

Trends

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CONTENTS

TOWNSCAPE & LANDSCAPE: THE COMING BATTLEGROUND by Grady Clay 3
NEW STRATEGIES FOR OPEN SPACE by Philip R. Pryde 12
TOMORROW IS NOW FOR THE PARKS AND RECREATION PROFESSIONAL by Kenneth J. Smithee 18
NATIONAL PARKS FOR THE FUTURE Introduction 24 An Overview by John M. Kauffmann 27
NATIONAL PARK PERSPECTIVES by Anthony Wayne Smith 31
PARK SPACE FOR URBAN AMERICA by John P. Keith and John P. Milsop 37
LAND USE REFORM AND THE ENVIRONMENTAL CHALLENGE by Lance Marston 46
TRAILS: WHO NEEDS THEM? by Dorothy Boyle Huyck 51

TOWNSCAPE & LANDSCAPE: THE COMING BATTLEGROUND

By Grady Clay

From HISTORIC PRESERVATION, Vol. 24, No. 1, January-March 1972, the quarterly magazine of the National Trust for Historic Preservation.

Whenever preservationists gather these days they do so as an oppressed minority. Their purses may be fat, their causes just, but they have a right to be bitter as they contemplate their world. For they seek to preserve what a dynamic and energetic society is quite likely to destroy without a second thought.

Habits built up for generations have induced most Americans to continue free-spending energy in every form—on new construction and demolition, on an often random, careless, free-wheeling way of life and mobility that puts scant faith or energy in preserving anything.

I see little evidence that this will change in the immediate future. Consider the major forces at work out there where preservationists must compete. Listen to the offstage noises that seldom penetrate preservationists' meetings, but must be considered:

Offstage Noise I: It comes from the impending increase in building construction as interest rates relax. The noises now in the early mornings as bulldozers start up are nothing compared to the noises coming later in the 1970's when the rate of new dwelling construction could go well beyond two million units per year.

Further, there is a steady transformation taking place in construction techniques. Everything is speeding up. Developers are learning to move more quickly. I observed this in Louisville last year when, in one week, the first United States bank west of the Alleghenies, one of the half-dozen most historic structures in the State of Kentucky, was converted from a freestanding example of 1823 Federal style with frontier overtones into an unruly pile of indiscriminate rubble trucked to a distant dumping ground.

Land-clearing and leveling is cheap—one of the few costs in building construction inflating at a rate decidedly slower than the average. Most states either already possess, or are getting, so-called "quick-taking" statutes that permit state

and local public agencies to take physical possession of land or buildings quickly and haggle over price later with the dispossessed owners.

The rise of prefabrication (prefabs and modular housing comprised more than 80 percent of all new dwellings for sale at less than \$15,000 in 1970) means more pressure to move fast, tear down and prepare sites in a hurry. Consequently, this puts pressure on developers—and they on landowners and on local officials—to bend, twist and alter local laws and regulations to assemble huge land tracts quickly, for rapid, mass-produced, large-scale projects.

Noise II: Country Joe and the Fish, Touch and the Jefferson Airplane—rock groups amplified to 150 decibels—conceal a social trend that will affect all that preservationists may seek to save. That trend I call "swarming," based upon the growing capacity of young Americans, Britons and others to quickly assemble in huge, amorphous formations. This began on a large scale at Woodstock, N.Y., in 1969, and now is becoming a steady, recurring phenomenon. Police and vigilantes have restricted some of the swarmings, but the access to mass media (recordings, TV, underground press, etc.) and to mass mobility, of course, cannot be shut off. You do not disinvent the VW bus.

Thus an increasing percentage of young people seek to move out of so-called dependable market areas and will light anyplace—and often in unstructured places. They may well be strong candidates as temporary residents of historic districts that are in that transitional moment or phase between slumdom and discovery as Bohemian haunts and potential restoration areas.

Noise III is much louder: It comes from the steady rise of self-consciousness and a sense of identity among non-WASP ethnic and minority groups who couldn't care less for the traditional objects of veneration by historically minded and generally WASPish preservationists.

New black identities are on the rise in many neighborhoods where traditional preservationists would seldom if ever enter. But this is not just a black phenomenon. "In city after city across the northern half of the country, communities of white Americans of foreign birth or parentage are beginning to attach a new importance to cultural identities that have apparently never been able to submerge entirely in what has been called 'the American dream,'" reported *The New York Times* on November 27, 1970, in an article by Bill Kovach.

The people who live in ethnic neighborhoods—often coalesced by confrontation with black families moving into the neighborhood—are developing their own identities.

Noise IV: It is so quiet, almost a whisper, that you must listen hard to get the message. It comes from the departing footsteps of central city residents moving to the suburbs. It comes from the gradual dwindling of applause in the old central city auditoria. It comes from the desperate but quiet efforts of central city businessmen, property owners and others to slow down the exodus from the center city, which is more likely a thorough restructuring of the entire metropolitan area into a new and more decentralized form of multiple segregation.

Often this means that former prospective tenants, purchasers or supporters of central city buildings and central city environments are now harder to reach. They identify their daily life and fortunes less with the old and



historic places than formerly. That silence you occasionally hear comes from the family who once strongly supported a near-downtown restoration project, because the family's old home was there. But now they have become urban field runners. They use the entire metropolitan area as their emotional and functional base, with less and less attachment for the old family homestead, to the downtown stores where the family once shopped, to an old and stable image of downtown, and they tend to shift their concerns away from the poor minorities that have moved into the inner city.

Noise V: Finally, and more specifically, there is the offstage noise generated by new monsters in the bureaucratic structure of America—such as Amtrak. Amtrak is the popular name for the National Railroad Passenger Corporation set up by Congress under the Rail Passenger Service Act of 1970. The new Amtrak passenger service began May 1, 1971, with about half as many trains as earlier.

Noise I: New construction sprouts in the wake of fast-moving bulldozers.

Modular photo courtesy HUD CHALLENGE.



*Noise II: Rock concerts and today's "swarming" youth.
Courtesy Bryan Moss, THE COURIER JOURNAL & TIMES MAGAZINE.*

Some 110 trains stopped running at that time. It has been said that Railpax (the original name for Amtrak) was invented by Democrats to serve the public; Amtrak by Republicans to serve the railroad corporations.

Many railroad stations, once the transportation cathedrals of America, are obsolete, converted into white elephants—if not by Amtrak, by the slow cutting-down of passenger service during the past decades.

I have discussed the future with a number of experts in this field. One thing seems certain: dozens if not hundreds of 19th-century railroad stations—including one of the last great cathedrals to be built, the Cincinnati Union Station (1933)—are quite likely to disappear in another decade.

I would hazard a guess that the number of magnificent architectural treasures that can be saved will be rather small. Studies of the exact value, economic feasibility and future uses of all the nation's railroad stations and yards recently have been completed by Klauder and Associates of Philadelphia.

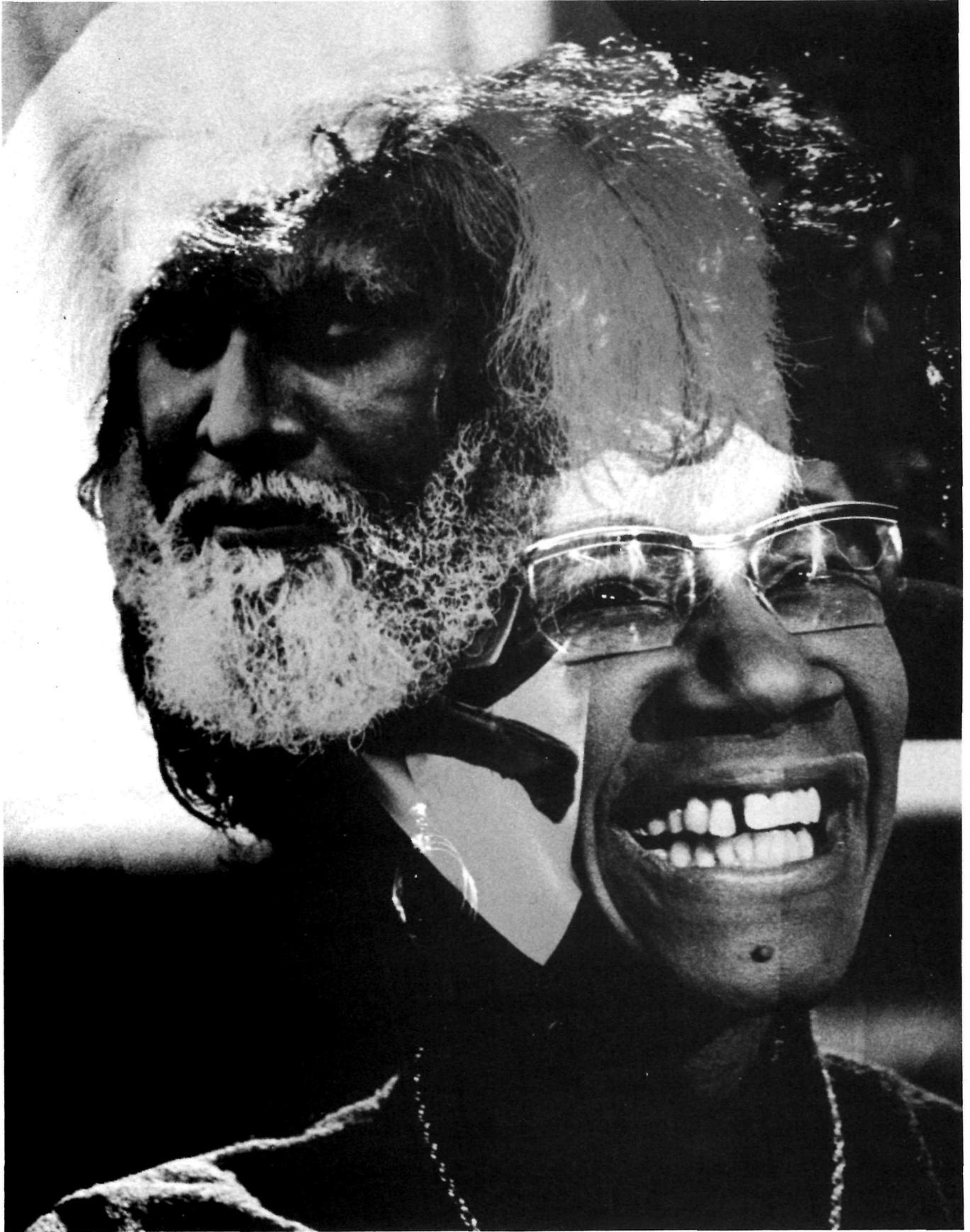
The prospective death of this great cross-section of American 19th-century architecture is a serious matter. As

a group it represents probably the finest and perhaps the last example of grand social downtown space in American cities. These were self-conscious works of fine art, splendid expressions of civic pride, especially those union stations built with the help of local bond issue funds.

Beyond the buildings themselves an even more obvious trend is the withdrawal of human activity from old railroad towns and neighborhoods, which has been going on a long time.

So it is likely that only very special railroad cathedrals will be left in a few years. This means that preservationists who react instinctively to save any "great" example of 19th-century architecture will be faced with a familiar set of questions: Which one do you save? How do you best concentrate your efforts? How important is the environment of a particular building and how does it contribute to the long range value? For every B&O Station—set in a unique site, close to the dynamic Bolton Hill neighborhood of Baltimore and now used as the Maryland Institute College of Art—there are many others badly located on sites far too valuable to permit the building to be salvaged.

continued



*Noise III: Non-WASP identities--Frederick Douglass and Rep. Shirley Chisholm.
Shirley Chisholm photo courtesy THE WASHINGTON POST.*

The Indianapolis Union Station is another example of the few likely to be saved: bought by a concerned city government that is holding it until locals can raise money to buy the 1888 Romanesque Revival building. Then it is scheduled to be converted into commercial use and possibly the terminus of a rapid transit system linking the airport with downtown.

In interviewing one of the men responsible for assembling railroad data for Amtrak, I found his comment on the Reading Terminal in Philadelphia to be instructive. Local supporters argued that it is the best remaining example of 19th-century Venetian architecture left in the country.

"That terminal's a dog, at least to me," said the surveyor. "But if you're an architect you might not feel that way. There may be reasons why it should be salvaged. I've found that no matter how neo-Gothic or monolithic a facility, there's always a body of opinion that this is the last remaining example of that particular style of architecture east of Podunk."

One may conclude that fighting rearguard actions to save railroad stations could take up all the energies of the architectural and historic preservation forces in America for the next 10 years. If this is approximately correct, it follows that preservationists will need the best guidance possible in picking and choosing their battlegrounds.

What can we learn from American history that could offer clues to the choice of battlegrounds for the future? My own conclusions are influenced by my background as a Southerner and as a journalist specializing in urban and environmental change. I have inspected and reported upon preservation and renewal efforts in Louisville and Lexington, Ky., Atlanta, Savannah, Boston, New Orleans, Charleston, San Francisco, Chicago, Nantucket, St. Louis, Philadelphia, Austin, Oklahoma City, Montreal, Toronto, and many another town and city.

From these experiences I came to conclude that the great historical preservatives in America have been poverty, plutocracy and privacy. It was poverty that protected (if that is the proper word for the results of the Civil War among those who lost it) the great architectural treasures of Charleston and Beaufort, S.C., and Savannah, where nothing, literally nothing, had happened since the Civil War to change the framework or alter the old structures built before and after the Revolution. These were, because they were forced to be, the Cities of Let Well Enough Alone; where nobody had the money to fix up, paint up—or even to tear down. Old buildings weren't torn down. They fell down.

Today these old cities have been transformed. A quarter-century of foreign rather than local wars, and tourism rather than occupation, have brought great prosperity. In Charleston, Natchez, Savannah and Mobile, historic areas make tourist dollars and it is often riskier to molest a historic house than a teenage virgin.

On the other hand, and in quite another part of the nation, it was plutocracy that created, maintained and preserved the Newports, the Bar Harbors, the Tuxedo Parks and the wealthy suburbs of such cities as Baltimore.

It is interesting to analyze the development pattern in Ruxton and Towson, suburbs north of Baltimore—a pattern you never find in the Southern or Western States. This is a pattern of great wealthy family mansions set upon ridges, hilltops and other commanding positions, surrounded today

by tall trees planted when the houses were built during the great boomtime in the North following the Civil War. Although most of these old estates have been subdivided, the basic pattern is still there, and quite clear: the big house on the hill, the tall trees and evergreen shrubs all around and newer suburban homes of today's \$35,000 to \$100,000-a-year families inserted tastefully into the old, mature landscape of the late 19th century.

Behind their great walls and complex landscape screening devices, the Newports, Towsons, Bar Harbors and Tuxedo Parks survive intact into the 1970's. Many are cut up into subdivisions in ways that horrify the Old Families. The economic power that created them as retreats of the wealthy has continued nonetheless in muted and modified manner to spread a coherent townscape across most of the Northern and some Midwestern States. This scene reflects a consistent set of beliefs about the environment—every man's home is his castle, predictable systems of landscape signals that describe class status and values and send out messages to every passerby, either to stay-the-hell out, or to enter as a friend.

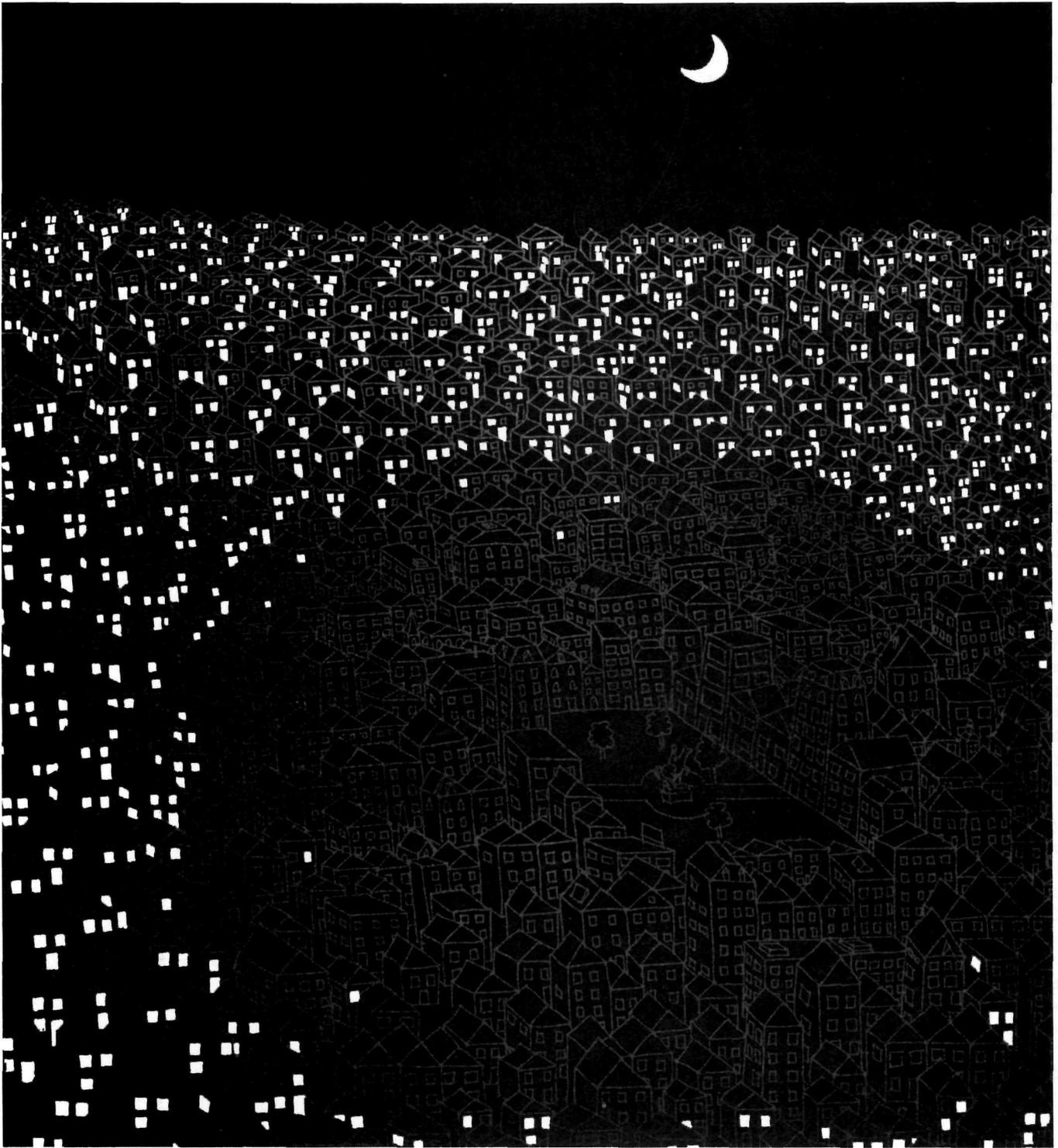
And, finally, the third great preservative—privacy and isolation. As I run through my mind and check my notes on remarkable townscapes and landscapes that are still memorable and visitable today, many are so because they are isolated from the juggernaut of progress—either as islands of plutocratic power with strength to keep all others away, or as places so deliberately or accidentally removed from the thrust of development, so protected from the Iron Law of Progress, that they remain beautiful and well preserved. (The Iron Law of Progress, I should add, says that into every desert some pipeline must fall; into every green and lovely valley a subdivision must sprawl.)

Where are these places? They are everywhere: the great clusters of stone house-barn-outbuildings-fences scattered along the U.S. 40 axis of central Kansas; the gingerbread carpentry of bypassed Victorian districts from San Francisco to Macon, Ga.; the slowly disintegrating mountain villages of ancient Mexican and Indian cultures within a day's drive of Santa Fe, N.M.; the towering and echoing blocks of semi-abandoned commercial buildings in Lower Manhattan, east and west; the geologically coherent Kentucky Bluegrass horse farm region around Lexington, temporarily in hands (largely those of absentee owners) made strong by special combinations of long-time ownership, federal tax penalties on capital gains, federal tobacco price supports, the lush market for yearlings, high stud fees and special amenities of white fences, black barns and plantation prospects.

Now let me stand back, with a certain journalistic detachment, and look at historic preservation as a minority group enterprise.

The major forces in our society are based on the possession and management of surplus energy, ranging from money to gasoline, from bulldozers to organized intelligence. A country with energy to spare can dump it freely around the landscape in the form of highways, strip development, industrial parks, intercontinental airports 30 miles out of town and a frenetic exhibition of mobility during rush hours. This is the reality that preservationists face.

Now, even though I have described the historic preservation movement as a minority enterprise, it has done some



Noise IV: The old central cities darken as the new suburbia lights up.
Courtesy National Trust for Historic Preservation.

remarkable things to set the stage—to assemble the information, to organize the institutions and to prepare the weapons to deal with the much larger job ahead—the next wave of large-scale development to sweep the country.

During this coming generation we will get another 75 to 100 million new residents, some 80 percent settling out there on the fringes and edges of present metropolitan areas.

What looks like open landscape out there today is nothing but a temporary screening device that conceals future easements, options, zoning lawsuits and eventually highways, schools and another 50 million or so people. Land on the fringes of cities and metropolitan areas will bear the brunt of the new millions. Whatever treasures of historic value; whatever springs, swamps, woods, cliffs, mountains and valleys of great natural and man-made

beauty are out there—all will suffer or disintegrate if developers are allowed to follow their typical methods of the past.

What are the chances for doing better next time? To look ahead, let us look back. Can the great historical preservatives—poverty, plutocracy and privacy—still protect the environment in the face of the next 50 to 100 million people and all their streets, buildings, pollution and problems?

