



TRENDS

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THE FUTURE OF STATE PARKS

by The Hon. GEORGE F. JACKSON ●

Colorado State Senator



George F. Jackson

● George Jackson conservationist and Senator, has long been a friend of parks and the conservation of the outdoor recreation resources of our state and the nation. He was born in Illinois but has spent most of his life in Colorado. He was formerly in the printing business and at the present time operates the Mountain Express Truck Line.

Senator Jackson was State President of the Izaak Walton League of America from 1953 to 1958 at the time of the League's greatest growth. He was National President of IWLA in 1959 and 1960, at which time the League took the leadership in water pollution abatement, and in the promotion of the full gamut of outdoor recreation. He has spent three years on the Colorado Springs Parks Board and was on the Mayor's Watershed Committee. He was instrumental in getting recognition for outdoor recreation as a part of Colorado Springs' watershed development.

Senator Jackson sponsors legislation for Game, Fish and Parks, highways and transportation. He is a member of the Fraternal Order of Eagles, Colorado Springs Lions Club, Colorado Springs Chamber of Commerce and Colorado Wildlife Federation through the Jimmy Camp Sportsmen's Club. In 1937 he had a hand in putting together the first Colorado Game and Fish Commission.

The future of state park agencies in this country depends upon how well they exercise leadership. Leadership for acquiring land for outdoor recreation and leadership for financing and coordination of outdoor recreation programs must be developed. We must grasp leadership and develop programs which cover all the outdoor recreation pursuits, hunting and fishing as well as camping, picnicking and interpretation of natural phenomena. We must take leadership in the promotion of the multiple use concept where land is developed to fit the needs of everyone, if we are to adequately meet the outdoor recreation needs in the future. Many other public agencies and numerous private individuals will need to make substantial contributions. Federal land administering agencies will be concerned primarily with developments on national forests, public domain, national parks and monuments. State agencies will be concerned with developments on state lands. Counties and towns will work on their park and recreation areas. Many private landowners will develop a variety of recreation enterprises for profit. Some agency must assume the leadership for coordinating such a widespread scope of activities. State park directors are in the most logical position to provide such leadership.

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Each state must take the responsibility for developing a comprehensive, statewide, long-range plan for outdoor recreation. The plan should not be regarded as complete or final but rather as requiring continual updating and improvement to reflect changing needs and requirements. The comprehensive state plan should include—an inventory of all existing and potential public and private outdoor recreation resources; an evaluation of present and future demands; and an action program to meet these needs.

State governments have the opportunity to accept and discharge major responsibility for statewide outdoor recreation planning and development. This does not preclude the participation of local agencies and private developers; rather, it should provide needed coordination and stimulus for all programs—Federal, state, local, and private.

Most recreational developments seem peculiarly adapted to state initiative and implementation. As several states have demonstrated, these can include large regional facilities capable of providing recreational opportunities for

large numbers of people, tourists as well as residents of the state. They can highlight major features of the state such as those of scenic, recreational or historic interest.

Such state developments can be located so as to increase the facilities available to the rising urban populations of the states.

Americans today need scenic beauty, clean air and water and freedom to participate in outdoor activities just as surely as they need food, clothing and housing. The society in which we live has developed highly technical ways to produce the economic goods and services just mentioned in ever-increasing quantities with ever-decreasing personal effort and personal cost. Technology, however, has found no way to produce the scenic beauty of a wilderness area, open space, fresh, clean air and water—these are the necessities which our increases in leisure time, income and mobility make more critical as each day passes.

The great American heroes, both legendary and real were the Daniel Boones, the Paul Bunyans and the Buffalo Bills who fought the wilderness and its original inhabitants and built a civilization upon it. "Manifest Destiny" meant conquest and development of a new continent; it now means wise and conservative use of the resources located on that same continent. One of the most important concepts which has been developed over the past fifty years to help meet the need for high quality open space and outdoor recreation opportunity is the state park system. Most states, particularly those in the eastern part of our country recognized these needs many years ago, and began, then, to take action which would insure the existence, preservation, and use by the public of their natural resources.

Here in the West the development of state park systems is much more recent. It has been far too easy for Westerners and especially Coloradans to "Let Uncle Sam Do It." Without seriously analyzing the availability of our great and precious outdoors to the public, we have been inclined to ignore the need for an organized approach to providing what has been considered a "frill" at public expense. Legislators have been reluctant in the past to appropriate realistic sums of money for the development or maintenance of the state park systems. This position was accepted in the past. It has never been a realistic approach. Western legislators, especially in Colorado, have been afraid to come to grips with the problem of providing funds for the acquisition of recreational lands and development of a state park system.

Money is available through many sources presently known and may be available through many sources, yet to be explored.

The primary responsibility for enabling legislation rests with responsible citizens' groups; for each legislator's action reflects the expressed desires of the citizens he represents. Too much talk and no action is common among groups. Citizens' groups should take more positive action to force promotion of recreational money. Sure, education, welfare and others require funding; but keep in mind that our people— young and old, need recreation before, during and after their tenure in school. We must provide for their future.

It is in the West that large Federal land holdings still exist. States like Oregon, Idaho, Utah, Wyoming and our own Colorado are the locations of tremendous land reserves. This situation is the result largely of the far-sighted efforts of such early conservationists as Theodore Roosevelt and Giffort Pinchot. Land holdings of such magnitude, though well and conscientiously conceived, pose a particular and critical set of problems to the western states in a rapidly changing society, for seldom are they located where they can best serve the recreational needs of the people, especially the

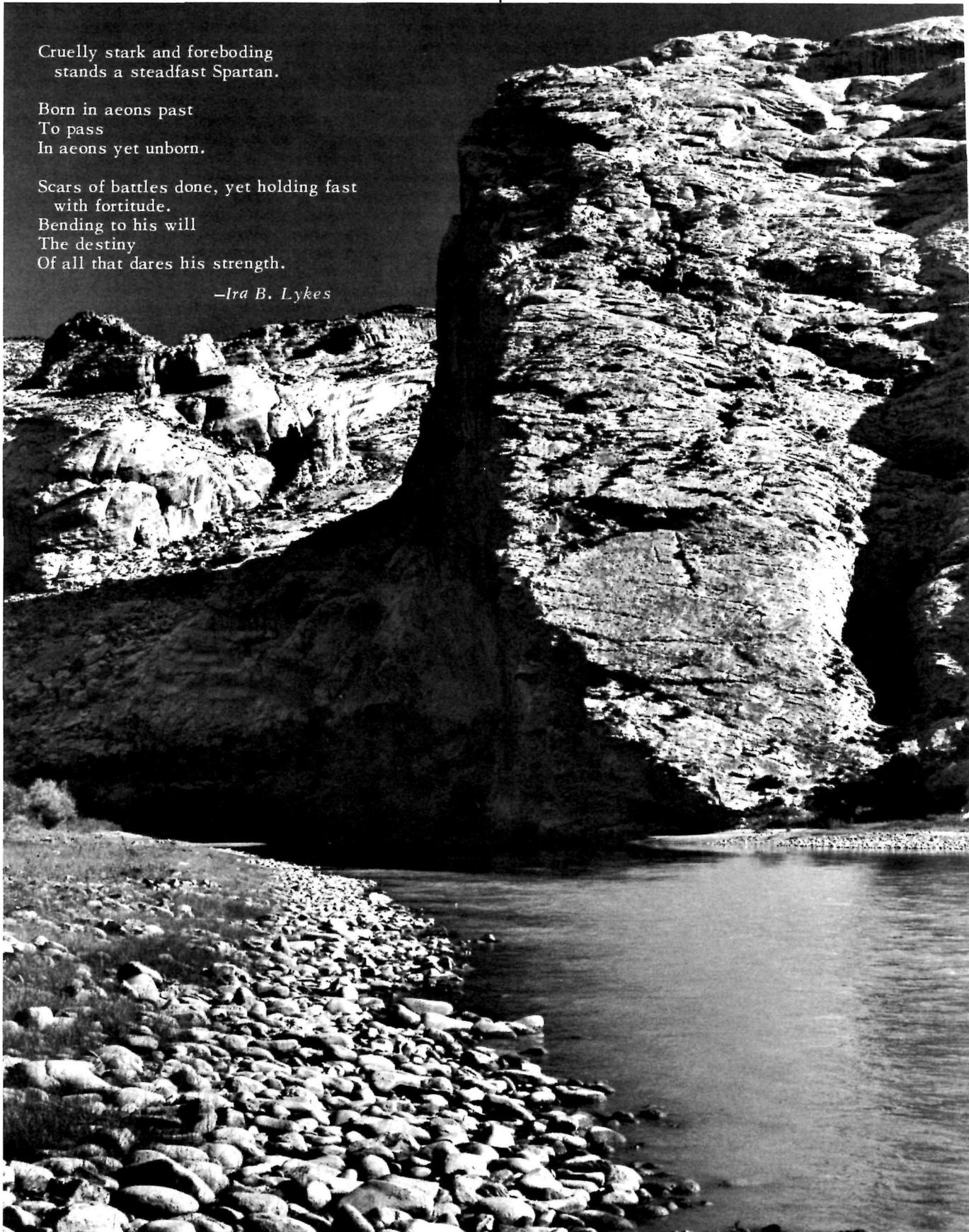
(Continued on page 19)

Cruelly stark and foreboding
stands a steadfast Spartan.

Born in aeons past
To pass
In aeons yet unborn.

Scars of battles done, yet holding fast
with fortitude.
Bending to his will
The destiny
Of all that dares his strength.

-Ira B. Lykes



Southern face of Split Mountain, Dinosaur National Monument, Colorado

NPS Photo by M. WOODBRIDGE WILLIAMS

Editorial- CAMPGROUNDS - TOMORROW IS ALREADY HERE

There are many problems which beset the park and recreation area operator today; too many problems, in fact, for an attempt to spell them out in this limited space. But there is one which, next to the seemingly never-ending search for adequate funding, undoubtedly heads the list—family camping.

In her searching article 'Camp-omania—Ferment and Fuss!' which appears in this issue beginning on page 5, Ginny Ade takes note of the conflicts and difficulties present today in the face of the rising demand for camping space. Mrs. Ade's article is, at very least, a splendid beginning point toward a better understanding of the multitudinous problems not only with us now, but which shall amplify themselves in the foreseeable future unless steps are taken to find, and then implement, the answers.

The time to start is now!

This is not to say, nor to infer, that a great deal of thinking hasn't gone into the matter. Nationally recognized authorities have given thought and expression to many of the problems without world-shaking results and one is inclined to ask if the reason could be that family camping has crashed the scene with all too little warning. To some extent this may be true. As a nation, however, we have always risen to the occasion in meeting our crises with forthrightness and determination and we must do no less now.

The question "Should parks of limited area be made to accommodate the burgeoning family campsite demand?" is valid when one considers that there is just so much space available before the very features for which the areas were set aside begin to be destroyed. And often the features are depreciated by the modern day campground's proximity to them. This is especially true if the campgrounds were not adequately planned or located in the first place, or if they are being made to serve numbers above those for which they were designed.

Then—from the campers point of view—there is the equally important matter of utility connections. Sophistication in camping equipment—let us face it—has forced the issue of hookups which but a few short years ago were hardly thought of, perhaps not even considered to be desirable much less a necessity which modern equipment requires. The unfortunate part of this is not so much the woeful lack of such accommodations as is the apparent unwillingness on the part of many to recognize the stampeding need for them and the protection such hookups, particularly sanitary, can afford a camping area. A large part of the responsibility for this can be laid upon the mistaken belief that the words "self-contained" means just that. Nothing could be further from the truth. Holding tanks may be of sufficient size to accommodate excrement for a few days but the preponderance of recreation vehicle waste liquids must be caught and carted away—to whence is anybody's guess, if it is carted away at all. Much too much reliance has unfortunately been placed upon the sanitary station, intended to relieve the holding tank, as the complete answer (which it is not) in those cases where a camper stays more than a few days.

Proper electric and water connections, easier to install than sewer lines, are likewise essential in accommodating

the modern-day recreation vehicle. Where these are to be found, they are often grudgingly offered as a concession to modernity.

The matter of sanitary disposal in campgrounds attempting to accommodate recreation vehicles is not entirely understood by too many who make the decisions. The result is that those standards established for conventional housing are made to apply. It has, for example, been conclusively proved that from 4 to 8 times less water per person is used in—and disposed of from—recreation vehicles than is used in—and disposed of from—permanent residences.

For sanitarians to demand that the disposal facility codes formulated for homes and communities be made to apply to campgrounds is neither realistic nor economically feasible. Unnecessarily high costs are thus seriously hindering the development of full facility campgrounds by both private and public capital.

The need for a complete study of this matter, on a Nationwide basis, is strongly indicated. A sanitary code designed specifically for campgrounds, and for the recreation vehicles which shall be accommodated therein in increasing numbers should thereafter be formulated as a Nationwide guide. Campers are, almost without exception, solid, responsible citizens with money to spend in their recreational pursuit. When local communities realize this and apply codes and zoning ordinances written to encourage good campground design and operation, order will come out of the hodge-podge which now generally characterizes the family campground effort.

We cannot—we must not—go any further into the future without heeding the signs telling us where the camping movement is leading us. We cannot enjoy the expensive privilege of ignoring the problem in the mistaken belief that it will go away. A glance at the statistics which reveal the speed with which the family camping movement is growing, and in which direction it is turning, should convert the most dogmatic.

As we see it, no real progress can be made until there is a more sympathetic understanding of the needs of today's campers whether they be tenters or those using the more sophisticated trappings.

As for the private operator, as in the case of all other forms of competitive enterprise, those offering the best product will survive. The camper has made an investment—often a substantial one—and he is willing to pay for the privilege of camping in the proper atmosphere with the proper facilities. He has as much justification in demanding and expecting the most modern of accommodations as does the patron of a hotel or motel. And he doesn't want to wait until some remote future date to get them. If he is required to do so, we can confidently predict that his gripes will become increasingly loud and widespread.

We need to shake ourselves loose from some of the ideas we conceived back in the 30's. We need an awakening—if not for the benefit of the camper, then at least for our own protection and that of the lands we administer.

The time to start is now, for the future belongs to those who prepare for it.

—I.B.L.

