



TRENDS

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The recommendations to be made by the Public Land Law Review Commission will influence, and possibly establish, the direction of the policy for the foreseeable future in the recreational use of Federal public lands, including all units of the National Park System, the Wildlife Refuge System, and the national forests as well as the public domain lands that have not been committed to a specific use under legislative sanction.

The excellent report of the Outdoor Recreation Resources Review Commission (ORRRC) provided the basis for a general Federal policy in the enactment of legislation creating the Bureau of Outdoor Recreation and establishing the Land and Water Conservation Fund. Now we are faced with a need to set forth and apply policy for specific recreation uses on lands under the jurisdiction of the Federal Government. We are all familiar with the continuing dialogue regarding the

extent of development to be permitted for the benefit of the present generations' use of national parks, vis-a-vis preservation of park areas in their natural condition for the enjoyment of future generations.

We are all familiar with the fact that national parks stand alone as the ultimate in the quality of recreation opportunity they represent. The management criteria applied to the parks differ sharply from the standards for recreational utilization of national monuments, national recreation areas, and national forests.

Most people, however, have only a vague idea, if any, concerning the policy to be followed in the use of national seashore and other recently created classes of recreation areas being included in the National Park System. These range from the Cape Cod National Seashore and the Delaware Water Gap National Recreation Area in comparatively

PUBLIC LAND RECREATION AT THE CROSSROADS



by

The Hon. WAYNE N. ASPINALL

House of Representatives

Washington, D. C.

Chairman, Public Land Law Review Commission

highly developed areas to the Whiskeytown-Shasta and Flaming Gorge National Recreation Areas in sparsely settled locations.

Coincidental to the various undetermined policy questions and wholly apart from all of them except the extent of use of public domain, there was established the Public Land Law Review Commission for the purpose of examining all the public land laws and resources and making recommendations to the President and Congress as to future policy guidelines.

Because the law establishing the Commission requires it to make recommendations concerning all public domain

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lands, including reservations and withdrawn areas, the Commission's study program must include a review of units of the National Park System carved out of the public domain. In addition, the Commission is required to make recommendations concerning all national forests and wildlife ranges and refuges, regardless of where and how they were established.

The congressional charge to the Commission is to frame its recommendations in the context of a policy statement that the public lands of the United States shall be (a) retained and managed or (b) disposed of, all in a manner to provide the maximum benefit for the general public. Of course, we are not contemplating the disposition of the national parks or wholesale disbandment and disposition of the National Forest System. So, in connection with these units, we automatically find ourselves concerned primarily with the manner in which they may best be managed and utilized for the benefit of the general public.

The Commission studies will be concerned with all aspects of Federal recreation and park policy.

While reviewing Federal public land policy as applied to federally-owned areas utilized for recreation purposes, we will not overlook the important and growing role that state and local government units have and must continue to have in furnishing and administering recreation areas to meet the increasing public demand.

The ORRRC report endorsed a leading role for the states in activating a dynamic national outdoor recreation program. The Land and Water Conservation Fund Act embraced this principle in establishing the division of monies between Federal and state entities. I favor a strengthening of the state as well as the local outdoor recreation role under appropriate circumstances wherever possible through Federal public land policy. No one level of government has an exclusive responsibility or can claim, alone, the ability to meet the growing outdoor recreation needs of the American people.

The Recreation and Public Purposes Act of 1926 established the principle that public domain lands could be sold or leased to a state, unit of local government, or a non-profit organization at a price less than market value. The price would be determined after taking into consideration the purpose for which the lands were to be used. The leases under that Act were limited to 20 years with an option of renewal for an additional 20 years.

This year the Congress passed and the President approved an Act authorizing the grant of 25-year leases. This was accomplished in order to permit state and local government lessees to participate in the Land and Water Conservation Fund.

The Committee on Interior and Insular Affairs of the House of Representatives took no action on proposals to permit longer-term leasing, or to increase the public land acreage that could be acquired for recreation purposes by a local government unit during any one year. We recognized that the Recreation and Public Purposes Act needs a complete re-examination. And, we recognized that some governmental units may be unable to spend sufficient money to construct adequate facilities unless longer-term leases are permitted. However, the Committee limited its action to that which was of an urgent nature in order to permit participation in the Land and Water Conservation Fund.

In the Public Land Law Review Commission study, we will give consideration to all these matters. In reviewing the administration of the Act, we will also give consideration to the broad discretionary authority granted to the Secretary of the Interior to establish the price or a pricing formula for the sale or lease of public lands, bearing in mind, as I do, that, by a change of regulation in 1961, the price to be paid by state and local governments for new recreation areas dropped from an average of 40 percent of market value to the nominal sales price of \$2.50 per acre and a lease price of 25¢ per acre per annum.

It has been a source of great satisfaction to me that state and local government agencies have accepted the challenge of the Land and Water Conservation Act in initiating programs designed to meet local recreation requirements. I believe it is a major responsibility of Federal Government policy-makers and administrators, both in the Congress and in the executive branch, to enhance and strengthen the hand of state and local government in our various programs.

The field of outdoor recreation offers to us an excellent opportunity to pursue this objective. We have, for example, the responsibility of allowing state and local governments to assume a greater role in maintaining the quality of the environment, including natural beauty wherever we find it.

(Continued on page 16)

Lad of my youth where hast thou gone,
With thy kinship to all things wild?
Why has been stilled thy joyful song;
Where now is that wide-eyed child?

The willow and trout were each thy friend,
Giving comfort and pleasure to thee;
And the sights and the sounds at the river bend
Were the charms that kept thee free.

All the tomorrows that seemed never near
Too quickly fell to thy claim;
Yet the voice of the wild wilt thou ever hear,
And thy love for it ne'er shall wane.

Oh, lad of my youth, where hast thou gone?
To the grown-up's world of care?
The willow still grows, and the trout still spawn
By the bend—wilt thou meet me there?

—Ira B. Lykes



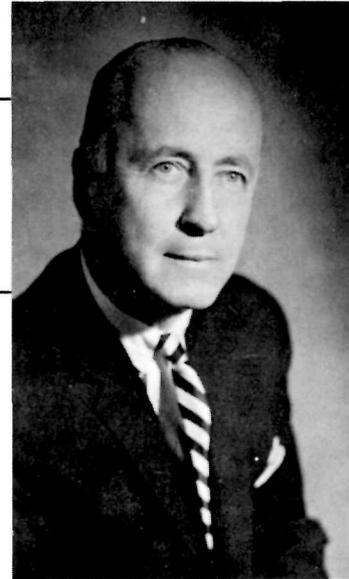
Guest editorial -

IT'S TIME FOR BETTER MANAGEMENT OF RESOURCE INFORMATION

by JOSEPH PRENDERGAST

Executive Vice President

National Recreation and Park Association



*K*eeping abreast of one's specialty, as Dr. Bates has indicated in his article in this issue of *TRENDS*, can be a difficult and time-consuming job. It is, of course, by no means a problem confined to mineralogists, such as Dr. Bates. The information explosion has deluged nearly everyone. The research worker must stay on top not only in his field but in many related fields as well. And research itself becomes a futile and meaningless exercise if its findings are not publicized and put to use.

The extraordinary team efforts behind this Nation's space exploration program were possible because of the sophisticated management of the flow of information among research workers. Mathematics, chemistry, physics, electronics, metallurgy, biology, and many other fields were called upon for inputs.

Outer space may have tremendously greater and more complex information requirements than other fields, but even the more ordinary problems most of us deal with require information drawn from many areas of specialization.

The immense growth in activity in the parks and recreation field in the past two decades has, for example, brought about an enormous problem of communication. In part, this problem is a reflection of the increase in virtually all kinds of published materials. Anyone really interested in seeing what is currently available in written form on outdoor recreation topics would find it necessary to examine in a systematic way more than 300 journals and periodicals.

Perhaps, an even greater contributor to this communication problem has been the entrance of persons into the recreation arena from a variety of backgrounds and disciplines. Many Federal and State agencies, with a primary orientation toward other objectives, have programs in outdoor recreation. Professional employees in 40 occupation categories are now helping satisfy this country's growing and varied outdoor recreation needs. These factors and undoubtedly many others have contributed to what has been termed an "outdoor recreation information crisis."

To the general public, libraries too often connote drowsy, quiet retreats where the scholar may search in leisure for the materials he needs. Working libraries today do not fit this description, but even so, librarians must continue to take increasingly aggressive action. Not only must they acquaint their clientele with the services they can render,

but they must be in the forefront ready to pick up the newest methods of handling, classifying, storing and retrieving information and technical literature. Libraries must not be permitted to become dead storehouses of information. They are today more than ever before, an essential partner in research and in the dissemination of research findings to users.

In the field of recreation, this is a particularly important need. It would be inefficient and expensive if every library attempted to undertake this work but there should be one place where this is done. To my thinking, the logical solution is the establishment of a partnership between the Bureau of Outdoor Recreation and the Department of the Interior Library to provide this service.

The Outdoor Recreation Resources Review Commission was in a particularly good position to see this problem and its increasing dimensions. One of the functions it spelled out for the new Bureau of Outdoor Recreation which it was recommending was that of providing a clearinghouse for information. The Bureau's Organic Act again thrust it into the central core of this communication problem. The language of that Act gave the Bureau of Outdoor Recreation the responsibility to "assemble information concerning outdoor recreation," and to disseminate it.