Poverty? Yes, of course. But it will protect different places than in the past. In the United States there are approximately 6,300 dying communities, which were losing population in the 50's and 60's. They were concentrated in the mined-out regions of Appalachia, across the arid Great Plains, clustered in the Ozarks and strung along the new pulp-paper and pinewood empires of large mills with few people in the area stretching from the Carolinas to Texas. "The West is getting lonely again," wrote Richard A. Bartlett in *Reader's Digest* after a tour in 1969. I can testify that the Ohio River Valley contains one of the nation's finest collections of dying towns and hamlets in riverside counties that have been losing population for at least three censuses.

Five miles away from the bustling new town of Columbia, Md., is the dying town of Ellicott City—more an Appalachian backwater than a potential suburb of Baltimore. As is "typical of the dried-up jobless towns of the South, most of the young blacks have fled and many of those who remain are over 60," wrote Alexander Shoumatoff in *The Washington Post*, January 30, 1969. But Ellicott City has the nation's first railroad station, a Main Street with good Revolutionary houses and a fine collection of 1830 rowhouses. It may be no Williamsburg, but it has plenty of company all across the U.S.—an early-American town temporarily preserved by poverty.

Poverty, however, is no longer available in all the boomtowns of the nation or in the fast-growing suburbs of megalopolis east and megalopolis west, where historic structures and landscapes are uprooted every day by rising land values. So let us look further: perhaps in the inner city lies the greatest source of neighborhoods needing maximum help if they are to be saved and made more livable.

What about plutocracy? Thanks to income taxes and to fear of revolution or retribution, the most wealthy and powerful are still hedging their homes as well as their bets. The trappings and powers of the old plutocracy have been diluted by the rise of taxes and institutions. They are producing few new candidates for future preservation efforts.

Privacy is something else, still alive and kicking as a protective device for historic as well as ordinary sites and buildings. If you look across the country you can see a widespread retreat from the practice, although not from the rhetoric, of "free access."

Fence and wall building has become a national preoccupation. Back in 1966 *Newsweek* reported that more and more homeowners, it seems, "are fencing themselves in. A Boston fencemaker estimates his sales are rising at the rate of 45 percent a year, while his counterparts in Washington describe their business as 'fantastic.' In Houston's yellow pages, no fewer than 47 fence companies currently advertise their wares. . . ."

The trend continues. Everywhere one sees the new

suburban apartment complex with its fence or wall, its advertising that claims "24-hour security" and its formidable gatehouse with a guard who packs a gun. We haven't reached the level of the French with a concierge in every apartment building, but we're well on the way.

Looking ahead to the coming great wave of urban expansion, however, it appears that these preservatives I have listed—poverty, plutocracy and privacy—are losing some of their power.

We can no longer afford to depend on the happenstance of lightning striking (in the form of great wealth or great poverty or accidental isolation) to keep and preserve our architectural and historical heritage.

Rather, we shall have to positively plan so that townscape and landscape on the expanding outskirts and fringes, and suburbs of cities, shall be developed to keep the best of the old while introducing the new.

We have seen enough urban demolition of fine buildings and suburban destruction of lovely landscapes to know that if we do not radically improve our methods of urban expansion, millions of future citizens will be doomed to degraded and polluted environments hardly fit for starlings and alleycats.

If historic preservation is rigidly defined as the protection of physical structures in which historic events took place, it puts a limit not only on what goes on there but on the energies available to protect the building itself. Everything has to be imported to the building. The building itself, unless it is most unusual, provides only a small range of activities, energy and income needed to keep it intact.

But if one looks to the setting, rather than to the single building, this is a new and larger ball game. If we define a setting as a surrounding or environment in which certain human behavior takes place, this forces us to ask, "What kinds of behavior are historic preservationists trying to encourage or even to require in their settings?"

As a sometime visitor-tourist and consultant-reporter in such settings, I have come away with the impression that the behavior expected by most preservationists has the following aspects:

1. Reverence or respect for the past, and especially for an Establishment version of the past. Historic places and their message systems seem to be carefully screened to give a tidy, prissy, low-key version of history with few open questions, nothing controversial.

2. The visitor-tourist is constantly told that "things work out for the best"—and that American history is largely a matter of achieved consensus. "We're all pretty much alike, fellows" is the message that flows out.

3. Everything seems to have been run through a middle or upper class screen, as though historic preservationists were using preservation as a gimmick to induce lower class reverence for upper class taste and culture. There is a tone of "Hail, all Hail, to Chippendale," especially in pre-Civil War restorations.

Preserved and restored buildings represent value judgments, and it may have been easier to get consensus among restorationists (and among the public) by staying safely far back in history, rather than up close to the present with its hot passions and social tensions.

I would submit that there are many histories, not one; and that the new rise in self-identity among blacks and other racial and ethnic groups across the country offers a



Noise V: Amtrak and bureaucratic monsters.

Cincinnati Union Terminal photo courtesy Delmar Lipp, THE NATIONAL OBSERVER.

whole new range of motives for historic research, preservation and restoration—not on outsiders’ terms, but on terms set by the people who live there.

As an example for the future, let us look at German Village in Columbus, Ohio, which went through and survived the early “let’s forget about the old country and be Americanized” phase.

German Village was in danger of becoming a slum until 1948 when Mr. and Mrs. Frank Fetch bought and fixed up an old brewery corn crib. By 1960 the German Village Society was formed and well on its way toward an important neighborhood restoration that continues today.

The German Village case is significant on still another count: it represents an investment by a large number of people, especially local residents, in a special environment, rather than in a single large and important historic structure. The excellent Frank Elmer history (*German Village: A case study in privately financed restoration, 1970*), shows that the “most important reason of all (German Village) Society members for purchasing village property before or after 1964” was held to be the environment by 51 percent of those questioned. I was informed recently that the latest threat to German Village is the effort by some investors, speculators and residents to

impose an overly fancy, expensive mode of restoration on less affluent residents, many of whom can't afford it.

That word environment in this case meant "the architectural and historical aspects of German Village; the European character of its outdoor atmosphere."

The German Village case suggests that preservation in the future will not be merely a matter of saving particular structures, but of promoting a civic and economic climate in which old and new survive well together. We see a good working example of this at Columbus, Ind., where the beautiful new public library designed by architect I. M. Pei rests serenely next door to the old Irwin family mansion, a red brick Victorian house of surprisingly horizontal proportions, and directly across the street from the famous tan-brick First Christian Church designed by Eliel Saarinen almost a generation ago and considered by some to be the first modern church in America. All this is now reinforced and enhanced by a magnificent new Henry Moore sculpture at the crux of the whole composition. Thus, Columbus, Ind.—largely with funds from the J. Irwin Miller interests—is creating an environment in which great works of public art and architecture, old and new, can side-by-side enhance the public's enjoyment.

Another example of this enlarged view of preservation is the famous Kaufmann house by Frank Lloyd Wright, Fallingwater, on Bear Run in the mountains outside Pittsburgh. It was not enough to build—and then preserve—a house over a waterfall without also asking, "Where does the water come from?" Eventually, the entire watershed of Bear Run, about 2,000 acres, was purchased and is now a part of the public reservation. Thus, the ecological interdependence of house, site and watershed was finally acknowledged.

If preservation takes on this larger context, it can have a great deal more to do with the shaping of future urbanization. On the other hand, if it sticks to the one-building thesis it is in for increasing difficulty.

I submit that creating new living space for the next 75 million or so Americans must be done mostly on the outskirts of most cities. While these suburbs contain many defects—white snobberies, exclusion of blacks and other minorities, occasional repetitive dullness—they are nonetheless the envy of the world. If we recognized how desperately billions of others around the world yearn for a small measure of the qualities of life in the typical American suburb, we would better appreciate what it is out there that attracts their envy and aspiration.

The preservation of historic buildings and sites has now become a part of the larger job of creating and managing complex environments. Preserve one building and you preserve one building. Preserve the setting and the larger environment, and you keep open a thousand doors and opportunities for a better life for the entire community.

Grady Clay



Photo by Rosemary B. Silver

A specialist in the analysis of urban development and environmental impact, Grady Clay is editor of LANDSCAPE ARCHITECTURE Quarterly, a writer, lecturer and consulting editor. His memberships include the executive committee, American Society of Planning Officials, 1971; the President's Task Force on Suburban Problems, 1967-68; the Potomac Planning Task Force, advisory to Secretary of the Interior, Stewart Udall, 1965-67; Advisory Committee on Urban Development to Robert Weaver, Secretary of HUD, 1966-68.

The first urban affairs editor of THE LOUISVILLE COURIER-JOURNAL and former president of the National Association of Real Estate Editors, Mr. Clay is the primary author of NEW TOWNS FOR APPALACHIAN AMERICA (University of Ky.—State Dept. of Economic Development, 1962); contributor to THE EXPLODING METROPOLIS (Doubleday, 1958); to THE CHANGING METROPOLIS (Houghton Mifflin, 1964); to THE SUBVERSIVE SCIENCE (Houghton Mifflin 1969); THE POTOMAC (Govt. Printing Office 1967); author of THIS IS THE PLACE (City of Louisville, 1966); and THE COMPETITORS, (Joint Center for Urban Studies of Harvard and MIT, 1960-61). His writings have appeared also in HORIZON, FORTUNE, THE NEW YORK TIMES, HOUSE & HOME, ARCHITECTURAL FORUM, EKISTICS, HOUSE BEAUTIFUL, AIP JOURNAL, AIA JOURNAL, ENVIRONMENTAL EDUCATION, et al.



Boston Common, Boston, Massachusetts.
HUD Photo

NEW STRATEGIES FOR OPEN SPACE

By Philip R. Pryde

From the SIERRA CLUB BULLETIN, February 1972. Reprinted by permission.

One of the most critical and elusive needs of modern American cities is additional acreage in parks and open space. Experts disagree on just how much might be "enough," and even on what criteria should be used to establish standards. Finding answers to these problems may be hampered by subjective uncertainties but almost everyone agrees that the average American city needs far more than it has.

Why is it so hard to acquire and dedicate additional land for parks and open space, when everyone agrees it is so desirable? In many cases, there is a lack of recognition of the full role that parks and open space play in creating a quality urban environment. Their role in providing recreation and visual amenities might be appreciated, but less understood are their roles in

photo-synthesis, noise abatement, neighborhood enhancement, pollution abatement, flood control, erosion control, stimulating property values, ameliorating temperatures, isolating dangerous environments, providing psychological benefits, offering an educational potential, and in agricultural production, wildlife preservation, and many other intangible values. While politicians think of parks and open space as nice things to have around, they generally view them as expensive luxuries rather than as necessities, and even warn of the danger of becoming "park poor."

Far more often, however, the excuse is "we would like to acquire more park and open space land, but we just don't have the money." And indeed the cost of acquiring such land often borders on the prohibitive. Parks and open space are most needed in the already built-up portions of major cities where land prices are apt to be the highest. Urban land is usually too expensive to obtain in fee simple.

Nor do scenic or development easements hold much promise, for acquiring the right (not) to develop from an eager owner typically costs almost as much as purchasing the land outright. Voters sometimes pass open space and park bond issues, but these purchase little land at the inflated prices which urban and suburban land commands today.

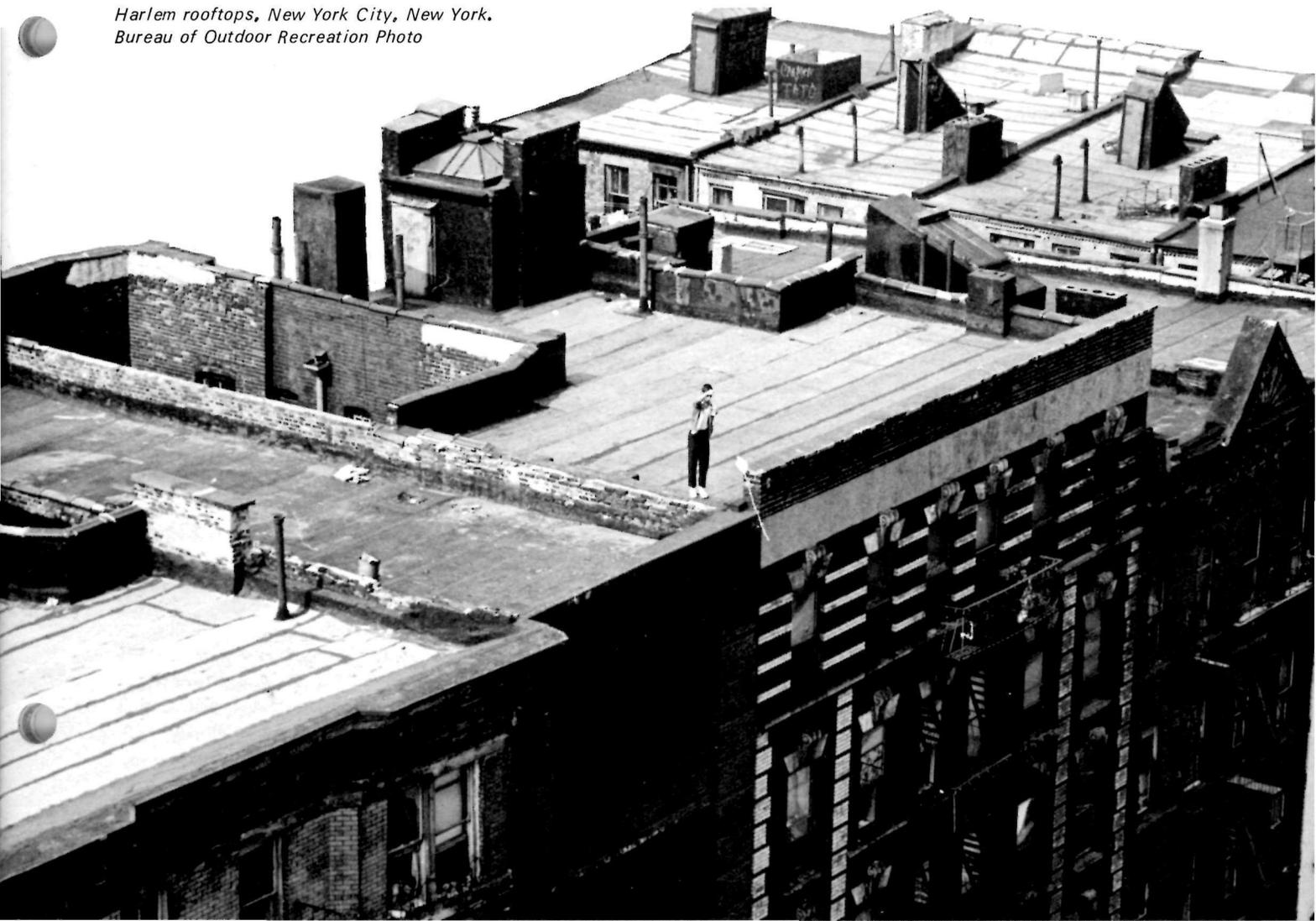
A tool now being used in some states is the concept of "agricultural preserves"—agricultural land that receives a substantial tax reduction in return for guarantees that it will be left in agricultural use for a predetermined length of time. This system has three potentially serious drawbacks. Developers can put land into agriculture that they weren't intending to develop immediately, reap a tax bonanza on it for a number of years, and then develop it later when its market price has risen to still more lucrative levels. Secondly, if large areas of a county go into agricultural preserves, the taxes on the remain-

ing property owners, or on other sources of tax revenues, go up. Third, as these preserves are established at random, their location is not necessarily where open space is most needed, on valuable suburban land. Nevertheless, as local governments work to solve these problems, this method of open space preservation may gain in popularity.

Other innovations and new procedures for park land acquisition have gained currency in the last few years. One is Public Law 91-485. This act, passed by the Congress in 1970, provides that surplus federal lands may be acquired by local governments for park purposes, often without cost. This will be of tremendous benefit to cities that have facilities such as obsolete military bases within them, but will not provide much relief for the majority of large American cities.

Another promising enactment in California is a fairly recent state law (1965) which permits cities to require developers to donate a por-

*Harlem rooftops, New York City, New York.
Bureau of Outdoor Recreation Photo*



tion of their subdivision for neighborhood parks, or pay a fee, to be used for park acquisition, in lieu of giving land. They can be required to donate land up to the standard for neighborhood parks in the general plan. A debatable point in this legislation, however, is whether developers should be allowed to substitute private open space (as in cluster developments, etc.) for publicly accessible park land. Setting a maximum fraction of the donation requirement that could be fulfilled by private open space (25 percent, for example) might represent a reasonable compromise.

California has also provided a simplified method for cities to acquire outlying open space, a method which might be emulated in other states. Many cities are permanently stuck with impossibly small 19th century boundaries, are overbuilt, and have no method of acquiring open space. The California legislature passed a law in the 1971 session which would allow cities to annex up to 400 non-contiguous acres for park or open space use. Such action might also be useful to a city which might want to acquire land at low cost for future park development in an outlying rural area which could become residential in the future.

Despite these and other new approaches, the general picture still is not encouraging. The long-sought goal of "green cities" remains largely a dream. Although in almost any major American city you could find examples of successful parkland acquisition or open space preservation, the overall conclusion would be that the existing traditional methods of open space preservation are inadequate to meet the needs of young, growing cities or of older, deteriorating cities. Basically, the problem is that those who do not understand the needs for urban parks and open space, and those who insist on reaping a sizeable profit for turning over their land for parks, have all the trump cards. A whole new approach to park and open space acquisition is needed, one that will give these vital amenities high priorities and that will place a few high cards in the hands of the public. The following are some possible ways in which

this might be approached.

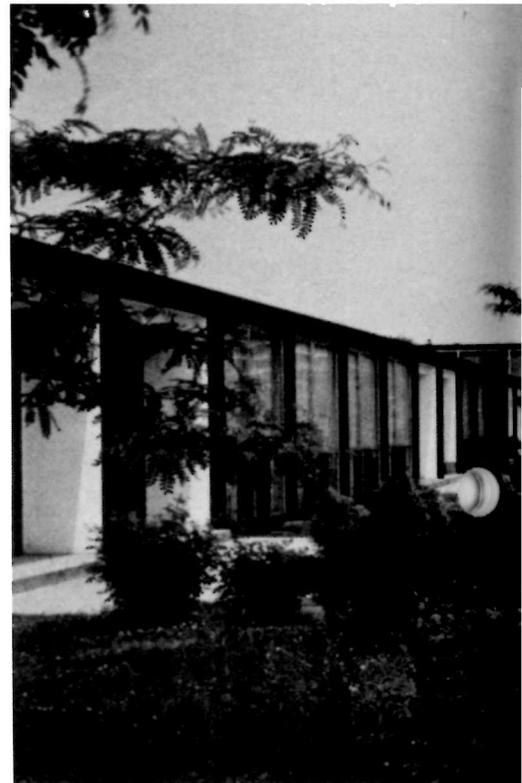
First, tax assessments should be made on the actual market value of a piece of land. In theory this is what happens, but in practice it's not. The assessed value of a parcel of land for tax purposes is often only a fraction of what it could be sold for on the market—and of what a city would have to pay for it if it tried to buy it for open space. For example, Tecolote Canyon is a key piece of open space in San Diego, a city where property is supposedly assessed at 25 percent of its market value for tax purposes. The acreage in Tecolote Canyon was assessed at about \$275,000, which supposes a fair market price of about \$1,100,000. But what was the price quoted to the city if it wanted to purchase the canyon for open space? From \$5,000,000 to \$7,000,000. Is it any wonder taxpayers are unenthusiastic about bond issues for open space? If the developer wants \$7,000,000 for his property, he should be paying taxes on it.

A new approach has been proposed which obviates this situation. Each year every owner of undeveloped land declares the value of his land (within certain necessary guidelines). That amount then becomes the value he pays taxes on, and it is also the automatic selling price if he wishes to dispose of it during the year or if the city wishes to acquire it for public purposes. Such a procedure would work best on undeveloped land, but ways might be devised to extend it to developed land as well. Although the proposal might have potential difficulties, it certainly merits further examination.

Second, a new method for determining "just compensation" in eminent domain proceedings is needed. The Fifth Amendment to the Constitution says that government cannot acquire a person's land, even for the best of reasons, without just compensation. But what constitutes "just compensation"? This has usually been interpreted as meaning the city must buy it at the going market price. But is this the only way that "just compensation" can be achieved? Certainly with a little imagination alternate methods could be

developed.

Speaking as a social scientist aware of the legal difficulties involved in adopting such an alternative, I suggest the use of an "equal rate of return" system. In this method the price received for condemned land would be equal to the original purchase price compounded by the average bank interest rate in effect each year the property was held, plus the depreciated value of any improvements



HUD Photo

made on the land. If the land was acquired by other than direct purchase, the original value could be approximated by the going price on similar land at the time it was acquired, or, in the case of long-held property, for some arbitrary base year. This system would guarantee the owner of the land a compensation that was economically just, since it would equal what he could have realized by selling his land in the base year and banking the proceeds. It would even guarantee him a certain profit, and it would usually guarantee the city acquisition at a lower price.

The concept of profit, however,

raises a second and perhaps more controversial question. Why should developers feel there is an implicit, almost "guaranteed" right to be protected from down-zoning losses on real estate holdings? It is commonly assumed, even by open space advocates such as William Whyte (*The Last Landscape*), that landowners cannot undergo devaluation of their property (or lose development rights) due to down-zoning to open space categories such as agri-

antee that government decisions won't reduce the value of other kinds of investments. When I invest in a common stock nobody guarantees me a profit; governmental decisions may cause me to "lose my shirt." If the government cancels a contract with my company, or institutes anti-trust proceedings against my conglomerate holding, my stocks go down, and I accept that as part of the investment game. Why should it be any different with

open space zones so long as the owner is left with some productive possibility for his land. It should be made clear that they can down-zone to agricultural uses, for example, even if it means that the developer, who has no visions of anything except a sub-division, must re-sell the down-zoned land at a loss. Is it not curious (and inconsistent) that it is "right" to up-zone land and hand a developer a windfall profit, but not to down-zone to the point where you might possibly deny him a profit?