CAMP-OMANIA--FERMENT AND FUSS!

by GINNY ADE ●

The way folks are responding to the trumpeting call of the out-of-doors you'd think Americans had slipped through a crack in the "time slot." But the present "back-to-nature" movement may very well herald the arrival of the nation's newest big business. It is involving not only the public sector charged with the responsibility of furnishing camping facilities, but also the camping supply manufacturers, the campground entrepreneur, and the ambitious farmer located strategically along interstate highways leading to one of thousands of nature's wonderlands.

Let's take a look at the recreation scene today and see what we find. It is certainly true that the economy is providing people with more money and leisure time than they have ever had before. But would you believe more money is spent on vacations and recreation than on housing? Twice as much as on new cars?¹ Those who have been in close contact with the growing recreation trends accept statistics such as these with complete equanimity. In fact, so fast is the rise of this new industry, before a statistical report can be tabulated and published the results are outdated!

But what has brought about this mass exodus to the out-of-doors? It has been pointed out that one of the reasons could be the fading of Jefferson's agrarian dream of the land as the country's ballast against the restlessness of city living. Today almost 80 percent of the American populace march to a stepped-up cadence of urban life. And, outdoor recreation seems to be growing in direct proportion to the urbanization toward which America is heading full tilt!

Until recent years, folks could find open space at the foot of Main Street or at the end of the carline . . . or even in one of the vacant lots in the block. But no longer does the end of the carline spell open fields, and seldom do young "cowboys and Indians" find empty lots on the block where they can imitate their TV heros. They need open land . . . land on which they can run, hike, and learn about nature.

What's more, it is predicted that there will be an astronomical 500 percent increase in the number of people sleeping under canvas or in mobile facilities during the next five years. Therefore it would seem advisable for all levels of government and private enterprise to join hands in trying to solve the complexities of outdoor recreation caused by the mushrooming camping boom. For, as someone in the Outdoor Recreation Research Review Commission said, "The outdoors lies deep in American tradition . . ." And today Americans are out to collect on their legacy.

But unless agreement can be reached over the solution to easing the pressures being placed on our public campgrounds by part-time Rip Van Winkles who take to the woods to escape a complicated world; unless the present struggle is resolved concerning who should represent the camper, the campground operator, the camping equipment manufacturer; unless private entrepreneurs agree to abide by a set of minimal standards in campground construction and adopt



business-like operating procedures; and unless something can be done to resolve the squabble over claims of inequitable camping fee structures, unfair zoning and construction codes, and lack of adequate financing opportunity for the private campground operators, EVERYONE STANDS TO LOSE, including future generations.

PUBLIC SECTOR CONFLICTS

There are many reasons why camping space is at a premium. For one thing, the stork seems to be pinch-hitting for the eagle as our National bird, and we have astronomical numbers of people trying to crowd onto shrinking areas of land. Shrinking, because vast areas of potential parkland disappear annually for highways, reservoirs, irrigation and flood control projects and air fields. Shrinking, because open space on the local level is being used for everything but a park—fire stations, parking lots, libraries, museums, shopping centers, and urban renewal, to name a few. Thus land available for outdoor recreation becomes scarcer and more expensive every year.

● A native of Michigan, Mrs. Ade graduated from Flint Central High School and Baker Business and Secretarial College.

For the past two years she has been on the Executive Board of the Family Camping Federation of the American Camping Association, has served as its Secretary, and as Chairman of its Publications Committee. She has been a member of the National Campers & Hikers Association, and the Dodge Motorcadars. As a member of the Outdoor Writers Association of America, Ginny writes freelance articles for numerous camping magazines, a skiing magazine, travel and outdoor magazines, as well as being a special writer for her local newspaper, The Blade.

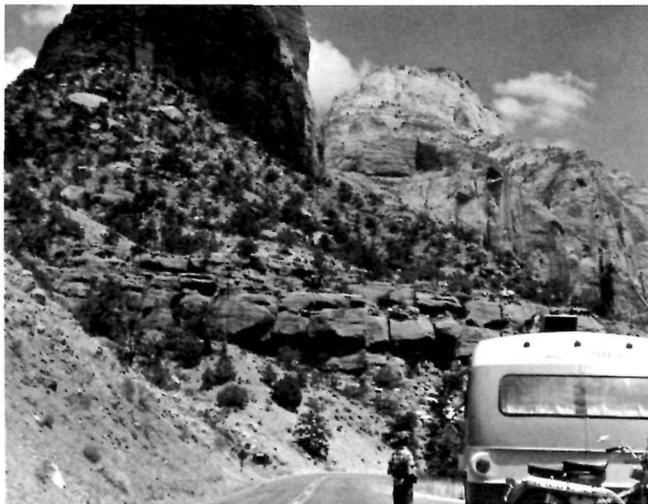
Then we have America on the move, but to what and where? Many people act as though there was only one thing to do when they take a vacation . . . head for one of our nation's spectacular recreation sites such as Yosemite, the Grand Canyon, Yellowstone, or Grand Teton National Park. There is nothing wrong with this except, as the saying goes, we are "loving our national parks to death."

As a consequence, park management has had to move campgrounds to areas other than the feature attraction. Overflow areas are the order of the day, and length of stay has had to be curtailed during heavy use season to allow everyone his chance at visiting these parks. This has brought howls of protest from the campers who accuse rangers of treating them as second class citizens and using a negative approach to the problem solving.

A yearly permit has been inaugurated for entrance to Federal areas, and daily use fees are charged where facilities are offered. Free camping is becoming a thing of the past. A recent survey showed that only Alaska, Hawaii, Nevada, South Dakota, and Wyoming have no outdoor recreation charges in their state park systems. Also many of the state parks plan to increase permit and camping fees in 1968 to cope with higher costs. All of this is branded as "double taxation" by John Q. Public!



Author's campsite at Little Pine State Park, Pennsylvania.



"Beehives", rock formation in Zion National Park.

Alternately, park rangers tell us that though campers may be well-educated, highly professional in their own occupations, and fully able to pay for the recreational opportunity they seek, they have little conception of what comprises a badly worn recreation site or that they are contributing to its depletion. The damage and compaction wrought by lack of ecological understanding, though unintentional, is nonetheless devastating. Research on the biological impact on natural communities and areas of recreation has had to be shifted to pioneering research on the people impact. Perhaps if we listened closely, we might even hear the rangers echoing Thoreau's sentiments when he wrote "Thank God they can't cut down the clouds!"

There are conflicting opinions as to whether we are in need of additional campgrounds too. A camping magazine editor, in appraising the situation, suggested that people always use the state and national parks because they are not aware of the other varied camping opportunities available. It is true there are farm operators and working ranches that welcome the camper, as well as campsites on private forest and power company lands, and thousands of privately operated campgrounds. He went on, however, to include the national forests and wilderness areas as having campsites that were going begging.



The classrooms of the Youth Station are the trails that wind along the shore line and through the forests. Students find many interesting areas of study along Lake Barkley.



Fish Lake Forest, a multiple-use area near Koosharem, Utah.

Secretary of Agriculture Freeman reports that the number of recreation visits to national forests are literally exploding. According to statistics, the national forests received 151 million visitor days last year. The Forest Service also reported that a straight line projection of future use shows the canoe country, a wilderness area, a few years from now will be receiving 6 million visitors seeking solitude in a single summer. Who needs that kind of solitude. I prefer my lakes ringed with conifers not campers!

The Forest Service proposes to acquire more lands in the East, though raising the money for them may prove difficult since income to the Land and Water Conservation Fund program is not as great as expected. Of course only 40 percent of the fund including user fees collected at all Federal areas is available for Federal recreational projects. A large share of the blame for the money shortage was laid at the door of the Corps of Engineers. Out of the many hundreds of recreation sites on Corps areas in 24 states fees were collected at only 168 sites in 16 states for the 1967 fee year.

It should be pointed out, however, that according to information furnished by M. C. Huppuch, Office of the Chief of Engineers, fees can only be charged at designated areas. To qualify as a designated area, the recreational investment must total \$25,000 or more, have 25 acres of usable land available for recreational purposes in addition to the conservation pool, have an annual attendance of at least 50,000 people, contain an area that has potential for further recreational development, and contain one "no-charge" area. This doesn't exactly make it easy to decide which areas should be "designated."

As if meeting these requirements weren't enough, the combined shorelines of the 200 or more Corps reservoirs amount to a distance equal in miles to the combined lengths of the Atlantic, the Pacific, and the Great Lakes shorelines. With this much territory to police, with access roads all over the place, and operating with a small number of personnel (as few as two men at some reservoirs), and with only a limited budget (none of the fees collected are turned back to the Corps), it has been almost a physical and financial impossibility to collect fees. Locating and enforcing a specified place of entrance is well nigh impossible. So it becomes a matter of hiring roving rangers to collect fees or levy fines for those not bearing permits.

To make matters worse, recreation sites at Army Corps of Engineers' projects have been free to the public for nearly 20 years. Resentment at suddenly being charged an entrance fee is understandable, especially when only the most meager facilities are furnished; a few projects recently have benefited from more generous appropriations, and have better facilities. But if the facilities are so limited, why do the people then flock there in such great numbers? Total visitor days for 1966 amounted to 193,700,000.

Another group to complain about land management practices are the tree farm managers. They, along with mining firms, cattle ranchers, and others dependent upon natural resource raw materials propose that the Government utilize more of the economic potential of the 770 million acres of Federal lands.

Preservationists advocate that more national parks be created with Federal and private land to meet growing demand for recreation opportunities all over the United States. They say these areas are needed for scientific study as well as natural heritage preserves.

The tree farmer warns that the forest is shrinking,² due to competition with precious space for other works of man, at a time when demand for its products will continue to rise due to an additional American being added every 13.5 seconds

(this figure takes into account births, deaths, and coming and going of emigrants). How can this challenge be met? Certainly not by locking up more wilderness areas and parks they say.

PRIVATE SECTOR CONFLICTS

Private enterprise should offer a good basis for alleviating the problems of finding additional recreational sites. But it is faced with the "double standard," it complains. Laws and codes governing building and operation of such an enterprise in many states are chokingly restrictive and unfair when compared with regulations governing public parks. The public sector retaliates by saying if we don't have strict laws regulating private campgrounds they will leave a trail of blight across the countryside as well as becoming a health hazard. Yet a recent article in a national magazine infers that our national and state parks are in danger of turning into recreation slums.

Though the public may refer to use fees as "double taxation," the private campground operator accuses the public campgrounds of charging low, unrealistic fees, or none at all, and complains that they operate at a loss and let the taxpayer pick up the tab. They say this is unfair competition when they must charge a much higher fee to realize a sufficient return on their investment to make necessary capital expenditures.

Then there is the controversy over posting signs. Historically, public campgrounds have always used official directional signs to lead the camper to their parks. But with the Highway Beautification Act, the private operator feels that he has been severely restricted in placing signs to point the way to his place of business. This inequality works a great hardship in the private campground operator.

Financing for private campground construction also is proving very difficult. Due to lack of substantial data on successfully operating parks, bankers and lending institutions tend to classify a recreational vehicle park as a single purpose property, not easily convertible to another use, and as having seasonal usage and subject to hazards of weather. This cuts down on availability of loans.³ Also, it has been noted by Darrell Booth, President of a national franchise campground chain that the warmth of attitude of lending officers is directly proportionate to their knowledge of the camping industry, though he feels there is a growing awareness on the part of the business world of camping trends which is causing them to take a somewhat less conservative point of view.

In theory, the Small Business Administration will cover loans to parks taking over 50 percent transient tenants when the applicant has no possibility of obtaining conventional financing. In practice, few loans have been made since the developer is required to meet standards of construction demanded by FHA for mobile home parks.⁴ To this Booth also adds, "Greater priority is given by the Small Business Administration to loans which create more employment than does a campground."

What about those who would take up the cause of the struggling private campground operator? At the present time the Family Camping Federation, an organization which

became a self-directing unit under the sponsorship of the American Camping Association at their National Convention in Chicago in March of 1966. The Family Camping Federation has as its motto BETTER CAMPING FOR ALL! Its officers and members are recognized authorities from the private sector, government sector, and commercial sector, and they are hard at work trying to serve the campground operator and the camper. Though FCF has a number of stated goals, one of its main functions is to serve as a "federation" or umbrella, if you will, under which all sectors of those involved in family camping can gather.

Meanwhile, a group of private campground owners in the Northeast, with the same goals as the Family Camping Federation, plan to meet this fall to form a national campground association open to all private owners and offering an affiliation with the state campground associations. This is unfortunate since it will cause division in the ranks and impede progress. It will also be duplication of effort, except this new group does not include the public sector in its lineup. Much more can be accomplished in solving problems when you know the other fellow's side of the story.

And the camper, the object of all this discussion and controversy, what about him? He has numerous manufacturer-sponsored clubs which would show him the way to go, as well as two huge national organizations. One is the National Campers & Hikers, which has over 30,000 members and more than a thousand chapters nationally.

Their emphasis seems to be on the social aspect of camping, and many local and state campouts are held all year long as well as an annual Campvention of staggering proportions. They have done work along legislative lines, are endeavoring to set up a scholarship program, and have earned national recognition from Keep America Beautiful, Inc. for the 125,461 pounds of trash collected from along highways and in parks. They also have a director in each state who will supply travel and camping information to members for their area.

They have a tendency to act, however, as though their organization can be all things to the camper. Currently, they are contemplating forming a federation of all U.S. Camping and Trailering clubs.

The North American Family Campers organization (formerly the New England Family Campers), was brought about by strong unity among its members who recognized some of the inherent problems on the camping horizon and wanted more than just fellowship from their organization.



The Chicago Convention where Family Camping Federation became a self-directing unit.

They wanted to feel they belonged through being a participating member.

Dick Williams, their Executive Director, told me NAFCFA works through four areas of service . . . camper education, campground development, conservation concern, and legislative alertness. They also hold camp shows, conduct association leadership conferences, campground owners clinics, training sessions, and they print a good deal of helpful material for the benefit of the camping world.

This organization, in contrast to NCHA, is willing at all times to sit down at the table with any group concerned with camping problems, and they have proved it by their executive director accepting a position on the Family Camping Federation Board of Directors. Offer of affiliation was made to NCHA by FCF. They accepted but have yet to send someone to any of the meetings.