The Bureau itself could well be its own best customer for a service which could readily provide an orderly and systematic flow of information. It has responsibilities for maintaining a continuing inventory and evaluation of outdoor recreation needs. It must also stand ready to provide technical assistance and advice to various groups. But it is difficult to give such advice if there is not an effective means of marshalling existing information at a given moment. The Bureau also has education and research responsibilities which require ready access to information or research completed and underway.

A smoothly operating system of information handling, able to serve the entire recreation fraternity is not a luxury — it is a vital necessity if we are to find our way through the maze of materials relating to outdoor recreation.

Joseph Prendergast



WHAT MAKES CONSERVATION TICK ?

by HOWARD J. GROSSMAN ●

The image of wanton destruction of North and South America's resources is being thrust aside by a giant conservation movement which has still to reach its peak. "God's own junkyard," as architect Peter Blake has characterized this tumultuous land, is in fact, changing its face, as the mainstream of conservation makes monumental inroads on the landscape. Nature has placed her protective mantle upon the physical features of America by combining and stretching permanent vistas from Algonquin Provincial Park to the giant redwoods of California, to the boundaries of Chapultepec Park in Mexico. The danger signal has been sounded many times, and now the conservationists have spread throughout the lands to act as the agents of beauty.

Conservation has been synonymous with preservation. In practice, this has been partially true. Not only does the conservationist preserve lands, water, fish, game, etc., but he allocates natural resources to provide the utmost in land creativity. In many ways, the professional conservationist fulfills the role of the city planner, only his role is for open rural and wasteland areas, rather than the older cities and burgeoning suburbs.

Our vanishing natural resources in the form of landscapes, shorelines, deserts, animal life, etc. have all been the topic of citizen preservation movements. Aside from the hundreds of local conservation agencies striving to protect the suburban and rural landscape from the thunderous propensities of land development consumption, there are at least 100 national and international organizations devoted to preservation. The vigorous and perhaps triumphant procession through the mainstream of history may be the transfer of land in its natural state from one generation to another. Land conservation and its associated feature, wildlife control, are the central visible, viable elements which can be the chief instruments for truly creating a future worthy of our heirs.

The outpouring of man's struggle to preserve not only himself but the remnants of nature is almost without equal. It is as if the whole planet recognized within a span of relatively few years (the twentieth century) that the restful future of our lands is solely based upon a reasonable and responsible approach to conservation and land development. In the final analysis, we do not lack for organizations. We may lack for time.

The cry of the wilderness has been heard not only by mas-

sive citizen groups throughout our nations and the world, but by government, industry and the other great movers of our time.

Private industry not only supports many local foundations interested in conservation, but extends nationally in interest and scope. For example, the American Motor's Company runs a conservation awards program which consists of ten awards to professional conservationists and ten awards to non-professional conservationists. Director Ed. Zern states that "the purpose of the program is to call attention to the work of those whose contributions would ordinarily not receive much public notice, if any, and thus to emphasize the nature and scope of modern conservation activity and the interrelatedness of its various branches."

Industrial decentralization into the suburbs has more and more led to the development of low slung, highly stylized construction. With this trend has come a great concern for expressing the product of the organization whether it be physical or mental, in a green and naturalistic setting. In many respects, the industrialist has shown far greater foresight in his selection of sites in terms of conservation than has the residential developer.

The National Wildlife Federation, the Canadian Wildlife Federation and the Fish and Game Department in Mexico are organizations devoted to protecting the wildlife of our nations. Their pamphlets and booklets generate a wide interest in conservation.

● Howard J. Grossman is a native of New York City but moved with his family at an early age to Lakewood, N.J. where he received his public school education. He earned his BA in Economics-City Planning at Rutgers University in 1956, and his Masters degree in Public Administration from New York University. He is presently doing graduate work toward a PhD at the University of Pennsylvania.

Mr. Grossman is presently Assistant Director of the Montgomery County, Pa., Planning Commission with offices in Norristown. He is a member of the American Institute of Planners, the American Society of Planning Officials, the American Society for Public Administration, and the National Writers Club.

A regular column in the Montgomery Post bears his by-line.

The Society of American Foresters is a professional organization with many members in the United States and Canada and over 300 members throughout South America. The Soil Conservation Society of America, international in scope; The North American Wildlife Foundation serving both Canada and the United States; the National Audubon Society, international, all further the work of conservation. The list is endless, but two organizations deserve special mention.

The Sierra Club publishes one of the most beautiful and articulate magazines within the conservation field. Its leadership in sparking the study and protection of scenic resources through research, books, articles and sectional chapters across the United States is, perhaps, unchallenged.

One of the most recent and exciting additions to the conservation field has been the development of the World Wildlife Fund. Originated in 1961, the Fund provides grant-aids to organizations which by location, facilities and authority are in the best position to carry out programs for preserving wildlife species threatened with extinction. This has or will include the everglades kite, California condor, polar and grizzly bear, ivory-billed woodpecker, Puerto Rican parrot, the Arabian oryx, white-winged dove and others. The projects of the World Wildlife Fund are carried forth not only in the Americas but through British, Dutch, German, Austrian and Swiss appeals. Grants have been made to areas within Africa, southeast Asia and South America for the preservation of species.

The Fund supports the International Union for Conservation of Nature and Natural Resources (IUCN), an independent international body. Its main purpose is to promote or support action that will ensure the perpetuation of wild nature and natural resources in as many parts of the world as possible. Some 260 organizations from 60 countries are members of IUCN and of these, 17 are governments.

In the latest move to foster a permanent conservation process in the United States, a national shrine to the memory of its greatest conservationists has been proposed at the confluence of the Mississippi and Minnesota Rivers near St. Paul. The shrine would be, in the words of Minnesota's Governor Karl F. Rolvaag, "comparable in many ways to the National Baseball Hall of Fame and Museum at Cooperstown, New York." The shrine will be a conservation center for all of North America.

The greatest test to the promise of a better civilization lies within the kingdom of nature, balanced and tempered by man's attempt to govern and live with himself. The following excerpt from a speech by the late President John F. Kennedy should apply to all on the American continents: "The American people are not by nature wasteful. They are not unappreciative of our inheritance, but unless we as a country, with the support and sometimes the direction of Government (work) with state leaders, with the community, with all our citizens, we are going to leave an entirely different inheritance in the next twenty-five years than the one we found."



The Green Lane Reservoir - a prime example of open space.

Statement made at Governor's Conference on Beautification, April 8, 1966, by Richard A. Moore, Head of Landscape Architecture, NCSU.

... ON BEAUTIFICATION

by RICHARD A. MOORE ●



It has been said that beauty is in the eye of the beholder, an age-old truth not often appreciated. Beauty is surely a sensory experience. We see, hear, smell, taste, and touch; and if pleased, we call it beautiful and are the better for it. Every person whose senses are operative has the capacity to perceive beauty. Every person deserves the opportunity and has the right to expect that the public environment will provide that opportunity.

All sensory experiences, whether beautiful and satisfactory, ugly and unsatisfactory, or indifferent have an important bearing on the emotional, psychological and physical well being of people. Sensory experiences are directly related to the health, welfare, safety and morals of people.

There can be no fruition to the search for individual happiness unless this fact is recognized, accepted, and made a part of the legal and regulatory machinery of society.

Our town and countryscapes have deteriorated to the threshold of intolerance. In our headlong, frantic, ebullient pursuit of individual wealth, happiness, and national identity, we have overlooked the aesthetic function which is not only necessary to achieve true happiness, but also vital to maintain continued social and even material progress. We have adolescently eaten our dessert and ruined our appetite for more substantial nourishment. We have indiscriminately, expediently, and stupidly exploited the land and its resources. Our cities are models of inefficiency and paragons of ugliness. We are caught in a death spiral which threatens to destroy not only the inherent wealth and beauty of our country, but the chance for more enlightened future generations to resolve the environmental issues. Democracy, historically, has not yet produced a fit environment for all its people. Indeed, it has encouraged the opposite by allowing individual irresponsibility.

Irresponsibility and beauty are incompatible.

Greed and beauty are incompatible.

Expedience and beauty are incompatible.

Apathy, indifference, ignorance, and selfishness are incompatible with beauty; yet combinations of these terms could be justifiably used to characterize the prevalent attitude of almost every segment of our 20th Century American Society. Because we are apathetic, indifferent, or ignorant, we are subject to exploitation by greedy, irresponsible, and selfish minorities.

Government in this country represents. It is not surprising then to find the same terms applicable to a large percentage of elected officials and their appointees.

North Carolina is beautiful — except where large groups of North Carolinians live.

North Carolina is unique — except where North Carolinians congregate or move across the face of the land.

The question of this conference seems to be: How can the inherent beauty and unique qualities of North Carolina be preserved, enhanced, and reflected for greedy, irresponsible, apathetic, indifferent, selfish and sometimes ignorant people, often represented by elected officials who are greedy, irresponsible, selfish and sometimes ignorant — but always, sadly, industrious and clever.

It this is the right question, the answer is obvious; it cannot.

We cannot have beautiful downtown areas if we and our representatives choose to festoon the thoroughfares with the litter of public utilities rather than bear the cost of correcting such an offensive mistake.

We cannot have beautiful urban centers if we and our representatives allow greedy, narrowminded and short-sighted merchants to dictate and create our urban environment, unguided, uninformed, and uncontrolled.