An alternate method for handling this problem of down-zoning has much merit: the up-zoning tax. The up-zoning tax is simply a tax on the increased value a developer's land realizes when it is rezoned for more intensive use. This tax revenue could go into a dedicated fund either to buy or maintain park land or to compensate developers when their land is down-zoned. This, in effect, still guarantees a speculator a right to a profit on land transactions, but it lowers the amount of that profit somewhat. The down-zoning of all land to present use would probably be required to make this system work.

The practicability of these proposals could be bolstered by accepting the following premise as necessary in the context of crowded and deteriorating modern American cities: in any area development rights should be considered as privileges granted by the public's representatives, not as incontestable rights inherent in the ownership of land. Since *Euclid vs. Ambler* in 1926, cities have had legal zoning powers which enable them to grant or deny certain rights regarding the development of privately owned land, e.g., I can't put a pig farm on my residential property just because I own it and happen to like pigs. Why should any governmental body which is legally empowered to make zoning decisions not have the sole authority to grant any and all development rights? Land in a zoned area should not have any inherent development rights attached to it that have not been specifically granted by the governing body. Such a concept, of course, might require a constitutional amendment, but much



Lafayette Park Residential Redevelopment, Detroit, Michigan, includes other residential areas, shopping, new schools and churches, new city parks and recreational facilities are provided in adjacent open spaces.

culture, without obtaining compensation. Therefore, even though local governments have a legal right to make zoning decisions which may greatly lower the value of a developer's property, they very often decline to do so out of a fear that the developer will claim "inverse condemnation," demand compensation, and round up his lawyers.

But why should cities be intimidated out of down-zonings that are clearly in the public interest? Why should real estate speculators feel that they ought to be immune from losses caused by down-zonings of their property? There is no guar-

antee that government decisions won't reduce the value of other kinds of investments. When I invest in a common stock nobody guarantees me a profit; governmental decisions may cause me to "lose my shirt." If the government cancels a contract with my company, or institutes anti-trust proceedings against my conglomerate holding, my stocks go down, and I accept that as part of the investment game. Why should it be any different with

land? I buy land, and if I'm lucky the city zones it (or keeps it zoned) for development; if I'm not lucky, they zone (or rezone) it for open space. What's good for one type of investment should be good for another, yet a double standard does exist at present. The courts should make it clearer that local governments can down-zone to agriculture, flood plain, recreation, and

stronger breaks from previous tradition have already been incorporated into the constitution. Such an act would greatly simplify open space preservation, and would preclude developers from demanding compensation for "lost value" on their land when it is down-zoned, or when permission to up-zone or to develop is denied. The up-zoning tax would still be applicable under this concept.

By declaring that development rights are granted and taxable rights, not inherent ones, open space areas in a city could be laid out on the basis of public health and aesthetic considerations with little cost and delay. Such an understanding of development rights

would also eliminate legal accusations that cities are acting discriminatorily when they don't rezone similar parcels of land equally. All land would in effect be zoned open space until specific permission to develop was granted, and the value-added tax would prevent windfall profits in up-zoning decisions. Nor could it be argued that such a basic open space zoning for all land would take away all development rights, for certain economic activities compatible with open space, such as agriculture and golf courses, would still be permissible.

An equally unorthodox suggestion has been put forth to solve the whole problem—that cities should own all the undeveloped land within their legal boundaries. They could then do with it as they pleased. In this proposal it is assumed that the fantastic cost of acquiring the land would be recompensed by the income derived from

leasing the land back to its present owners or selling development rights. One fears, however, that the temptation to put the land to its "highest and best use," which in the conventional wisdom means "develop it intensively to get the tax income," would prove as irresistible to city-landholders as it now does to individual developers. Unfortunately, very few city councilmen have read the Livingston and Blayney report on Palo Alto, California, which suggests it might cost the city more to develop a large, newly annexed area than to keep it in open space. Nevertheless, a few planners find the city-owner idea very attractive to contemplate.

These represent a few of the new approaches that have recently been put forward to deal more effectively with the urban park and open space problem. Some are undoubtedly more practical than others. Some have been tried, some

*Auditorium forecourt cascade,
Portland, Oregon
Photo by Paul Lederer*



have not. All of them are based on the supposition that parks and open space are items of very high priority in urban areas and that securing them is at least as important as securing new tract housing, new skyscrapers, or new freeways. Not everyone would agree with these suppositions. And certainly not everyone will agree with the measures outlined above for simplifying public parkland and open space acquisition. But public attitudes on matters such as these can and do change. What was "politically impractical" a few years ago suddenly becomes very practical as soon as the public demonstrates it wants it badly enough. And the courts' interpretation of "the public interest" can and does change correspondingly. "Environmental Bills of Rights," which give citizens constitutional rights to clean air and water and a healthy environment, are no longer considered radical and

are in effect in some states at the present.

It comes down to values and priorities. Are we today starting to place a higher and perhaps not so intangible value on public parks and open space? To be sure, these green oases by themselves won't save our cities, but they go a long way towards making urban dwellers *want* to save their cities, and towards making them want to continue to live in them, which is a necessary first step in saving them. These suggestions do not advocate the arbitrary taking of anyone's land, nor can it be argued that cities will acquire or down-zone to open space everything in sight—they still need a tax base, after all. But if our cities are to remain livable, they will need parks and open space and in most cases in much greater quantity than at present. Surely the public health rights of hundreds of thousands of city dwellers are at

least equal to the speculative money-making rights of individual or, increasingly, corporate landowners. Those who would dismiss these suggestions as unacceptable bear the responsibility to put forth their own solutions to the open space needs of the cities in which they often make their money but rarely care to live. The plight of the American city today is too serious not to examine the status quo with a more questioning eye.

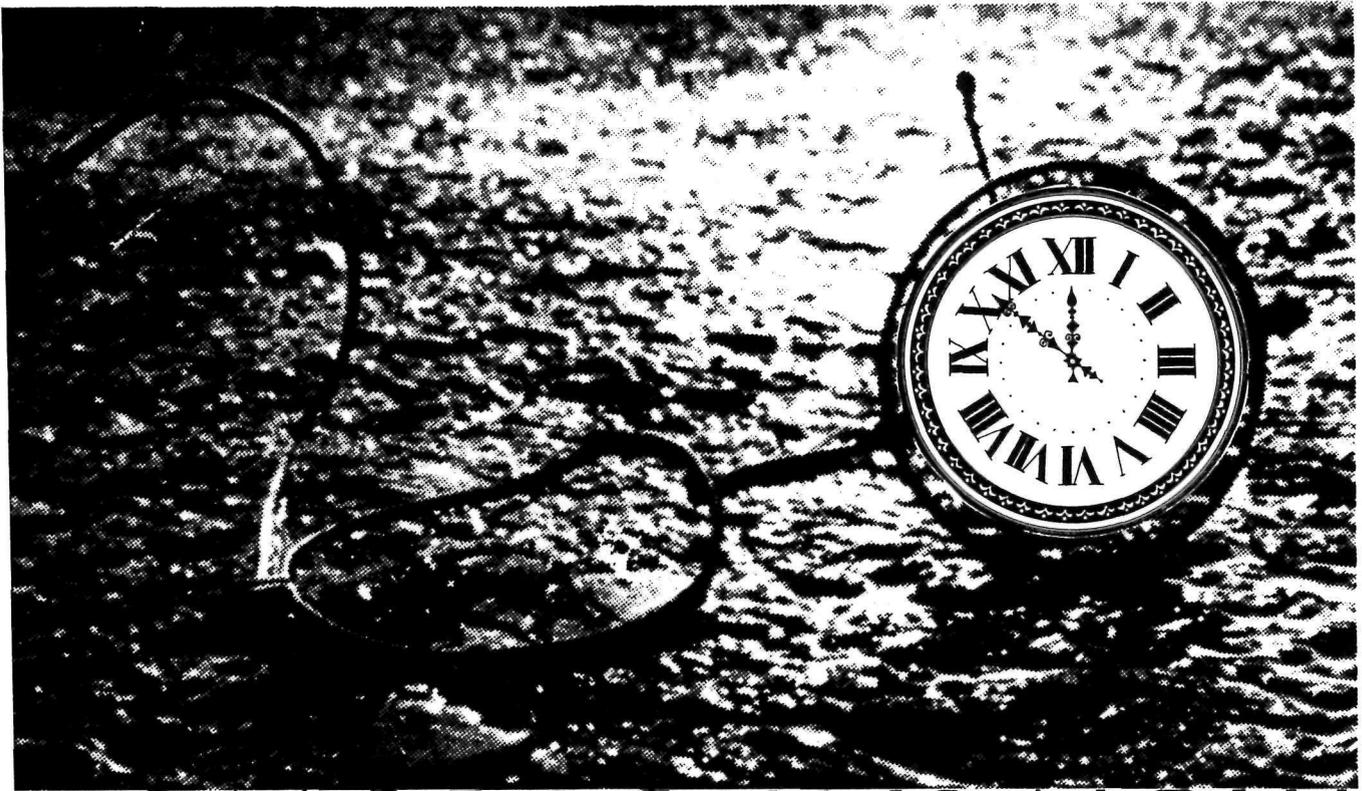


Philip R. Pryde



Philip R. Pryde is an associate professor of geography at San Diego State University. Conservation chairman of the San Diego chapter of the Sierra Club, he is also chairman of the San Diego County Floodplain Technical Committee, a member of the Carlsbad, California, Environmental Pollution Commission, the Association of American

Geographers and the American Geographical Society. His research interests are in the areas of environmental quality, open space preservation and natural resource conservation in the U.S.S.R. He has written a book entitled CONSERVATION in THE SOVIET UNION due to be published by Cambridge University Press in September 1972.



TOMORROW IS NOW

for the parks and recreation professional

By Kenneth J. Smithee

This article was adapted from an address before the Southern District Recreation and Park Conference in Mobile, Alabama, April 9, 1972.

According to Dr. Howard G. Danford, "No occupation becomes a profession simply because those who engage in it call it a profession. An area of work achieves professional status only when it possesses certain special characteristics, just as a building becomes a house, not a barn nor a gymnasium, only when it possesses certain unique features.

In the final analysis, the public judges a profession by what it knows about the members of the profession. Just as no code of honor will work unless there are honorable men to make it work, so there can be no profession unless there are members who exhibit the characteristics of professional men."

To paraphrase the thoughts of Dr. Danford and other leaders of our profession, the characteristics of a professional person are:

- He is motivated primarily by ideals of service rather than by financial gain and believes that people, not structures or activities, are the most important thing in the world. His basic aim in life is to enrich the lives of his fellow men.
- He insists on high standards of excellence in his work; he is not satisfied with less than his best and is constantly striving to upgrade his professional performance. He is motivated by a feeling of discontent with what is and what has been.
- He is an educated man who has undergone a prolonged period of preparation, and he is deeply committed to democratic ideals, values, and processes. He knows that no man is well educated in his particular field unless he is conversant with the fields that are closely related to his.
- He seeks to exclude from the profession those who are not qualified to enter it. He is interested in the exercise by his state and/or national professional society and/or by his state government of some form of control over who may enter into the most responsible positions. He wants no quacks nor will tolerate any frauds or unfit individuals in the profession.
- He continuously keeps himself informed of the major problems and issues affecting his profession, objectively and professionally evaluates, then deliberately determines his position on the issues and commits himself to a definite course of action backed by words and deeds.

We have a golden opportunity to make great and lasting contributions in meeting the leisure time needs of our fellow men, but whether we make such contributions in the future will depend entirely on us, individually and collectively.

If we are to succeed in the future, we must start now. For if we fail to exercise the mantle of leadership—collectively as a profession—time will pass us by.

It is an historic fact that as a profession, we have been followers instead of leaders—content to let others outside of our ranks chart our course and determine our destiny. No professional with any degree of self-respect will permit this situation to continue.

Are you, in fact, the authority on leisure in your community? Do you tell it like it is?

Are you Mr. Parks and Recreation in your community? If not, why not?

How do you become recognized as the authority on parks in recreation in your community, institution or university?

The answer is relatively simple. I submit the following for your consideration:

1. *Now is the time for us to take an aggressive stance as the leisure time spokesmen in our communities.*

The easiest route, in most controversial issues, is to silently ignore the situation and hope it will go away or react with a low profile and as little notice as possible. How is your credibility as a professional? Does the mayor, the bank president, labor leader, newspaper editor, T. V. reporter, city manager, chairman of the county commission, the president and members of your park and recreation board attach importance to your opinions? Elected officials look for people who can solve problems.

Are you the type of professional the city manager invites to lunch to seek your counsel when there is a pressing parks and recreation problem in your community?

Several years ago the city manager of a large western city remarked to me one day that he couldn't get the parks and recreation director, who worked for a policy board, to enthusiastically support and justify a large scale land acquisition program even though he and the city council would endorse and support the program. Today, that same city is planning to float a bond issue of ten million dollars to buy lands, some of which should have been purchased 10-12 years ago at a fraction of today's cost.

Do you back up your decisions and viewpoints with facts? The successful administrator makes things happen, realizing that the public credit and acclaim for the accomplishments will largely go to others.

Let me give you a few examples.

- Just recently, in DeKalb County, Georgia, which is critically short of open space, Arabia Mountain, a 500-acre outstanding natural phenomenon with woods and water (and which is recognized as one of the most unique and scenic landmarks in the South by the established conservation groups and the Georgia Conservancy) was preserved in perpetuity largely through the unheralded but tireless efforts of one man, Jim Cone, Director of the DeKalb County Parks and Recreation Department. Jim contacted the three land owners and convinced them that it was in their best interests and in the public's interest to preserve this unusual scenic landmark. Now at the time the formal ceremonies were held dedicating this site, the Chairman of the County Board of Commissioners and the local Congressman were in the spotlight, but they knew who was responsible for this important achievement.
- As many of you are aware, the Minneapolis Parks Board, with the persistent support of numerous individuals and various environmental and civic groups won a tough fight with the Bureau of Public Roads and the State Highway Commission to put a new highway *underneath* one of Minneapolis' finest parks.

The chances of stopping the construction of this major highway through the park was rated at near zero when the fight started. Who was the catalyst for this united and successful effort?—Bob Ruhe, Parks Superintendent. He made things happen.

- Joe Caverly, General Manager of the San Francisco Recreation and Park Commission, now has the free use of some of industries' top management experts to assist him in evaluating his department's standards of efficiency and economy and to determine short term and long-range needs. This arrangement was brought about because Joe Caverly had an idea and pursued it.

If every professional park and recreation administrator in the country would assume a more aggressive stance and become an informed spokesman for the park and recreation cause in his own community, as a profession we wouldn't have an image problem. What we would have is respect which can only be earned. We need to express our ideas and opinions as best we can supported by solid facts and sound reasoning—but *most of all we must express them!*

If you, as the parks and recreation professional, don't act as our profession's spokesman in your community—who will?

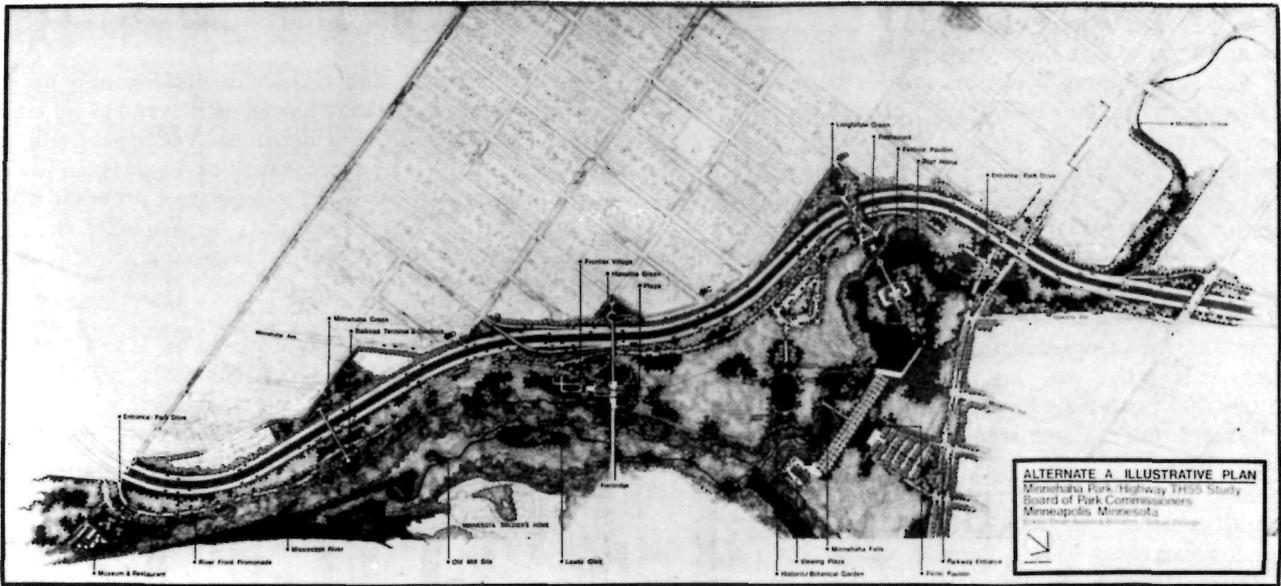
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View from highest point of Arabia Mountain, DeKalb County, Georgia.

*View of Arabia Lake from its western bank, DeKalb County, Georgia.
Photos courtesy DeKalb County Parks and Recreation Department.*





Final plan for Highway 55 through Minnehaha Park, Minneapolis, Minnesota. The routing was considered a victory for the anti-encroachment policy of the Minneapolis Parks Board.

I'm afraid some of us feel that if we are well based, well versed and have college training, that this somehow insures our acceptance by the community and our success as professionals. Nothing could be further from the truth.

We need a large dose of sound public relations and political involvement. Now when I refer to political involvement, I mean getting involved in the political arena by becoming acquainted with the members of our city council, county board, and other officials representing public, private and non-profit agencies and organizations who are dealing with the varied problems of our communities.

One of the most pronounced indictments of our profession is our ignorance of what the critical problems and needs are, other than parks and recreation, in our own communities.

2. *Now is the time for us to fight vigorously for more adequate budgets to serve our consumers—the taxpayers.*

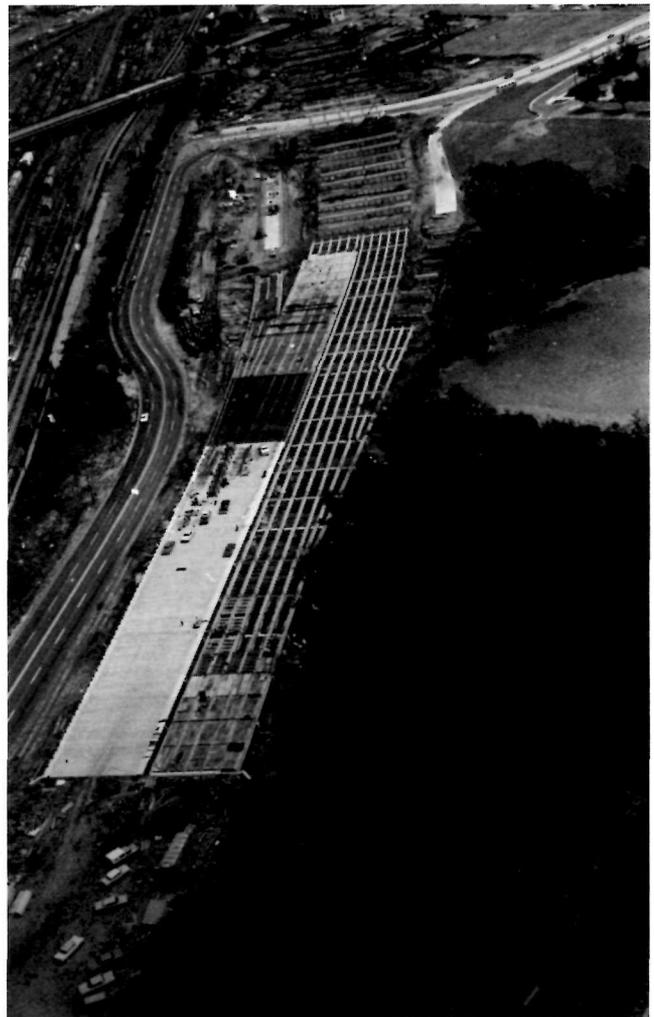
It is a fact that many of us are reluctant to state our case for parks and recreation funds loudly and vigorously. **WE ARE AFRAID TO THINK BIG!**

I have found that almost without exception throughout our country, that the most effective administrators—the executives that make things happen—are those who are politically sophisticated and who can forcibly state the need and justification for parks and recreation services.

If you have the seemingly prevalent attitude, "I don't want to get involved in politics," you had better change your philosophy if you want to get things done. "Politics is simply the art of influencing other people to do what you want." Let's face it, unless you can influence your city council, county commission, parks board, city or county manager, chamber of commerce, industrial interests, labor unions, taxpayer groups, etc., to support goal-oriented plans and to appropriate funds—you are going to be standing still.

What I am saying is that when a park and recreation problem arises in your community, you should be the one who is called upon for the answers. It should be second

Highway 12 and Spring Lake, Minnehaha Park, Minneapolis, Minnesota.



Photos courtesy Minneapolis Park and Recreation Board.

nature to the elected and appointed officials and to the leaders of your community to contact you. If this isn't the case now, you've got a job to do.