DILEMMA OF THE RECREATIONAL VEHICLE MANUFACTURER

This fellow is having his fair share of headaches too! He has more organizations wanting to represent him than anyone else involved with camping. Oldest of these is the Mobile Home Manufacturers Association which formed a Travel Trailer Division some years back to represent the camping vehicle manufacturer. It gained national recognition for drawing up a set of industry standards, fought legislation which would prohibit the camper from parking his trailer on his own home premises, and has proved its worth in many other ways to numerous to detail here.

Competing also to represent the camping vehicle manufacturer has been the Recreational Vehicle Institute. Launched in 1963, its President, Peter Fink, tells me it was brought about because many people in the industry felt that the Mobile Home Manufacturers Association allocated too little of its budget to the Travel Trailer Division. They also considered the Travel Trailer Division of MHMA too travel-trailer oriented. By offering lower dues and membership to all types of camping equipment manufacturers, RVI rapidly gained momentum until finally, this spring, both organizations saw fit to merge.

The Recreational Vehicle Institute, however, only has a "voluntary" system of inspection of manufacturing plants whereas MHMA had a "compulsory" inspection system.



The Cracker Barrel Session of the Family Camping Federation Steering Committee that helped it become a reality at the convention in Chicago, March '66.

Furthermore, the dues structure is much lower and there is some doubt whether or not there will be enough money available to accomplish the challenging task ahead.

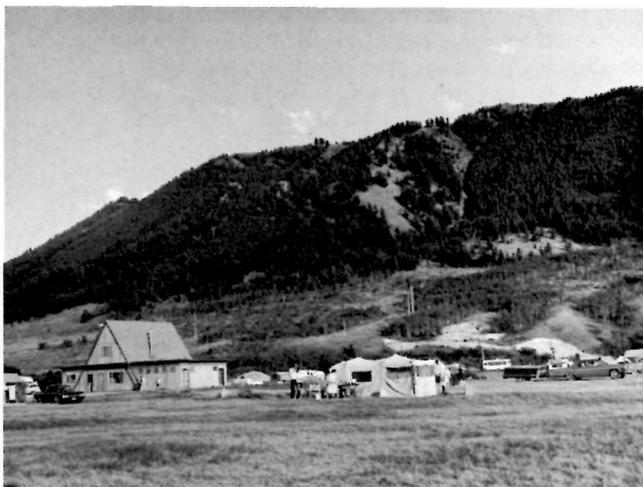
Even the auto makers are exchanging green-eyed glances over the other guy's success in manufacturing vehicles for recreation, jockeying for top position, only to slide back a rung as a competitor announces the introduction of a new line that puts him on top . . . temporarily.

Just to keep the pot boiling, more recent news releases reveal that two recreational organizations on the West coast, the Trailer Coach Association and the Recreational Coach and Equipment Association are on the verge of merging. And, in Indiana, the Mobile Home Association, Inc. has set up a steering committee to restructure existing national associations into one organization comprised of affiliated autonomous organizations at the regional and state levels, predicated on salvaging all manpower, means, and experience existing today.

Let's hope, as someone has quipped, it doesn't turn into a gathering of people who can singly do nothing, but together decide that nothing can be done. For Merrill Ormes, former Executive Director of the Travel Trailer Division of MHMA, points out there is a vast area which has yet to be covered by any of these organizations . . . that of instilling more manufacturer and dealer responsibility when it comes to selling these vehicles to the camper. Just as one rose doesn't make a summer, neither does owning a camping rig make a person a camper, necessarily!

While in the mood for tilting at windmills, let me tell you something else. Without any blaring of trumpets and little fanfare, the National Highway Safety Act rode into being on the coattails of the Safety Equipment Standards which were recently set up by the Federal Government for new cars in 1968. What does this have to do with camper manufacturers? It is my guess they will be in for some keen scrutiny next.

You might even agree it would be a good idea if you have ever followed a beginning trailer-tower on the expressway or watched one trying to back into a campsite. Presently, a simple driver's license makes it legal for a camper to haul three tons of trailer behind a car or barrel down the highway in a two-and-a-half to five ton motor home. I don't know about you, but I've seen a number of tent trailers awry in the ditch lately too, due to towing difficulty presented with the added weight of newly added modern conveniences. It's my guess they should have a heavier type hitch, but dealers won't tell them this . . . it might detract from sales.



A franchised Campsite (KOA) on perimeter of Grand Teton Park.

BRIGHT PATCHES

Is the picture all gloomy or are there some rays of sunlight shining through? If you would be especially cheered, read the latest issue of "Outdoor Recreation ACTION," a Bureau of Outdoor Recreation, Department of the Interior, publication. It spells out progress on all levels which should afford the public more recreational opportunities.

You'll find no longer are campgrounds being installed piecemeal or recreation areas planned in a vacuum without reference to other needs and areas. States are forming regional planning groups, a bill has been sponsored for mortgage insurance which should attract private capital into the recreation industry, the nature conservancies on national and state levels, as well as citizens banding together, are all active in saving land until the public sector can mesh gears to take over.

Oil companies are installing holding tank stations in their service stations across the country. One is even adding a trailer and camping park to include a one-stop facility for the camper. One franchise chain business is booming along and at the end of the season hopes to have several certified Profit and Loss Statements completed which should help their franchisors in obtaining future financing.

Good after-market service is being implemented in two ways. One, the setting up of a nation-wide system of certified dealer centers, run by personnel who have participated in factory service seminars. This is being done by two major manufacturers, one a travel-trailer manufacturer, the other a motor home builder. The second innovation is the printing and distributing by the Recreational Vehicle Institute of a Service Directory for Recreational Vehicle Owners." This should do much to insure more trouble-free use of camping products.

It is also my understanding that before they merged with RVI, the Mobile Home Manufacturers Association had completed a set of construction standards for mobile homes which was ready for adaptation to recreational vehicles.

The Family Camping Federation has been busy too. They drew up a policy statement and sent it to the Governors in all 50 states. And, having previously drawn up a set of standards for private campgrounds, they began a pilot inspection and accreditation program this summer in many states, giving first priority to those campground which already belonged to FCF.



A ski resort near Petoskey, Michigan.

POSSIBLE SOLUTIONS

Are there any "ready-made" answers for bringing the needs of the land and the people back in balance? One answer might be for the people to set their sights on less spectacular destinations, providing they offer a quality camping experience. I can personally relate to this.

Last summer our family headed West with the rest of the multitude of campers, but instead of invading the national parks to camp, we sought out working ranches which had camping facilities. And let me tell you, it was every bit as exciting and probably more fun for the children than some of our park visits. We saw antelope feeding in the meadow, rode horseback up into beautiful colored rock country, laid low to watch the antics of prairie dogs at play, and our 17-year old son even branded a calf. In each case, the owner made history live for us with tales of days gone by.

We also used the ranch campgrounds as a base of operations to visit some nearby national attractions such as Zion National Park in Utah and the Wind River Range in Wyoming. You might say we had our cake and ate it too.

While in Utah, we also toured the Fishlake National Forest, since the ranch in Grass Valley lay directly below it. As we entered the area near the lake, we came upon a sign proclaiming it as a "multiple use" area, but you would never have known it otherwise . . . such pristine out-of-doors we have never experienced before, and the fishing is fabulous!

Walter Hopkins, Chief of Forest Research, has just about decided that the only enduring answer to land management problems is to solicit the understanding and cooperation of the visitors themselves. How did he arrive at this conclusion? It came about when he made a recent visit to Frankfurt, Germany. He discovered that a 12,000 acre forest on the edge of town, which devoted only 4,000 acres to recreation was able to withstand one-tenth as many visits as America's entire national forest system of 186 million acres. Though he contributed some of it to the difference in culture, he learned that only 18 short years ago they were faced with the same problems we have here in America.

Back in 1949, it cost the city of Frankfurt \$30,000 to clean up and repair damages every year to the forest when it only received 5 1/2 million visits. This past year this little forest, established 600 years ago, received 15 million visits, and could have taken 20 million in all probability. Why? It has no "Keep off the grass" or "Stay out of the woods" signs. It needs none. Its many visitors know what trampling or pocket knives can do to both the plants and the setting. It took several years of concentrated effort on the part of the people to discipline themselves sufficiently so that excessive tax money for litter and destruction could be eliminated, but they feel it was well worth it.

Cleanup costs dropped from \$30,000 to \$2,250 per year. Or, a difference of \$4 per thousand visitors maintenance cost to 15 cents per thousand. American litter costs the taxpayer upwards of \$1 billion per year, and that brings us to another point.

Maybe we can't change the habits of adult Americans who use recreation land as if there was a never-ending supply, but we can educate the children and perhaps a little will rub off on the adults too. How? By developing more recreation areas in natural settings that include an educational and environmental interpretative center within close range of large urban areas.

There are two such places under development. The first has progressed much further than the second . . . I am

speaking of the Land Between the Lakes. Here, on 170,000 acres, a national outdoor recreation and environmental education center is being developed by the Tennessee Valley Authority on a narrow strip of land between Kentucky and Barkley Lakes in western Kentucky and Tennessee. At the education center the campus is the forest and fields; its classrooms the trails that wind through the woods along the lake shore; and its textbooks are nature's own creatures who inhabit the place. This could be duplicated on a smaller scale in many places throughout the country.

The other such major undertaking is Naturealm in Prince Gallitzin State Park, about 50 miles northeast of the metropolitan area of Pittsburgh, Pennsylvania. It too combines recreation with environmental education, as well as serving as an aid to an area whose economic health has been steadily declining. Through funding for the Naturealm area is uncertain at this time, if and when it is completed (and I fervently hope it comes to pass), it will take the asphalt jungle habituee by the hand and give him more than a textbook acquaintance with old Mother Nature. For who could resist the thrill of being able to watch the antics of a bear or deer at close range in his natural habitat, without his knowing you are there; or be bored with seeing a miniature town destroyed with devastating flood waters due to poor water shed management; or not enjoy being taught how to fly cast in a trout-stocked pond just for children. These are just a few of the exciting adventures which are planned for visitors to Naturealm.

What helpful suggestions can we offer the private campground entrepreneur? Wayne Morrow, a private campground operator at Jekyl Island, Georgia insists the answer to success lies in approaching the running of a campground just as you would any other business . . . and he should know for he operates a very successful one. Too many people take a "pie in the sky" attitude. It isn't that easy!

Running a campground involves more than sticking up a sign and scattering a few picnic tables around. It involves an endless array of expenses . . . insurance, labor costs, taxes, utility charges, organization dues, repair bills, advertising, permits, janitorial supplies, playground equipment, roads, fuel, beautification, development and expansion, travel and cartage, administrative and office costs, magazines, and more.

Though an operator may have to start small, to have a successful, well-paying operation, a campground should have to have from 100 to 300 sites. The owner should plan on hiring one man full time so that there is always someone who knows what should be done and sees to it that it gets done, plus helping out with repairs and improvements in the slow or off season. People like to have the same person greet them when they return to a campground, too.

It will be necessary to hire extra help for peak summertime work. High school and college boys can fill the bill here. But, expect to pay these boys good wages as they will be sought after by other people who have jobs available for them. If the campground is to be a summertime operation only, the owner should expect to have to find additional work to supplement his yearly income.

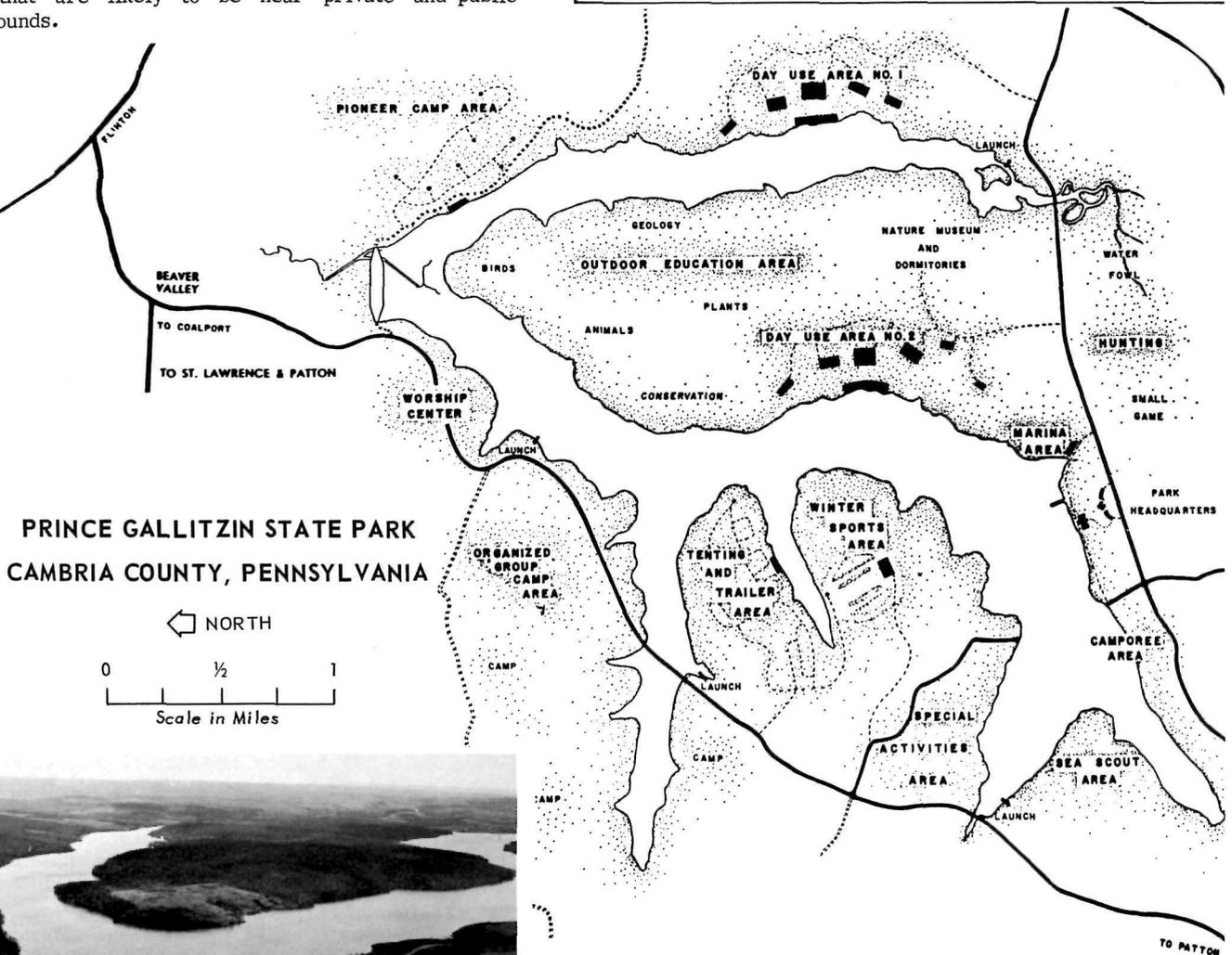
Even though a campground is located in an area where winters are cold and snowy, it doesn't necessarily mean locking the gates. A great many recreational vehicles today are completely self-contained, well insulated, and thermostatically heated, even down to the tent-trailer. The custom of putting the camping rig into mothballs for the winter is becoming a thing of the past, and the trend is more toward year-round camping.