We cannot have a beautiful countryside if we and our representatives prefer exploitation and misuse of public thoroughfares by greedy, irresponsible, and arrogant commercial enterprises, rather than effective, efficient, safe and beautiful arteries of communication.

Richard A. Moore is Associate Professor of Landscape Architecture and head of the Department of Landscape Architecture at North Carolina State University School of Design. He earned his BS from the University of Missouri in 1951, and a MLA from the University of Oregon in 1957. He taught at the California State Polytechnic College, 1957-1961, and was Principal, Environmental Planning Associates, Pomona, Calif., 1957-1961. He has a private practice in North Carolina in addition to his teaching. Mr. Moore won the Seattle Civic Center Fountain Competition for the Century 21 Exhibition. He is a member of the American Society of Landscape Architects.

Beauty must become a by-product of every social activity. Beauty cannot be applied cosmetically to disguise the manifested ugliness of a society whose value system precludes beauty as a legitimate function of everyday life.

Ugliness is a symptom of a sick society. The illness will not be cured by an occasional aspirin. It must be attacked at the caustic level. The values of future generations must include a basic awareness of the fundamental need for sensory satisfaction.

To achieve this, our primary effort should be to incorporate the aesthetic function into the basic values of society. Some rudimentary steps should be taken immediately.

1. Elementary schools should incorporate formal instruction in environmental appreciation.
2. Statewide adult education designed to inform the voter of the condition of the environment, consequences of potential action and the need for public support should begin on a massive scale. This should be handled through the higher education system to minimize political manipulation.
3. The state should, through its commissions and agencies, begin to assist urban areas which demonstrate willingness to relocate power and telephone lines and equipment; acquire off-street parking facilities and reorganize traffic; acquire open spaces; preserve existing ones, etc.
4. The State should recognize the rights of the majority and offer positive and effective measures to restore or preserve the visual amenities of all state highways.
5. An inventory of the natural, historic, and unique qualities should be initiated at every governmental level.
6. Maximum advantage of existing federal programs designed to assist local governments should be taken.

Even these simple beginnings seem to us inured of the importance of money — to be difficult and expensive. They are nonetheless obligatory. It is time to pay the piper.

This conference is concerning itself with what should be done with the spaces, places, and areas which are left after the architects, builders, and others who deal with minutiae of the environment are finished. The sum total of this variety of constructional modifications, the spatial remnants which they define, and the blessedly undisturbed lands remaining are what I call the landscape. Where is the person who by interest, training, and competence has the capability to comprehensively evaluate this landscape? At present this role is most nearly filled by the landscape architect.

While beautification and a concern for the heritage of future generations has only recently been of national or statewide concern, the landscape architect has for over one hundred years doggedly maintained the candle of hope for a beautiful environment in the window of the future. It would be ironic, sad, but not entirely without precedent if their proven steadfastness were to be now forgotten in favor of the Johnnys-come-lately, riding the crest of a fashionable and potentially profitable wave of proper indignation over the condition of our environment. The landscape architect is to the landscape what the architect is to a building. He is the translator of physical and social function into forms which are not only utilitarian and economic, but also pleasing and stimulating to the senses — in other words, beautiful.

The landscape architect is not a beautician charged with the correction or disguising of other peoples' mistakes. He functions best as a physician in that he deals with causative factors rather than symptoms. The landscape architect must be included and have a predominant role among the design team at the primordial decision making level.

Design is a critical link between abstract decision and physical reality. Laws, regulations, customs, tradition, philosophy, and planning will not produce a satisfactory environment unless there can be an expression in physical terms which communicates satisfactorily with people. I cannot stress this point too strongly.

Design and designers must now come forth with proper recognition and proper respect and be heard like the voice of the turtle throughout the land. Every governmental agency at every level must begin to utilize the unique qualities of the designer to assist not only in design implementation, but in decision making.

The design professions, especially landscape architecture, must stand ready to accept this responsibility. As a beginning, I propose that there be a State Commission of Design which would be charged with consulting with all other agencies of the state so that no major decisions be made without benefit or awareness of design considerations. I also propose as a beginning that all state officials, elected and appointed, be given an adequate short course in the nature of the physical processes.

In summary, I suggest an enlightened populace, enlightened representatives, and highly qualified specialists and designers. If we achieve the first, the second will occur and utilize the third to produce the beautiful towns and countrysides we all desire.



Ugliness is a symptom of a sick society.

Dr. Thomas F. Bates, science adviser to Secretary of the Interior Stewart L. Udall, gave his address before the Natural Resources Librarians' Roundtable in Minneapolis, Minnesota June 2, 1966.

NATURAL RESOURCE LIBRARIANSHIP IN A NEW ERA

It is a pleasure to be invited here to meet with you tonight because of the opportunity it affords me to share some of the concerns that we in the Department of the Interior--like others in your Federal establishment--face in working with and trying to find logical solutions to the problems of our natural resources.

It is not that these problems are new ones, many of them have been around a long time. Rather it is because, first, many of them have attained a size, a complexity, and urgency that permits of no further procrastination in facing up to them; and second, over the last five years the American public has given clear and definitive mandates to our representatives in Congress and our Presidents to take action. In response what could be clearer, for example, in its intent and purpose, than the following challenge from the President's recent message to the Congress on Preserving our Natural Heritage:

"Let us proclaim a creed to preserve our natural heritage with rights and the duties to respect those rights:

- The right to clean water — and the duty not to pollute it.
- The right to clean air — and the duty not to befoul it.
- The right to surroundings reasonably free from man-made ugliness — and the duty not to blight.
- The right of easy access to places of beauty and tranquility where every family can find recreation and refreshment — and the duty to preserve such places clean and unspoiled.
- The right to enjoy plants and animals in their natural habitats — and the duty not to eliminate them from the face of this earth.

These rights assert that no person, or company or government has a right in this day and age to pollute, to abuse resources or to waste our common heritage."

What could be clearer than seven acts of Congress in the last three years requiring appropriate action for clean air, clean water, proper solid-waste disposal, more modern administration of public lands, and more adequate financing of Federal recreation and park areas? And not only the Federal establishment but the States have been responding to the mandate, for what could be clearer to the operator of a coal mine in my home State of Pennsylvania than the State legislation that will close his mine next January 1 unless he has State-approved plans showing how he is going to neutralize the acid mine water flowing from it? We no longer have to look to the handwriting on the wall because the words are right in front of our noses in bold, black type in our law books, our newspapers, and even our trade journals.

by DR. THOMAS F. BATES ●



● Thomas F. Bates, Science Adviser to the Secretary of the Interior, holds a PhD in geology from Columbia University (1947). His Government duty is being performed while on leave from Pennsylvania State University where he is Assistant Vice President for Research, Assistant Dean of the graduate school, and Professor of Mineralogy.

Dr. Bates, when on campus, supervises eight research institutes as Director of the Pennsylvania State Institute for Science and Engineering. Born in Evanston, Ill., in 1917, Dr. Bates joined the Pennsylvania State faculty in 1942.

The handwriting has moved from the wall to the printed page not because of the perspicacity of our statesmen and lawmakers — although their foresight and role cannot be disregarded — but because the American people have willed that it be so. And in doing they have willed themselves into a new era, one in which they no longer intend to live “off the land” but desire rather, to live with it. Rivers, lakes and bays have served long enough as garbage disposals and the people intend to use them again for swimming, boating and aesthetic enjoyment as well as for economic and healthful sustenance. Americans have decided that the lands can be restored for future beneficial use after the ores have been stripped from beneath them. They have decided it is not man’s destiny to suffocate himself in his own wastes.

Having made these, and other decisions, the American people face the problem of taking the right scientific, technical, social, legal, and economic actions to put the decisions into effect. And this, of course, is where you and I, and others with responsibility in the Natural Resources area, come into the picture. For just as it is up to the legislators to put the will of the people into words, it is up to the scientists, engineers, economists and lawyers to translate the words into action; and up to you, the librarians, to keep all of us adequately and most efficiently informed as to how best to do it.

In order to assess the natural resource problems of the present and the future, let’s look for a minute at where we’ve been, how we got this far, and the changing patterns. There are many yardsticks we could use, but I will use the two that occupy much of my time these days, science and politics (— transcribed, however, for purposes of this presentation into research and legislation).

Legislation concerned with the use and conservation of public lands goes back to the days of the colonies when restrictions were set up against reckless treatment of forests and needless destruction of the wild game, both of which were essential to the early settlers.

Thus, from the very beginning, the Federal Government was required to assume responsibility for the public domain, a vast repository of natural resources. As the Nation grew and acquired additional territory, all of which was originally public domain, the problem was a continuing one.

In 1812 the General Land Office was established in the Treasury Department and assumed trusteeship of the immense holdings of the public domain, which at that time included all the lands beyond the boundaries of the 13 original States. The office disposed of these lands with a generous but not always prudent hand, to the dismay of men like John Quincy Adams, the former President and later Member of the House of Representatives. The abuses of the early land disposal system reached a peak between 1850 and 1871, when an area larger than France, England, Scotland and Wales was granted to the railroad companies.