You and I know that there is no "right time" to ask for funds. With school bond issues being defeated, an antagonistic attitude toward elected and appointed public officials prevalent throughout the nation, the feeling in many communities is that parks and recreation is still a frill. With all these handicaps, how can we sell our product? The chances for success are far greater than we may think if we properly prepare our case, document our facts, and publicize and articulate our findings.

Let me give you some examples:

- Wayne Kennedy, Commissioner of Recreation, St. Louis County, recently on his second try, passed a \$25,000,000 bond issue by nearly a 70% majority—while at the same time 15 area school bond issues were going down to defeat.
- Jim Bell, Director of the Fairfax County, Virginia, Park Authority, recently passed a \$35,000,000 bond issue, his second in six years.
- Jim Oates, Director of Cobb County, Georgia Parks and Recreation, recently passed a \$6,500,000 bond issue—the largest local bond issue ever passed in that state—amid cries, "It can't be done!"
- Larry Schenk, Director of the Southfield, Michigan Department, recently passed a \$9,000,000 bond issue and is now buying flood plain lands at \$10,000 per acre from these funds.

There are bound to be defeats but if you never take a chance you will never make a name for yourself in your community.

Eric Severied, noted CBS commentator, recently said that in 1970, two thirds of all school bond issues in the United States failed while three fourths of all bond issues concerned with improving the environment, including the preservation of park lands and open space, passed. We cannot be intimidated by the specter of possible defeat.

3. *Now is the time for us to recognize that there are many special interest groups within the field of parks and recreation and that each and every one of these groups has a place in our profession.*

There is a tendency for those of us who administer public park and recreation systems to think we are the parks and recreation profession. We must have room for all special interests. As the specialties within our overall profession grow more complex, the need for self-identity, specialized education and training, new job position requirements and standards, and codes of ethics for each of our branches, is paramount. A few years ago, the therapists, armed forces recreators, educators and students, were either a part of the American Institute of Park Executives or the American Recreation Society, predecessors of the American Park and Recreation Society, but these specialized interests have matured and must now govern their own destinies. And we, as public park and recreation professionals, must recognize them as equals who serve an important segment of parks and recreation patrons.

Those of us involved in the public sector are far more closely related to these special interests than we realize. Most of us operate under a mandate to provide comprehensive services to the general public and an important part of that public includes the ill and handicapped, the elderly,

the socially and economically disadvantaged. Who needs recreation and park services more?

4. *Now is the time for us to take an active role in legislative affairs.*

Responsible park and recreation professionals do not stick their heads in the sand like an ostrich and avoid taking part and making the hard decisions. Yet collectively, we have done just that. How much time have you given toward seeking passage or defeat of a legislative proposal which directly affects your profession or department? Or, have you hidden behind the countless excuses which all add up to the same thing—"I don't want to get involved"?

One of our biggest challenges is to learn to use the potential political strength available to us. It is a fact that the overwhelming majority of our state societies are politically inept and have no clout whatsoever.

- The Georgia Recreation and Park Society recently tried to get passed a Recreation and Conservation Trust Fund of \$10,000,000 a year. They failed even though the bill passed the Senate by a 50-2 vote.
- The Alabama Parks and Recreation Society has tried for four years—unsuccessfully—to get a special state agency created to provide technical and advisory services to local governments.
- The Michigan Recreation and Park Association has been unsuccessful thus far in securing passage of a state certification requirement for parks and recreation professionals.
- The Indiana Parks and Recreation Society has failed, thus far, in attempting to update their state's laws regarding consolidation of city and county departments. I mention these particular groups to point up the problem. I applaud them for trying.

How much influence do you have with your state legislator or congressman? Does he call you or your state president when there is a bill under consideration which affects your operation? The time to build rapport with your legislator is back home when you *don't* need his support. Trying to develop his support for your ideas on a rush basis is poor politics.

I could cite you example after example where the state societies have been asleep while laws have been conceived, introduced and successfully lobbied by other interests—laws which directly affect the cities, counties, special districts, and school districts administering public parks and recreation systems.

There are other examples where the efforts of state societies to secure passage or defeat of different legislative bills have been so poorly organized and supported that legislators politely brush aside their objections indicating how little political influence they really possess.

Recognizing that at this time we collectively have little political muscle, it is incumbent upon us to cultivate the endorsement of allied groups which are generally supportive of our programs—groups like the Izaak Walton League, Sierra Club, Community Councils, Hunting and Fishing Clubs, League of Women Voters, Labor Unions, etc.—and to utilize, most of all, the built-in powerful, but dormant, lobby of lay citizens serving on our policy-making and advisory parks and recreation boards whose primary interest is to help us do our jobs.

These are persons sympathetic to our cause who, if properly organized and involved, can literally make the

difference between our success or failure. Yet we find a considerable number of professionals who are, at best, apathetic and, at worse, hostile toward welcoming these board members and commissioners as partners in our movement.

I know some of you can cite me examples where a board member has replaced a professional administrator, or where a board member forced a director to resign because of political manipulations or other unscrupulous behavior. But these occasions are rare indeed in comparison to examples where board members have been catalysts for swinging public opinion in favor of needed park and recreation projects—projects which, in many cases, were conceived and guided behind the scenes by park and recreation professionals with the full approval of citizen board members.

As you know, in 1968, King County, Seattle, Washington, successfully passed a \$118,000,000 park and recreation bond issue—the largest local bond issue ever passed in the history of this country. Nearly 300 citizens plus governmental officials worked together to pass this almost unbelievable amount. The professionals providing the facts and technical assistance and the citizens generating public support and proving the strength at the ballot box were a winning combination. Tom Ryan, Assistant Superintendent of the King County Parks and Recreation Department, is credited with much of the behind-the-scenes work which was so important to the bond issue's success.

As Abraham Lincoln said, "Public sentiment is everything. With public sentiment, nothing can fail. Without it, nothing can succeed."

5. Now is the time to actively support your state and national societies.

Are you willing to pay the price to be a professional? We are a modest profession. We are not in the high income

categories as are some, but unless we are willing to sacrifice and put our profession on a pay-as-you-go basis, we are going to continue to be a modest profession—at the low rung of the economic ladder.

Years ago the teaching profession was almost at the same identical point of professional development—where we are today—but then the teaching profession made the hard decision to finance itself on a pay-as-you-go basis—on a self-sufficiency basis. Teacher dues were substantially increased while salaries were still low, but the result of this farsighted move by the teaching profession today speaks for itself.

It is time we faced up to our responsibility to dig down into our own pockets and to pay the required financial price to be a professional.

As I mentioned earlier, another yet equally important decision you must make as a professional is to get involved in the affairs of your state and national societies. Many of us have made little or no effort to become involved in our professional organizations. As you know, the programs and projects of the Society are mostly accomplished through the volunteer efforts of committee members.

If someone could wave a magic wand to elevate our sights, to awaken our interest, to energize our spirits, and to instill a greater degree of professional pride so we each became involved, concerned, knowledgeable crusaders for our profession, there would be a new era of respect and support for the parks and recreation profession and professional throughout America.

As a profession, we are at crossroads. Shall we chart our own course and determine our own destiny? Our success or failure in the 1970's will be determined by what we do and what we give to our profession—NOW!



Kenneth J. Smithee



Kenneth J. Smithee is director of the Genesee Parks and Recreation Commission, Flint, Michigan, and president of the American Park and Recreation Society. From 1965-67, he served as Washington, D.C. representative and county parks and recreation consultant for the National Recreation Association. Following the merger of several national organizations, he was appointed public affairs director of the National Recreation and Park Association. From 1957-65, he was director of the Maricopa County Parks and Recreation Department, Phoenix, Arizona. Among several other affiliations, he is a former second-vice-president of the Michigan Recreation and Park Association, president of the National Association of County Park and Recreation Officials, president of the Arizona Parks and Recreation Association and is currently a visiting lecturer at Michigan State University.

national parks for the future



Task force chairmen present their findings to the National Parks for the Future Symposium.

Photo by Loretta Neumann

INTRODUCTION

Sponsored and organized by the Conservation Foundation, the National Parks for the Future Project is designed to have impact far beyond the boundaries of national parks. Although it is focused on the National Park System, its findings unquestionably deal with parks at all levels—national, state, county, local and private. The editors of *TRENDS* believe the Project is important enough to their readers to merit special coverage. Hence this special section.

Sydney Howe, President of The Conservation Foundation, best sums up the meaning of the Project: "In a world beset by poverty, war and racial strife, our challenge is to show the relevance of our heritage of parks and why they are worth saving and using in the right way." The National Parks for the Future Project grew out of a concern for the ways in which parks can serve people's needs in the next century. This is a concern for all of us in the parks and recreation field.

Background

The National Parks for the Future Project is being conducted by The Conservation Foundation under contract with the National Park Service and the National Parks Centennial Commission. The basic purpose of the Project is to study the problems of the National Park System as it enters its second century and to develop a statement of the System's philosophy and long range objectives.

On February 29, 1972, the first phase of the Project was completed with the submission of reports from five multi-interest task forces which the Foundation commissioned in the fall of 1971. Each task force

examined the National Park Service from a particular viewpoint and made recommendations accordingly.

The task forces divided their study into the following five areas:

Task Force I—Preservation of National Park Values

Task Force II—Outdoor Recreation Role of the National Park System

Task Force III—The National Park System as an Educational and Cultural Institution

Task Force IV—The National Park System and Urban America

Task Force V—The National Park System—Ways and Means

The central element of the National Parks for the Future Project is the Symposium held at Yosemite National Park, April 13-15, 1972. Approximately 300 professional and lay conservationists attended. The task force reports were mailed in advance to participants and provided the basis for discussion.

The Symposium was an across-the-board evaluation of the National Park System—where it is, and where it should be going. The agenda for the first day included a report from the chairman of each task force and presentations by NPS officials on different aspects of the Service. Subjects ranged from historic preservation to park construction. The second day was devoted to group discussions on such subjects as youth and the parks, facilities, role of concessioners, parks and national priorities, visitor management, who is *not* using

parks, the Service's role in promoting culture and the arts, where does the Service's responsibility end, wilderness and transportation. On the last day, the discussion group leaders gave summations of their findings and Director of the NPS, George B. Hartzog, gave his response.

The National Parks for the Future Project is meant to provide a citizen's response, not a government one. Neither the National Park Service nor those who are closely associated with it were included in the task forces. However, their statements are part of the official record.

The Conservation Foundation will use the task force reports, the Symposium deliberations and follow-up material to prepare a final report due for delivery to the Park

Service and the Centennial Commission by August 15, 1972.

In his closing remarks to the Symposium, Director Hartzog said, "We accept the National Park System as the Federally-owned resources managed by the National Park Service. Yet, I suggest that perhaps the National Park System should, indeed, be defined as all of the natural, cultural and recreational resources of our nation—whether in Federal, state, regional, local, Indian or private ownership." And finally, "I pledge to you that your work and your report shall not die in the abyss of indifferent bureaucracy. Upon its receipt and following the Second World Conference on National Parks in September, I shall appoint a task force of National Park Service employees and private citizens to formulate programs to implement your recommendations."—SD.

continued

John Keith, president of the Regional Plan Association, New York, leads the discussion of "Parks, Money and National Priorities."

Photo by Loretta Neumann



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TASK FORCE REPORTS: AN OVERVIEW

By John M. Kauffmann

The task forces call for far greater emphasis on education and on research, and on the role of the parks as influences, advocates and catalysts for good regional planning and environmental quality. They suggest we spend more on services and less on facilities and they take a dim view of much that has been the domain of the concessioners. They recommend much more public participation in planning. Although they do not lay upon us the responsibility for across-the-board recreation and, indeed, urge "indigenous" recreation respectful of ecological values, they demand from us greater leadership in urban park and recreation programs, with more sensitivity toward America's cultural diversity and the historic contributions of all Americans. They uphold the essential importance of preservation, particularly wilderness, and though they urge better transporta-

tion to the parks, they recommend attention to carrying capacities, quotas, and appropriate uses of the parks. They find national priorities for park programs far too low, and action to acquire parks and fund park programs and services woefully lagging and inadequate.

Here are the highlights of the reports, as I see them. (Roman numerals in () indicate the task force making the recommendation; I-Preservation; II-Recreation; III-Education; IV-Urban Affairs; V-Methods and Means).

Organization and Administration

The National Park Service, Bureau of Outdoor Recreation and also the Bureau of Sport Fisheries and Wildlife should be combined into a single bureau, its functions divided into preservation of resources, metropolitan periphery recreation and, in cooperation with other levels of government, metropolitan recreation. (V and IV)

The Recreational category of

areas in the System should be abolished, for all units of the System have recreation potentials related to their indigenous values. If recreation is related to indigenous values, it can be kept compatible with preservation of the natural and historical features; therefore use can get equal attention with preservation in unit planning. (II)

NPS personnel are shifted too often to be thoroughly acquainted with a park's problems and opportunities. More training is needed to help personnel understand human behavior and cultural deviations, cope with social problems and provide creative leadership. (II and IV)

An extension service should be developed to assist local park and recreation departments in planning, management, education and interpretation. (IV)

The Secretary's Advisory Board should be expanded to reflect the broad range of social and economic classes the NPS is presumably set up to serve. It should think more about demand for as well as supply of recreation resources. The full

The park staff at Yosemite provided technical assistance when needed. Here a park forester shows the problems caused by a tree disease in a high impact visitor area to members of the resource management discussion group.



range of consumer preference needs representation on the Board. Advisory bodies for each park unit should be restructured to reflect a broader constituency. (IV)

Funding and Acquisition

One tenth of one percent of the national budget for national parks is altogether inadequate. (V) There should be a \$100 billion "Buy Back America" bond issue to acquire 52 million acres of parkland, including some 8,000 acres of vest pocket parks, and \$32 billion for development and improvement. (IV) All authorized parks should be acquired by 1976. All inholdings in existing parks should be acquired. (V)

There should be \$2 million annually for research: \$1 million to finance 20 \$50,000 research units on University campuses, and \$1 million to beef-up NPS research generally. (I)

New natural resource parks should be established to provide a System representative of all principal physiographic regions (major ecosystems) in the nation, and to protect island, marine and estuarine resources. (V)

All metropolitan areas with a population of 1 million or more should have a major recreation park network, bordering, wherever possible, upon waterways; rivers, lakes and the sea. (V)

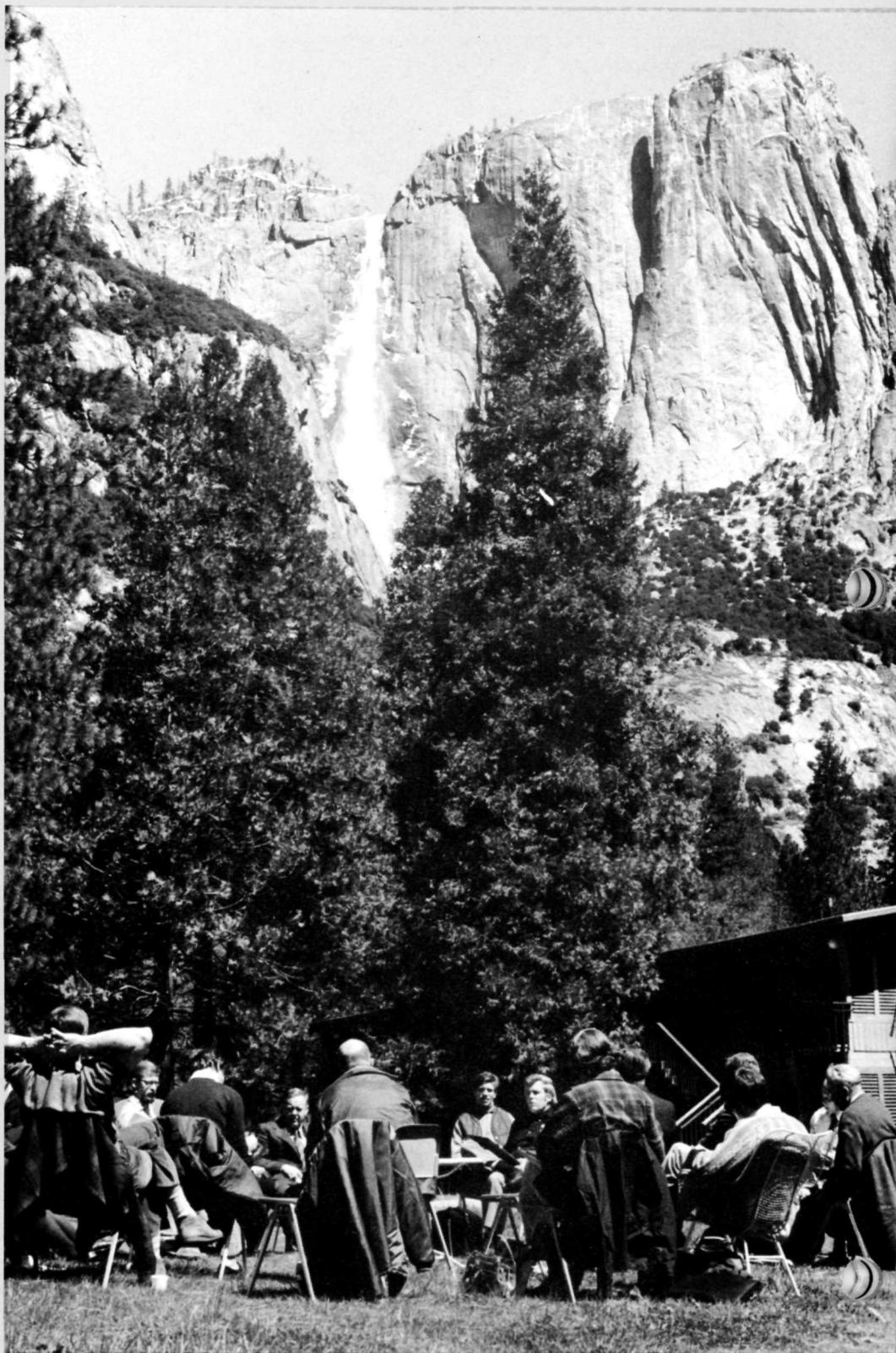
Authorization and acquisition of parklands should be simultaneous through consistent Congressional use of a legislative taking. (V)

The Federal Government should assist the states in establishing and administering systems of small natural areas for research and educational use. (V)

The Service should be authorized to acquire easements or interests in lands, and to adopt compensable regulations near parks to forestall adverse uses. For areas farther away but still impinging on the park environments, there should be technical assistance for planning and land use regulations. (V)

At new park sites, additional land should be acquired outside park boundaries as sites for new communities to be developed in

The wilderness discussion group meets beneath the splendor of Yosemite's pines and falls.
Photo by Loretta Neumann



cooperation with other Federal programs. Similarly, all proposals for new towns should be reviewed to determine their possible mutually-supportive relationship to new national parks. (V)

The Service should give a new emphasis to lands which once were exploited or modified by man but which can, under protective and restorative management, heal themselves. (V)

To make the national parks a true system, and to make up for the inability of state and local governments to match Federal grants, a whole new layer of regional, urban-oriented parks should be developed and operated by NPS—one of 4,000 acres or more near each of the 123 urban areas of more than 250,000 population. *However*, NPS should not be called upon to finance city play areas, or to raise the dollars necessary to solve all national recreation needs, but rather should assist urban people in learning what to do and how to reach and use park areas. (II-not unanimous)

Management

Management of national park areas must conform to their dominant values, and recreation as an enjoyment of the parks must be in terms of their preservation function. Preservation of remaining wilderness should be given top priority in all policy decisions, and criteria other than number of visitors should be used as a measurement of a park's value to society. (I)

Quotas, rather than "enclaves" or "buffer zones" should be emphasized as the solution to problems of over-use. (I)

A reservation system is recommended for facilities and services in areas in high demand. However, such is not necessarily a panacea. (II)

Private autos and car-camping should be phased out of national park units, and public transport, "short walk" and back country camping opportunities substituted. In the national wilderness parks, as opposed to the national recreation areas, back country motor travel should be categorically prohibited. (I)

Park management should include an environmental early warning system to spot emergencies and respond to them. An annual park environment report should be prepared for each park, and the Director should make one for the System as a whole. (V)

NPS should explore and use every opportunity to involve youth and older people in park planning, development, management and use. Park use should be more representative of the national population. (IV)

Education, Interpretation and Visitor Services

NPS should embrace education as one of its highest priority missions, developing formal linkages with all kinds of education institutions. (III)

Parks should be seen as a microcosm of the larger concept of "Spaceship Earth" and management practices and interpretive programs should explain, document and demonstrate that concept. (III)

A national park should typify to its neighboring communities the highest environmental ethic and should willingly serve as an agent to carry that idea into its environs. (III)

Interpretation should be taken to where the people are and where their interests lie. (II)

NPS should have an Office of Education, serving as a broker between field locations and education institutions. (III)

NPS should recognize its responsibility to interpret and communicate cultural diversity. (III)

NPS should develop an educational and interpretive approach that will provide synthesis of the outdoor experience, linking that of the inner city resident to the larger opportunities in the great national parks. (IV)

Interpretation of historical and cultural sites should give fair accounting of the contributions of all Americans. (IV)

To counter balance present programs which emphasize car travel and concession facilities, NPS must inform and motivate the potential visitor to redirect recreational use.