Enterprising campground operators are capitalizing on this by offering their campgrounds as a place for spring and fall club rallies, Thanksgiving and New Year's outings, and keeping a few sites plowed out regularly and furnishing 100-pound propane tank hook-ups for ski campers if their campgrounds are within commuting distance of a ski slope. In communities which prohibit keeping trailers on the owner's premises, extra income can be gained by offering storage space at private campgrounds.

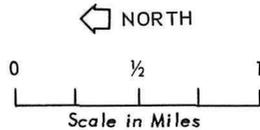
The public sector would do well to take a page from this book and consider accommodating the ski camper also, since many national and state parks are near major ski slopes. It would require installing heating units in toilet buildings to prevent freezeup. But if private campgrounds can do it why not the public ones? The statistics on the growing numbers of camping families who also take their camping rig to go skiing is rapidly rising and will continue to do so. Cross-country skiing is picking up in popularity too, and this is an activity that lends itself well to open fields and trails that are likely to be near private and public campgrounds.

Chief of Park Practice, Ira Lykes says, "It is not always easy to update organization thinking that has been deeply rooted in tradition." He adds, "There can be no room in the over-all planning of recreation land use for personal prejudice against any popular movement or fancy in recreation, no matter how far out it may seem to the planner. Such a stand," he tells us, "will be found indefensible when pressures begin." I couldn't agree with him more.

In summary, I would like to say that today's approach to solving the problems of outdoor recreation is a whole new ball game, and the biggest job is to become a "team" player. In the words of Stewart Udall, "Let us not lose out by default, but rather win by design." For when we consider the astounding statistics of the camping phenomena, it is much like when we played "hide and seek." We used to yell, "Here I come, ready or not." And, the campers are coming . . . ready or not!



PRINCE GALLITZIN STATE PARK
CAMBRIA COUNTY, PENNSYLVANIA

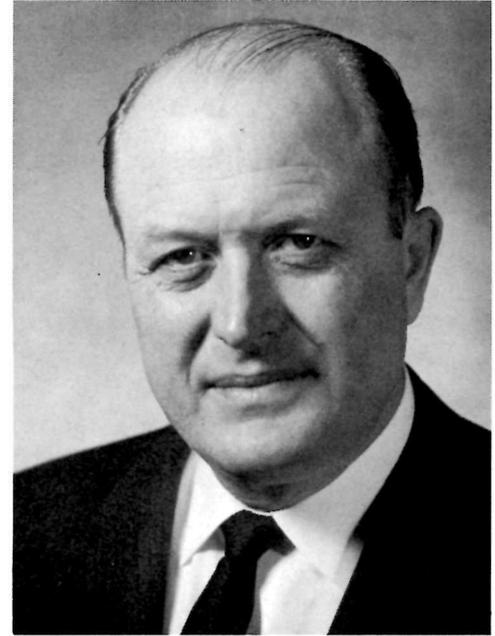


1. ORRRC Report to the President, 1962
2. "Treasure of the Timberlands," Jim Breetveld, Scholastic Magazine, April 1967
3. "Small Business Reporter," Vol. 7, No. 12, 1967
4. Ibid.

It may come as a surprise to many people not associated with the electric power business, but placing transmission lines underground isn't a new idea at all.

As a matter of fact, the United States Electric Illuminating Company, forerunner to today's Potomac Electric Power Company, began installing lines underground in the District of Columbia way back in 1886.

What is new is the sharp upswing in public interest that has manifested itself in recent months from New York's Hudson Highlands to Woodside, California, and various points in between. And that interest is being transformed into ever-tougher demands on the power industry, new concern at all levels of government, and new action on the part of the industry itself and the Federal Government to initiate research programs to meet the situation.



UNDERGROUND TRANSMISSION - AN OLD IDEA WITH

This year for example, President Johnson has asked the Congress to appropriate \$2 million so the Department of the Interior can initiate a vigorous research effort, along with the power industry in general, into some of the technical problems now impeding the progress of placing lines underground. This is the first time such an effort has been made by the Federal Government.

Actually, some of our largest cities have made substantial progress in "going underground" with their power distribution lines. By Congressional mandate, lines in Washington, D. C. have been placed beneath the earth's surface for nearly 70 years. And New York City, Chicago, Philadelphia, Cleveland, San Francisco and Detroit have extensive underground transmission service systems.

There are about 400,000 miles of transmission line in existence today above 22-kv in size. Of this 40,000 miles is owned by the Federal Government. Another 2 million miles of distribution lines have also been built by our Nation's more than 3500 utilities of all sizes and ownership, to provide America with electric service. Out of the total of 400,000 miles of power transmission lines, only around 1600 miles have been placed underground. By comparison, that's a small fraction. But it represents a good start.

However, putting low voltage distribution lines underground is one thing. Installing bigger and higher voltage transmission lines underground is quite another. Before rapid progress comes about in this latter area, some hard core economic and technical problems must be solved.

A few figures quickly help to snap the economic side of the picture into focus. For distribution lines—that is, lines of voltages up to 13.5-kv—the cost of underground as compared to overhead installation is about 1 1/2 to 1. For

extra-high-voltage transmission lines of 500-kv the cost factor exceeds 20 to 1.

Moreover, while it is theoretically possible to transmit power at extra-high voltages underground over long distances, from a technical standpoint it is totally impractical because of all the elaborate equipment which would have to be installed in order to make it work.

Yet it is precisely this area—that is, the construction of heavy lines—that has become the principal storm center between John Q. Citizen and the power industry. The dilemma is very real.

The industry, on one hand, must build more and heavier lines to meet the Nation's power demands which, the Federal Power Commission estimates, will more than double by 1980. Some 525 million kilowatts of generating capacity will be needed then compared to today's 250 million kilowatts in service. Double transmission capacity will be required to carry the loads.

On the other hand, steel towers and sagging cables are having a hard time fitting the concept of beautification and the growing public interest in conserving the scenic and historical values of national parks and monuments, as well as our heavily wooded valleys and hills.

To help solve this problem is the main thrust of the Department's proposed Underground Transmission Research and Development Program. Because of their importance in this entire program, we have enlisted and received the vigorous support of the utility industry through the Electric Research Council, which was organized in 1965. Although independent, it works closely with the Edison Electric Institute (EEI). Its membership includes representatives of the private utilities, the Federal power agen-



Overhead wires would not improve this vista.

NPS Photo

GROWING NEW APPEAL

by KENNETH HOLUM ●

Assistant Secretary of the Interior,
Water and Power Development

cies, and Rural Electrification Administration cooperatives. For every one dollar the Department puts into the underground research program, the industry, through the Electric Research Council, has pledged four dollars. Since the program is predicated on an eventual expenditure of as much as \$30 million by the Federal Government, we visualize that upwards of \$150 million may be invested in the total research effort in the next few years.

It has been estimated that 3000 miles of transmission lines must be placed underground within a radius of 30 miles of 10 of our largest cities in the next decade. With the present technology, this would require an investment of \$1.5 billion.

But if we can accomplish cost reductions of at least 25 percent, as we believe we can under our program, it would result in savings of \$375 million to the power consumers of this Nation, who eventually, of course, pay the cost of power facilities.

Moreover, the estimate of 3000 miles is conservative and represents the mileage which must necessarily be placed underground because of the encroachment of population in the concentrated urban areas.

With reduced cost, it is possible that high voltage underground transmission lines could be installed in important scenic and historic areas. The Federal Government came to realize the importance of having such an alternative available in the "Woodside Case" a couple of years ago. Residents of this California community strongly protested the Atomic Energy Commission's plans to construct a 5.3 mile section of a 220-kv transmission line to serve the linear accelerator at Stanford University. Woodside citizens were deeply concerned because that section of line would mean unsightly cuts through heavily wooded surroundings, destroying, they believed, some of the unique scenic values.

The Atomic Energy Commission had authority to proceed with construction of underground lines. But because of the enormous cost involved, their authority was reconsidered and redefined to allow overhead construction under certain prescribed conditions. The Commission thereupon was directed to provide designs which would be harmonious with the landscape and present a pleasing appearance. The AEC's

● A native of Groton, South Dakota, Mr. Holum attended public schools in South Dakota and received his B.A. degree from Augustana College, Sioux Falls, South Dakota in 1936.

He managed and operated a South Dakota farm since 1933, and taught in the Senior High School in Highmore, South Dakota from 1940 until 1941.

He served as a member of the South Dakota Legislature from 1949 through 1953, and as a member of the Missouri Basin Survey Commission.

Mr. Holum was President of the Mid-West Electric Consumers Association from January until July 1957, Executive Director, MECA, from July 1957 through January 1961 and Chairman of the Western States Water and Power Consumers Conference from 1956 through January 1961.

He now serves as Assistant Secretary, Water and Power Development, U.S. Department of the Interior.

220-kv line to Stanford University has been constructed and is operating today. Tubular steel poles used to support the line were painted light green. The insulators are light gray to blend with the landscape. A helicopter was used to emplace poles at sites difficult for a crane, thus avoiding construction of access roads. Trees and brush were cut and trimmed on the rights-of-way only when necessary so as not to create a scarred swath or corridor. At least for the time being the case is closed.

One of the most widely publicized cases in which public groups took action to preserve scenic values, is the case of the proposed construction of a 2 million-kw pumped storage plant by the Consolidated Edison Company near Cornwall, New York. This power plant was planned

The same Interior Task Force is studying the proposed construction of a 161-kv transmission line across the Current River in Missouri at Round Springs State Park. Great opposition has been expressed by conservationists toward this line as well.

These instances should prove to all of us in the power business that environmental considerations are a crucial part of future utility planning. Moreover, if amicable solutions to controversies are to be found, plenty of lead time will be necessary in forming these plans to allow for coordination with all interests.

There has been talk of developing a "utility corridor" concept—setting aside certain lands for use by utilities based upon up-to-date land use concepts, after adequate



Wires detract beauty from this neighborhood park.

NPS Photo

for conventional above ground construction and would have included about 20 miles of overhead transmission lines to New York City. Because of public pressures, the Federal Power Commission license to proceed with construction was referred to a Court of Appeals. The license was remanded by the Court and it is still pending before the Federal Power Commission.

Another and even more current case involves the Potomac Edison Company and its plans to build a 150-mile, 500-kv transmission line crossing the historic National Antietam Battlefield area and the scenic Paw Paw bends along the Potomac River. This matter is still under intense study by a special Task Force of the Department. While an alternate route has been proposed, the controversy has not been resolved.

study, and land utilization in terms of quantities of land is an important element of consideration. Right now, for instance, around 7 million acres of land are tied up in rights-of-way for power lines. We'll need 20 million acres of land to carry the electric loads forecast for 1980. With our population growing, and land getting to be more and more of a premium, 20 million acres becomes a very sizeable chunk of land.

Perhaps it will take a combination of several approaches to adequately deal with our future power line problems. But certainly one of the important answers lies in making it economical and technically feasible, as soon as possible, to put lines of all sizes underground. We believe underground transmission research should be a high priority program.

(Remarks of Dr. Stanley A. Cain, Assistant Secretary for Fish and Wildlife and Parks, Dept. of the Interior, at the 1st Annual Meeting of the Caribbean Conservation Association, Grenada, West Indies, May 5, 1967.)

PRESERVATION OF NATURE

by DR. STANLEY A. CAIN ●

In early July 1962, I prepared a background paper for the Neotropical Botany Conference on "The Need for Neotropical Natural Areas for Ecology and Conservation." In this paper I made recommendations, which were presented at the final plenary session and passed unanimously. I will repeat them here as a basis for some further discussions.

The Conference recommended:

I. Because inter-relations among organisms and between them and their environments are of importance in all biological disciplines, ecological instruction and investigations are of universal importance. It is therefore recommended that ecological studies of species and communities, as well as broad studies of vegetation patterns and correlations with environmental patterns, be supported and pursued with vigor.

● Stanley A. Cain, a native of Jefferson County, Indiana received his B.S. degree from Butler University, Indianapolis in 1924, his M.S. at the University of Chicago in 1927, his Ph.D. from the same University in 1930, and a D.Sc. (Hon.) from the University of Montreal in 1959.

Dr. Cain is presently on a leave of absence from a Conservation Professorship at the University of Michigan while serving as Assistant Secretary for Fish and Wildlife and Parks, U.S. Department of the Interior.

In addition to his earlier teaching positions at Butler University, Indiana University, University of Tennessee and University of Wyoming, he is the author of the ORRRC Study Report #6, "Hunting in the United States," and other books, and is the recipient of numerous honor awards in the fields of conservation and natural history.



II. Kinds of areas in need of preservation. It is recommended that examples of the following be preserved:

1. All stable natural vegetation types, such as forest types;
2. Aquatic habitats, which include ponds, lakes and streams, seashores and coral reefs;
3. Areas for endangered species;
4. Vegetation maintained by biotic activity, such as by ungulates;
5. Familiar vegetation types that require management for their maintenance, such as some kinds of burned savanna;
6. Areas of natural vegetation reserved and available for appropriate experimentation;
7. Physiographically active situations, such as beaches, dunes, marshes, and cliffs.

