda and Paso Lijatas, Toys for Tots will make deliveries to the other border villages near Big Bend NP. Various individuals and community groups gave generously to assist with the program, among them San Vicente Elementary School Superintendent Rudy Lopez, Pain and Beth Garcia of Big Bend River Tours, and Barbara Trammel and Carolyn Small of Outback Expeditions.

Robert Rothe

NEWS

Former park ranger **Steve Martin** has returned to Yellowstone NP as its chief of concessions management. He replaces E. Lee Davis who moved on to NPS chief of concessions management in Washington, DC.

■

James Ryan, who retired as MWRO associate regional director for administration (1987), has been named acting superintendent of Katmai NP & Pre. He will serve in this capacity until a replacement can be named for Ray Bane who transferred to the Alaska Regional Office as management assistant to the regional director.

■

Suzanne Lewis has left her management assistant position at Gulf Islands NS for the superintendency of Fort Caroline NM. In addition to the fort, she also will oversee Timucuan Ecological and Historic Preserve, a recent addition to the park system in Florida. Lewis recently completed an international assignment, in conjunction with the Haitian government and the United Nations, assisting in planning a museum at the Citadel, a Haiti fortification. She is active in national, regional and local historical and environmental groups.

■

David Herrera, the new superintendent of Fort Vancouver NHS, most recently served as superintendent of Whitman Mission NHS in Washington. Before his Whitman Mission assignment, he worked as a management assistant at Sleeping Bear Dunes NL and as the Midwest Region's legislative affairs specialist.

AWARDS

When **Marcos M. Melad** decided to visit his daughter, Billy Alexander, he had no idea that his visit would result in a project awarding him national recognition and an invitation to the White House. A 73-year old immigrant from the Philippines, Melad felt bored at his daughter's home while the rest of the family worked. He volunteered his services to Antietam NB where his son-in-law, Ted Alexander, is a park ranger.

One task that needed doing at Antietam was the painstaking one of cleaning the headstones in the national cemetery. A combination of time, weather, lichen, bird droppings and acid rain had obscured their details until they were

difficult to read. Under the direction of Exhibit Specialist Richard Brown, Melad learned the tedious cleaning technique—warm water, mild soap, a natural bristle brush and lots of elbow grease. After six weeks of working 24 to 32 hours per week, Melad had thoroughly cleaned more than 600 headstones, more than any *group* had ever cleaned at Antietam. As a result, Superintendent Rich Rambur nominated him for the "Take Pride in America" award. He was selected, along with 41 other semi-finalists, to attend a ceremony on the south lawn of the White House.

Since that time, Melad has suffered a stroke. He is progressing well and would enjoy hearing from friends in the preservation community. He may be reached at 111 Avenue B, West Babylon, NY 11704.

DEATHS

On May 26, Gulf Island NS ranger **Robert L. McGhee, Jr.**, 50, was killed while making a traffic stop on a park road. His assailants—Dempsey Bruner, 29, and John Woolard, 27, escapees from the Holmes Correctional Institution near Bonifay, FL—fled the scene, but were apprehended by Ocean Springs, MS police. McGhee became the second park ranger in 17 years to be murdered at a national park. The two inmates allegedly shot McGhee three times in the chest and neck.

McGhee was a Vietnam veteran who came to work for the seashore as a YACC program supervisor in 1975 after retiring from the Navy. Described as a "kind, quiet man, known as 'Saint Bob' at his wife's workplace because she spoke so highly of him," McGhee became a law enforcement ranger in 1981.

The personal heroism of McGhee's life was remembered during services at Ocean Springs, MS. "Bob died in the line of duty, but his life was lived in the line of duty. He

loved his wife, his home, his father, his children," said the Rev. Gary Knight.

NPS rangers, some of whom McGhee had never met, traveled to his funeral from as far as Alaska, Utah and California. According to a tribute published in the *Clarion-Ledger*, children sat in the grass staring along Mississippi 90 as the funeral procession passed steadily for 30 minutes.