NPS should issue national and regional guidebooks and establish information centers in large urban areas. (II)

Program Rangers should assist visitors in developing the skills and understanding to enjoy the parks better. Rental equipment should be available. (II)

The park visitor should be encouraged to get away from the sight, sound and smell of mechanized civilization and to hike and camp in the back country. (I)

Planning and Development

The National Park Service's role as environmental advocate should be strengthened, and its presence felt on a continuing basis without regard to the geographic confines of the National Park System. Congressionally authorized regional planning projects should be carried out, as well as a national land use planning program. (V)

National park boundaries should, wherever possible, include entire ecosystems. (I)

Preparation of all major planning documents for units of the National Park System should involve citizen participation. (V)

Advisory groups representing political leaders, scientific experts and consumers should prepare and approve master plans before development of a park is undertaken, and the master plan should take into account the entire region of the park. Planning should make recommendations concerning interaction of recreation facilities in an entire region, and should tie the parks to local community needs, zoning, etc. There should be a moratorium on any new facilities until a master plan has been developed for the entire region, including external (as well as internal) transportation systems. (II and V).

NPS should bring its planning competency into the regional metropolitan planning process to assist in the development of areawide park and recreational programs. New and unconventional means of providing urban park and open space need to be thoroughly explored, such as roof tops, vacant lots, street closures, freeway decking, etc. (IV)

continued

Mass transportation facilities linking the inner city with nearby parks must be provided. (IV)

There should be an immediate inventory of all public lands to assess their capacity for meeting public recreation needs. (IV)

Facilities and developments should encourage indigenous uses of the parks. (II)

NPS should end total individual reliance upon the private automobile. (II)

Research

Research for the National Park System is totally inadequate to meet the future information needs. A comprehensive, coherent research program for the System as a whole should be adopted promptly and a scientific advisory committee convened for each park. Research should include the "park influence zone" as well as the park itself. (V)

NPS should seek to establish Federally financed scientific and social research units of the nation's campuses, and a citizens's organization—The Friends of Park Service Research — should be formed to support an expanded research effort. (I)

NPS should interrelate ecological, behavioral and educational research for each unit of the System, and should inventory possible indigenous activities in each area with the help of advisory committees. (II)

Careful studies need to be made of the behavioral patterns of park visitors, with an effort to determine why people do what they do. (I)

Research is inadequate for preserving archeological and historical resources, both those already on display and those located but undisplayed. (I)

High priority should be given to research directed to finding the physical, biological and psychological carrying capacity of every unit of the National Park System. (I and III)

Inasmuch as environmental and social indices are lacking to aid in determining carrying capacities, experimental demonstration areas should be established. Meanwhile the Service should begin a policy of visitor limitation based on "very conservative best judgment" criteria. (V)

A greatly expanded program of research into the sociological aspects of park and recreation usage by urban populations is essential for extending Federal park and recreation capabilities into urban areas. (IV)

Historic Preservation

Expanded attention to the National Park Service's historical and archeological programs is required across the board, including use of the Wilderness Act of 1964 to protect archeological sites. (I)

Stronger national guidelines and

review procedures are needed for the National Registry of Historic Places. Legal and administrative sanctions should be added to the Historic Sites Act to protect sites on the National Register of Historic Places.

Concessions

All visitor facilities which can be provided outside the park boundaries should be built there rather than inside the parks. Present facilities, such as lodgings and curio shops, should be phased out wherever practicable. (V)

The Service should work toward elimination of private ownership of buildings and facilities by concessioners as a preliminary step to moving all such facilities outside the parks. Meanwhile, review and recontracting procedures should be established for all concessioners, with full public participation, and there should be no expansion of concession activities without public consultation and environmental impact evaluation. (I)

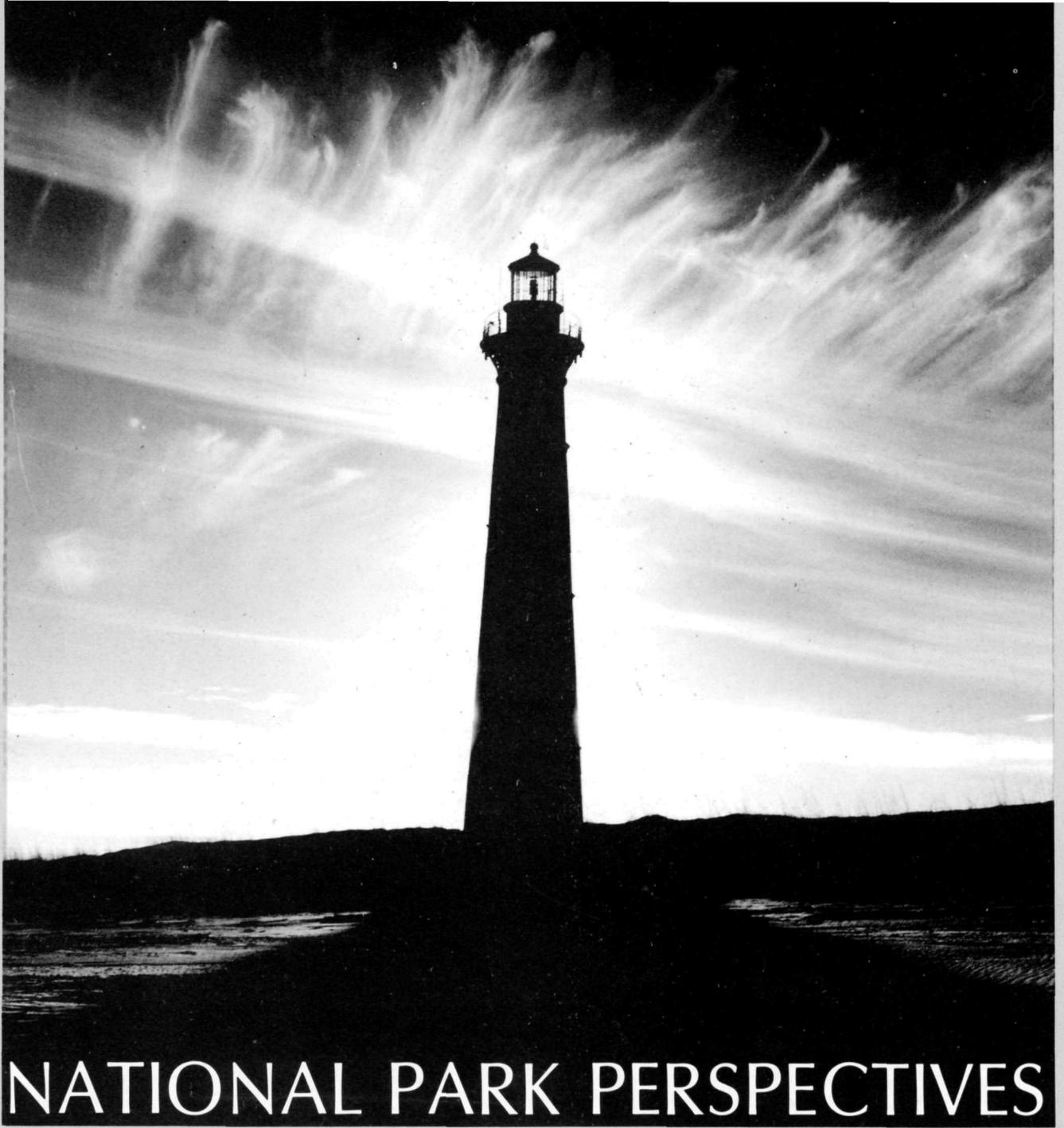
NPS should regain control of the entire park program and deal more positively with that portion now delegated to concessioners. Capital investment in Concessioners should be required to provide activities that are indigenous to the park and prevented from providing activities that are not indigenous. Rental equipment should be available. No junk should be sold. (II)

John M. Kauffmann



John M. Kauffmann served as the National Park Service liaison to the Conservation Foundation for the National Parks for the Future Project under the Assistant Director for Cooperative Activities. An employee of the National Park Service since 1954, he is a recipient of the Meritorious Service Award of the Department of the Interior in recognition for his exceptional service in the field of conservation. He has re-

cently been transferred to Anchorage as a member of the 32-man task force of specialists selected to go to Alaska to study vast tracts of land set aside by the Secretary of the Interior under the provisions of the Alaska Native Claims Settlement Act of 1971 for possible inclusion in the National Park, Forest, Wildlife Refuge and Wild and Scenic River Systems.



NATIONAL PARK PERSPECTIVES

NPS Photo

By Anthony Wayne Smith

This address was presented to the Symposium on National Parks for the Future at Yosemite National Park, April 13-15, 1972.

We stand at a turning point in the history of the parks. The first century is done, and another is to begin.

We stand also, however, at a turning point in the history of the human race, indeed of life on earth. That we are living through the greatest crisis life on this planet has

ever experienced cannot be doubted.

The tale will be told within 50 years; the main battles may have been won or lost within 25; the critical decisions may be made in the next decade. The computers have been helpful in confirming the reality of the dangers; but our prophets have been warning us for a long time.

We really need to go back five centuries to understand our situation, to the origins of the point of

view which looked upon nature as an object of conquest. One can think of the expansion of Europe, of the conquest of the globe by European man, as fruit of this philosophy. The settlement of North America was assuredly a conquest, of the aboriginal cultures, of the wildlife, the soil, the forests. That attitude is changing rapidly now; it must do so if man is to survive.

What did the conquerors seek? Certainly sustenance, a living, eco-

conomic sufficiency; and after the first hardships, these benefits were not too difficult to win, for the wealth of the new lands was fabulous.

But also freedom; these were peoples who fled religious oppression, indentured servants, refugees from military service. Even the more well-to-do were often in flight from political enemies.

To set foot upon the new shores must have given men a delicious sense of liberty. To cross the crests of the Appalachians, knowing that there would be no return, must have enlarged men's spirits mightily. Ahead were the limitless prairies. This was the experience of the frontier, the psychological matrix of American democracy.

Great spaciousness was much of the experience. One could move onward and outward and away, for a lifetime if need be. In fact, of course, there were barriers and dangers; the Indians fought back and hedged the white man in. But the born scouts could get through.

Not everyone, of course, was destined for freedom; certainly not the African slaves; nor the deviant religious sects, oppressed by erstwhile religious refugees; and the red man was losing his freedom.

But, prosaic in their work-a-day point of view as the settlers may have been, preoccupied with the plough, with cattle, with clearing the forest, they found, and for a long time lived within a pristine continent of uttermost beauty.

To stand on a high knob of the Appalachians and look westward across wave after wave of purple ridges, fading out of sight into the west, is to experience majesty.

The tall-grass prairies drew men's eyes toward limitless futures. The high wall of the Rockies, seen from the Great Plains, the white peaks of the Sierra, these were but features of a continental setting of unmatched splendor for human life.

Truly one can say that the great national parks of America symbolize these early experiences of the frontier American: freedom, spaciousness, and beauty even to majesty.

Mixed motives, no doubt, brought the setting aside of most of the great national parks. The legisla-

tion creating Yellowstone was aided by the argument that the land was useless for cultivation or occupation. But nonetheless, preservation was the purpose.

From the beginning, the parks came under many heavy pressures: the pressure of settlement itself, aided by the meritorious Homestead Act, which laid the foundation for the agrarian democracy of early America; the rapacious slaughter of wildlife; the avaricious raids on mineral resources; the wanton destruction of forests; the omnipresent grazing of cattle; and the intrusions of the railroads.

For Stephen Tyng Mather, the problem was to get as much as possible of the most beautiful land into Federal public ownership, and to exclude incompatible activities thereafter when opportunity afforded.

In the early days there was a great need to tell many people about the parks, to bring the crowds there to experience the beauty, if enough political support were to be obtained; hence the big hotels, the entertainments, even the feeding of wild animals.

But it was not until the middle of the first century of the parks, say about 1920, that the great nemesis of the silences and solitudes appeared: the automobile. America had been industrializing: factories, big cities, railroads, and now the internal combustion engine.

The great force that was to drive home and tamp down the destruction, the population explosion, at least in its most lethal form, was still a generation away.

It was not the people and the crowds that caused most of the trouble, but the traffic. The automobile and its kindred proliferated everywhere: the motorboats on remote lakes; and more recently the snowmobile in the wintry vastnesses. With the internal combustion engine we have noise, pollution, paved roads, parking lots, gas pumps, and traffic accidents. And we have the airplane, the jet, the jetports, and almost, but not quite yet, the SST, shivering ancient canyon walls.

But if the automobile is the principal offender, it is not alone.

The battles against sports hunting, in one guise or another, in the great national parks, have recurred again and again. We have had dams proposed for the Potomac, with its C and O Canal, and the Grand Canyon; high speed roads pressed up to park boundaries and in some cases across them; pressures for mining and oil drilling; enormous pressures for campgrounds with urban conveniences; the uproar of motorized marinas; and heaven forbid, the incipient new forms of mechanical transportation in the parks, mono-rails, narrow gauge rails, cable cars, funiculars, bringing the cities to the heart of solitude.

Solutions exist if there is a will to employ them. It is not so much the crowds, but the traffic which is a problem. The public lands which surround most of the parks are vast, and well able to absorb much of the traffic which now pours into the parks.

If the national forests are to be used for this purpose, they must be cut by methods consonant with good silviculture, and not by clear-cutting; this means a revolution in forest resources management in America, which may well have to spread around the world, albeit a revolutionary return to older methods. And there are great open spaces, and much beautiful scenery in the remaining public domain.

The place for the big hotels, motels, and urban-type accommodations, is in the communities beyond the great public land holdings. Recreation resorts can be built by private enterprise on private land in these communities. Comfortable mass transportation should be provided by long-line service into the national parks; short-line public transportation should be provided within the parks; the concessions should be granted to the resort operators outside the public lands.

Facilities within the parks—motels, campgrounds, roads, should be frozen at present levels. Mono-rails and the like should not be added to the existing road transportation network, which is adequate, if private automobile traffic is severely limited, and if the roads are used mainly for coach transportation.

These approaches will require a

continued



▲
One way to see a park.
An alternative.
▼



coordinated effort by a dozen Federal bureaus under the general guidance and administration of a Federal agency at the White House level. The organizational structure could be established tomorrow by Executive Order; the requisite management policies, such as ecological forestry, could be established immediately in the same way. This approach would need the support of the National Park Service and the Council of Environmental Qual-

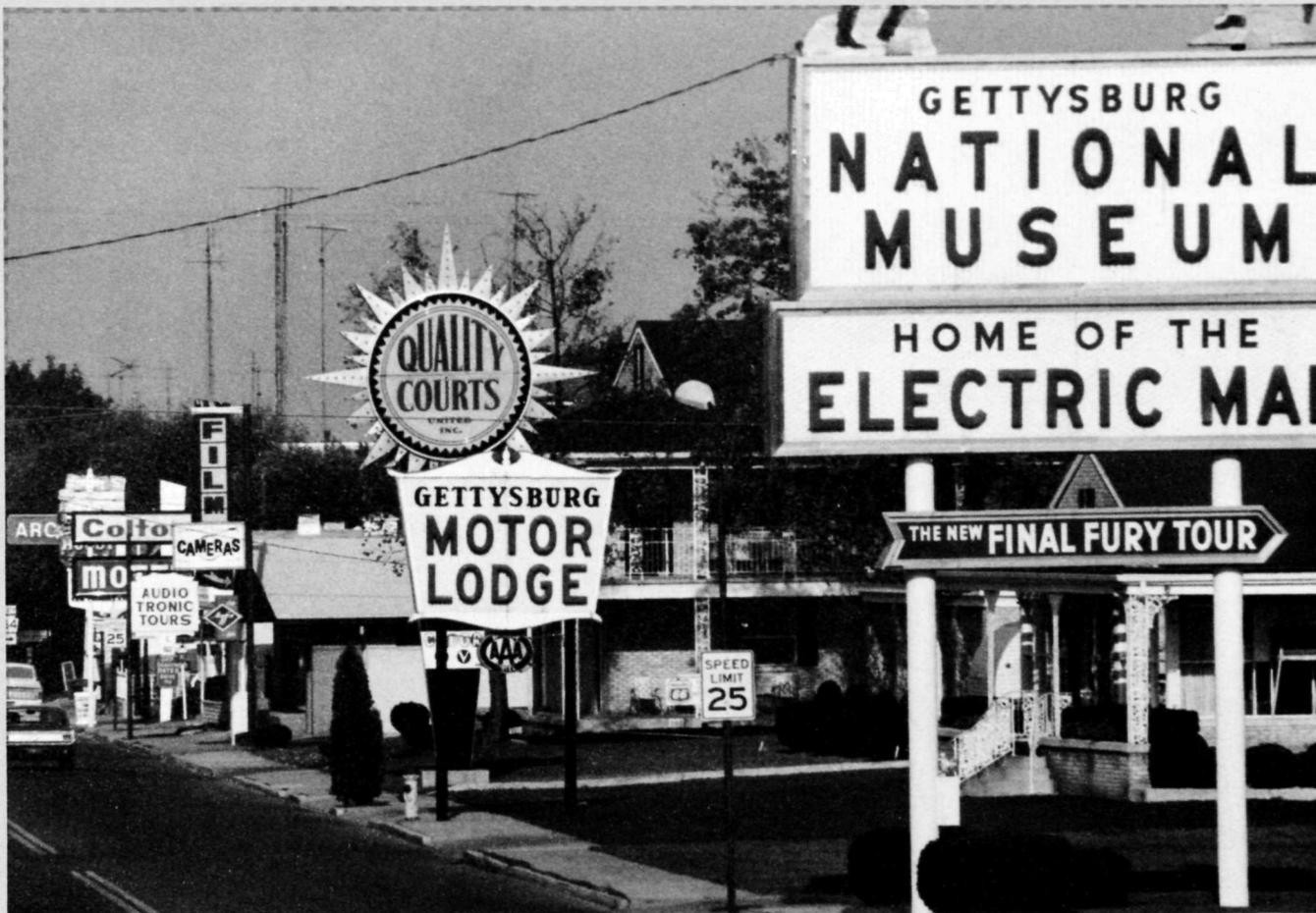
Are the parks merely living museums, wherein we struggle to keep alive a token remnant of the plants, animals, scenery, and amplitude which were part of the entire life environment for the American frontiersman?

I would quarrel fundamentally with the nostalgic point of view; the true significance of the parks is as symbols of the future.

The environmental crisis, in which the planet is immersed, the

of a basic moral transformation, a moral revolution. The widespread new understanding of the implications of ecology gives it a scientific foundation. A growing understanding that we are dealing not with the superficialities of a pretty setting for life, but with the life-environment as a matter of survival, brings realism to our thinking.

Yet more is needed than an intellectual understanding, essentially scientific in nature, of the



On the way to Gettysburg National Military Park, Pennsylvania.

NPS Photo

ity. Some of us have been advocating it since the First World Conference on the National Parks, 10 years ago and longer.

Assuming that there is a way for preservation, if there is a will, what, if we may ask the question again, is the real significance of the national parks? Are we merely looking back upon an epoch long past, never to return? Are the freedom, the spaciousness, and the majesty of the pristine continent gone forever?

world emergency of pollution, resources exhaustion, blind industrialization and urbanization, irresponsible and hopeless proliferation, famine, the threat of nuclear war, ecological destructiveness, all these impending and coalescing disasters could bring men to their knees in hopeless despair, or could lead to a rebirth of courage and vision, such as to usher in a great new Age of Life throughout the planet.

There are many signs, of course,

human relationship to the network of life. Compassion for the other forms of life, plant and animal, based on compassion for our fellow men, must grow if the emotional atmosphere is to be created within which the scientific understanding can flourish. The necessary Change of Heart will be aesthetic, philosophical, humanitarian, essentially religious.

The changes will have to be worldwide; the planet is now a

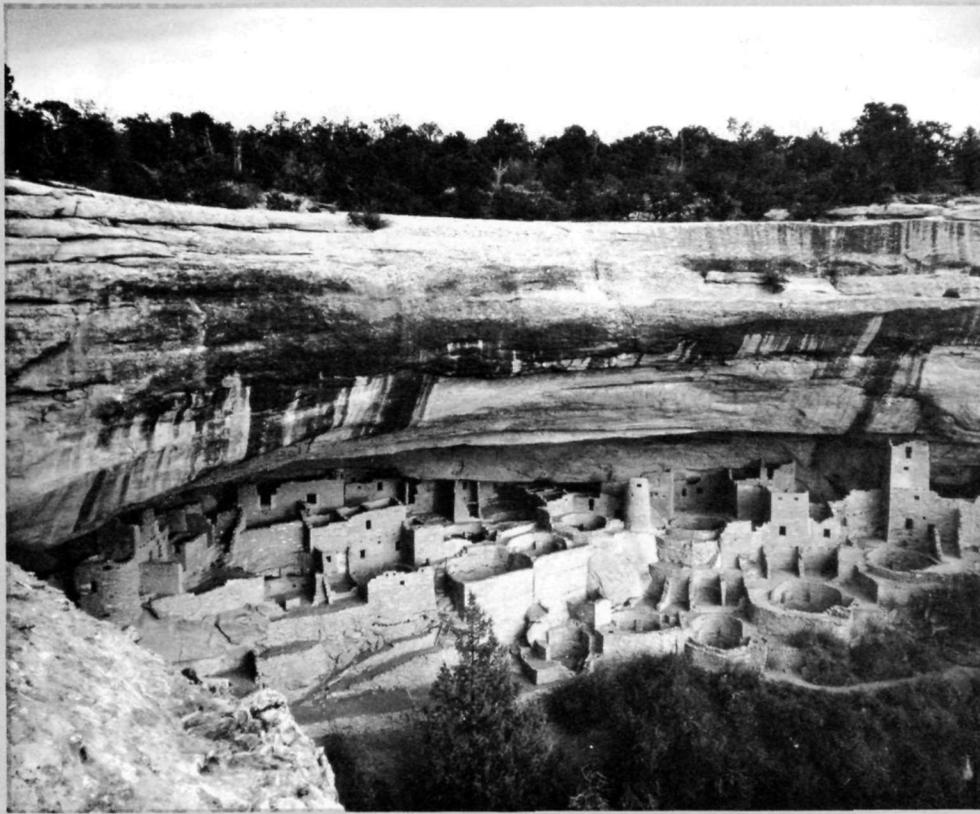
neighborhood, brought together willy-nilly by the technologies of transportation and communication.