As a result of the Western Surveys of King, Wheeler, Hayden and Powell, large areas of the Rocky Mountain region, the Colorado Plateau and the Sierras became known to the public. The geographic and other explorations of these early investigations opened new regions to settlement and exploitation. One of the most notable scientific achievements of this period was publication of John Wesley Powell’s Report on the Lands of the Arid Regions of the Western United States, 1878. This report laid down principles for the settlement and use of the lands west of the 100th principal meridian including the development of irrigation agriculture. It was also instrumental in stimulating creation of the Geological Survey. Much of Powell’s advice was neglected,

because it ran counter to the popular trend of land exploitation of the time, but it was eventually recognized as the basis for the Newlands Act which created the agency now known as the Bureau of Reclamation. Of Powell’s monumental report, the historian Bernard De Voto has said: “In the whole range of American Experience from Jamestown on there is no book more prophetic.”

The shocking abuse and mismanagement of resources that occurred during the period of westward expansion ultimately led to the formation of a bloc of scientists and scholars who were greatly influenced by the work of men like George Perkins Marsh and the forestry scientists of Europe. These men eventually laid the foundations of “The Conservation Movement,” which was a dominant political force during the administration of President Theodore Roosevelt.

It was by order of this great Conservation President that the Inland Waterways Commission was created ostensibly to investigate ways and means of increasing inland navigation in order to supplement the severely overloaded railways, then unable to move grain and other cargo from the Midwest to the South and East. The Commission fortunately went far beyond its original charge and viewed river basins as natural functional units of the landscape, considering the river and surrounding land as organic whole. The Commission formed the basis for comprehensive planning of water and related land resources, considering many topics that failed to receive attention until many years later — soil erosion, relation of vegetation to moisture control, fish and wildlife, water pollution, and others which now have become major elements in the conservation planning process. The Commission’s report, in fact, established the major directions for conservation in the 20th Century.

In other actions during the 19th and early 20th Century too numerous to detail, authorization was provided for a national forest system, wildlife refuges, preservation of historic sites and formation of the National Park Service to put under single management numerous important parks already set up. Migratory birds, fish, and wildlife became matters of national concern and attention, and legislation in these areas was greatly strengthened during the New Deal when “resource development” was the keynote.

Secretary Udall in his book “The Quiet Crisis” relates a warm episode which illustrates Franklin Roosevelt’s concern for wildlife. In the words of the Secretary: “Nothing better illustrates FDR’s intimate interest and flair for dramatic intervention than an incident that occurred a week before the attack at Pearl Harbor. He had received protests from conservationists that a proposed army artillery range at Henry Lake, Utah, might result in the extermination of the trumpeter swan.

“Roosevelt responded with this memorandum for the Secretary of War:

“Please tell Major General Adams or whoever is in charge of this business that Henry Lake, Utah, must immediately be struck from the Army planning list for any purposes. The verdict is for the Trumpeter Swan and against the Army. The Army must find a different nesting place!”

This was the situation when, after World War II, the Nation took stock of its natural resources and the legislation enacted to protect and conserve them. Had he been alive, Theodore Roosevelt might well have been proud of the record: the number of parks and monuments, the bird and game laws, soil conservation and erosion control measures, and the fantastic development of the West because of water control and irrigation measures initiated during his term of office. But he

would most certainly have observed also that some of the most important recommendations of his Inland Waterways Commission had been given little if any attention in the intervening 40 years. The omission of appropriate corrective action to control water pollution would have been most evident.

With the enactment in 1948 of the first Federal statute concerned with water pollution — the Water Pollution Control Act — and more particularly with its later amendments of 1956, 1961, and 1965 a new era in the character of conservation legislation was initiated; an era where, for the first time, the concern is for the total environment and where the emphasis is on quality as well as quantity. Indeed, the light has finally dawned that one way to help provide for sufficient quantity is by improving the quality of that which is already available. After all, it seems pretty ridiculous for New York City to lack for water with the Hudson flowing past its doorstep. But as we all know, the Hudson (— and the Delaware, and the Potomac, and the Connecticut, and so many others—) is not just good, clear drinking water, it is an aqueous suspension of everything but the kitchen sink.

In addition to specific legislation on water quality, we now have the Water Resources Research Act of 1964 which provides Federal financial assistance to support Water Resources Research Centers at State Land Grant or other designated universities in each State and in Puerto Rico. This Act enlists the scientific resources of our universities for the purpose of mobilizing their talent for work on the critical water problems of the United States.

In 1965, the Water Resources Planning Act was approved, bringing to maturity many of the recommendations of President Theodore Roosevelt's Inland Waterways Commission of 1908. This Act established a cabinet-level body, the Water Resources Council, and provides for the establishment of commissions to plan in a comprehensive manner the water and related land resources of all important river basins of the United States.

Air came into the legislative picture in 1963 with the clean air act which is the first attempt by the Federal Government to provide for the control of air pollution. An amendment to this Act, the Solid Waste Disposal Act of 1965, gives recognition for the first time to the problem of the disposal of solid and often indestructible wastes. The Act authorizes research into methods of reducing and utilizing solid wastes, particularly metals such as those in abandoned motor vehicles.

Accompanying these measures designed to restore and preserve the quality of your environment and mine, have been several others — in this same short period — designed to help assure the best use of that environment for the benefit of all. And so as a result of the work of the Outdoor Recreation Resources Review Commission, a Federal policy on the role of government in providing planning and acquisition of recreational opportunities emerged in 1962. The next year the Bureau of Outdoor Recreation was established in the Department of the Interior. To help provide funds the Land and Water Conservation Act was approved in 1964. The Fund establishes a system of user fees at most Federal recreation areas, the proceeds of which are to be used to provide grants to the States and to Federal agencies for planning, acquisition and development of recreation opportunities. Funds are also derived from the portion of the Federal gasoline tax on motor boat fuels, and from the proceeds from the sale of surplus Federal properties. Thus, for the first time, a fiscally sound method of providing much needed land and water areas is provided in a manner that does not burden the Federal Treasury. It is probably the only way in which the funds could be provided under present

budgetary strictures resulting from our involvement in Vietnam.

Finally a long felt need for a study of the broad problems of the Federal ownership of lands was met with passage of the Public Land Law Review Commission Act of 1964. The Commission, composed of Members of the Senate, House and the public, and a technical staff, will review the complex statutes relating to the public lands, including controversial mining and mineral leasing claims, and recommend to the Congress legislation to modernize the administration of these lands. Among the urgent problems is a decision as to the lands that shall be retained in public ownership and managed for conservation purposes, and those that should be disposed of for urban, industrial and recreational development or exchanged for other lands. The Act proposed to study the public lands in relation to their use for maximum benefits rather than mere "locking up" of inherently valuable resources.

And so, as I mentioned earlier, in a few short years we have signed into law an abrupt change of direction for present and future generations. Our fathers could extract the ores and build the plants without being responsible for the state of the land, the air and the water about them. Without their efforts America would not be the powerful, affluent Nation that it is. To keep it that way our sons must continue to extract the ores and build the plants but with responsibility for the land, air and water about them — a vast difference, and one (I might add) that will show up in your pocketbook and mine.

Let's now switch for a moment to the other yardstick I would like to use to measure our changing times — the nature of research and research funding. We can take a shorter perspective here because changes have been rapid, and since many of you are close to research endeavors I will not bore you with details with which you are familiar.

Before World War II the university researcher was pretty much on his own, depending, for what little support he got, on the largess of his university or his own ability to help meet the research needs of industry. In Land Grant Colleges agricultural, engineering and mineral experiment stations provided funds for the accomplishment of fairly specific tasks.

You can well imagine the pleased surprise — often astonishment — when these scientists found after the war that the Office of Naval Research and later the NSF was willing to fund those with good proposals to the tune of thousands of dollars a year to engage in research of their own choosing and to train graduate students in the process.

Toward the end of the 50's there came a change of emphasis, ushered in by the appearance, literally "on the horizon," of Sputnik. Team research, common during the war, had never completely disappeared and now it came roaring back. A fair number of professors discovered — again somewhat to their own surprise — that they did after all have something in common with their university president, namely fundraising and program coordinating abilities and so research administrators became common. The university research spectrum broadened to include groups of researchers and their students sharing common facilities and supported by so-called block funding from mission oriented agencies, especially the Department of Defense, AEC, and NASA. Almost simultaneously came institutional, traineeship, and facility grants to the universities themselves, until now in a big university, it takes a small army of accountants, purchasing agents, VPs and Assistant Deans for Research, Fellowship specialists, architects, and contract experts to keep the place in tune with Washington.

The escalation has come so rapidly in recent years the

pattern becomes fuzzy, but relative to your responsibilities, one most important trend has become quite clear: that of interdisciplinarity; or put in another way, the emphasis on subject matter areas rather than disciplines. Physicists, electrical engineers, metallurgists, ceramists and geochemists lose some of their identity in team efforts in materials research. Geologists, civil engineers, agronomists, chemists and biologists join in various combinations as water experts. Chemical engineers, foresters, entomologists, meteorologists, and political scientists work together on air pollution problems. Business experts, educators, economists and psychologists find themselves together in Human Resource institutes.

Here is where our two yardsticks become one, for just as the legislation has proclaimed a new era in concern for the environment and more efficient use of our natural resources, the development of interdisciplinary research efforts provides part of the mechanism necessary for the implementation of this legislation. How do we get clean river basins? It will be difficult in any case, but without an interdisciplinary attack, it would be impossible. Clean air, clean water, proper distribution and use of recreation areas, reclamation of junk autos and other solid wastes, exploitation of ocean resources — all demand the team efforts of engineers, physical and social scientists, economists, lawyers, and librarians, who are proud of disciplinary dedication and training, but anxious to work together to solve interdisciplinary problems.