McGhee leaves behind Linda, his wife of 29 years, two grown children and a nine-month old grandson.

■

Irving McNeil, Jr., died January 13. Known for many years as the Bearhide superintendent because he placed bearhides on Chaco Canyon cattleguards to prevent horses from jumping them, he began his NPS career in 1937 under Frank Pinkley at Tonto NM. His 37-year NPS career then took him to Chaco Canyon where he was appointed as acting custodian in 1942 and finally in 1948 as superintendent. He served as superintendent of El Morro NM and Tumacacori NM, retiring in 1972 as a management assistant at Southern Utah Group. McNeil applied lessons learned from supervisors to his own career, remembering, for example, Pinkley's instruction: "If the wildlife in your parks is really not outstanding, if the plant life is not unusual and if the reason the park has been set aside is not so spectacular, you do not belong in the Park Service."

He is survived by his wife, Ruth (812 East Skyline Drive, Globe, AZ 85501), two sons, and five grandchildren.

■

Evelyn K. Hill, long-time NPS concessioner, died of cardiac arrest on April 23 at the age of 88. She and her late husband, Aaron G. Hill, first obtained a concession permit from



Colleagues memorialize slain NPS ranger Bob McGhee. Photo by David Purdy, *The Sun/Daily Herald*.

the Army at the time of his discharge to operate a family business on Liberty Island, a business known today as the Evelyn Hill Group, Inc. The Hills then became NPS concessioners when the NPS took over the administration of the Statue of Liberty in 1934. The Evelyn Hill Group now operates concessions at Sagamore Hill and Fort McHenry NHSs, as well as Liberty Island.

When Aaron Hill died in 1943, Mrs. Hill continued to operate the concession facility at the Statue of Liberty. Her managerial skills during that period and the years thereafter gained her the admiration and affection of the many NPS employees who worked with her.

"Pigeon control became a real challenge to NPS managers under the watchful eye of Mrs. Hill," recalls a former superintendent. "She would feed the pigeons bread scraps during the day and park employees would feed them something else after she had gone for the night. She was very protective not only of 'my statue' but also of the wildlife therein."

For more than half a century, Liberty Island was privileged to have Mrs. Hill make her way to the Island and serve visitors from all corners of the globe. Conversant in several languages, she was a real resource for NPS rangers trying to assist foreign visitors.

Evelyn Hill commuted to the statue by subway and boat six days a week for almost 50 years—no easy task for any one. She was proud of her accomplishments as a concessioner, but was most especially proud of her family. She took great pleasure in the fact that her grandson, Brad, joined the business.

Mrs. Hill is survived by a son, a daughter, two brothers, four grandchildren and one great-granddaughter. She also lives on in the memories of countless NPS employees and their families who thought of her as "one of the family."

Paskudknack

(E&AA Note: Through the years, the E. Hill Group has paid generous tribute to departed NPS employees and alumni with memorial donations to the Education Trust Fund. James and Brad Hill recently made a donation to the Trust Fund in the amount of \$1,000 in memory of their beloved mother and grandmother, Evelyn Hill.)

■ **Francis Wilshin** died April 25 in Fredericksburg, VA. Both of his grandfathers served in the Civil War, one with General J.E.B. Stuart's cavalry and one as a blockade runner. It was only natural for Wilshin to be drawn to a career that included Civil War research.

Wilshin joined the Park Service in 1934 as the historian at Vicksburg NMP. Assignments followed at Chalmette NHP (now part of Jean

Lafitte NHP & Pre) and Fredericksburg-Spotsylvania NMP before he assumed the superintendency of Manassas NBP in 1955. During his 14-year tenure, he orchestrated the addition of more than 900 acres of parkland and supervised the surfacing of park roads, construction of a new visitor center wing and the revitalization of the Stone and Dogan houses. A noted author and scholar, his work includes the four-volume study, *Stone House—Embattled landmark of Bull Run*. He was completing a history of Fredericksburg at the time of his death.