But the national parks have been a worldwide institution from almost the very beginning. Yellowstone gave birth to national park systems in Africa, Latin America, Europe, Asia, Australasia. A feeling for the significance of the national parks of the world may be one magnet which will draw the warring nations together. The idea of a World Heritage Trust, if it can be strengthened somewhat, will symbolize this world perspective.

Highly significant is the fact that the World Heritage Trust is conceived in historical and cultural terms, not merely within an ecological and naturalistic framework. The crossing of the North American continent was more than a conquest; it was also a saga of great heroism. The national historical parks mark that saga in part. The archaeological parks provide pre-historic background. The National Park System is an archaeological, historic and cultural system, and a recreational system as well, to be sure, and not merely a means for the permanent preservation of natural areas. Its worldwide implications are equally capacious.

It is necessary to look to the long future. We are here to peer forward 100 years to the tomorrows of the national parks of America, of the world. That future is set within the future of the World Community, of the Community of Life on this planet.

The commentaries which followed the publication of the recent computer studies of disaster suggest some perspectives which should have our attention. A reversal of the trend toward urbanization will be essential, if human sanity is not to become a major casualty of the crisis of life. Able and penetrating students of present trends in forestry are picturing a countryside from which wood and wood products can be taken on a sustained yield basis by group selection, individual selection, or comparable methods, leaving the beauty of the land undisturbed. Communities of a livable size would be part of this picture, where men might meet in work and play on a personal basis



NPS Photo

Mesa Verde National Park, Colorado.

Wolf Trap Farm Park, Virginia.



NPS Photo

and also live close to nature.

These trends may hold the key to the moral and ecological survival of the human race, and with it all life on the planet.

Now, if this be so, then the great national parks are far more than mere vestiges of the past. Their significance is much greater than that of miniatures of isolated and imperiled ecosystems; they become the models of the future, by which the architects of future civilization must guide their work in the centuries ahead.

A high civilization, built upon a stabilized and reduced population,

The preservation of the natural environment in the National Park System of the United States and in the great national parks which human foresight has created in so many other nations around the globe thus becomes a basic moral imperative for all humanity. These natural conditions are not to be bargained away in the interest of political advantage, nor sacrificed to the short-changing of penurious national budgets.

In the United States the readily available methodologies of inter-agency planning and management, turning around the dispersion of traffic into larger areas, must be applied resolutely forthwith. Federal zoning needs to be employed to manage inholdings and contiguous lands.

In the world as a whole the strongest possible institutions for the assembling and protection of the world heritage of wildlife, aboriginal vegetation, scenic wonders, and environmental solitude, quietude, and spaciousness, must be created with all possible dispatch.

Let us hope that the forthcoming United Nations Conference on the Human Environment at Stockholm this June will bring forth the preliminary world institutional structure on which further protective efforts can be based.

Let us hope that the meetings of the General Assembly of the International Union for the Conservation of Nature, which has done so much for the survival of precious forms of life throughout the globe, will find it possible to build on the work of Stockholm and strengthen its own participation in these efforts.

We look forward to the Second World Conference on National Parks at Grand Teton National Park in September, hoping that recommendations may come out of the Symposium on National Parks for the Future which will strengthen its vital work for all the peoples of the world.



Anthony Wayne Smith



Anthony Wayne Smith has been president and general counsel of the National Conservation and Park Association since 1958. He directs the Association's business, financial and legal affairs, and NATIONAL PARKS AND CONSERVATION MAGAZINE: THE ENVIRONMENTAL JOURNAL, the Association's official publication. Chairman of the Environmental Coalition for North America, he is also general counsel for the Citizens Permanent Conference on the Potomac River Basin, an executive committee member of the Citizens Committee on Natural Resources and president of the South Central Pennsylvania Citizens Association. For two decades, he has been member of and executive in conservation organizations and movements in watershed management, river, basin planning, forestry, soil conservation and wildlife management.



NPS Photo

Minuteman National Historical Park, Massachusetts.

presupposing a differential stabilization of commodity production, assuming emphasis upon education and the practice of the arts, will surround itself and immerse itself in scenery of the kind we find surviving now only in the natural areas of the National Park System, and the wilderness areas of the National Forest and Wildlife Refuge Systems.



New York City skyline, New York.

Bureau of Outdoor Recreation photo

PARK SPACE FOR URBAN AMERICA

By John P. Keith
and John P. Milsop
assisted by Robert Dahlgren

This article was prepared in conjunction with the Task Force on The National Park System and Urban America assembled by the Conservation Foundation as part of its National Parks for the Future Project.

What is the function of a park in the city? Do we, as a nation have enough open space recreation areas for our primarily urban population? Does every citizen of this country, regardless of geographic location or level of income, have access to recreation? All of these questions reveal a common concern—that the United States lacks sufficient parkland for its urban areas.

At this point, we can speak only of this as a hypothesis. We lack detailed access and location studies of all our open space resources. We can only refer to the accessibility of our major national parks. Theories concerning the ideal proportion of parkland to population remain theories rather than empirically verified facts. However, there are a sufficient number of problems to raise the possibility that very definite unmet needs do exist.

continued

**PARKS AND PEOPLE:
SOME STATISTICS**

Jefferson's agrarian utopia has grown into 20th century urban America. Note Table I.

How much parkland is available to the U.S. population? Table 2 presents an inventory of recreation acreage by level of government.

TABLE 2. PUBLIC OUTDOOR RECREATION: ACREAGE BY LEVEL OF GOVERNMENT (in thousands)

Federal	446,615.9
State	39,701.5
County	2,976.9
Local	1,224.2
Total	490,518.5

(Source: U.S. Department of the Interior)

Ostensibly, each person in the United States has 2.5 acres of recreational open space. However, these statistics say nothing about the location of the land relative to centers of population.

TABLE I. DISTRIBUTION OF THE U.S. POPULATION: 1960 and 1970

	<i>Total</i>	<i>Urban</i>	<i>% of Total</i>	<i>Rural</i>	<i>% of Total</i>
1960	178,464,236	124,699,022	69.9	53,765,214	30.1
1970	203,165,573	149,280,769	73.5	53,884,804	26.5

(Source: U.S. Census)

If we consider Federal land alone, in total and for selected agencies, we can begin to secure a clearer picture of the proximity of land to urban areas (Table 3).

Reviewing total Federal holdings we find that 99 percent are in rural areas. The Department of Defense owns more land than the Department of the Interior's National Park Service. Only a small percentage of the Service's land lies within urban areas.

If we return to land used solely for recreational purposes and apply a different yardstick, the question of location becomes even clearer.

The Bureau of Outdoor Recreation classifies recreational land in six categories. These classifications embrace, among other criteria, loca-

tion. Table 4 shows the percent distribution of Federal, state, and county recreation acreage by BOR category.

A key factor in the location of Categories III and V is a degree of remoteness from population centers. Thus, 89.1 percent of all recreational land is characterized by varying degrees of remoteness from population centers.

The general statistics presented in this section are no cause for elation insofar as service to urban recreation needs is concerned. While there is a good deal of land for recreation, it appears to be unavailable to much of the population. Let us examine the Federal, state, and local park systems in greater detail.

TABLE 3. FEDERALLY OWNED LAND IN THE UNITED STATES SELECTED AGENCIES, 1970

ACREAGE BY LOCATION

	<i>Total</i>	<i>Urban</i>	<i>% of Total</i>	<i>Rural</i>	<i>% of Total</i>
All Agencies	761,300,913.2	1,555,840.2	0.02	759,745,073.0	99.98
Forest Service	186,888,833.1	1,903.6	0.00	186,886,929.5	100.00
Defense	30,599,503.8	1,429,617.9	4.67	29,169,885.9	95.33
National Park Service	24,400,087.2	37,964.5	0.15	24,362,122.7	99.85

(Source: U.S. Department of the Interior)

TABLE 4. PUBLIC OUTDOOR RECREATION: PERCENT DISTRIBUTION OF RECREATION ACREAGE BY OUTDOOR RECREATION CLASSIFICATION, 1970

<i>I</i>	<i>II</i>	<i>III</i>	<i>IV</i>	<i>V</i>	<i>VI</i>
<i>High Density</i>	<i>General Outdoor</i>	<i>Natural Environment</i>	<i>Outstanding Natural</i>	<i>Primitive</i>	<i>Historic & Cultural</i>
0.2	6.4	80.6	3.9	8.5	0.4

(Source: U.S. Department of the Interior)

THE FEDERAL SYSTEM

The National Park Service controls an important but relatively limited amount of the federally-owned lands. It maintains an extensive system of parks and monuments. The showpieces of the system are its thirty-two large national parks, which contain well over half the Service's acreage.

The Regional Plan Association of New York City overlaid a map of the National Parks with a map of the country's fifty largest cities according to the 1960 Census (the 1970 list is still unavailable). Around each city two circles were circumscribed: the first had a radius of fifty miles; the second, a radius of one hundred miles. The objective of the map exercise was to determine the proximity of our 32 major National Parks to main population centers. Table 5 illustrates the results.

It may be deceptive to consider only the large national parks, however, this class of acreage contains more of the Park Service's open space than any other class.** While some of the cities in the table may be within range of a national seashore or a historic park, this largest class of National Park Service open space is relatively remote from centers of population. Interior and Congress have been moving to redress the balance with such recent acquisitions as the Cape Cod National Seashore and the Delaware Water Gap National Recreation Area.

Despite the growing response to urban needs evidenced by these major recent acquisitions, the needs to be met are far greater than the Service's fiscal ability to meet them. And the longer the process of acquiring lands to serve urban needs takes, the higher will be the costs of acquisition. The success of "Parkscape - USA," a National Park Service attempt "to put people at the center of our landscapes, our seascapes, and our cityscapes" depends on a resource commitment far larger than conceived to date.

**See Appendix A. Areas Administered by the National Park Service and Related Properties.

TABLE 5. NATIONAL PARKS

City	Within A 50-Mile Range	Within A 100-Mile Range
New York, N.Y.	—	—
Chicago, Illinois	—	—
Los Angeles, California	—	—
Philadelphia, Pa.	—	—
Detroit, Michigan	—	—
Baltimore, Maryland	—	—
Houston, Texas	—	—
Cleveland, Ohio	—	—
Washington, D.C.*	—	Shenandoah
St. Louis, Missouri	—	—
San Francisco, California	—	—
Milwaukee, Wisconsin	—	—
Boston, Massachusetts	—	—
Dallas, Texas	—	—
New Orleans, La.	—	—
Pittsburgh, Pa.	—	—
San Antonio, Texas	—	—
San Diego, California	—	—
Seattle, Washington	Olympic, Mt. Rainier	—
Buffalo, N.Y.	—	—
Cincinnati, Ohio	—	—
Memphis, Tennessee	—	—
Denver, Colorado	—	Rocky Mountain
Atlanta, Georgia	—	—
Minneapolis, Minnesota	—	—
Indianapolis, Indiana	—	—
Kansas City, Missouri	—	—
Columbus, Ohio	—	—
Phoenix, Arizona	—	—
Newark, New Jersey	—	—
Louisville, Kentucky	—	Mammoth Cave
Portland, Oregon	—	Mount Rainier
Oakland, California	—	—
Fort Worth, Texas	—	—
Long Beach, California	—	—
Birmingham, Alabama	—	—
Oklahoma City, Oklahoma	—	Platt
Rochester, New York	—	—
Toledo, Ohio	—	—
St. Paul, Minnesota	—	—
Norfolk, Virginia	—	—
Omaha, Nebraska	—	—
Honolulu, Hawaii	—	—
Miami, Florida	Everglades	—
Akron, Ohio	—	—
El Paso, Texas	—	Carlsbad Caverns
Jersey City, New Jersey	—	—
Tampa, Florida	—	—
Dayton, Ohio	—	—
Tulsa, Oklahoma	—	—

*Washington, D.C. does have numerous units of the National Capitol Parks System.

(Source: Regional Plan Association)

continued

Perhaps only a multi-billion dollar national bond issue to "buy back America" will be of sufficient scale to make inroads to the problem.

As we can see from Table 5, only two cities have national parks within 50 miles; six other cities have parks within 100 miles. Since most national parks are not served by public transportation, transportation to a national park from a major city depends upon automobile ownership which excludes anyone who lacks an automobile. Who, then, uses the national parks?

The Office of Natural Science Studies conducted a study of visitation to national parks during the latter part of 1968. The population studied was the adult (over 18) population of the United States: 121,000,000 people. Table 6 contains some of the data obtained.

The person using a National Park is more likely to be white, educated, relatively well-off economically, young, and suburban.

The data presented in Tables 5 and 6 indicates that a particular portion of the population, located in urban areas, either does not have access to the parks or chooses not to use them. This hypothesis deserves further exploration.

STATE PARKS

Restrictions of time and the unavailability of data do not allow much consideration of access to state parks. One index of the problem, however, is the distribution of land versus the degree of urbanization. Table 7 lists the five most heavily urbanized and five least heavily urbanized states as of 1960; it also lists the ratio of state parkland to each individual within the state.

TABLE 6. SELECTED SOCIOLOGICAL CHARACTERISTICS OF NATIONAL PARK VISITORS, 1968

	Percent of U.S. Population 18 and Over	Percent of National Park Visitors 18 and Over
<i>Age</i>		
18-29	25.0	30.2
30-39	17.7	19.6
40-49	20.0	21.0
50-59	16.8	17.6
60+	20.5	11.6
<i>Education</i>		
Less than High School	44.0	26.6
High School	32.8	35.4
More than High School	23.2	38.0
<i>Occupation</i>		
Professional	10.2	15.9
Managerial	10.6	14.8
Clerical, sales	10.7	13.5
Craftsmen, etc.	20.3	25.6
Manual and Service	26.2	17.6
Farm	5.1	22.2
Other	16.9	10.4
<i>City Size</i>		
Rural	29.1	30.6
2,500-99,999	20.1	25.0
100,000-999,999	20.8	20.2
1,000,000	30.0	24.2
<i>Income</i>		
Under \$5,000	30.8	18.6
\$5,000-\$6,999	20.8	21.7
\$7,000-\$9,999	20.0	22.4
Over \$10,000	26.8	35.7
<i>Ethnicity</i>		
White	82.3	90.5
Non-White	13.2	4.4

(Source: U.S. Department of the Interior, National Park Service)

Fort Point—part of proposed Golden Gate National Recreation Area, California, an attempt to provide parks in urban areas.

Photo by Loretta Neumann



TABLE 7. COMPARATIVE RATIOS OF STATE PARKLAND TO POPULATION

State	Percent of Population Urbanized	Ratio of Land to Population
California	90.9	.04
New York	85.5	.04
New Jersey	88.9	.19
Rhode Island	87.1	.06
Massachusetts	84.6	.65
Vermont	32.2	.33
West Virginia	39.0	.15
North Dakota	44.6	.13
Mississippi	44.5	.56
South Dakota	44.6	.32

(Source: U.S. Census and the Department of the Interior)

Comparisons of the ratios of land to people in different states indicates that population is not related to state park acreage. The lack of such a relationship leads to a considerable lack of uniformity among the states. Some states present more adequate recreation opportunities than do others.

While the states have made gains in expanding their facilities, the absence of an access or population/acreage policy insures an uncertain future for city dwellers seeking state parks.

LOCALITIES AND CITIES

Counties and cities together have the smallest package of park acreage. The statistics appear to present the bleakest portrait of the park situation. Again, time and data availability prevented all but a most cursory examination.

In the period 1965 to 1971, local and municipal holdings grew by 109,015 acres. However, the picture is somewhat distorted because cities alone made the greatest gain by obtaining operational control of 7,859 acres of land previously owned by schools.

Conversely, cities also lost more park acreage than other levels of government: 4,508 acres between 1965 and 1971. Fifty-one percent of this loss resulted from street and highway construction. Given the small proportion of total park acreage controlled by cities, they could ill afford the loss.

The National League of Cities provided additional information on city park statistics in a December 1968 report prepared for the Department of the Interior. The report raises the issue of a standard ratio of park acreage to people. According to the study:

The best known standard provides that a city should have ten acres of park and recreation land for each 1,000 inhabitants. The American Society of Planning Officials, although accepting ten acres of parks for each 1,000 population for cities having less than 500,000 inhabitants, sug-

gests ten acres per 2,000 population for cities over 500,000 and ten acres per 3,000 population for cities over 1,000,000.

How do these estimates compare with data obtained from a study of 15 selected cities? Table 8 provides an interesting answer.

As the table shows, few of the fifteen cities reach or exceed the recommended ratio of ten acres per 1,000 residents. Yet, with the smallest amount of open space, they must meet the greatest demand.

Fiscal problems further complicate the issue for cities. Across America, cities face shrinking tax bases as middle-class residents and industry relocate to the suburbs. The increased demands made on city treasuries by the poor, locked into cities and lacking economic and social mobility, justifiably receive a higher priority than expanded recreational facilities.

Nevertheless, the lack of sufficient park acreage in a city can reduce the over-all livability of a city.

Efforts to secure additional resources from municipal bond issues have been highly responsive to economic conditions. In the period 1966 to 1969, the number of bond issues for open space successfully

TABLE 8. PARK ACREAGE PER 1,000 INHABITANTS IN 15 SELECTED CITIES

City	Estimated Population 1968	Park Acreage per 1,000 Residents		
		Actual 1960	Estimated 1968	Estimated 1973
New York	8,171,000	4.5	4.6	4.8
Chicago	3,587,000	1.9	2.0	2.0
Los Angeles	2,873,500	4.8	4.5	4.2
Baltimore	923,900	6.0	6.2	6.3
San Antonio	722,900	5.0	5.8	6.0
St. Louis	684,800	3.6	4.2	4.5
Pittsburgh	564,000	3.6	4.1	NA
Atlanta	516,600	NA	4.9	NA
Minneapolis	493,100	11.5	11.4	NA
Nashville	457,500	20.5	11.5	12.0
Oakland	391,300	5.7	6.2	6.3
Tampa	324,900	NA	3.7	NA
Dayton	281,000	9.5	10.5	12.7
Peoria	137,900	17.0	46.0	50.0
Portland	71,400	8.2	9.8	18.0



Children at play in Harlem street, New York.

Bureau of Outdoor Recreation Photo

passed by municipalities declined sharply. The capital outlay by local managing authorities also declined sharply in the same period.

Cities face the greatest demand on their recreation facilities with the least physical and fiscal resources. While more data, particularly that relating to optimum population/acreage ratios, is required, this exploration does not indicate that the Federal and state park systems are taking up the slack. What then can be done about the situation?

PARKS, PEOPLE AND POLICY

"No matter how grand the Grand Canyon, it can't mean much to the average suburbanite

except once or twice in his life time. What is he going to do with his 2,920 free hours of time year in and year out? Thus, today, recreationists argue for outdoor opportunities where the people are, or as close to them as can possibly be arranged, so that the opportunity can be at least weekly, if not daily."

Charles E. Little

Even with a tremendous increase in acreage and the development of more urban parks, the Park Service could still fail to serve the urban population. Open space alone does not constitute service.

Referring back to Table 6 we note that the poor, people in large

urban areas, and blacks do not frequent the large national parks. Additional facilities will assist those who wish to go to parks; but what of those who choose not to? Part of the explanation for this phenomenon is that our park system is not suited to serve city dwellers.

Robert Weaver in *Small Urban Spaces* argues that our open space recreation areas are geared to serve rural people. He states:

This rural oriented recreation, to which most of our interpretive programs and much of our recreation budgets have been directed, does not, however, serve the needs of central city people. It is excellent, of course, but it overlooks certain facts:

1. Conventional recreational facilities are not available to all the people of the city. Many low-income families, particularly those in isolated and impacted urban ghettos, are simply not mobile enough to reach them.

2. Many people in cities are not interested in outlying recreation areas or the traditional rural concepts of recreation. Their desire is for city-oriented recreation.

How much do we know about "city-oriented" recreation? Conventional theories of play and leisure differentiate between active and passive recreation; they do not deal with the differences between rural and urban-oriented programs.

The Park Service has begun to develop programs geared to the needs of city dwellers. Its 1968 "Summer in the Parks" program introduced new activities into its format in Washington, D.C. Ford's Theatre, also in Washington, offers another example of city-oriented recreation.

Additional efforts are also being made in the large non-urban parks of the system, such as Yosemite National Park, to develop interpretive programs designed for city people. Both the summer program and the use of urban interpreters at Yosemite represent new directions for the Park Service. If these steps are to bear full fruit, however, much more must be done.

Park interpretative programs must also take into account educational and income differences among those visiting the park. If the program "speaks" to only one class, the data presented in Table 6 will continue to be true.

The scope of the present National Park Service program is too narrow to serve the nation in the second century of parks. Unless the national park and recreational program broadens, we must face the fact that our national parks, like many other institutions in our society, are geared to serve only those people who by accident or initiative have learned to enjoy them.

SOME POSSIBLE SOLUTIONS

If this nation is to have a true National Park System, certain



An empty lot becomes a neighborhood park in Philadelphia, Pennsylvania. An attempt to improve the life of the poor in deteriorated areas, small "vest-pocket" parks provide close-at-hand open space facilities. Courtesy City of Philadelphia.



changes will be required in our present system and procedures. Basically, we must act in three areas:

- 1) Policy
- 2) Acreage
- 3) Facilities

Policy

The first step required to insure the provision of open space facilities for city dwellers is the development of a comprehensive national park plan. For planning and study purposes all national, state, and municipal units would be treated as one system. The National Park Service has the expertise and resources to prepare such a plan.