What does this mean to you as librarians? What impact will this have on your work 5 years from now as compared with 5 years ago? You can judge this better than I and indeed some of your discussions are tuned to these questions. But perhaps, since I am a library user (and as such I assume that one of your aims is to assist me) let me tell you what I think I will be wanting from you.

As a scientist working in a particular research field it is vital that I keep abreast in my specialty, mineralogy. I know many of the people in the field, most of the journals, books and other information sources. I need an adequate library where I can browse as necessary to keep up with this literature as it relates specifically to my research interests.

But now, as a mineralogist specializing in the study of clay minerals, I become involved in an interdisciplinary effort in air pollution research. Clay and dust particles are part of the problem, but we are now also concerned with dynamics of the atmosphere, photosynthetic production of smog, toxic effects on vegetation, medical effects, economic cost benefits of alternative solutions. Help! True, I can turn to my colleagues for assistance, but what can you, the librarian, do to help me get tooled up in these related fields where I may not even know the vocabulary. Will you be able to put me into a system — either human or machine — that will give me an informed yet rapid choice of appropriate documents and, on short order, the documents themselves or copies or films thereof! To put it in general terms, will you — the natural resource librarian — be able to efficiently provide your natural resource scientists with appropriate material on the non-scientific (i.e. economic, political, legal) aspects of his subject: and with equal efficiency provide the economist, statesman and lawyer appropriate scientific and engineering information on the resource?

But now, to further confuse the issue, I decide to put on my research administrator hat and turn to the evaluation of a proposal in an area close to but not directly in my field. It would help to know who published what on the subject last year as a check on the author's literature review statement. In another instance, perhaps I am wondering whether my research group should prepare a proposal on a certain topic.

What can you do to help me PERC the subject? Or, on still another administrative task: before I approve the funding for a project I must know whether it duplicates other research just completed, in progress, or proposed elsewhere. What can you do for me?

Am I being unfair or uninformed, in going to the library for help in some of these areas? You have a perfect right to ask: "Can a library be all things to all people?" As individuals you may well go home at night wondering: "Am I a specialist providing natural resource information to those who need it; or am I a specialized generalist providing my natural resource specialist with all the necessary information in related areas; or am I a generalist providing anyone anything I can lay my hands on?"

My answer is that as individuals we cannot be all things to all people, but hopefully in the information field the library system can and must attempt to do just that. To me a complete library is not just a collection of books; it is the original and hopefully the ever-lasting information retrieval, storage, and dissemination center. It is the repository of the ideals and ideas that catalyze the mind. Information is its business. The library must be passive and quiet for those who wish to browse, active and noisy in pushing its services at the reticent or uninformed. It must be as modern as the age it is trying to serve, taking advantage of every innovation of science and engineering that will improve its efficiency and usefulness.

As Natural Resources Librarians you are in the best of positions to help the American people — and their representatives in the body politic, in science, engineering, economics and law — turn the corner into the new era of environmental quality and resource reclamation and conservation. Indeed if your increasingly efficient help is not forthcoming, we may become mentally buried in our own literature faster than we become physically buried in our own wastes.

Natural resources legislation of the last five years has pinpointed and cornered our adversary. The interdisciplinary method of attack has been shown to be effective. All that remains is to come out of the stacks fighting.



Padre Island

NATIONAL PARK WILDERNESS PLANNING PROCEDURES

It is timely, I believe, to reiterate in one document the historic role of this Service in wilderness management and the administrative procedures that have been established for the designation of proposed wilderness areas in the National Park System as required by the Wilderness Act.

The purposes of the Wilderness Act are supplemental to the purposes for which national forests, national parks, and national wildlife refuges are established and administered. We welcome the added strength which legislative identified national park wilderness areas will now give to our continuing programs of park management.

From the time Yellowstone National Park was established in 1872, a wilderness preservation system has existed in the National Park System. The wilderness concept has undergirded the management of national parks for nearly a century. Moreover, the national park movement has itself been a focal point and fountainhead for an evolving wilderness philosophy within our country.

The basic philosophy influencing the use and management of the parks is one of preserving large areas of wilderness, while at the same time providing it with a surrounding natural setting — or environment — or “wilderness threshold.” It is a fundamental tenet of national park management, also, that where other uses have impaired past wilderness values, the national parks are managed to restore the wilderness character of areas by the removal of such adverse uses.

It is essential to keep this background in mind as we now plan for specific areas within national parks that will henceforth be identified legislatively as units of the recently authorized National Wilderness Preservation System under the Wilderness Act. For, to assume that the Wilderness Act establishes new standards and new criteria for national park wilderness, replacing the old and time-tested wilderness standards and criteria of the National Park Service, would jeopardize the whole national park concept. The Wilderness Act recognizes this all important point when it provides specifically that “Nothing in this Act shall modify the statutory authority under which units of the National Park System are created. Further, the designation of any area of any park...as a wilderness area pursuant to this Act shall in no manner lower the standards evolved for the use and preservation of such park...in accordance with the Act of August 25, 1916, the statutory authority under which the area was created...”

Another point is important: It is not contemplated by the Wilderness Act that all “wilderness; in the National Wilderness Preservation System is to be managed alike. The Wilderness Act recognizes the differences in the management practices of the various Federal agencies charged with the administration of lands to be included in the National Wilderness Preservation System. For example, the Wilderness Act provides for certain multiple uses in wilderness



by GEORGE B. HARTZOG, JR.

Director, National Park Service,

United States Department of the Interior

areas managed by agencies other than the National Park Service, such as existing grazing; mineral prospecting and mining until 1984 (with authority to construct transmission lines, water lines, telephone lines, and utilize timber for such activities); and, water conservation and power projects as authorized by the President. No such lowering of park values is contemplated by the Wilderness Act within the areas designated as national park wilderness or on the remaining park lands not included within the wilderness designation. Accordingly, the status of National Park Wilderness remains unique, for wilderness management in the parks does not compete with any other resource use.

The Wilderness Act requires that areas recommended for designation as “wilderness” be defined specifically. To do this, there must be something definite on which to base wilderness recommendations. Such recommendations can only come from a detailed knowledge of the land, its capabilities, the natural and cultural values found on it, and the regional factors that influence its management.

It has long been the practice of the National Park Service to prepare and maintain a Master Plan to guide the use, development, interpretation, management and preservation of each particular park. Graphics and narrative specify the objectives of management. These Master Plans in the true sense of the word are zoning plans, which, where wilderness is specified, provide for preserving and protecting the wilderness as a basic principle of national park management and provide for ways and means for the public to enjoy that wilderness. These Master Plans, therefore, not only define the areas for developments; they also define

the areas in which no developments are to be permitted.

Nor are these Master Plan studies limited to the specific park involved. The planning team first analyzes the entire region in which the park is located. Parks do not exist in a vacuum. It is important in planning for a park that our teams take into account the plans for and the availability of other park and recreation facilities within the region at the Federal, State, and local levels as well as those provided by the private sector. Among other things this insures the protection of the national park wilderness.

All of our Master Plan studies are made by teams whose members have many years of planning experience. Each member has a different professional background such as ecology, landscape architecture, architecture, natural history, park planning, resource management, engineering, archeology and history. These study teams frequently include outstanding conservationists, scientists and others who possess special knowledge of individual parks. We, also, consult frequently with persons outside the Service during the Master Plan study.

Master Planning requires a sound classification for the lands in a park. This is necessary not only to serve as a basis for recommending lands for "wilderness" classification in accordance with the Wilderness Act, but also for use in making other Master Plan judgments.

We use a land classification system similar to that proposed by the Outdoor Recreation Resources Review Commission and prescribed for application to Federal lands by the Bureau of Outdoor Recreation. Under this system lands may be segregated into any one of six classes: Class I — high density recreation areas, Class II — general outdoor recreation areas, Class III — natural environment areas, Class IV — outstanding natural areas, Class V — primitive areas including but not limited to those recommended for designation under the Wilderness Act, and Class VI — historic and cultural areas. Normally, a park contains lands falling into two or more of these classes.

Master Plans are reviewed by the Park Superintendent, the Regional Director, each Assistant Director of the Service and finally by the Director. The Master Plan for each National Park is also reviewed by the Secretary's Advisory Board on National Parks, Historic Sites, Buildings, and Monuments. In addition to these reviews, public hearings are held on all of our wilderness proposals. Notice of such public hearings is published in the "Federal Register" and newspapers having general circulation in the area of the park at least 60 days prior to the hearings. During this 60-day period the Master Plan documents are available for public review at the park, in the appropriate Regional Office and in the Washington Office. Moreover, public information packets explaining national park wilderness proposals are available at the same time for distribution to all those requesting them.

Comments and suggestions from the public as to the appropriateness of the proposed wilderness areas are received orally and in writing.

Comments and suggestions are summarized and analyzed as a basis for my recommendations to the Secretary of the Interior.

A brief explanation is in order as to the management of lands not included in wilderness proposals. If such lands are Class VI (historical) or Class IV (unique features), they are accorded management befitting their special significance. But, what of the other land — Class I, Class II and Class III?