During his career, Wilshin received the Chicago Civil War Round Table Award, the New York Civil War Round Table Gold Medal Award, and the Department of the Interior's Meritorious Service Award. He is survived by his wife, Katherine (1311 Littlepage St., Fredericksburg, VA 22401), a daughter, a brother, and three grandchildren. Donations in his memory may be sent to the Trinity Episcopal Church in Fredericksburg or to the Fredericksburg Rescue Squad.

■ **Ralph Shaver**, 83, died February 22. His NPS career began with seasonal appointments in the Hawaiian parks and Crater Lake NP, followed by his first permanent appointment in 1946 as an assistant to the Great Smoky Mountains NP district ranger. From there he went to Homestead NM, Glacier NP, Wind Cave NP and Pipestone NM. He served as Pipestone's superintendent from 1965 until his retirement in 1968, then worked seven years for the Minnesota Historical Society. He and his wife, Ruth (5109 Conser Apt. 125, Overland Park, KS 66202), traveled extensively in all 50 states and in 42 foreign countries. He is survived by his wife, two daughters, two sons, and five grandchildren. Donations in his memory may be made to the Alzheimers Disease and Related Disorders Association.

■ **Rita A. Matthews-Mastin**, 70, died April 9 at her Greenbelt, MD, home. A native Washingtonian, she started her NPS career in 1951 in the office of Bill Bahlman, Assistant Personnel Officer, WASO. On July 28, 1952, she received a promotion and transfer to the Office of the Director to serve as one of Conrad L. Wirth's secretaries. Later, upon Mr. Wirth's retirement in 1964, she worked for Ted Swem, Assistant Director, Cooperative Activities, later serving as his confidential secretary in his added capacity as special advisor to the Director and as Chairman of the Alaska Planning Group. Ted and Rita retired on the same day, February 28, 1976. She had completed 30 years of government service.

In addition to several superior performance awards, Rita also received the Department of the Interior's Meritorious Service Award, which cited her contribution to the Office of Cooperative Activities. It also cited her excellent service during her tenure in Director Wirth's office, her ability to record the Advisory Board meeting minutes, and her excellent work during the initial stages of the Mission 66 program.

After she retired, Rita married Edward S. Mastin. During this time she also participated in the 1916 Society, which plans the annual Founders Day celebrations. Rita is survived by her husband, Ed (7404 Mandan Road, #104, Greenbelt, MD 20770), five stepchildren, six step-grandchildren and two step-great-grandchildren, plus several nieces and nephews.

One of Rita's fellow alumni, Bill Everhart, remarked on her passing, "there goes one great gal." Ted and Helen Swem sent a memorial donation to the Education Trust Fund "in memory of a truly remarkable lady, Rita Matthews Mastin." Donations in Rita's memory may be made to the Education Trust Fund, c/o E&AA, P.O. Box 1490, Falls Church, VA 22041.

■ **Virgil John Olson**, 63, died April 30, after a NPS career that started him out as a ranger, first at Rocky Mountain NP and then in Bryce Canyon NP, Capitol Reef NP, Bighorn Canyon NRA, and Death Valley NM. He retired in 1986, moving to Jasper with his wife, Helen, to build their log home in the San Juan Mountains. Survivors include his wife (c/o Martha Walker, 20851 Carnelian Lane, Eagan, MN 55122), a son, two daughters, a foster daughter, and seven grandchildren. Memorial contributions should be sent to the Education Trust Fund, c/o E&AA, P.O. Box 1490, Falls Church, VA 22041.