The idea of preparing a master plan does not imply that the Park Service should assume control of every acre of parkland in the nation. What it does mean is that a plan should be prepared which includes all of the open space resources for each city. The basis of future development under a plan should be population: i.e., locating new facilities where the people are.

Another key policy step would be modeled on the Park Service's "Summer in the Parks" Program in Washington, D.C.; all small municipal units would come under neighborhood control. The only way to prevent deterioration of the smaller urban parks is to develop local concern and responsibility for these least cared for units of the system. Such a move would fall largely upon the municipalities for execution.

Acreage

Additional land will be required to serve our growing urban population. The National Park Service, alone, does not have the land resources for significant development in or near urban areas. Additional land will be required.

One proposal which might make more parkland available came from the Public Land Law Review Commission in 1970. The Commission recommended that the existing classifications of the Government's 775 million acres of land be changed and that much land be released to the National Park Service for parks and related services. This measure

could add badly needed land to our park resources.

Even more urgent than the addition of land is an increase in operating resources. One method of accomplishing this objective might be to reorganize park administration. Basically, this would involve a "step down" in the level of responsibility for each stratum of government.

The Federal Government would combine its own system with the large state parks. The states would assume responsibility for major county holdings; counties might shift down to manage or help with large city parks. Cities would be primarily concerned then with small scale parks, new recreational activities and urban beautification programs.

The point of the "step down" proposal is to tie facilities to the tax base best able to meet the cost; the larger the scale of park, the broader the supporting tax base. This formulation would meet the needs of the New York Region. Its relevance and acceptability for other major metropolitan areas should be tested, particularly the suggested Federal presence.

An alternative approach to the resource problem would be a national parks bond issue. This move might help to correct some of the presently existing imbalances among the states.

Facilities

Finally, we must consider the type of facilities required by a park system geared to serve an urban population. Each level of urban development requires a differing scale of parkscape. The table below illustrates some proposals.

To provide an urban population with park facilities, we need research, physical and fiscal resources, and well designed facilities. This approach is put forward to generate discussion on how best to provide every American with access to and use of open space and recreation facilities.

Summary

By combining, for planning purposes, state and municipal units with the present National Park System we can gain a clearer picture of the facilities presently available to city people. It should also allow for variety in planning future facilities.

The National Park Service must not limit its services to a portion of the population. It must make every effort to insure that it offers recreation opportunities to all our citizens.

TABLE 9. PROPOSED FACILITIES

Megalopolitan

Green Belts (Cincinnati)
Harbor Front Systems (Oakland, Alameda, Gateway)
Riverfront Systems (Hudson, Connecticut)
Green Wedges
Ocean Beaches (Cape Cod, Fire Island)

Macro-Urban

River Bank Systems (Paterson, San Antonio)
Block Parks (3 - 5 acres)
Pedestrian Malls

Micro-Urban

Vest Pocket Parks
Tot Lots

APPENDIX A

AREAS ADMINISTERED BY THE
NATIONAL PARK SERVICE AND RELATED PROPERTIES

	<i>Number of Units</i>	<i>Gross (acres)</i>	<i>Percent of Total</i>
National Parks	35 ***	14,459,596.59	49.00
National Historic Parks	13	44,689.78	.15
National Monuments	85	10,216,848.55	34.63
National Military Parks	11	31,983.36	.10
National Memorial Parks	1	70,436.00	.23
National Battlefields	5	4,229.36	.01
National Battlefield Parks	4	9,082.96	.03
National Battlefield Sites	3	785.87	.00
National Historic Sites	40	9,220.35	.03
National Historic Sites not federally owned or administered	9	215.13	.00
National Memorials	21	5,665.76	.01
National Cemeteries	10	220.13	.00
National Seashores	7	355,005.23	1.20
National Parkways	5	150,261.03	.50
National Capital Parks	1	7,024.05	.02
White House	1	18.07	.00
National Recreation Areas	13	3,809,004.00	12.91
National Lakeshores	2	75,721.00	.25
National Scenic Riverway	3	138,047.00	.46
National Scenic Trail	1	50,000.00	.16
National Scientific Reserves not federally owned or administered	1	32,500.00	.11
"Other" Parks	5	25,605.47	.08
International Parks not federally owned or administered	1	10.50	.00
Historic Areas not federally owned or administered	1	7.00	.00
TOTAL:	278	29,496,177.19	

(Source: U.S. Department of the Interior)

*** as of December 1971.

John P. Keith



John P. Keith is president of the Regional Plan Association, a private research and planning agency dedicated to promoting the coordinated development of the Tri-State New York Metropolitan Region. He holds the degree of Doctor of Public Administration from the Institute of Public Administration in New York City and has lectured at Chicago, Columbia and Texas Universities.

John Paul Milsop

John Paul Milsop is an assistant planner for the Regional Plan Association of New York. Graduated from St. Peter's College in 1969, he has done graduate work in urban planning at Hunter College and New York University. At the Regional Plan Association his activities have included work on open space and resource planning. He has recently completed a paper on a proposed National Historical Industrial Park located in Paterson, New Jersey.



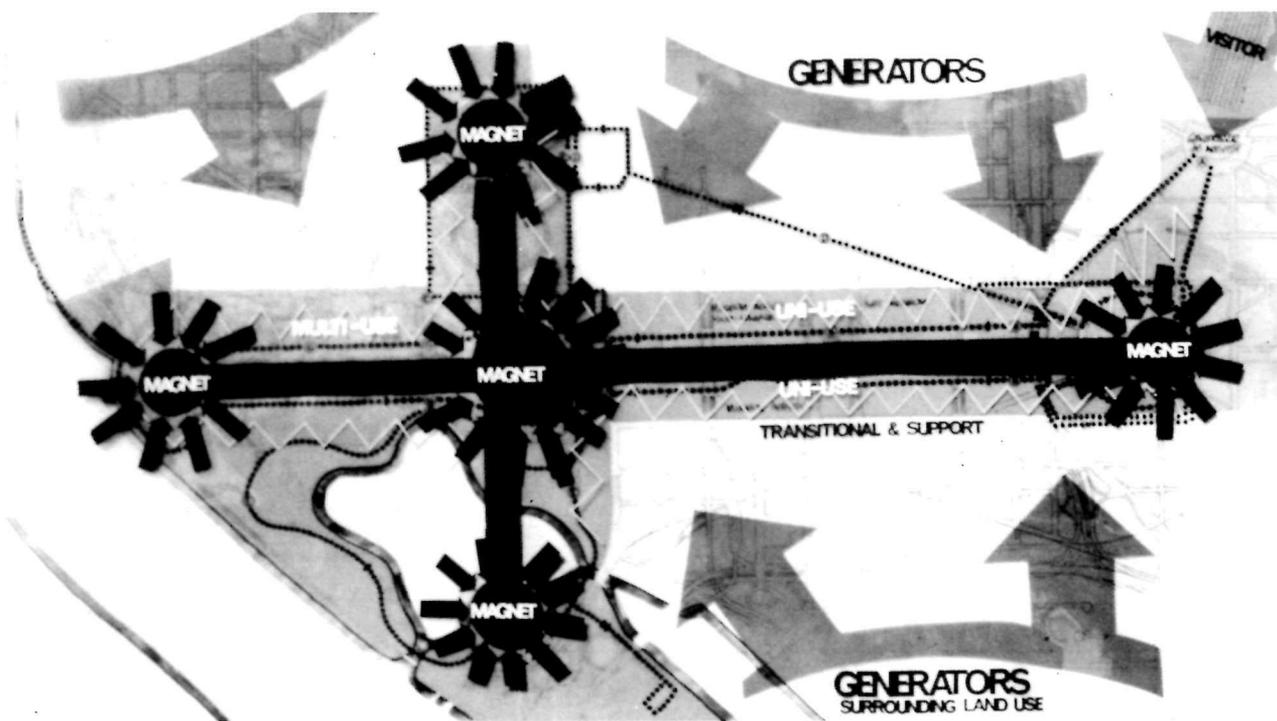
A trustee of the Public Affairs Committee, the Open Space Institute and the Water Resources Association of the Delaware Valley, he is a member of the American Political Science Association, the American Society for Public Administration and the Governmental Research Association. Mr. Keith is the author of a number of works on planning, intergovernmental relations, state constitutions and citizen concern with government.

LAND USE REFORM AND THE ENVIRONMENTAL CHALLENGE

works—the guts of our society—were built on public lands. On its fertile soil we could grow enough to feed the world—and on occasion we did. From its subsurface we extracted the substances which have made us pre-eminent among the world's industrial nations.

As we used our lands to fashion a society geared to social and economic expansion, we paid a price—one whose dimensions we have just begun to measure in the last few years.

A deteriorating landscape simultaneously arouses us to anger, sadness and utter frustration. The migration of people to high density urban areas continues with dreary housing projects and equally dreary subdivisions sprawling indiscriminately across the countryside. Highway systems built around business districts and through parks have put enormous pressures on metropolitan areas to expand, and the expansion is accompanied by commercial strip develop-



Design by Paul Lederer.

By Lance Marston

This article was adapted from a speech given before the Land Use and Environmental Control Public Symposium sponsored by the Environmental Protection Agency in San Francisco, March 28, 1972.

The environmental challenge of the 1970's is rooted in the Nation's lands. It is on the land where we must strike a balance between the material needs of our society and the awakened concern for a high-quality natural environment.

At one time, the Federal government owned 80 percent of the land mass of the United States. Out of these holdings was created 31 states. Railroads, schools, countless public

ments that border many of our highways. Valuable coastal zone areas are being swallowed up by so-called "recreation" developers and are being used as sewers for municipal and industrial waste products. In California, more than 60 percent of the wetlands—which provide life support to marine and wildlife resources—have already been lost.

Unfortunately, tacky subdivisions of suburbia are expanding into what were once unspoiled wilderness areas. Vermont, Maine and Florida are literally being swamped with recreation housing. In Florida, one firm is developing more than 300,000 acres. Developers in New Mexico control more than 1,000,000 acres, and in Colorado nearly 2,000,000 acres have been plotted for development. Many of these projects are located in areas unsuitable for buildings, roads, sewers, water and all the rest of what the planning fraternity calls the "infrastructure."

What we are doing to our natural systems is an insult to common sense. What is worse, indiscriminate land use is frequently prolonged and may be irreversible. How then can we assure that our use of land is varied and also in harmony with the environment?

Part of our problem is an institutional one. The United States is composed of more than 80,000 local governments—3,000 counties, 18,000 cities and villages, 17,000 towns, 25,000 school districts, and about 18,000 special districts—each of which exercises direct or indirect influence or control over land use matters. Many of these governmental entities clearly are not capable of coping with large-scale developments and land use activities which have a significant potential impact upon the environment of an entire region. In congressional testimony, Russell Train, Chairman of the Council on Environmental Quality, stated that "the fragmented localism that characterizes land use regulation has frustrated housing and conservation objectives."

Another fact that is coming into sharper focus is that land is much more than a mere commodity. We can no longer make land use decisions on the basis of expediency, tradition and short term financial rewards. The public will no longer accept a business-as-usual approach to land use planning and decision making. Evidence of this is most clearly demonstrated in the increasing incidents of litigation, delays, and cancellation of proposed public and private developments. The accompanying economic, social and oft times environmental dislocations demand prompt action.

The need for more intelligent control of certain key processes in land use is manifest. There is a growing recognition that states, rather than local governments or the

Federal government, constitute the political entities most capable of coping with statewide and regional problems of pollution, degradation of natural resources, and ill-conceived land development activities.

At a recent conference of governors in Washington, the message was loud and clear: A systematic and integrated state and Federal approach to land use planning and management is the single most important institutional device for preserving and enhancing the environment and improving the quality of life and our national standard of living. Unfortunately, only a few states have adopted progressive land use legislation and regulations. In discussions with state officials, there was a high degree of interest in improving land management control.

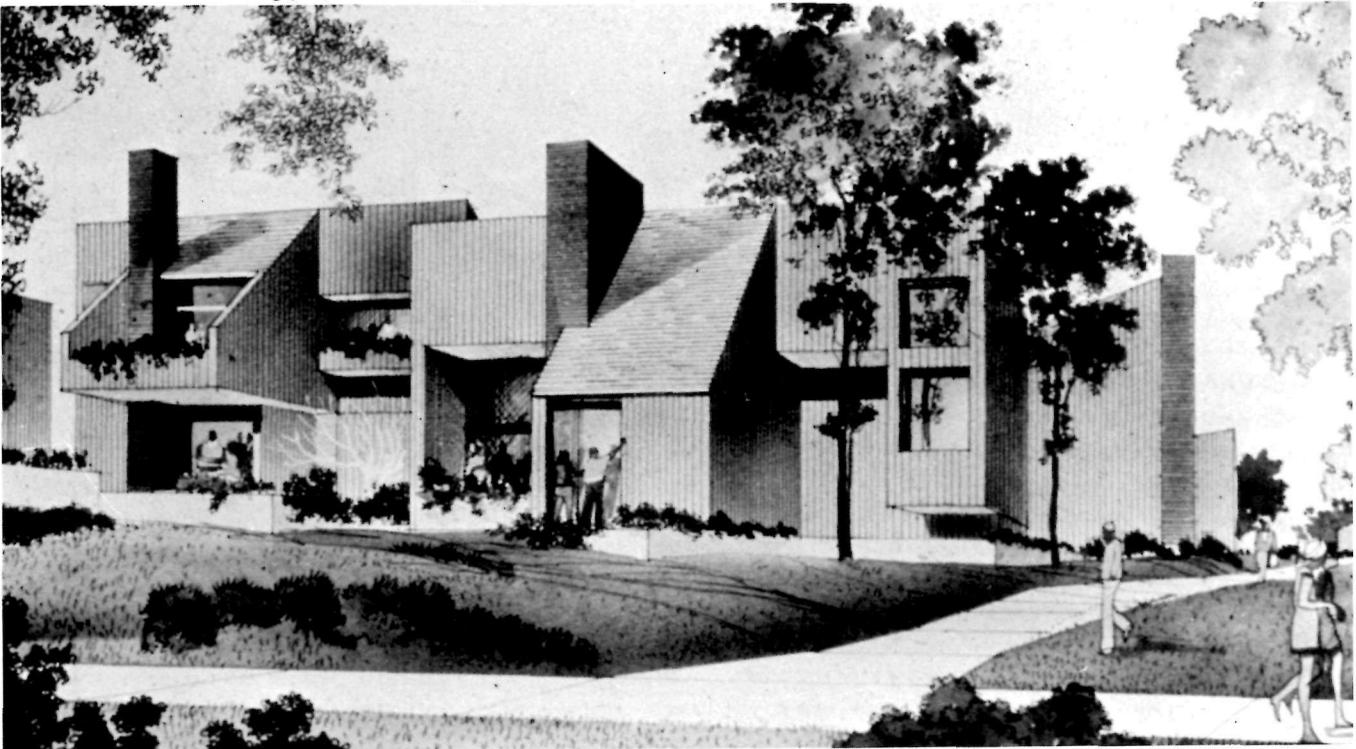
Until now, the most significant attempt to coordinate proposed land use with environmental considerations was passage of the National Environmental Policy Act of 1969. In addition to establishing the Council on Environmental Quality, the Act required that advance notice be given of any major government actions which might have substantial impact on the environment. A more comprehensive solution is needed, one which also considers private land use decisions. The Administration's response has been in the form of the National Land Use Policy Act.

Some of the more important aspects of the proposed Act are:

State governments are required to identify and control areas of particular regional, state, and national concern where land use decisions should be subject to a comprehensive and rational system of planning and management.

Improved methods for locating and siting major growth-inducing facilities such as highways and airports and controlled use of the areas surrounding these facilities so as

Artist's sketch of housing proposed for a typical community in the new community of Riverton, near Rochester, New York.



HUD Photo

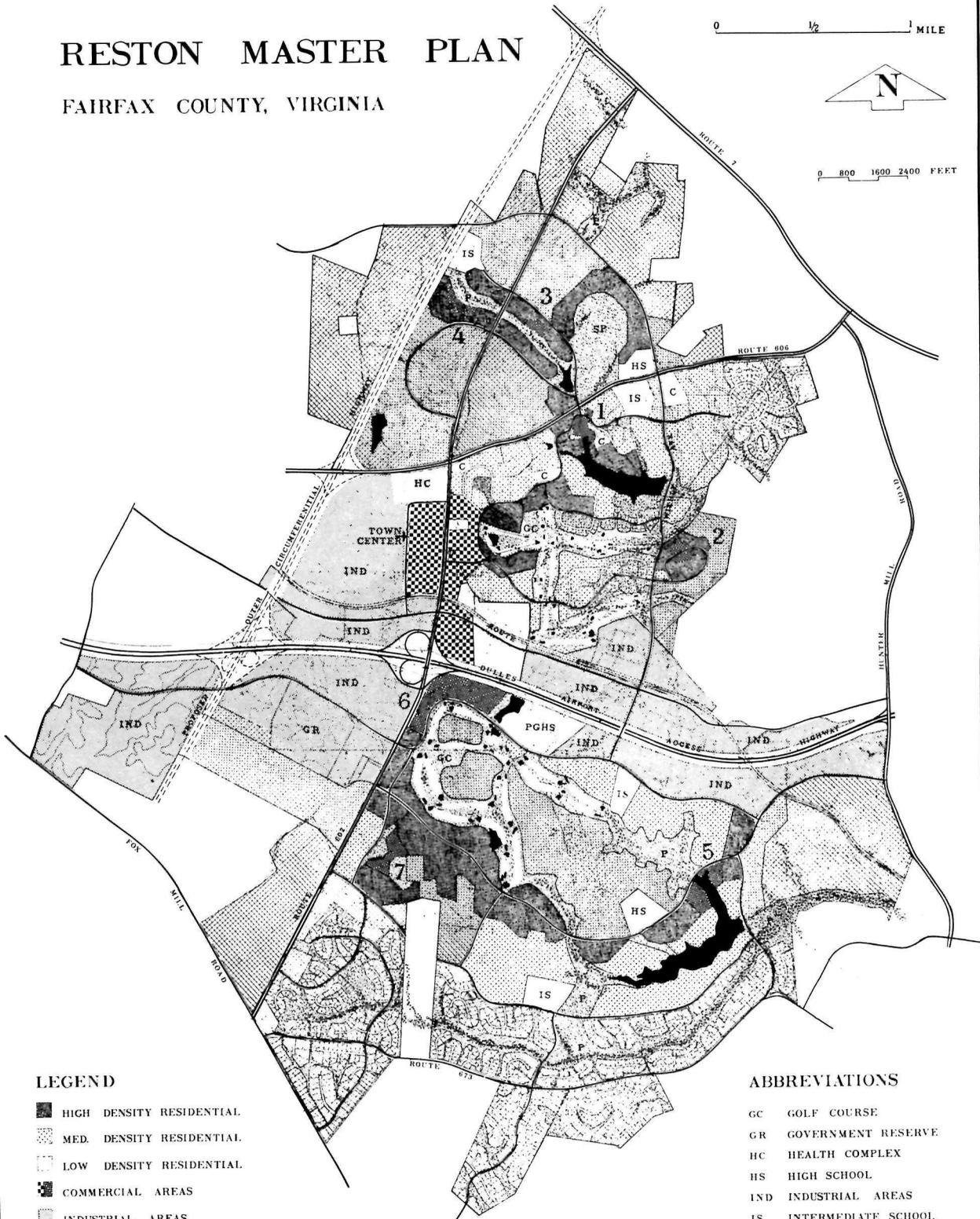
RESTON MASTER PLAN

FAIRFAX COUNTY, VIRGINIA

0 1/2 1 MILE



0 800 1600 2400 FEET



LEGEND

- HIGH DENSITY RESIDENTIAL
- MED. DENSITY RESIDENTIAL
- LOW DENSITY RESIDENTIAL
- COMMERCIAL AREAS
- INDUSTRIAL AREAS
- PERMANENT OPEN SPACE
- FLOOD PLAINS

ABBREVIATIONS

- GC GOLF COURSE
- GR GOVERNMENT RESERVE
- HC HEALTH COMPLEX
- HS HIGH SCHOOL
- IND INDUSTRIAL AREAS
- IS INTERMEDIATE SCHOOL
- P PERMANENT OPEN SPACE
- PGHS POST GRAD HIGH SCHOOL
- SP SPORTS PARK

GULF RESTON, INC.

MASTER PLAN

INITIALLY ADOPTED JULY 18, 1962
 FIRST REVISION ADOPTED SEPTEMBER 3, 1968

to prohibit undesirable and incompatible land uses.

Facilitated siting of regionally desirable development which may presently be blocked by restrictive local regulations.

In his February 8, 1972, message on the environment, the President reiterated his concern for the abuse of land resources and stressed the need for early action to promote responsible land use practices. Because of the importance he attaches to that topic and because of the public attention it has received, the President proposed two amendments to broaden and strengthen the Administration's land use proposal. The first would clarify the scope of land use regulatory programs explicitly to include

location, as well as major improvements and access features of such facilities.

Under the proposal made by the Department of the Interior last year, the principal incentive for states to develop land use programs was Federal matching grants for program development and program management. We are now persuaded that economic sanctions as well as grants should be provided to assure state action. Since key facilities can have a significant effect on broad land use patterns, the sanctions would reduce the amount of financial assistance under those Federal programs with the most far-reaching effect upon land use—airport and highway construction and recreation facilities. The proposed



An aerial view of Reston, a new town in northern Virginia.