Class I and Class II identify the lands basically reserved for development (existing and proposed) of administrative facilities, formal campgrounds, lodges, etc., of varying intensities. Facilities like these are needed so that the public may have adequate opportunity to enjoy and use the parks that have been preserved for them. Such appropriate developments are another means of providing service for the visitor. This is in accord with the congressional mandate establishing the National Park Service, namely:



On Mt. McKinley

Photo by John M. Kauffmann

"The Service thus established shall promote and regulate the use of the Federal areas known as national parks—to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." (Emphasis supplied.)

Development, if wisely located, designed and constructed, can serve to protect park values by focusing and directing the use of the park. For example, a road, a trail, a formal campground or needed concession facility can serve to channel use in specific locations thus preventing indiscriminate use of a larger area which could damage or destroy some of the very values for which the park has been set aside. Developments can be made to be compatible with the natural environment. Developments which are in discord with their surroundings can be avoided. It is our policy to relate all developments to an overall architectural theme for each particular park — this being but another way of assuring full esthetic consideration to the park environment.

Class III lands serve a special purpose in relation to national park wilderness. Class III identifies the natural environment category of lands. These are the lands that provide the "setting" or "environment" or "buffer" for the wilderness — we prefer to identify these lands as the "wilderness threshold." The concept of the wilderness threshold has been recognized and supported by outstanding conservationists for many years.

Class III lands also serve important research needs of the Service as well as for many independent researchers and institutions of higher learning.

The only development allowed in these wilderness threshold areas is the minimum required for public enjoyment, health, safety, preservation, and protection of the features, but even then such limited developments must be in complete harmony with the natural environment. The limited developments in Class III lands may be distinguished from those in Class I and Class II lands not only through the intensity of the developments but also by the extensiveness of the developments. For example, one-way motor nature trails, small visitor overlooks, informal picnic sites, short nature walks, etc., (in Class III) as contrasted with administrative headquarters, two-way roads, formal campgrounds with modern restroom facilities, large developed picnic areas, etc., in Class I or Class II lands.

It is in the Class III "wilderness threshold" lands, with their minimum developments, that the visitor is given a foretaste of the wilderness beyond. Beyond these threshold lands the visitor may seek the personal fulfillment of using the wilderness on its own terms with no facilities provided for his personal comfort and convenience.

This spectrum of use from the developed areas (Class I and Class II lands) to the wilderness threshold (Class III) and beyond to the wilderness provides the variety of personal outdoor experience that has moved each generation of Americans for almost a century to strengthen and expand their National Park System as the repository of the "Crown Jewels" of our nation's natural and cultural heritage. Let there be no doubt as to our determination to utilize the added support of the Wilderness Act to preserve for this and future generations these priceless "Crown Jewels."

Moreover, in accord with the spirit of the Wilderness Act and the zoning concept proposed by the Outdoor Recreation Resources Review Commission, it shall be our procedure to give 60 days public notice, in the future, of any proposed change in the designated zoning of Class I, II, and III lands



Muir Woods National Monument

NPS Photo

from that existing at the time of the enactment of the wilderness legislation with respect to that particular park. In this way we shall give a continuing opportunity to the public to submit their comments and suggestions for the management of their national parklands.

Director
National Park Service
U.S. Department of the Interior

(Continued from page 2)

PUBLIC LAND RECREATION POLICY AT THE CROSSROADS

There has been a greater emphasis in obtaining Federal funds to repair damage previously committed; there needs to be at least equal emphasis on having state and local governments, through zoning and other regulatory actions, control future use in order to prevent, or at least minimize, damage of the type that is proving costly to rectify.

In discussing the overall concept of outdoor recreation on Federal lands or under Federal sponsorship, we must not overlook the fact that in 1965 by Act of Congress recreation was for the first time recognized as a primary purpose of water resource development. I supported this legislation and believe that it is solid.

The principle that recreation is a legitimate purpose in water resources development, that it be given due weight in the economic evaluation of multiple-purpose projects, and that, as a purpose, it should assume its proportionate share of project financing is now firmly established in law and in practice. The clear identification and recognition of proportionate benefits that flow to various purposes and users, and the recognition of these benefits in investment planning, budgeting, and pricing or fee policies is an inseparable part of the multiple-use principle.

Having established this principle, it is essential that we implement it with reasonable criteria. A step in this direction had earlier been taken when the Land and Water Conservation Fund Act authorized the collection of entrance and user fees at recreation areas. No user fee should be charged unless one is going to utilize facilities that have been constructed at government cost. Having agreed on that, we still are faced with the need for the adoption of standards by which to set individual fees.

As the Public Land Law Review Commission proceeds with its studies, I, for one, will carefully scrutinize the possibility to include procedures for the Congress to exercise its oversight responsibility in the field of public land management. The controversies that erupted in many areas relative to specific fees at national parks and at reservoir projects might have been avoided had there been a more precise and systematic procedure for coordination between the legislative and executive branches.

Other aspects of the Commission's work will take us into every facet of public land use. In approaching our tasks, we start with the conviction that multiple use, by whatever name we call it, generally provides the best use for the people at large. We also start with my firm conviction, and I think that most people now agree with this position, that if we are to have less than maximum multiple use, and certainly if we are to have only a single-purpose use, the decision should be made by the Representatives of the people in the Congress. It is the Congress which is charged by the Constitution with responsibility for establishing policy concerning the use of the public property of the United States.

I think it is fundamental that if we establish a recreation area, we must provide means whereby the public can be served adequately in order to enjoy its benefits to the fullest. It is not only useless but irresponsible to say to the public that there is a recreation area but it is inaccessible, or that for other reasons it is beyond enjoyment.

Under the free-enterprise system, the ideal situation in this, as in all other primarily economic endeavors, is to offer private industry the incentive to construct and operate facilities in the parks, as well as in the monuments and the forests, and to have these facilities offered to the public at reasonable charges. But, if the situations are such that

incentive to private capital is lacking--be it a short season or the remoteness of the area--it is incumbent upon the Federal Government to provide the funds for development and then lease the facilities to private operators. This we have done at the Isle Royale National Park, Michigan, and the Glacier Bay National Monument, Alaska.

In the accessible areas where the seasons are of a normal duration, we can and should provide a climate in which private capital will be willing to undertake the burden of developing and operating needed facilities. It is unfortunate that last year when the Congress passed a bill designed to accomplish this purpose, the President, in signing it, directed that its provisions shall not be followed. His stated reason was that the bill applied only to concessioners in the national parks, and the Chief Executive wanted a study made concerning the possibility of uniformity among the various Federal agencies having supervision over recreation areas.

Assuming that we resolve the problem of financing the construction of facilities, we must still face up to the question of the extent to which there will be development. Should there be facilities that will attract and accommodate the large mass of the public, or should facilities be minimal? In this context, let us remember that one of the most forgotten findings of the ORRRC studies is the fact that the most popular of all outdoor activities for Americans is driving for pleasure. Many Americans like to walk, and many Americans like to engage in other activities. But driving is the most popular.

It is not surprising, therefore, to find that a large percentage of visitors to a recreation area do not utilize the hiking trails. The National Park Service is to be complimented for the development of a new concept--the motor nature trail and similar areas where one can drive through an area of great interest at a slow unhurried pace, just as I had the pleasure of doing earlier this year in the Great Smoky Mountains National Park. Parenthetically, in considering pleasure driving, we should not overlook the parkway and scenic road programs. I believe also that Federal and state highway programs could add much to our driving pleasures by selectively adopting standards for routing, design, and construction that will recognize this need, as well as our basic transportation requirements.

While it may be said that national parks are "single-purpose" projects, the fact is that we can develop many uses within a park without destroying its values or impairing its integrity. True, we cannot call these "multiple uses," because the term multiple use has become a term that carries with it an indication of the inclusion of uses inconsistent with national park standards.

It may be, therefore, that we need some new terminology in order to cover the broad spectrum of Federal recreational opportunities. On the uncommitted public domain lands, recreation in the form of hunting is compatible with other uses, including livestock grazing and prospecting for valuable minerals. This is multiple use of the highest order. On the other hand, in some types of recreation areas given status other than that of a national park, we may find hunting incompatible with the environment, but the creation of fishing areas fully compatible even though such fishing areas did not previously exist. Even in national parks, there are areas where grazing is not only compatible with the environment, but enhances the setting by providing an atmosphere that perpetuates the character of the park area.

Common to each of these are varied uses. I think we should strive to provide for the greatest possible amount of varied use, except in those areas where Congress specifically says that preservation in its present state should continue as a matter of national policy.

SUBURBAN RECREATION

by ERNEST M. SWANTON ●



Population

America is on the move, but to what and where? Hamlets, towns, cities and villages surrounding large metropolitan areas have been hit with a population explosion never before witnessed by mankind. The reaction by local government to handling this growth has been just that, reaction and not action. Local government has been set back on its heels in providing roads, sound-zoning policies, establishing garbage districts and lighting districts, not putting gas stations in someone's back yard and providing a playground at the east end of town to keep that civic association from jamming the Town Board room again.

Local government faces a two-sided problem while trying to catch up with the demand. Can it somehow find a way to pull ahead in sound planning so that the result is not a hodge-podge of civic association compromises? The Town of Islip, New York, felt it had the solution last year and is now well on its way to proving it.

At present, the most popular word on the suburban scene is planning. What happens to a master plan after a town adopts it? Often, it ends up in a file for reference. One major problem that occurs from this practice is the many other recommendations which have been made besides those on zoning which are lost; example, recreation and conservation.