III. Preservation of natural areas. It is recommended that natural areas be preserved because of their importance to biology and the welfare of mankind as they are necessary for:

1. The maintenance of large, heterogeneous, natural gene pools;
2. Research on natural vegetation for comparisons with managed and utilized vegetation;
3. Outdoor laboratories of natural vegetation for a great variety of researches;
4. Outdoor museums for education and public enjoyment;

5. Development of intellectual and aesthetic appreciation;
6. It is further noted that the unprecedented growth of human population is producing pressure on land to such an extent that all kinds of natural conditions are threatened with extinction, a fact causing great urgency for the preservation of natural areas.

IV. Responsibility for natural-area preservation. It is recognized that natural areas have greater long-time assurance of preservation when in public ownership, but that other means can be employed. It is therefore recommended that natural area preservation be undertaken by:

1. Government at all levels from national to local units;
2. Public and private educational and research institutions;
3. Private organizations, such as nature conservancies and natural history societies.

V. Encouragement of action for the preservation of natural areas. It is recommended that:

1. Scientists undertake leadership in the location of areas needing preservation and in presenting the case for their preservation;
2. Governments be encouraged to set aside reserves from public lands;
3. Individuals, groups, foundations, and companies be encouraged to donate preserved areas to public use;
4. Preserved areas be provided with adequate administration and warden service;
5. National classifications of land capability from an ultimate means of preserving wildlands from encroachment by incompatible uses.

I have taken as my title "Nature Preservation"—not parks, not natural areas or wilderness, not wildlife refuges or game ranges, not botanical gardens or zoological parks, not recreation areas—because I wish to have the broadest possible scope, and at the same time to encourage your new association to do what it can at any point in the broad spectrum of possibilities.

Start small. Start where you can. Build solidly, But all the time let your imagination and your planning and your hopes range widely. This suggestion of deliberate speed may not match your sense of urgency, for the world is changing fast, but nothing that you may wish to accomplish will be easy. It is natural to be motivated by impatience, sometimes even anger, at what is happening, but to attempt to move impulsively can easily lead to frustration. Firm resolve and persistence may accomplish more than enthusiasm that flickers out. You must know well what it is that you seek and be able to say why what you want should be had.

The reason for this sort of advice is that you will be competing with others for the same property—yes, property is what we are talking about—others who have interests quite different and which do not encompass nature preservation.

These may be public interests or private ones. The government, or a company, some great corporation, or a wealthy individual may have legitimate purposes and uses for the land. They may have ready money, honorable missions, and political power. If the land is not to be developed but kept in a natural condition the arguments must be convincing.

I know that you are interested in the preservation of archeological and other historic structures and sites. That is fine. It is also well understood if not always well accomplished. I leave that to others and dwell on the preservation of nature, because that is less well understood and often more difficult.

It is said that the ginkgo tree would have been extinct were it not for specimens in Chinese monasteries, and now it is planted around the temperate world. The dawn redwood is a living fossil, if you don't mind a contradiction of terms. From a small relic stand in Sinkiang, discovered about twenty-five years ago, it is now widely propagated and its many million years old germplasm has not been lost.

Around the world people are making valiant efforts to save species threatened with extinction by joining the efforts of The International Union for the Conservation of Nature, The World Wildlife Fund, or encouraging the action of governments in East Africa, in Southeast Asia, in Brazil and some other Latin American countries, in North America, in Romania, Finland, the United Kingdom and elsewhere in Europe, and in the USSR. This is one aspect of nature preservation. It may require careful and skillful propagation, as in the case of the Hawaiian nene goose. And it may require vast tracts of wildland, as in the case of the grizzly bear, caribou, and wolves in North America, or the wonderful array of ungulates in East Africa. Some species have been saved only by cultivation and in zoos.

Another aspect of nature preservation is found in the Nature Protection Areas of Finland. When I was there a few years ago, Nilo Soyrinki told me they already had several hundred such areas. They are on private land, but nevertheless have security under national law. They are for such purposes as protection of isolated trees and groups of trees, nesting trees of the eagle, glacial transferred blocks or rock, rocks of other special interest, and so on. As we drive through the country, Dr. Soyrinki stopped the car. We climbed a fence into a private pasture. There was an exposed rock surface with crossing striations of two different glacial movements. The farmer's cows were no problem, and the farmer was enjoined by the government from blasting or otherwise damaging the "National Nature Protection Area," one boulder scratched by Pleistocene ice. Most of these "monuments," as they are sometimes called, are suggested by the land owner who takes pride in his role in the nationwide outdoor museum.

Romania, according to my friend, Dr. Emil Pop (distinguished scientist, academician, and dedicated conservationist), has many natural areas set aside by the government especially to preserve stands of rare species of flowers or the nesting places of rare birds. These species may not be endangered in a general sense, for they may be abundant elsewhere in Europe, but in Romania they are relics and are zealously cherished and preserved.

This brings me now to natural areas, as we are using the term in the United States. This is not a term that can be precisely defined other than by the fact that disturbance by man is minimal. Although a natural area may be preserved for the sake of a single species, the idea is a broader one. It is the idea of community, of plants and animals living together in their natural ecological patterns.

Natural areas may be relatively small, perhaps no more than a few acres, enough to preserve a pond, a natural grassland, a woods of a certain type, a small salt marsh. Except where the environmental conditions are extremely homogeneous—the microclimate and the soil being the same for a considerable distance—the landscape is typically a mosaic of communities, sometimes a patchwork, sometimes in zones, sometime alternating with slope and exposure or with changing rock and soil conditions. Most natural areas of any appreciable size will contain several communities. Even the tropical rain forest, that seems to stretch unchanged for hundreds of miles in the Amazon Basin, actually has an almost constantly although subtly changing composition.

The great national parks and the large wildlife refuges and game ranges may be largely, although not entirely, natural because of some developed inholdings and the roads, buildings, and campgrounds that serve visitors, or the manipulations of the managers that are designed to serve specified purposes such as water control, insect infestations, and habitat restoration. Still, old and great parks, such as Yellowstone, may be as much as 90 percent in natural condition.

Intense human use, even without constructed conveniences, can be destructive to the natural conditions. Still it is possible even on the new recreation areas, to preserve some of nature by planning for heavy-use areas and specifically directing the multitudes away from precious patches of wild nature. This is not a matter of non-use, but of selective use, for all efforts for nature preservation are for man's benefit in one way or another.

It becomes necessary, then, to establish hierarchies of use according to appropriateness. Here is an example: The first wildlife sanctuary in Europe was established on Farne Island in 675 A.D. by Saint Cuthbert, and King William the Conqueror in 1066 established a series of Royal Forests to conserve some remnants of English Wilderness. As Max Nicholson, the first head of the British Nature Conservancy, has said, 65,000 acres of New Forest have been in continuous Crown management for conservation for nine centuries. It was not until 1949 that a Royal Charter brought the British Nature Conservancy into existence as a public corporation, largely for ecological research on wildlands. In general, the Conservancy lands are open to the public for enjoyment of them as natural areas—simple enjoyment of the natural landscape, amateur natural history, healthful walking. In some instance the scientific work requires the exclusion of the public, and, although these are public lands, the Conservancy does not hesitate to close them. In any case, the more active and organized forms of outdoor recreation have no place in such nature preserves.

And now a few words about parks: The term is an ambiguous one. In the United States, for example, we use the term "park" in the specific sense of the great national parks—Glacier, Olympic, Yellowstone, Yosemite, Grand Canyon, Canyonlands, Isle Royale, Great Smoky, Everglades, and a dozen others. We also use it confusingly to refer to any unit of the National Park Service. Historic and archeological units and the newer recreation areas—the Seashores and Lakeshores, the wild rivers and the reservoirs—are all called parks.

In preparation for the First World National Park Congress, in Seattle in 1962, the IUCN gathered information on national parks around the world. It was a frustrating experience because of the lack of comparability from nation to nation and from park to park within nations. This is suggested by the purposes for which national parks have been created. Here are a few examples:

In Argentina the stated purposes of the national park system include the preservation of representative kinds of scenic, geological, vegetational, wildlife, paleontological, and archeological features. In Guatemala they are to protect all volcanoes from 30 percent upslope grade to their craters, and otherwise are to protect watersheds, vegetation, wildlife, and scenery, especially of tropical rivers, lakes, and waterfalls. Mexican national parks are for watershed protection, the preservation of national types of landscape and vegetation, wildlife, geological features such as mountains, canyons and gorges, waterfalls, lakes and springs, caves and volcanoes.

I have personal sympathy with the wildlands preservation features of the national park concept. Even in its purest form—preservation for the pleasure of the people—the United States finds itself faced with perplexing and frustrating problems when visits reach several million a year in some single parks and the entire system is now hosting about 140 million visitors.

It is better, I think, to approach our problems realistically, as many nations have done. In Argentina some parks have private and communal inholdings, and private uses include stock raising and forest exploitation. In Guatemala some parks include villages and there is cultivation in places, especially near the boundaries. In Mexico in some parks there are communal Ejido lands and governmental water impoundments and reforestation programs.

The purist seeks virginity in nature and would let all natural forces continue unmanaged in national parks. Wild forest fires would be left to burn themselves out and insect populations to explode and diminish as they play out their ecology. There are difficulties here. In the first place, few nations have sufficiently large tracts of wildland where man has not already caused changes from the natural condition, such as the extirpation of large predators, or can today afford to forego the benefits of some exploitation. Even to keep an area in the natural condition that was one of the reasons for setting the area aside as a national park may require some management. The pine keys of the Everglades are an example. Without periodic ground fire that was typical before the advent of man, the pine fails to reproduce itself and is replaced by subtropical evergreen woodland. An even more dramatic problem is showing up in Sequoia-Kings Canyon National Park. With ground fire under control, the big trees of the Sierra Nevada are not reproducing themselves and are being replaced by other less fire-resistant conifers. This is not the case in the other species, the coast redwood.

It is much better, I think, to establish parks where possible in spite of present adverse uses. Some of these uses can be outlived, such as grazing rights and mining claims, and some of them can be lived with. The principal problem is two-pronged:

First is to plan well the location of such facilities as are necessary for human enjoyment of the parks and to resist all efforts to inaugurate incompatible uses, uses that do not derive directly from the natural features that distinguish the park area from the general landscape. There is nothing wrong morally or in political philosophy in limiting the use of some public park areas. Even though national parks are owned by all the people, wilderness is not to be developed even though this may result in only a percent or two of visitors setting foot in it. And some areas can and should be reserved, undisturbed by public use, for research on natural history. The knowledge that is gained can serve well the management of the parks and greatly enhance the pleasure of visitors by more understanding interpretation of nature herself.

Second is the constant threat to preservation that originates externally. Dr. Nicholson, speaking of Great Britain's earlier protected areas, said bluntly: "Unfortunately, apart from the New Forest and Wynchwood Forest — now a National Reserve — nearly all of our original series of officially conserved national areas have been filched away and destroyed by those encroaching interests which, like jackals and hyenas, are always hanging around in the shadows waiting their chance to supersede trusteeship by exploitation."

The external threat comes not alone from private interests, but also from government agencies with opposing missions. When a government has a land-reform movement, arising from poverty and the needs of a burgeoning population, land hunger today can supersede the long-term benefits of a national park. Public agencies responsible for forest, agriculture, and economic development may feel little responsibility for nature preservation, and dam builders and road builders have powerful voices in the halls of government. Not to mine, extract oil, graze livestock, harvest timber, hunt game in parks requires firm conviction

by elected representatives and the enlightened, organized, and vocal support of the people in sufficient numbers to counterbalance the very real and obvious benefits of destructive exploitation.

Nature preservation rests with the people. It is a formidable task. It has been done in many places and today, everywhere round the world, the vision is there and the will is growing.

Opportunity still exists. We cannot go back to the Garden of Eden, snake and all, but we can stop some of the heedless destruction that is uneconomic, if one takes a somewhat longer view, and save for ourselves and those who will follow us pieces of nature. Natural beauty and the amenities of life have their values, too.

I have given advice freely. I have not meant to pontificate. I trust that I have given you some encouragement. I will close by warmly welcoming your new Caribbean Conservation Association to the large and growing array of citizen groups working for a better future. May we all work together in securing it.



Camping at south end of St. Mary's Lake, Glacier National Park.

NPS Photo by WILLIAM S. KELLER

(Continued from page 2)

urban population. Recently, much has been accomplished in the western states, specifically in Colorado, through the mutual cooperative efforts of state and federal entities of government in the management, development and wise use of the natural resources involved in these large acreages.

The state park system is only meaningful when it is planned and developed for the direct benefit of people. As a consequence the scope of a state park system is somewhat different than that served by national efforts. Everyone attending this Conference is already aware of the financial and fiscal problems, which are inherent in meeting the responsibility of supplying a state park system for the use of the public. Some states have been forward looking but western states on a whole are dragging their feet. Colorado legislators have been especially reluctant to move ahead.

The passage of the Land and Water Conservation Fund Act in September of 1964 by the Congress of the United States constituted federal recognition of the responsibilities and incumbent problems being faced by the various states in providing well developed, well located parks systems for the public. This law is especially important in concept since it places the responsibility and authority for leadership at the state level.

The following recommendation was made by the Outdoor Recreation Resources Review Commission: "The states should play the pivotal role in planning, acquisition, and development of outdoor recreation enterprises."

The responsibility of coordinating state level efforts to supply park needs should rest with the park agencies. Programming should be developed in such a manner as to dovetail with the programming of adjoining states and with the county and local governments within the borders of any specific state. It is clear that the role of state government is critically important since the coordination of all of the resources involved in these undertakings will spell the difference between outstanding success or dismal failure in the development of overall parks and outdoor recreation programs.

The state park directors can carry out their role of leadership in several different ways. We in Colorado contemplate a program to perform several important functions: The Department should provide consulting service to political sub-division for planning and development of outdoor recreation resources; the Department should encourage sub-divisions of government within the state to fulfill their role in providing outdoor recreation accommodations. The programs of the sub-divisions should be strengthened by up-to-date planning information and participation in federal funding; Colorado should encourage private enterprise to expand its role in the field of outdoor recreation. Consulting services for planning and financing such enterprises should be available from the Department on a continuing basis; a program of recreational counseling should be encouraged. This will be a valuable tool in developing public interest and support for outdoor recreation enterprises.