■ **Rosemary Ryan** died of natural causes on May 11 in Boulder City, NV. She was preceded in death by her husband, Matt Ryan, who died September 8, 1988. Prior to her marriage she held position with Edith Head in Hollywood, working in women's fashion design. She and Matt moved to Death Valley in 1941 and remained until the mid 60s. His work then took him to Bryce Canyon NP, Canyonlands NP, and finally Organ Pipe NM. He retired in 1972, and he and Rosemary moved to Redlands, CA, then to the Las Vegas area.

Rosemary left no next of kin, and requested no memorial. Donations in her memory may be sent to the Death Valley 49ers Scholarship Fund, P.O. Box 338, Death Valley, CA 92328.

BUSINESS NEWS

The "Quilt of a Century" was created to commemorate the 100th birthday of Chickamauga & Chattanooga NMP. Its 35 squares depict the park's cultural and natural resources, including each of the official state monuments placed on the battlefields. The squares were fashioned by park staff, spouses, and friends. Park friend Myrtle Chase pieced the top.

The dream of the Chickamauga & Chattanooga Park Women's Association, the quilt was started in Fort Oglethorpe, GA, in the spring of 1989 and completed a year later. It is completely hand-made of cotton, cotton blends, and fiber fill. Proceeds from its sale will go toward the purchase of a birthday present for the park's 100th birthday, as well as a donation to the E&AA Trust Fund. Contact Linda Brown, P.O. Box 2163, Fort Oglethorpe, GA 30742 (404/866-8611) for additional information.

The sixteenth annual Frank F. Kowski Memorial Golf Tournament for the Washington, DC, area is planned for Lake Arbor Country Club in Mitchellville, MD, on September 28, with a shotgun start at 8:30 am. This year's cost of \$47 covers green fee, cart, lunch, prizes and a donation to the Education Trust Fund. So mark your calendars now to enjoy the day, meet up with friends, and support E&AA.

E&AA Chair Lorraine Mintzmyer and Vice Chair John Reynolds named Carolyn Warner (National Commission on Public Service) an E&AA honorary member. Mrs. Warner spoke at the joint Association of National Park Rangers and E&AA rendezvous at Hot Springs NP last October where in closing she quoted a passage from Proverbs, "where there is no vision, the people perish. We (National Commission on Public Service) can only describe that vision. You live it. You're the vision."

The National Commission on Public Service was formed to assess how well the federal public service was prepared to meet its current and future responsibilities.

James (Jim) Sleznick, Jr., a 30-year NPS veteran and current Pinnacles NM superintendent, has accepted the position of Western Region employee representative on the E&AA Board of Directors. He is serving out the un-

expired term of former representative Mo Khan, who retired from the NPS in 1989. He began his career in 1960 as a Lake Mead park ranger, became a Departmental Trainee in 1969, and then went on to the superintendency of Lava Beds NM. He and his wife, Gayle, are E&AA Life members, and she is the daughter of NPS alumni Ray and Helen Rundell. Gayle has been an active participant in National Park Women, serving as General Chair of the organization from 1987 to 1989.

Petersburg NMP Superintendent Frank Deckert, who is also the E&AA MARO employee representative, worked with wife Gloria (MARO National Park Women) and Margaret Davis (E&AA NCR employee representative) to raise \$1,947 for the Education Trust Fund at the joint MAR/NCR/NAR Superintendents Conference. The National

Park Women sponsored a prize raffle earning \$1,256, a 50/50 raffle earning \$550, and a fines system that levied \$141. Laurie Coughlan won the 50/50 raffle, and agreed to use a portion of her winnings to become an E&AA Life member. The first of its kind, this tri-regional superintendents conference was a huge success.

Remember, if you're thinking about applying for a new credit card, that E&AA, in conjunction with the Trust Company Bank of Atlanta, is offering a card that will benefit Yellowstone's Ranger Museum, the Albright Fund for employee development, and E&AA's Education Trust Fund. You'll be helping others by helping yourself to an application for this card. Write E&AA, P.O. Box 1490, Falls Church, VA 22041.

C9011

- GLACIER PARK, INC., E&AA REUNION RESERVATION FORM -

(Note: Complete a separate form for each room requested.)