In Islip, not only was a master plan prepared and adopted, but through the farsightedness of the recreation committee and the superintendent of the department, a program was proposed and adopted to continue on into a comprehensive plan for conservation and recreation.

In preparing such a plan, various phases had to be established for concurrent utilization to maintain public interest, for only through an interested and enlightened citizenry can such a plan be prepared and implemented. As each phase is completed, interim reports and news releases are made in conjunction with these methods. Speaking engagements were set up throughout the township acquainting the public with what was going on and how the program worked.

The phases of the program were as follows:

1. Population Analysis
2. Facilities and Properties Report
3. Land Use Study
4. Traffic Analysis
5. Geographic Districts
6. Coordination
7. Research Study
8. Recommendation Phase
9. Implementation

In America today, it would be safe to assume that 90% of suburban recreation is aimed at 35% of the population. This is primarily due to the fact that this 35% group is either organized or speak the loudest. Thus, the advent of the little league field and the swimming pool and, although they are so important to our recreation need, there is so much more which is being overlooked.

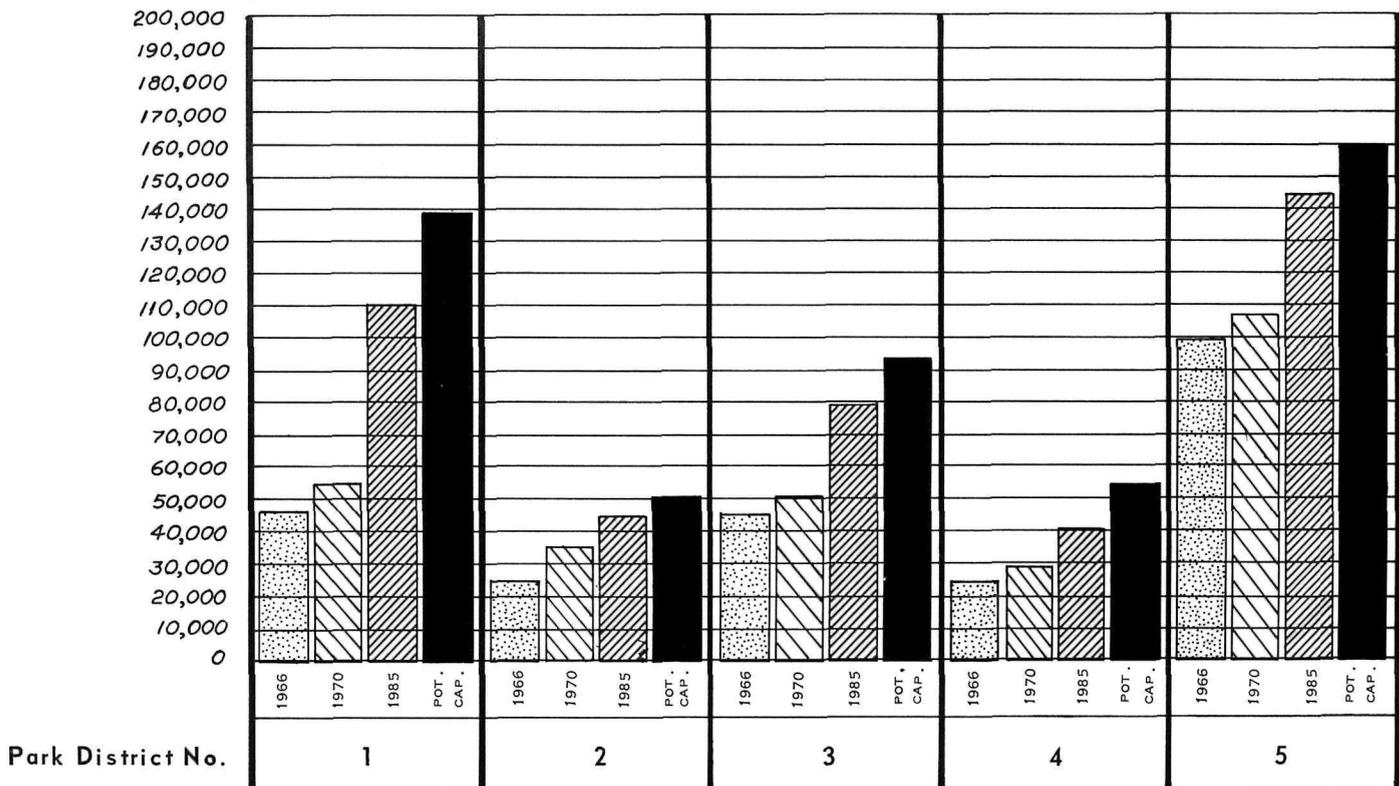
Therefore, the purpose of our population survey was not just to find out how many people there are and where they live, but how old they are and what their needs are. Example: If 10% of your population are senior citizens, then the equivalent percentage or program and facility should be devoted to them. (But, only if they want it and will utilize it. This will be discussed later under the research phase). For this study, we proceed to break down the population into various utilization groups as listed below:

Toddlers		under 5 years
Children	(young)	5 to 7 years
Children	(pre-teen)	8 to 11 years
Teenagers	(young)	12 to 15 years
Teenagers	(older)	16 to 19 years
Adults	(young)	20 to 36 years
Adults	(mature)	37 to 61 years
Senior Citizens		over 61 years

Ernest M. Swanton speaks with full authority on the subject of recreational planning. President of Recreation Analysis, Inc. of Brentwood, N.Y., his organization is at present engaged in making detailed surveys in the heavily populated areas of Long Island.

Mr. Swanton holds a certificate in architecture from Pratt Institute, is a member of the National Recreation and Park Association, the Long Island Recreation Association, and the American Society of Planning Officials.

TOWN OF ISLIP - PARK DISTRICTS
Population Projection



Facilities & Properties

Once your population is established in age groups, prerequisites can then be set up for facility and program requirements. To eliminate phenomenal duplication of effort, a coordinated study of all facilities and properties for recreation must be made at all levels within the community (Example: In one area of our State, a competition exists between the town and county to see who can erect the best and most swimming pools within the township in the shortest period of time).

Situations similar to this swimming pool competition could be readily eliminated with the proper coordination among all levels of government as to present and future construction programs and their relationship to the community. But such coordination must be initiated. A community program such as we are developing in Islip is the ideal vehicle for the implementation of this needed coordination. Our program requires the proper mapping of all publicly and privately owned land within the borders of the town as to their potential recreation and conservation utilization. To accomplish this goal, we were required to consult with many agencies of local, county, state and federal government and, therefore, able to coordinate all of the information obtained from each agency. An example of the coordination and inter-dependability which is necessary but so seldom found between different government agencies became evident when, consult-

ing with the County Planning Board as to their planned development of recreation areas, it was discovered that their present and potential population data did not supply the details we required and that their original population projections for the town were proving conservative. Due for our need for consultation at all levels, we were able to act as liaison between each and supply information too costly for each to acquire independently. A great deal of this data is being provided by local school districts who, through necessity, are annually updating population and age figures but seldom afford the time to coordinate with each other or other levels of government.

Facilities & Properties Report

(A) Existing and Planned Public Facilities (Federal, State, County and Town)

A map of all town and other government owned conservation and recreation properties was prepared. Accompanying the map was a report and analysis of each site listing present and future facilities, the area served, and the diversification of the program. (While evaluating new and existing facilities, a site evaluation sheet was developed, a copy of which is shown hereafter).



Central Islip Recreation Village (abandoned mental hospital bldg.) Sr. Citizens Building and Theater after development.



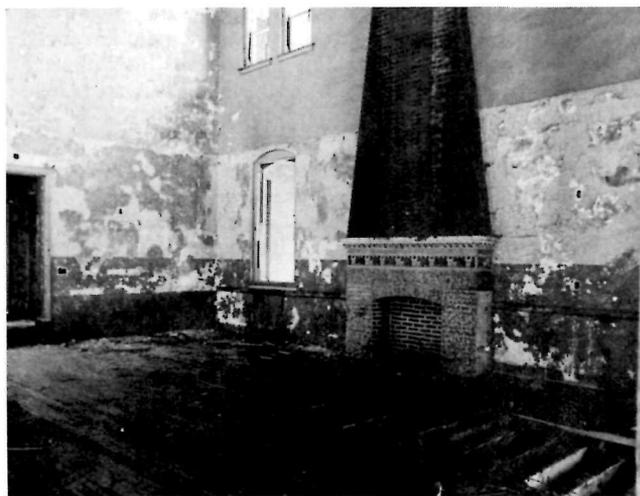
Former ward with solitary cells was converted to theater with dressing and rehearsal areas at rear.



Entertainment rehearsed.



New theater used for a social.



Senior Citizens Lounge before remodeling.



Senior Citizens Lounge completed.

(B) Existing Private Recreation

In assessing the conservational and recreational potential of an area, it is necessary to include those facilities which are privately owned and their public utilization and availability to eliminate where possible public duplication of facilities well handled under private ownership.