During recent years several states have developed use fee systems in an effort to adopt a philosophy of "pay as you go" with at least a share of the cost of developing outdoor recreation areas being borne by the user. It is my conviction that this philosophy will become national in scope, and soon will be acceptable by the public in general. Colorado's experience has been encouraging. The first year during which a user fee was charged there was some loud objection from a relatively small group of people. Since that time the user fee has continued to produce larger and larger sums of money and is becoming more commonly accepted and is now the

subject of little or no complaining. Strengthened annually in its posture, the Bureau of Outdoor Recreation's "Golden Passport" concept exemplifies the growing acceptance of, and recognition for, public user support — financially and in principle.

Every state should exercise a role of leadership in developing and strengthening its powers in coordinating the efforts of outdoor recreational resource responsibilities. State park directors should not be blind to the possibilities envisioned in state operated wilderness areas, state operated wild river systems, and programs to preserve the integrity of natural lakes. These are all areas we have traditionally considered federal responsibility, but it seems appropriate that consideration be given at the state level to these same concepts.

Colorado and many other states are facing the necessity of reorganization in state government. In the case of this state a reorganized government has been authorized by a vote of the people, and is to take shape in the next legislative session. It seems natural that the state parks function, in Colorado a responsibility of the present Department of Game, Fish and Parks, will occupy a place in a Department of Natural Resources.

Success in the development of a well planned State Parks system hinges largely on the acquisition of appropriate park lands today. These lands must be acquired in sufficient quantity to supply park resources for the growing population. Properties of sufficiently high quality must be acquired so as to be attractive to the people of our time and to remain attractive to the generations which will follow. Lastly, but perhaps most important, they must be located where people can use them. Western states in particular are facing their most critical problems in purchasing lands of park quality where they can be easily used by people who live in high density population areas.

Many of the problems the public land states are facing will depend, for solution, upon conclusions which will come out of the Land Law Review Commission. This important Commission, headed by Congressman Wayne Aspinall, is to review the present status of all federal lands in the country and to make recommendations on how better use could be made of these lands to the benefit of the people. It is my opinion that land should be used according to the multiple use principle of recreation as well as the multiple use principle of economic development. This includes hunting and fishing on all lands including park lands and state school lands. All lands having general recreational values, should be retained in public ownership.

I believe that the retention and management of state lands by "Land Boards" should follow a policy of recreational use. Compared with federal land management; no multiple use principle exists in Colorado. I believe that access to public lands for all outdoor recreation pursuits should be assured even across private land by the retention access route, negotiation of land exchange, or in the last resort, by the provisions of an eminent domain authority. Maps and sign posts should be provided for proper identification for public lands. I believe that the practice of formal and informal cooperative agreement between federal and state agencies for outdoor recreation programs is a must, and that there should be considerable uniformity in respect to all such agreements. I further believe that the management of public lands for outdoor recreational resources should be based on scientific research and on the concept of multiple use and sustained yield. Coordination between federal agencies, states and counties should be encouraged as standard procedure.

County Commissioners worry about the reduction of their tax base when lands are put to recreational use—but in reality all people are benefiting dollar-wise, far in excess of taxes, by the money accrued from recreation.

These multiple uses include the industries which provide a livelihood for our citizens and regard outdoor recreation as one of the most important of these industries. The same policy precludes land abuses by any agency, public or private, which will impair a basic resource.

The sub-committee of the Natural Resource Committee of the National Governors' Conference in Los Angeles, chaired by Governor John A. Love, made the following recommendations which I believe serves as a challenge to every state park director: "States, as part of their long-range responsibilities in this field, have the opportunity of enabling their localities to acquire open land for future recreational development; and in their own programs, states could engage in similar long-range land purchases.

"Private development of recreation facilities can supplement and complement public programs. There are opportunities in this connection for states, through their vocational training programs and otherwise, to improve standards of service for the benefit of both residents and out-of-state tourists.

RECOMMENDATIONS

"We recommend that:

"1. State governments should accept responsibility for statewide outdoor recreation planning and development and seek consultation with the Federal Government in the long-range planning of national parks and recreation areas.

"2. State recreational developments should provide tourists and residents with facilities of statewide scenic, recreational, and historical interest.

"3. The states should encourage private development and joint public-private development of outdoor recreation facilities to supplement and complement public facilities.

"4. The states should plan for, and provide full utilization of open land suitable for outdoor recreation developments to meet future needs, and enact enabling legislation to allow local jurisdictions to do likewise.

"5. Full use should be made of all forms of inter-governmental cooperation to provide the types of recreational facilities needed, now and in the future."

The people through their governors, have given you a job to do—humanity needs parks and open space in which to breathe free. Your job is to fill that need. So lead out before it is too late!



Great Sand Dunes, Colo.

NPS Photo

This speech was given to the California Outdoor Recreation Forum on March 17, 1967.

When you put together words that aren't normally related, like beauty and recreation, you have first to decide what you mean by the words. It's a question of what you mean by beauty; a fuzzy word with many definitions. It's like recreation. Everyone knows what it means, but none of us can really say it.

BUILDING BEAUTY INTO RECREATION MASTER PLANS

by GARRET ECKBO ●



● A native of Cooperstown, New York, Garrett Eckbo received his B.S. degree in Landscape Design from the University of California in 1935 and his M. L. A. degree in Landscape Architecture from Harvard University in 1938.

Mr. Eckbo started with the District Office of Farm Security Administration in San Francisco in 1939 and stayed with that office until 1942 at which time he changed to a private consultant to architects on FPHA War Housing. In 1945, he was resident partner in the Los Angeles office of Eckbo, Royston and Williams, with offices in San Francisco. Mr. Eckbo is now resident partner in the San Francisco office of Eckbo, Dean, Austin, and Williams.

Mr. Eckbo belongs to the American Society of Landscape Architects, the American Institute of Park Executives, the International Design Conference, and the California Recreation Society.

Also, beauty is a word that is getting old fashioned, kind of square. Modern designers and art critics avoid it. I'm told it is a dirty word in the Department of Architecture at Berkeley, irrelevant to the systems approach to the environment. Still it is a word that comes to us from the past and has some meaning to a lot of us. I think we can say it is concerned with experience.

They say beauty is in the eye of the beholder, but I would think it is really in his heart and his mind because the eye is just a part of the transmission belt for experience. It's involved or concerned with the reaction to a scene or object or an experience or a collection of those; concerned with uplift, inspiration, expansion, relaxation, greater understanding, a sense of empathy with a situation, a sense of integration, that sort of thing; the fulfillment of aspirations or needs or demands, adding something creative to previous accomplishments or performances, a demonstration of love, of understanding, of intuition, of insight or skill.

Beauty results from process, the design process which is potentially although not automatically creative. Creative design production is art. Beauty is one of the qualities of art or perhaps sums up all of its qualities. Design and art processes are applicable to all human problems and enterprises, both physical and social. They are not merely decorative to the hard facts of life as many people think.

Nature is viewed by many as the ultimate reservoir of beauty and the basic reservoir for art inspiration. It is a result of human activity, although that activity has been altering it world-wide for some ten thousand years. It is a human process to observe the natural scene, to evaluate it, to make qualitative judgments about it and to change it. Nature may exist without man but beauty in nature only exists when man is there to react. All of nature is not equally beautiful—man decides which parts are more or less beautiful, or perhaps not beautiful at all, even if we hate to admit that.

Perhaps there is a scale in these qualities like beautiful, pretty, charming, pleasant, comfortable, mediocre, boring, unpleasant, ugly. Beauty can only exist in relation to ugliness. If everything were beautiful, you wouldn't really know it was beautiful because it would just all be the same.

Ugliness may, at times, become beautiful. We are told that junkyards must be screened, but the Emeryville Junkyard is the most exciting visual experience along the Eastshore, I think. It is a monument to our society. Billboards are bad, automatically, yet communication can be great art.

Beauty doesn't result from formulae, rules, regulations, systems, standards, rationalizations or verbalizations. It can be experienced but cannot be measured, defined reproduced, imitated or transferred. It happens by a peculiar combination of time, place, people, problems and aspirations. We cannot study beauty but we can study the design process in relation to those five elements.

We can consider whether beauty is actually a result or a process itself. Is it the object, the scene or the experience which is beautiful? Or is it the particular relationship between it and the experiencer at a given time and place.

Design produces results which may become art—that, is beauty—if their influence expands beyond their immediate situation in both space and time. We become involved with attitudes, constructive and destructive. I have said quite often how can we be constructive at home, searching for beauty, while we are being destructive abroad. Yet it is possible because we live with compartmental minds: We can wear blinders, we can separate parts of our lives, but we have a sort of strange relationship between overall reality and fragmental attitudes.

So what about the relationship between beauty and recreation? Like beauty, everyone knows what recreation is, but no one can really define it. Is it constructive use of leisure time or release from compulsion? Perhaps recreation is really a search for beauty as an alternative to daily living that is boring, arduous, frustrating or unrewarding. People who enjoy their work may not need recreation.

Master plans are control and guidance documents for areas subject to change and development; or perhaps only pressure for change and development. These plans may cover any area, small or large, although we think of them in relation to governmental units—cities, counties, regions, districts, states.

Political units are usually arbitrary, geographically and socially, making town planning awkward and difficult. Natural units are urban regions, including all continuous development and all land one hour or forty miles from their centers; non-urban regions based on such natural units as drainage basins.

Development and change are determined by designs which must be precise and specific. They may be good or bad, but someone has to decide which shape the development will be, even if they do it on the back of an envelope for the Building Department.

Master plans are, of necessity, generalized and diagrammatic. They must be specific enough to establish a policy and a direction; flexible enough to adjust to new ideas, demands or problems. They may be graphic or verbal, usually both. They must not only preserve existing beauty but they must project and encourage the possibility of greater beauty, resulting from the reaction between preservation and development.

We come down to this question on how to build beauty into master plans. I don't have any simple rules. Certain things, I think, are necessary.

First, which is fairly obvious, a careful study of the existing situation and a determined effort to preserve and accentuate existing elements which provide high quality experience.

Second, a recognition that all design produces qualitative results, regardless of its objective. The technical, functional, and visual or sensory qualities are inseparable. Designing for the first two alone, which is one of our great tendencies, often destroys the third, or the possibility of the third.

Third, we need to recognize that the landscape or environment is one continuous experience in space and time, indoors

or out, wherever we are throughout our lives. Design in fragments, that is, political or ownership fragments or professional fragments, without consideration of relations between the fragments, produces the visual anarchy which surrounds us.

Fourth, we need to recognize that quality in the physical landscape is primarily the result of the relations that exist between buildings and open space, between man-made and natural elements; and between pedestrians and motor vehicles; that is, we never had an open space problem until we had too many buildings; and we never had a problem preserving nature until we had too many man-made things; and we never had a pedestrian problem until we had too many automobiles. These, I think, are the central facts in the general environment, the source of the kinds of problems and that you're all involved with, and you have to deal with them.

Fifth, there is a recognition that programing, as the verbal search for the meaning of recreation—constructive leisure or relief from compulsion or qualitative or complete experience—must work hand in hand with graphic physical design in order to produce the most meaningful results. Programing sets criteria and parameters for design but does not tell it what to do. Design projects specific recreation experience. It may do so because of good programing or in spite of bad programing.

Designers may help programmers to write better programs. Programmers may help designer to produce a more meaningful design, or programmers may frustrate designers by rigid or sterile demands or by an attempt to design in words that which only can be done graphically. Designers may frustrate programmers by ignoring their efforts and going off on private tangents. Since programmers are usually the client this usually doesn't last long. Of course, master plans are really a combination of preliminary programs and designs. All of the professions and all of the attitudes toward the landscape are expanding and overlapping to make the connection between the planning process and the design process more clear all the time.

How can we build in some assurance that we are planning for the public?

Beauty is a matter of personal experience even though it may be in groups or in crowds, and it's really a result of two things: Of the situation that exists, let's say a physical scene like a landscape; and the background of the observer, what his life experiences lead him to get out of that scene. Sometimes it is consistent—everybody like Yosemite Valley.

I'm not talking about beauty that's something esoteric or is a question of art for art's sake or even for a special group of people. We have a nation or a society which hasn't been very much interested in these subjects in its history because there has been so much more concern with conquering the West or conquering nature, and technological advance and all those things we are familiar with. It was always assumed that beauty was an automatic by-product of this "pursuit of progress." We are just beginning to realize that somehow the pursuit of progress is producing the most ugly environment the world has ever seen. Somehow we have to do something about it. We can't just let it happen anymore.

There are all sorts of questions implicit in this that nobody has answered in the two years of Conference on Natural Beauty ever since the White House gave us the stamp of official approval and made it a respectable subject again. There haven't really been any clear statements of policies or attitudes coming out of these conferences; a lot of interest and a lot of activity which is all constructive but, inconclusive; for instance, in American general education—

primary and secondary—there isn't a work anywhere about the quality of the physical environment.

It is as though that is a subject that doesn't exist, yet everybody lives surrounded by a physical environment all his life. It is a constant conditioner of our lives, and yet the question of quality is never raised in any general way—such as a social problem or a problem that everyone should be concerned with. It is assumed that it happens automatically.

So what I'm getting at is that, of course, whenever you are planning or designing any kind of a project, or area, you have to think in terms of the people who are involved who will use this for experience. You also have to think in terms of how to advance their experience and their understanding, their awareness or readiness. You have to assume that most of them have no background for anything but the most elementary type of experience—like everybody likes grass and trees and water and rocks and so on. At the very beginning you have to arrange the grass and the trees and water and rocks in certain forms and patterns; and we assume that there is only one way to do that which is sort of the natural way. Actually there are hundreds of ways to arrange those elements, if you could sit down and work at it and think about it and explore it. But we never get beyond the first way because we have this elementary attitude.

The span from the most realistic poster painting to Picasso may be too much for many of us. There is a long range of different kinds of painting experiences in between; and we're still, with most landscape arrangements, back in the poster stage, the most simple kind of stage. So a designer's function in relation to a clientele—which is the public in this situation—is both to follow and to lead. We have to give them what they want, but we also have to try to make them aware of things that they could have that they have never thought of because they never heard of them, because they don't exist, it is only designers that can produce. That's the function of the design process to produce things that never existed before.