Name: _____

Address: _____

Phone: (____) _____

Number of Adults _____ Children Under 12 _____ Children Over 12 _____

Disabled access to room needed? _____(yes) _____(no)

LODGING NEEDED:

Monday, September 10, 1990 () Check-in time: 3-5 pm

Tuesday, September 11, 1990 () Check-out time: 11 am

Wednesday, September 12, 1990 ()

ROOM PRIORITIES:

	Single	Double	Add'l Person
Lake McDonald Lodge Cabins	\$36.00	\$39.20	\$3.00
Motel	\$42.40	\$45.60	\$4.00
Lodge/Cabins	\$58.40	\$63.60	\$4.00

Village Inn (8 miles from Lake McDonald Lodge)

1 Bedroom (Dbl./Twin) \$45.60 \$48.80 \$4.00

2 Bedroom \$60.40 \$60.40 \$4.00

Method of Payment: ___ Check/Money Order

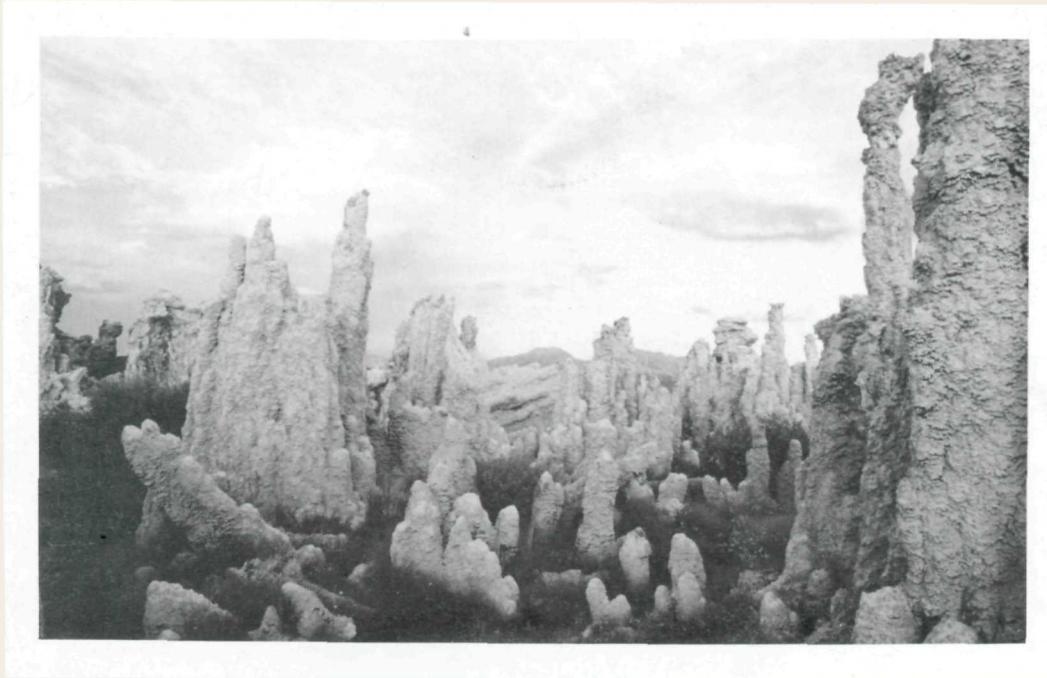
___ Visa or ___ MasterCard # _____

RETURN NO LATER THAN

AUGUST 11, 1990 TO:

Convention Department
Glacier Park, Inc.
East Glacier, MT 59434-0147
(406) 226-9311
1-800-332-9351 (Montana only)
FAX: (406) 226-4404

Rates reflect group discount of 20%. Additional 4 percent Montana lodging tax will also be added. Payment for first night's stay required to secure reservation. Glacier Park, Inc., will provide written confirmation of reservation within 10 days of receipt of this form.



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