(C) All Other Public Lands with Potential Conservation and Recreation Utilization

A concise study was made of every parcel of public land within the township to ascertain possible conservation and/or recreation potential. This study provided some rather interesting results: During the study of the New York State properties within the township, a one-hundred acre farm adjoining the state hospital drew considerable attention. Consulting with the hospital director, we learned that the farm was in the process of being phased out due to economic infeasibility and improved methods of therapy. With this knowledge, the town is presently negotiating for the purchase of this parcel which we believe will prove a considerable saving to the taxpayer. (The accompanying photos are illustrative of the town's action in acquiring a 15-acre surplus parcel from the state and before and after photos of an abandoned dormitory built by the state for mental patients in 1875 which was converted into a recreation center). Upon reviewing town properties, a check was made on each deed to ascertain its original intention and present use. One parcel, originally purchased as a drainage easement, provided the opportunity of serving a double function. When finally assembled, the parcel of land consisted of six acres including a two-acre pond. This property was well covered with fully developed trees of various species due to the natural irrigation provided by the storm drainage system and is presently being converted into one of the town's most beautiful community parks.

Upon reviewing our program with the county, we were informed of their intention to develop a 235-acre parcel as a park. At the county's request, we were able to provide them with many recommendations and save them lengthy research time. The gain for us was the knowledge of a regional development in park and recreational facilities coordinated to meet our local need, again a saving to the taxpayer and considerable good will for both town and county.

(D) Large Individual Tracts Under Private Ownership with Conservational and Recreational Capabilities

The past two decades have seen spiraling growth patterns develop in suburban areas. Populations have soared to new heights. But even so, there still remain large, undeveloped tracts of land. Therefore, these tracts must be flagged and a watchful eye maintained that when the time arrives for their ultimate development, possible adjustments could be made in zoning to preserve as much of this land in its natural state. Many examples of this are occurring throughout the country in the use of cluster zoning and green buffer belts.

(E) Regional Recreational Facilities in Proximity to the Township

In any program, careful consideration must be given to the old proverb, "No man is an island unto himself." This is well applied in the field of recreation and conservation. A public or private golf course nearby, a large lake with its accompanying picnic groves in the next town, a state or county regional facility adjoining your town line. These are but a few examples which must be weighed very carefully in assembling any overall town programs.

Land Use

Applying the results of population trends and aligning the same with the economic development policies of the political subdivision in question, supporting recreational facilities can be developed. As an example, a large area is developed as a low-priced residential community, populated by young families. It is readily evident that recreational facilities must include those compatible with the needs of growing children and those of young adults.

In preserving the residential character of an area, but at the same time seeking industry to establish a better tax base, offers recreation an interesting role, that of the buffer strip or green belt. Such facilities as golf courses, nature trails, picnic groves and other conservation areas are ideal buffers, serving the two-fold purpose of protecting the home owners' initial investment and as an incentive to the relocating industrialist.

Traffic Analysis

Transportation and traffic are as integral a part of recreation as the plan and program. In order to present a complete program, a special study of all the various aspects of transit (and its relationship to recreation) had to be made.

- (a) As the properties and facilities were mapped, a corresponding review of roadway access to each site had to be considered. In evaluating existing facilities, the utilization of each site is, in many cases, governed by its accessibility and, in some cases, dictates the widening of existing roads and the installation of traffic control.

In the construction of new facilities and acquisition of land, a close review of the arterial road system surrounding the site under consideration can save many tax dollars and avoid innumerable traffic problems in the future.

- (b) As a direct result of the road and highway improvement recommendations, standards of road beautification are presently under consideration by the town. Whether the road is being constructed by the town or private interests, it is amazing what little additional cost is involved in a general tree planting program.
- (c) While discussing recreation needs with the public, it was amazing to discover how few people know about the regional facilities offered them and even more startling to discover their lack of knowledge relating to facilities only a few blocks away.

SITE EVALUATION SHEET /

FACILITY _____ LOCATION _____ DATE _____

TYPE _____ SIZE _____ % COMPLETION _____ CONDITION _____

CATEGORY	% COMPLETION	CONDITION	REPAIR COST	COMPLETION COST
SITE WORK				
CLEARING				
GRADING				
MARKING				
SEEDING				
TREATMENT				
LANDSCAPING				
DRAINAGE				
FENCING				
FLAGPOLE				
BENCHES				
APPARATUS				
WALKS				
PATHS				
ROADS				
CURBS				
AUTO PARKING				
BICYCLE PARKING				
PLAYFIELDS				
PICNIC EQUIPMENT				
REFUSE DISPOSAL				
OTHER				
BUILDINGS				
MULTI-USE AREAS				
HANDBALL				
BASKETBALL				
TENNIS				
SHUFFLEBOARD				
HOPSCOTCH, ETC.				
SKATING (R) (I)				
OTHER				
SUB TOTAL				

LEGEND

C-Completed R-Required
M-Maintenance FR-Future Required

This provided us with an interesting problem requiring a unique solution. A directional sign was designed (see illustration) which would in no way be confused with local traffic signs. Through a special numbering system and corresponding color code, any resident of the town is immediately aware of the park's location and what facilities it contains. These signs are placed on all main arterial roads, the number of signs and the distance from the site subject to the type of facility; from a few blocks to a local park to five miles for a regional facility. The results of this sign program have been more than just helping people find their way. The public is more increasingly aware, although in some cases subliminal, that a recreation program exists and that it is quite extensive.

- (d) Last, but not least, the availability of public transportation to regional facilities must be considered. In many suburban areas of our country, there exists limited or no local bus service due to pure economics. In fact, public transportation in general is soliciting tax dollar support at every opportunity.

Our objective is to establish a recreation transportation system, but where do we find the buses? Why not get double use out of school buses? A program for special summer franchises to regional recreation sites is presently being prepared by the town. Under this program, special bus tickets will be sold to the public at a limited profit to the operator and no cost to the town. In addition, weekend routes for skiers and ice skaters are to be established. This bus concept has been overwhelmingly endorsed by all concerned. The one-car family mother now has a method of transporting herself and the children, or just the children, for the day. The school bus driver is no longer a seasonal worker and the operator has an opportunity to get more use out of his equipment.

Geographic Districts

"Walls do not a prison make" nor political boundaries a recreation district. Upon the completion of statistical information, the town was divided up into study areas of a workable size for the establishment of balanced recreational programs. The purpose of this division being that, in town and community recreational programming, the neighborhood plays the most important role and the foundation on which to grow.

A neighborhood can consist of a few blocks or square miles and is usually dictated by geographic boundaries rather than political ones. The geographic boundaries being: limited access highways, railroad lines, streams, rivers, etc. The objective achieved, to provide balanced facilities within each area and avoid wasteful duplication through poor utilization. This can best be illustrated by the community tot lot adjoining the edge of a limited access highway which can only serve an area of 180° and thus is limited to half its potential.

Coordination & Research

In order to make any program work, statistical coordination must be accompanied with an element called human research. No program can succeed without public support and interest. Therefore, we proceeded with a three-pronged attack.

- (a) Professional Assistance - Proved invaluable at each turn. Architects, engineers, planners, politicians, recreation and park people were eager to make recommendations and provide alternative solutions to difficult problems. It must be pointed out that recreation and conservation are no longer independent fields unto themselves and the molding of this program is testimony to it.



Experimental Project Concept:

A traveling small animal zoo maintained by the local dog pound.

(b) For much too long a period, recreation and conservation have played too small a role in suburban America overshadowed by their big brother, education. But this is only due to lack of public interest which is a direct result of lack of public information. The tax dollar spent for the school has always been considered sacrosanct; our objective was to prove that recreation and conservation play an equal part. We are now in the process of establishing an annual recreation month at which time town officials, recreation personnel and their consultants will hold public seminars at each central high school throughout the town. We have held innumerable dry runs and found the public to be quite receptive. Through this method, we can acquaint the taxpayer with how his money is spent, the advantages derived and hopefully gain his interest and support.

(c) Questionnaires have proven quite useful but should only be geared to specific areas of information and not general categories. We are presently coordinating a questionnaire survey of voluntary recreation programs within the township. The objective being in some way to establish overall standards for little league, Connie Mack, Babe Ruth, midget football, CYO, etc.

It was a proven fact that for each organization, different standards and agreements had to be made by the town as to use of equipment and facilities, etc., each organization having its own public standard bearer. This type of operation eventually leads to oblivion. Solution: An independent "Solomon" to resolve the situation. The situation, as of this writing, is not resolved but viewed optimistically.

Recommendation Phase

An example of recommendations achieved from these various studies comprises the following:

- (a) Re-evaluation of existing systems and facility utilization
- (b) A continuous program of land acquisition
- (c) An annual capital improvement program
- (d) Establishment of Standards of Practice for Conservation and Recreation
- (e) A continuous public information program through the use of seminars, questionnaires and an annual brochure.

Implementation

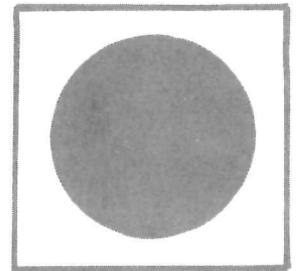
Along with the expected rules and regulations, recommendations for managerial efficiency, acquisition and development of facilities, one unique feature, of which we're quite proud, is our experimental program.

No matter how many questionnaires you send out and how many seminars you conduct, the American public is fickle. In a nearby town after repeated surveys, it was believed that, beyond a doubt, an overall swimming pool program could be supported by annual family subscription providing minimal cost to the town. The first year was beyond expectations, the second fell in line with the town's original estimates and the third year, the town picked up the tab.

In Islip, we are in the process of establishing a different experimental program for each age group in various locations. If they stand the test of time, we shall proceed with embellishments; if they do not, the program will be abandoned. Islip is on the move with a planned program and confidence.



Sign used on bus



Red ball used for winter sports.



Typical sign