What kind of stifling influences tend to box in creative design in the way a zoning ordinance tends to box in development?

Park and recreation design, in my opinion, is the most conventionalized and standardized area of design in the country today. There is no ferment in it in terms of ideas or forms or changing ways of doing things as there is in almost every other area of design—like building design or fashion design or object design or art. There is a certain standard pattern of parks—you know, the neighborhood park is five to ten acres and has certain facilities in it for all age groups and certain relationships and certain supervision patterns. The community park has, also, certain things in it, like the high school level, and when you get to bigger parks they may be more flexible because the sites are more different. Historically, park design is mostly involved with the naturalistic approach; that is, the assumption that nature is good and man is bad, that cities are ugly automatically and that it is only nature that will save the city. This idea, constructed 100 years ago when Olmstead advanced it in Central Park, is getting a little rusty even though nature is great. Somehow there is no publication involved with design ideas in parks or recreation like there is in architecture. There are no debaters, no manifestos, no schools of design. There are a few people that are doing things that are interesting or occasionally brilliant, but there is no real interest in the area in forms or arrangements or the kind of experience they generate.

I think it must go back to thinking about what you mean by

recreation. It isn't the forms that are primary; it's the content, the programming. With recreation it means that you do certain things, like you go and play ball and either join the Little League or the Pony League or whatever the other leagues are, and work your way up through the system in order to learn to be a good competitive citizen. Or you swing on the swings or slide on the slides or go and do your arts and crafts.

The reason that architecture changed was that there was a lot of intensive looking at the content of buildings and the demands on buildings. I'm not really clear myself what the question is in this area. Whether there is a tremendous demand for recreation—we read all these statistics about use hours with parks and so on—demands that seem to be a form of search. I don't know whether the professions are doing enough to try to give some shape to the search, to try to find out what people are searching for.

The relations between all the design fields are getting looser. You have established professions which have legal standing in licensing laws, professional societies which form a kind of vested interest. In actual practice all of these professions are overlapping each other and getting more and more involved in team work and mutual consultation.

Specifically, the economic planner of course, is the magician who rationalizes everything because this society is so conscious of money. We think everything is measured with dollar signs and we are incapable of accepting values that can't be measured with dollar signs. We're liable to get trapped in engineering formulas like the cost-benefit ratio.

How do you put a dollar value on intangible values so that the Highway Department can't go through the park or cut down all the trees or chop down hills? I suppose the smart economists can do that too if somebody would pay them enough for it.

That's the kind of game that goes on, but somehow we have to get around to being able to see what's important in life, and what's important in the world without having to pay for it with these kind of formulae.

Is the society prepared to inject these criteria or these things that society needs? Are these standards something superficial which the designer or the planner will inject?

I think that if you substitute for beauty the word quality the discussion becomes more constructive. Everybody naturally wants quality in their lives. We keep talking about our standard of living, and we really know that we don't measure our standard of living by just how many cars you have or how many washing machines or how big the house is. We know there is more to it than that. It has something to do with the pattern of experience you get out of what's around you. I think practically everybody would agree with that if you would put it to them with plain language.

Everybody, you know, agrees that culture is good, that art is good, and so on, without really knowing usually what they are talking about. But there is a kind of tradition that these are good things and we don't want to talk about them because we don't really know very much. Or we go to all of the art museums and we go and buy symphony records because of something that is called cultural boom that's going on for the past ten or twenty years.

There is a constant search for more quality in life all the way from the "hippie" to the jet set; all looking for better kinds of experience, better kinds of relations. Then we're trapped in a habit of measuring success by quantity. For example, if you build 15,000 more houses this year than last year, it must be better even if they are lousy houses. I don't think that we are in the position of trying to force beauty on anybody.

We are in a position of trying to meet a need that's there: that has gotten confused by certain habits and attitudes that have come out of our history. There is nothing wrong or bad about it; it's just the way we have grown so fast technically and conquering a new continent.

This question of quality, which all of the old cultures of the world have spent thousands of years slowly building in Europe and Asia (even though in limited parts of their environment), we somehow lost in the scramble we've had with this monumental kind of material environment. We are not trying to force anything on anyone. We are trying to help the public to find out what we mean by quality in our times, and with our problems and our demands and our ways of doing things. Before now it has not really been possible except for very limited situations with special people and now it's beginning to be possible for larger and larger segments of the population because there is more consciousness to it; and more realization that if we don't do something about it we are just going to make such a hell of a mess we will never be able to dig ourselves out of it.

The Division of Highways is following a new trend with respect to developing the scenic beauty and landscaping. Can we associate recreation areas into the freeways inasmuch as many of these freeways pass through scenic areas? Would it be a good lever to tie freeways into recreation planning?

I think the highway program, aside from war and space, are the programs we've spent the most money on, which we think are the most important for some strange reason. We think it is more important to be in motion than to be in a good place when you get there. These are important programs and make major alterations in the landscape. Certainly you are quite right that somehow the policy of highway development program should be expanded and made more comprehensive so that they do take responsibility for their impact on the landscape, and for the changes they force, and for the possibilities they create. We all know that wherever highways go, development follows, congestion follows, concentration follows, and all sorts of desecrations to the landscape follow because the highways make it possible.

Somehow their program should become much more comprehensive and if it were properly handled politically, it probably could be done. I don't know just how, but it wouldn't add much to the monumental amounts of money they have spent already. I can remember when the freeways were only allowed to plant for erosion control. Beauty was a dirty word in Sacramento, too. In the last ten years or so—I don't know just how it was accomplished—the planting budget of the Highway Department has grown substantially. They are really spending a lot of money now and I know that the landscape section of the State Highway Department is much more influential than it ever was. I think mostly that occurred in the last year or two since the President gave his blessing to beauty.

US Forest Service Photo



Should helicopters be permitted in wilderness areas for fighting fires? Dropping survey crews?



Presented to the Graduate Seminar in Recreation Management, Department of Recreation and Parks, Texas A & M University, College Station on May 8, 1967

These days we hear much of "wilderness" — often in emotional terms. As with the word "conservation," we must define "wilderness" because it means different things to different people.

National forests contain many areas regarded as wilderness. The most important for recreation are those classified as Wilderness Areas or Wild Areas. Upon enactment of the Wilderness Act in 1964, the Wilderness and Wild Areas of the national forest were all automatically drawn into the National Wilderness System.

The dominance of nature over man is the prime characteristic of national forest wilderness. The most prominent physical features resulting from this philosophy are a lack of roads and of motorized transportation within these designated areas. And, of course, the most-discussed use of wilderness is for recreation — usually persons traveling in

WILDERNESS PROBLEMS OF THE U.S. FOREST SERVICE

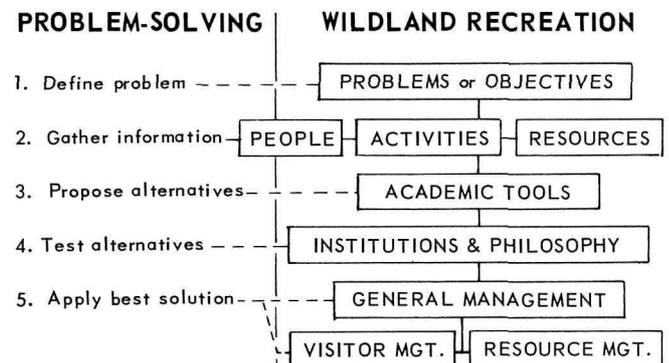
by RICHARD L. BURY ●

● Richard L. Bury joined the faculty of the School of Forestry at Northern Arizona University in 1964. He has developed and teaches a 4-course option in wildland recreation management. In addition, he teaches an introductory course in general forest management, and conducts research in wildland recreation management. Previously, he was on the forest recreation staff of the Pacific Southwest Forest and Range Experiment Station at Berkeley, California, where he spent most of his time in studies of recreational use of wildlands and ways to improve estimates of use. Before 1960 he served as timber management assistant on the Ukonom Ranger District and right-of-way agent, both on the Klamath National Forest in northern California. A native of Columbus, Ohio, he holds a bachelor's degree in forestry from Purdue University (1950), a master's in conservation from Yale (1955), and a doctor's in agricultural economics from the University of Connecticut (1961). His Ph.D. thesis treated the impact of urban development on non-urban land uses. Besides his Forest Service experience, he has aided state and local planning agencies in Connecticut, and held several summer jobs in the field of natural resource management.

small groups or in organized parties, and always by "primitive" transportation — usually by horseback or afoot.

Management under this philosophy induces many problems, most of which are related to maintenance of a landscape apparently undisturbed by man. These have been discussed in detail elsewhere, the best compilation being Wilderness and Recreation, published as Study Report 3 of the Outdoor Recreation Resources Review Commission in 1962. Under Dr. James P. Gilligan of the Wildland Research Center, University of California in Berkeley, these wilderness management problems were studied and accurately described.

In order to gain some sense of order in studying these management problems, let's go back to Dewey's system of reflective thinking — or, as the scientists would have it, the scientific method or the problem-solving method. By combining this method with the characteristics of recreation management as a whole, I have composed the following chart:



Let's examine the usefulness of this chart for a moment. In addressing the question of management problems on wilderness areas, we must first specify the nature of the problem — the objectives of our search. We've done this by specifying the type of "wilderness" with which we're concerned. We've also stated wilderness management objectives as the maintenance of an environment essentially unmodified by man, and the problem as being those actions which would prevent such maintenance. This gives us a start.

Now let's look at some of the wilderness management problems which might fit into each of the "boxes" of the diagram. Such a classification and brief description will provide a coherent picture of the complexity and wide range of wilderness management problems.

RESOURCES

Minerals within wilderness areas may have substantial value. Extraction or exploration creates landscape "damage" (because the activities of man become clearly revealed), and motorized access and road must be permitted to and on lands that have been patented for minerals. Should miners be required to repair landscape disturbance within a specified time? Should their buildings be clearly necessary to mining only? Should the United States purchase mined-out lands within wilderness areas and attempt to repair landscape "scars?" Many mineral claims are in fact established for use as summer home sites, in opposition to the intent of wilderness management objectives.

Ecological succession will inevitably occur if man does not manage plant cover to maintain a particular plant association. But recreation visitors often prefer plant associations which are not "climax." The Boundary Waters Canoe Area of Minnesota is a good example; canoeists prefer red pine, but the less-preferred balsam fir will succeed pine unless the timber stands are managed through controlled fire. Such management would constitute an act of man, be "unnatural," and therefore offend some visitors as well as being in conflict with wilderness objectives.

Water power potential may, under existing law, be developed within wilderness areas. Are not dams and other such works in conflict with basic objectives of wilderness?



Transportation by pack string is acceptable to wilderness visitors, but is much slower—and possibly more expensive—than helicopter or air-drop for essential management functions.

PEOPLE

The desires of recreation visitors often are inconsistent, in conflict with management objectives, or are conflicting among visitors.

Conveniences such as installed tables and toilets are wanted by some visitors, but not by others. Heavily-used campsites in wilderness areas virtually require sanitation developments to prevent pollution or other health hazards.

Management of animal populations is subject to inconsistent desires. Most visitors approve of fish planting; some approve of predator control. Both these points of view spring from self-interest in harvest of game species, not from desire for resources untouched by man.

Vegetation management reactions are also inconsistent. Planting of trees or other vegetation is almost universally approved due to decades of work by land-management and conservation organizations. But clearing of trees to provide scenic views, or to create meadows for views or for grazing by horses, is disapproved. Is this inconsistency simply an unsophisticated understanding of "conservation?"

VISITOR ACTIVITIES

Litter is an increasingly large problem, especially at the more popular sites. Soils are often so shallow that burial of refuse is unfeasible. Back-packers bring relatively little to wilderness areas, but are reluctant to carry it out; riders bring much more, but can more easily pack out their litter. The solution lies in better acceptance of responsibility by all users.

Deterioration of mountain meadows is often rapid if horseback parties are permitted in high wilderness areas while meadows are soft or before grasses are ready for harvest. Parties with 30 or more head of stock can easily "harvest" all the seasonal forage from small meadows in one weekend. Such excessive use will after several seasons produce vegetation changes favoring takeover of the meadow by trees, or by plants of poorer grazing value.



More use of wilderness brings with it the need for more concern with health and safety of visitors.



Under what conditions should helicopters be used in management of wilderness areas?



Are tables of this and similar design suitable for wilderness?



A charming reminder of the past, or an undesirable intrusion on the wilderness scene?

Hikers and riders may conflict over the use of trails or of campsites. Zoning of either area or time of use may be the answer. For example, hikers can use wilderness areas during early summer before forage is ready for riding and pack stock.

Exclusion of motorized vehicles is a growing problem; this is especially true for trail vehicles such as Tote-Gotes and trail-bikes. Use of these vehicles is rapidly growing, and many users have disregarded the exclusion signs posted at boundaries of wilderness areas.

ACADEMIC TOOLS AND EXPERIENCE

No serious "problems" are introduced here; rather, this is a fund from which we draw solutions for management problems. Experience in problem solution comes from many sources. The breadth of academic tools useful for problem-solving is indicated by the below:

EXAMPLES OF SUBJECTS, CONCEPTS AND SKILLS

BIOLOGICAL SCIENCES

Botany
Zology
Forestry
Wildlife management
Ecology

SOCIAL SCIENCES

Sociology
Psychology
Social psychology
History
Recreation

EARTH SCIENCES

Geology
Soils

INFORMATION PROCESSING

Statistics
Electronic data processing

APPLIED ARTS

Aesthetics
Landscape architecture
Architecture

BUSINESS MANAGEMENT

Personnel management
Financial management
Economics
Business administration

GOVERNMENT

Political science
Public administration
Law

ENGINEERING

Civil engineering
Sanitary engineering
Hydraulic engineering

INTEGRATIVE FIELDS

Geography
Conservation
Regional planning
Decision theory
Conflict resolution

INFORMATION SOURCES

Bibliographies
Indexes
Journals
Libraries
Statistical series

TECHNIQUES

Estimation of use
Measurement of use
Surveys
Valuation of recreation
Aerial photo interpretation

CONCEPTS

Multiple-use management
Preservation of natural area
Relative dominance among resource uses

INSTITUTIONS AND PHILOSOPHIES

These are the arrangements of society into which most of our solutions must fit, and from which our individual viewpoints on resource management are derived. But they can in themselves become sources of management problems:

Established resource uses may be inconsistent with basic wilderness objectives. For example, motorized vehicles were allowed in Primitive Areas under Regulation L-20,

the initial regulation guiding management of wilderness areas. The advent of tighter controls under Regulation U-1 (1939) caused public relation problems as national forest officers attempted to exclude motorized travel from areas where it had become established.

Legal difficulties were common when forest officers attempted to enforce the ban against motorized travel. Most Federal courts would place such cases low in priority on the docket, or fail to take the case. The recent use of U.S. Commissioners for such cases has permitted rapid conviction and sentencing.

Is any management at all inconsistent with wilderness objectives? Some persons with preservationist philosophies would say "Yes." But what should be done about insect epidemics or fires that may destroy a resource that underlies wilderness enjoyment? Should fire control or insect control be permitted? And, less striking but still important, should management be used to alleviate or prevent extreme deterioration of the more popular sites, or to prevent unsanitary conditions?

Whose say-so should be final concerning the establishment and management of wilderness? Should it be the Congress with its presumably close ties to wilderness owners (the public)? Or should it be a land-managing agency with personnel qualified professionally as land managers. This was the basis of the fight over the Wilderness Act.

GENERAL MANAGEMENT

Publicity must be used carefully; it can be either a help or a source of problems for the manager. Undeniably, news releases are necessary to inform potential visitors about rules of behavior on wilderness areas. And, some would say, publicity about the values of a wilderness experience would be useful in stimulating persons to an experience which can be very rewarding. But publicity can also result in over-use of areas, many of which exist in fragile condition because of low-precipitation, shallow or erosive soils, etc.

Non-recreation uses such as mining, grazing, or activities on private inholdings may provide interesting variety if such uses are small in area and therefore do not intrude significantly on the natural landscape. Administration of these uses can, however, provide many headaches in the enforcement of contracts between the users and Forest Service officials.

Increased use of wilderness areas might be encouraged by resource managers on grounds that (a) the experience is "good" mentally and physically, (b) the resources are there to be enjoyed, and (c) increased use may bring a larger budget for management of the wilderness. However, use may become so heavy that not only are site deterioration and health hazards introduced, but the isolation sought by many visitors will be destroyed.

VISITOR MANAGEMENT

Increased regulation of visitors' activities will be required to preserve site and landscape amenities as wilderness areas receive more use. Problems of enforcement will grow as rules proliferate. And the visitor will lose freedom of action thus lowering, for some, their satisfaction with the experience.

Public press releases and other informational releases must be accelerated to inform the visitor of rules, proper types of equipment, and the necessary physical conditioning and skills for a safe and enjoyable wilderness experience.

Control of vandalism may become important as use increases. Apprehension, censure, and prosecution will be difficult administrative problems.

Rationing or guidance of use may be necessary in areas receiving heavy use, such as the John Muir Wilderness Area of California. The impact of heavy use can be lowered for some time yet through encouraging use of seldom-visited portions of wilderness rather than those now more popular. When use over the entire wilderness comes close to the limit of biological or aesthetic tolerance, administrators may need to consider rationing of wilderness use to maximum number of persons at one time.



Are visitor-built improvements an eyesore to be removed, or a welcome relief of responsibility?

Replaced by government-built improvements?

Obliterated entirely?

RESOURCE MANAGEMENT

Control of game populations may be necessary where overpopulations now exist; this might be accomplished through longer seasons, larger kill limits, or lower license fees. Such measures would probably be more acceptable to preservationists than would habitat manipulation.

The biological and aesthetic carrying capacity of wildernesses should be established for those areas now receiving heavy use; this would be an appropriate function for research by the Forest Service or universities.

Patrol and cleanup must be intensified as use increases unless visitors can be induced to clean up after themselves. In any case, patrolling for visitor safety will probably be accelerated. Volunteer patrol and cleanup, such as that already performed by the Sierra Club, can do much to relieve the administrative load.

Boundaries should be adjusted to exclude areas easily "invaded" by 4-wheel vehicles. Such action could significantly lessen the problem of excluding motorized travel within wilderness areas.

Overgrazing of meadows must be prevented by control of pack and saddle stock, and limiting the numbers of livestock grazing under special-use permits. Mountain meadows provide some of the more charming aspects of a wilderness landscape, and should not be allowed to disappear through overgrazing and subsequent invasion by trees.

Administrative development should be reviewed for possible elimination. Guard stations, roads, pipelines, etc. no longer necessary for adequate administration of wilderness should be removed, and new developments should not be installed unless the need for them is clearly shown.

The problems listed above are a few examples of the many aspects of wilderness management.

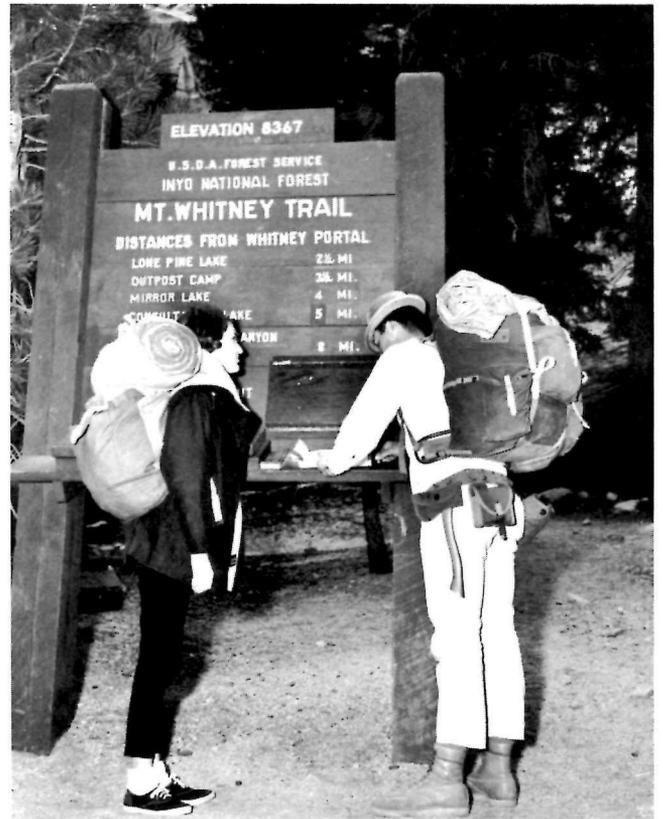
With imaginative application of our knowledge and experience, we should be able to cope with each of them. The solutions will in most cases be compromises among the many criteria for judging management.

As the man in the middle of conflicting interests, the Forest Service wilderness manager has led the way in resolution of the conflicting desires of various users and the many criteria of management. Let us wish him continued success in meeting the problems of wilderness management today and tomorrow!



US Forest Service Photo

US Forest Service Photo



These backpackers expect wilderness to provide a landscape apparently unchanged by man.

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Temple at Tranquil Matsushima Bay

The Japanese people have been lovers of nature since ancient days. Pursuing a mode of living in close harmony with their natural surroundings, they have been developing modern types of outdoor activities such as mountaineering, camping, sea-bathing, skiing and skating in addition to their traditional recreations of outings, hot-spring bathing and pilgrimages to the various temples and shrines.

Then again, the natural scenery of this country extends over a wide range from that of the sub-tropical and tropical to the frigid zone and, moreover, spreads from the seashore to altitudes as high as 4,000 meters above sea level so that ever-changing variety and delicacy are special characteristics of the Japanese landscape.

The "national park idea," aiming at the preservation, utilization and promotion of these outstanding natural attractions as well as for providing the people with new opportunities for recreation and enhancement of their health and education, came to be seriously considered in this country from around 1930 and the National Park Law was enacted in 1931. The first national parks were created in 1934 and, prior to World War II, there were already 12 such designated areas in this country.

Following the end of the war, with the return of stability to the living of the people and increase in their personal income, the number of national park users registered a sudden rise. As a result, the expansion of the national park system became necessary and more national parks came into existence.

In 1957, the old National Park Law was abolished and a new Natural Park Law enacted in its place. At present, the natural park system of Japan includes quasi-national parks and prefectural parks in addition to the erstwhile national parks.

National parks are those among similar types which are representative of Japanese scenery and at the same time of such outstanding natural beauty as to deserve international repute. They are administered and designated by the state. Quasi-national parks are "areas of natural scenic beauty that correspond to those of national parks" which, although not so outstanding as to be representative of this country, are attractive from the local point of view. Designations are made on request by the prefectural Governors and they are administered by prefectural authorities. Prefectural natural parks are scenic areas which are representative of the respective localities and are designated and administered by the prefectures.

NATIONAL PARKS OF JAPAN

by TETSUMARO SENGE

Managing Director,

National Park Association of Japan

Written expressly for TRENDS, this article was contributed by JNTA ●



Cherry blossom viewing at Okutama.

● The Japan National Tourist Organization, the largest establishment of its kind in the Far East, is known throughout the world for its high standards and prompt, friendly service. JNTA promises a wealth of informative material on all aspects of Japanese life, from a tremendous array of free literature to an extensive library of books and films available for a nominal charge. Those desiring information on a particular subject may write or visit the head office at 1 Marunouchi, Tokyo, or the following overseas offices: 45 Rockefeller Plaza, New York; 33 North Michigan Avenue, Chicago; 1420 Commerce Street, Dallas; 651 Market Street, San Francisco; 109 Kaulani Avenue, Honolulu; 165 University Avenue, Toronto; 6 Regent Street, London; 8 rue de Richelieu, Paris; Goethestrasse 22, Frankfurt; 1261 Charoen Krung Road, Bangkok; and 90 Pitt Street, Sydney, N.S.W.

At present, the national park system of Japan consists of 23 national parks (1,963,584 hectares), 28 quasi-national parks (677,749,8 hectares) and 263 prefectural national parks (2,019,597 hectares) covering 5.3 percent, 1.8 percent and 5.5 percent, respectively of the total land space in this country. The administration of these natural parks is in the hands of the National Park Bureau of the Japanese Health and Welfare Ministry. The Welfare Minister makes the decisions in regard to designation of national parks and quasi-national parks as well as the park program, based on the opinions of the Natural Park Advisory Council, composed of scholars and experts from various fields.

The natural park system here is basically patterned after those of America and Canada but, in accordance with existing conditions within the country and as a special arrangement, it is the rule to limit the use of particularly attractive sections of these parks for commercial purposes, regardless of ownership, in order to preserve their scenic beauty and to prevent changes in their natural appearance.



Mt. Fuji, Fuji-Hakone-Izu National Park

As an actual fact, the present ratio of land ownership within areas designated as national parks is 61.8 percent state, 16.8 percent local public bodies and 21.4 percent private so that the system here is different from those of many other countries in the fact that a considerable portion of the national parks is privately owned.

Then again, the sections of state-owned land supervised by the National Park Bureau and exclusively used as parks are comparatively small in extent with the major portion consisting of national forests which are administered by the Agriculture and Forestry Ministry. This system, which has a long history, is due to actual conditions in this country where the area is small while the population is large, so that the land had been developed and parcelled off since early days.

The national park program, which is in the hands of the Health and Welfare Ministry consists of two phases . . . protection and utilization. As protective measures, depending on the degree of importance for preservation of these scenic beauty and natural aspects as well as the need for utilization of certain sections within a park, the national park land has been sub-divided into three categories of Special Protection Area, Special Area and Ordinary Area with restrictions



Mt. Me-Akan, Akan National Park



Skiing at Akakura

within these respective areas enforced accordingly. A Special Protection Area is kept strictly as a natural reserve and such spots as woodlands of surpassing beauty, specially-designated localities set aside for preservation of wild fauna and flora, those with special topographical and geological features of scientific value as well as cultural assets such as historical and archeological remains are so designated. In a Special Area, by adjusting industrial activities with due consideration for places of superlative scenic beauty, their importance for utilization as parks and those possessing special features related to literature and the lives of the people, the fostering and maintaining of those attractions are carried out. As for Ordinary Areas, no special restrictions are enforced on common activities outside of the requirement to make applications.

Of Japan's national parks, as a whole, Special Protection Areas occupy 8.8 percent, Special Areas 59.2 percent and Ordinary Areas 32 percent. As for their utilization the Health and Welfare Ministry makes the decisions on necessary facilities for traffic and transportation, lodgings, outdoor recreation, sanitation, education and others, specially



Lake Ashi, Fuji-Hakone-Izu national park in central Japan.

designates the centers of national park utilization as developed areas or villages and makes provisions for the establishment of coordinated facilities for the users.

Turning next to the various problems faced at present in the supervision of national parks here, the first is the phenomenal increase in visitors. Totalling around 190 million annually, the number is continuing to multiply at a rapid rate. As a result, many of the national parks are suffering from over-use and afflicted with mounting piles of waste and refuse left by the visitors, destruction of natural beauty by commercial touristic enterprises, a basic lack of public facilities and other woes.

The second is industrial competition. As mentioned previously, the national park system here was established on the basis of its multiple utilization with industry so that various difficult problems have arisen in regard to its adjustment with industrial and land development for agriculture, mining, electric power generation, housing projects and other activities. The population density here is exceedingly high and despite the progress being made in industrialization, the destruction of natural scenery is an especially serious problem for Japan which is poor in natural resources.

In the face of such a crisis, the National Park Bureau, attempting a new challenge, is now studying a new program for preservation of natural scenery and promotion of outdoor recreation. In other words, for the purpose of strengthening the regulations on land development within the national parks, it is contemplating the purchase of necessary land or else the establishment of Nature Protection Areas, similar to the Wilderness Areas of America. Hence, for the purchase of land within the national parks, the necessary sum has been earmarked for the first time in the national budget for the 1967 fiscal year.



An ornamental pine tree, whose spreading branches are carefully trained by bamboo forms.

Then again, to cope with the progress of urbanization, plans for increasing the areas of new parks in the outskirts of large cities as well as the establishment of outdoor recreation facilities within and outside the natural park areas are being studied. In the meantime, National Vacation Villages, People's Lodgings, Youth Hostels and other accommodations for young people, families and low-income workers are already being constructed one after the other.