HUD Photo

control over the siting of such facilities as major airports and highways. The second would provide sanctions against any state which failed to develop and implement land use programs.

The legislation submitted last year provided in part that to qualify for Federal funding the state land use program must include a method for exercising control of areas impacted by key facilities. Key facilities were defined as public facilities which tend to induce development and urbanization of more than local impact including major airports, highways and recreation facilities. Decisions as to the actual siting of such key facilities can, of course, dictate the subsequent uses of the surrounding lands. Thus, it is clearly desirable to require that state land use programs include methods for exercising control over key facility site

reductions would apply to any state which has not developed an adequate land use program by June 30, 1975. Any funds withheld from states which have not implemented adequate land use programs would be diverted to states complying with the National Land Use Policy Act, since complying states would be better able to make sound decisions with respect to activities with major land use impacts.

The essential point of this legislation is that it reflects the extent of our concern for assuring painstaking and forward-looking cooperation and coordination at Federal and state levels so necessary for prudent land use.

What about the 755 million acres or 1/3 of our Nation's land owned by the Federal government?

This vast land area is filled with spectacular scenery,

major wildlife habitats, ecological significance and significant recreational areas. In addition, over 1/2 of our Nation's remaining oil and gas resources, about 40 percent of our coal and uranium, 80 percent of our oil shale and some 60 percent of our geothermal energy sources are now located on Federal lands.

Over the years, Congress has established goals and objectives for large areas of public lands in the national forests, national parks and national wildlife refuges. However, a comprehensive set of goals and objectives has not been established for 60 percent of the public lands—the 450 million acres administered by the Interior Department's Bureau of Land Management (BLM).

In response to this need, the Department of the Interior has legislation, the National Resources Land Management Act, which is now under active congressional consideration.

Briefly, this legislation—

Provides a national policy that these lands be managed under the principles of multiple use and sustained yield.

Directs Interior to inventory BLM land and to develop and maintain comprehensive land use plans, giving priority to the identification and protection of critical environmental areas.

Repeals a hodge-podge of land disposal laws.

Would retain most BLM land as a permanent national asset but would authorize disposal of scattered and isolated parcels and where public objectives would be better achieved under non-Federal ownership.

This legislation will complement the proposed National Land Use Policy Act and will provide Interior with the tools to better manage and preserve the priceless and irreplaceable national resources lands.

Secretary of the Interior Rogers C. B. Morton recently observed that, "If we are to control the environment in the best interest of society, if we are to enjoy the benefits of our natural resources without despoiling them, we must begin by knowing what they are, where they are, and how extensive they are."

Implementation of the land reform legislation will be a giant step toward achieving these goals. But we will require more current, standardized and relevant information on land and environmental carrying capacity.

To reduce the magnitude of this problem, Interior is developing a comprehensive plan for a systematic National Assessment of the Total Urban and Rural Environment (NATURE). This assessment, requiring four years to develop and another five years to complete and analyze, will inventory our Nation's resources on a scale suitable for use by any planner, policy maker, or the general public. It will identify for any potential site the geologic, geographic, hydrologic, biologic, and atmospheric characteristics and constraints. In short, it will provide for the first time a technical basis on which land use planners can identify selected areas for specific uses in terms of their jurisdictional needs. The program will fully utilize the Earth Resources Observation System (EROS), including Earth Resources Technology Satellites (ERTS), high altitude aircraft observation and ground surveys. Much of this work

is now being performed in the Department of the Interior. ERTS-A of the system will be launched in May 1972 and will provide photographs and other data of each section of the earth's surface at 18-day intervals. Data from the satellite, combined with intensive ground investigations, will be used to develop a better earth resources analytical capability.

The land reform measures discussed are powerful medicine if we are to overcome the patchwork organizational and regulatory approach to both Federal and non-Federal land management.

In 1976, we will commemorate two centuries of nationhood. At the Department of the Interior, we view the next four years as a time in which we can move from environmental crisis to an age of opportunity—a period in which we can develop the concept of a new America—a second America, if you will.

We like to think of the second America as developing between now and the end of the century. This is a period during which the total U.S. facilities plant will have to be replaced or duplicated. This can be done efficiently, safely, and within acceptable limits of conservation and environmental quality, if we institute and implement effective land reform measures and gain a sound knowledge of the earth and its resources before we make decisions.



Lance Marston

Lance Marston is the director of the Office of Regional Planning, Department of the Interior, an office established in 1971 to provide for the more effective coordination of natural resources planning in the Department. In addition, his office is to assist the Secretary of the Interior in administering the National Land Use Policy Act and other land reform proposals currently being considered by the Congress. A former administrative assistant to Congressman Peter Peyser of New York, Mr. Marston was also selected as an American Political Science Association Congressional Fellow and in this capacity served as the key staff aide on environmental and land use matters for Senator Edward Gurney of Florida and Congressman John Wold of Wyoming. Prior to his Capital Hill assignments, he had a nine year association with the National Aeronautics and Space Administration.

TRAILS: WHO NEEDS THEM?

By Dorothy Boyle Huyck

From the October 1971 issue of AMERICAN FORESTS. Reprinted by permission.

The wind-burnished face—the newly-raised blister—the thoroughly sore set of muscles—Who needs any of them?

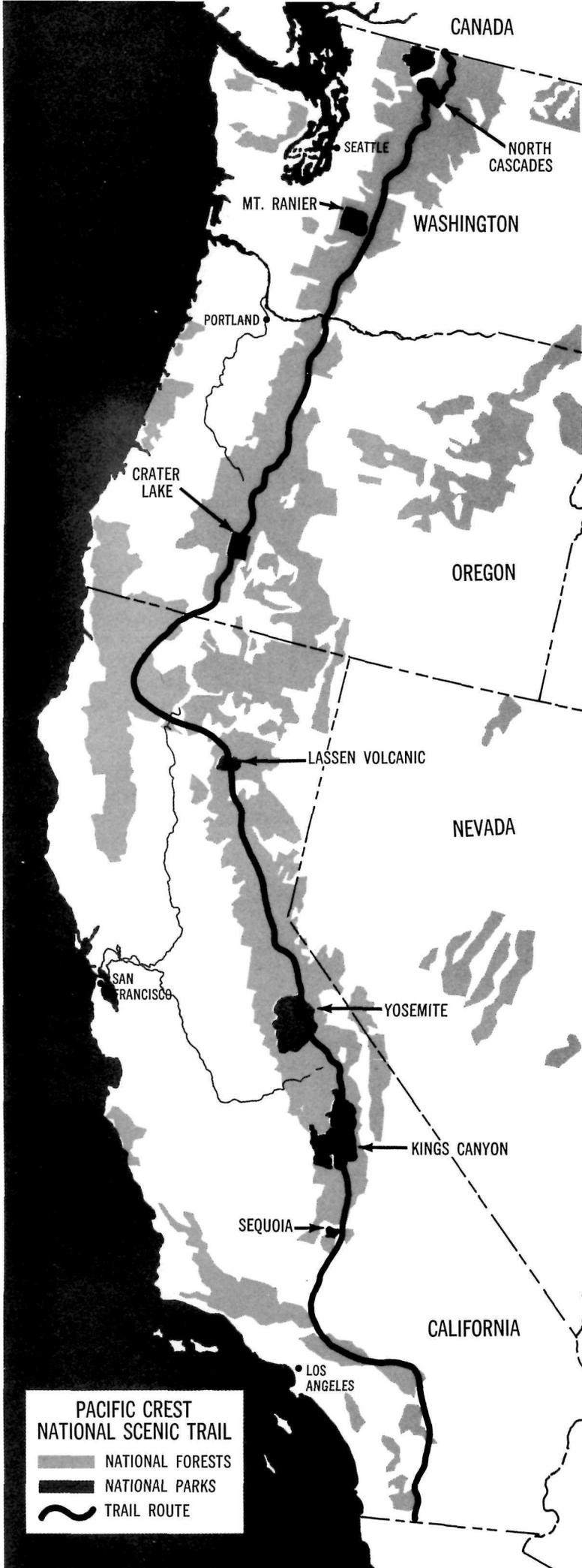
The answer lies with the burgeoning number of Americans who are more than willing to brave sun, rain or snow, reddened feet or saddle sores, and sheer bone-weariness for the pleasure of “being on the trail.”

The answer also lies with the millions of additional Americans who, as megalopolitan dwellers, have yet to experience the satisfactions (which invariably exceed the discomforts) of “being on the trail.”

When it was signed into law on October 2, 1968, the National Trails System Act recognized the long-standing work of trail groups such as the Appalachian Trail Club. It also ushered in a new era for hikers, bikers, equestrians, skiers and motorized vehicle buffs—those who own snowmobiles, trail bikes, buggies and cycles of all sorts. The act defined three types of trails which will eventually compose the national system of trails:

- recreation trails, intended to provide a wide variety of recreational opportunities (including the motorized type) along routes “reasonably accessible to urban areas”
- scenic trails, emphasizing scenic, natural and historic areas and prohibiting the use of motorized vehicles along these routes
- connecting or side trails, providing points of access to either recreation or scenic trails

continued



Two "instant trails" were designated by the Act, the Appalachian and the Pacific Crest Trails. In addition, 14 scenic trails scattered across the country are under study and in the process of "becoming." These range from the 3,600-mile Lewis and Clark Trail to the shorter El Camino Real, a 30-mile route along Florida's St. John's River. And as recently as June of this year, Secretary of the Interior Rogers C. B. Morton announced the designation of 27 recreation trails, varying in length from a quarter-mile foot-and-wheelchair trail at the Conservation Education Center in Kentucky's Land Between the Lakes to a 30-mile section of the Wisconsin Bikeway reserved for hikers and bicyclists during summer months and for snowmobilers during winter months.

Unfortunately, it appears that not all of the new recreation trails are "reasonably close to urban areas." There are three located in South Dakota and the Pinnell Mountain Trail, 90 miles north of Fairbanks, Alaska, that will probably have limited usage by inner-city residents.

The Appalachian Trail is the Granddaddy of them all. Countless thousands of long-distance hikers and many more short-term walkers seeking respite in the May-appled woods of an Appalachian spring or along the leaf-cluttered paths of fall are indebted to Benton MacKay. It was his article, written in the *Journal of the American Institute of Architects* in October 1921, that envisioned a Maine to Georgia trail. His idea reached fruition in 1937. Since then a 2,000-mile ribbon of path paralleling much of the nation's east coast megalopolis has provided hikers with a variety of experiences along the heights and valleys of the Appalachian Mountains.

"The Appalachian Trail represents a tremendous accomplishment by private citizens concerned with the conservation of natural resources," says Robert B. Moore of the National Park Service and Chairman of the Trail's Advisory Council.

A similar effort by private citizens cooperating with state and federal agencies is underway in

Washington, Oregon, and California, where the Pacific Crest Trail has been alive and well in varying degrees over many years. At the moment it's looking harder than it has for some decades.

Devoted parent and persistent sponsor of the trail was Clinton C. Clarke of Pasadena, California. In 1945, 13 years after he had begun promoting the idea of the trail, Mr. Clarke enthused: "In few regions of the world—certainly nowhere else in the United States—are found such a varied and priceless collection of the sculptured masterpieces of nature as adorn, strung like pearls, the mountain ranges of Washington, Oregon and California. The Pacific Crest Trailway is the cord that binds this necklace."

Although he expansively foresaw a "Trail of the Americas" stretching from Mt. McKinley National Park in Alaska along the shoulders of the Inter-American Highway to Chile, Clarke also complained that his project was the victim of "years of general disapproval by citizens, especially in California." He died without knowing that citizen interest, which certainly includes the backing of Californians, would eventually play a significant role in

the revival of plans for a Canadian border to Mexico route of 2,404 miles.

The second of the two "instant trails" specifically cited by the National Trails System Act, the Pacific Crest, differs substantially in both terrain and stage of evolution from the Appalachian Trail. It encompasses more rugged country, following the lofty ridges of the Cascades in Washington, crossing wilderness areas and landscapes dotted with lava flows in Oregon, and edging through Crater Lake National Park. Currently the south end of the Oregon portion misses the north end of the California segment by some 50-60 miles. Then within the Golden State the path proceeds sporadically to the border, its march aided by the existence of the Lava Crest, Tahoe-Yosemite, John Muir, Sierra and Desert Crest Trails.

Another significant difference between the Pacific Crest and the Appalachian Trails is that the Appalachian route is primarily situated on privately-owned lands, whereas 80 percent of the Pacific Crest tracks through federal lands crossing six national parks and 25 national forests.

The United States Congress has

Bureau of Outdoor Recreation Photo





Trillium Lake Basin Snow Trails Area, Mt. Hood National Forest, Oregon.

U.S. Forest Service Photo

drawn a further distinction between the two trails in providing for condemnation proceedings for the acquisition of land along the Appalachian Trail (to the extent of 25 acres in any one mile) while specifically prohibiting any use of condemnation along the Pacific Crest route. This prohibition is seen by some West Coast trail aficionados as a triumph for cattle, sheep, timber and mining interests as well as real estate developers who control a total of some 450 miles of potential trail locations. Critics of the Act point out that condemnation proceedings are used regularly in establishing the rights-of-way for highways or power lines—why not trails as well?

A possible key to the creation of an unfragmented Pacific Crest Trail is the Advisory Council composed of 27 nongovernment members appointed to advise the Secretary of Agriculture on the selection of rights-of-way, as well as the marking and administration of the route. The Council has already held two meetings, selected the alpine fir symbol with which the trail will be marked and discussed the rights-of-way issue. Comprised of representatives of outdoor and environmental organizations, corporations and landowners, the Council "is a great group of people," according to Chairman Richard F. Droege of the U.S. Forest Service who is enthusi-

astic about its ability to work together to make the Pacific Crest Trail an accomplished fact.

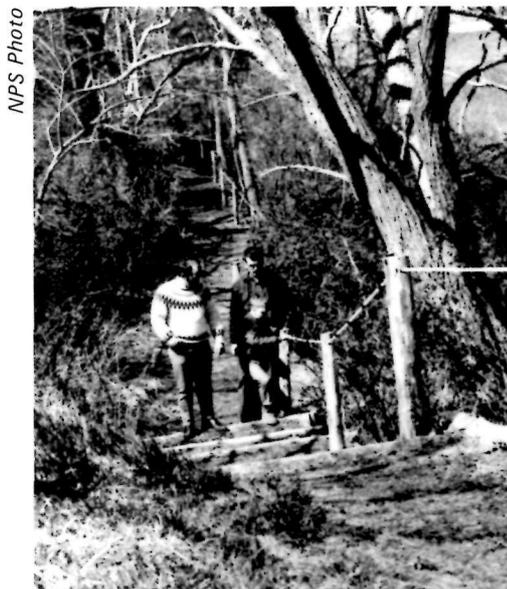
While 14 additional "scenic trails" that will track across prairies and mountains are under study by the Bureau of Outdoor Recreation, the "recreation trail" designed to provide walking, bicycling, cycling and snowmobiling opportunities for urban dwellers is a warmly debated topic. Among the participants in the National Symposium on Trails, which brought together 300 supporters of trail development in Washington, D.C., in June 1971,

were some observers who indicated they were not pleased with the current status of recreation trails.

Walter Criley, Director of the Division of Development Planning for Tennessee's Department of Conservation, said he was concerned that future emphasis might be put not on urban trail facilities but on scenic trails in locations remote from cities where the problems of land ownership and rights-of-way are not so prevalent. He said that studies of potential trails are frequently completed so slowly that, in the interim, economic activities grow up along a route under consideration and complicate actual establishment of a trailway. Criley also urged that private citizens be increasingly involved in the legislative process and also later during the actual implementation of trail legislation.

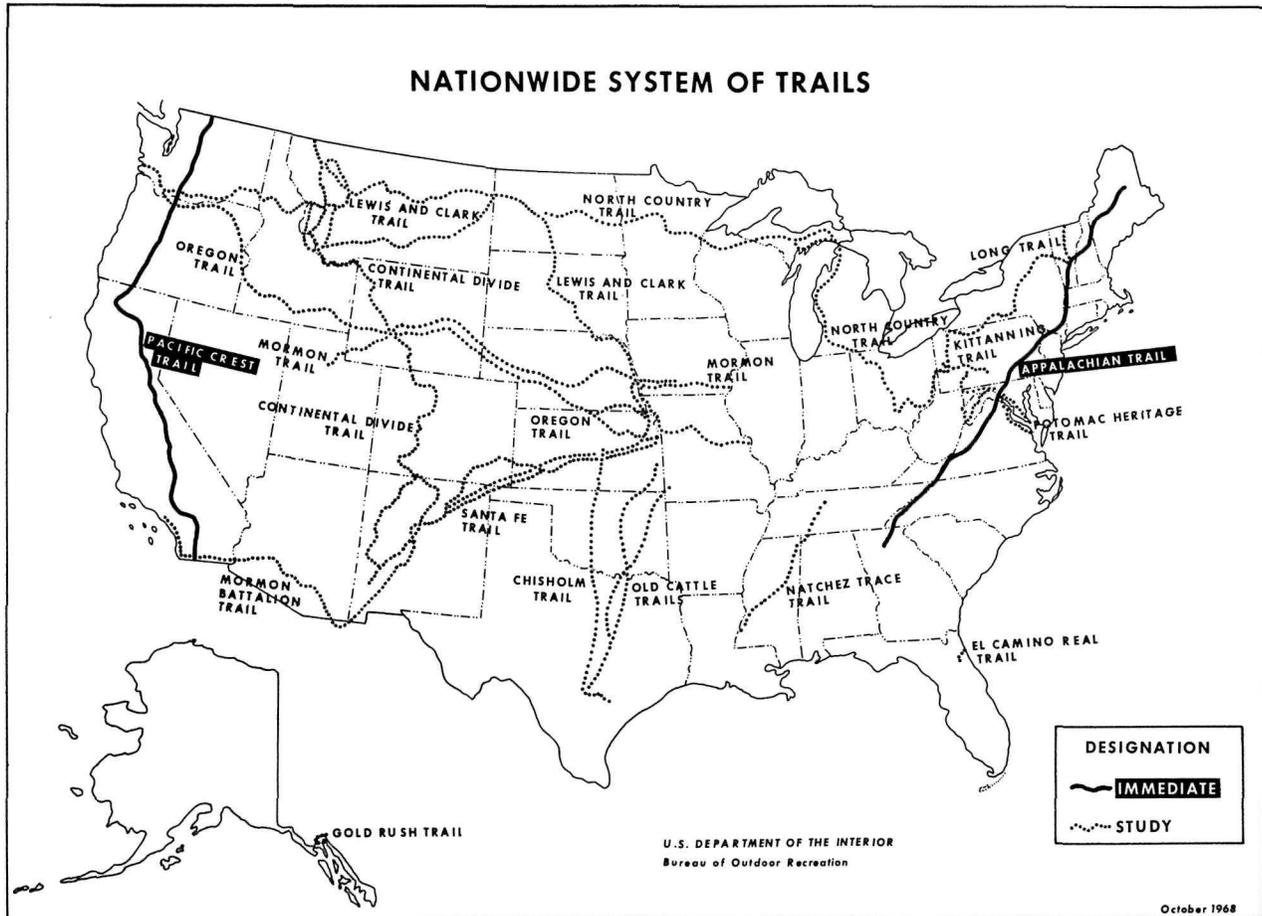
A lack of federal activism regarding urban recreation trails was also cited at the Symposium by George H. Cardinet, Jr. of the East Bay Area Trails Council, Oakland, California. Noting that the establishment of urban routes was a primary target of the Trails Act, he questioned why, if urban trails are really desirable, the Federal government has not inventoried its own resources and been more active as a catalyst in initiating urban trails with the help of local governments and citizen groups.

Braille Trail, Cape Cod National Seashore.



NPS Photo

continued



Officials of the Bureau of Outdoor Recreation in turn pointed to urban trails in Omaha, Houston, Washington, D.C., and Arlington County, Virginia, and cited plans for metropolitan New York's Gateway National Recreation Area which will include extensive trail development. The peculiarities of financing urban recreation projects were also mentioned, since monies from the Land and Water Conservation Fund are currently allocated at the rate of some \$15 per citizen for residents of Alaska as compared with 60 cents per citizen for residents of New York or California.

Singled out for special attention during the National Symposium on Trails was the Illinois Prairie Path, which has served metropolitan Chicago since 1966 as a hiking, bicycle and equestrian trail. Developed by a nonprofit group, the path follows an abandoned railroad bed through land owned by DuPage County and leased by the Illinois Prairie Path Association. It provides a happy example of citizen-governmental cooperation in coming to grips with the need for trails in an urban area.

Put any group of trail supporters in the same room and within a

matter of minutes the discussion inevitably turns to the off-road vehicle. Encompassing motor bikes and cycles of every description, dune buggies, and snowmobiles, among others, this constantly expanding form of motorized recreational equipment may shortly include miniplanes and gyroplanes, according to some experts. Meanwhile earthbound vehicles pose sufficient subject for debate. Viewpoints range from defining them as noisy works of the devil to a feature of family life as valuable as motherhood and apple pie.

"Trail bike riding is family fun

togetherness that is accelerating at a terrific pace," Robert N. Myers of the Motorcycle Industry Council, Inc. told the Trails Symposium. The industry would like to see two coast-to-coast trails plus four or five north-south routes set aside where motorized riders would be welcome. Across the nation there are half a million people currently riding trail bikes and cycles for as much as 3 to 10 hours weekly, Myers reported. "This country is a land of vehicles from the stroller to the auto," he said, adding that the American Motorcycle Association now has a nationwide membership of 110,000.

Backers of off-road vehicles claim that their machines are a virtual necessity in western states, where a vehicle of some sort was part of the opening of the frontier and has remained an essential ingredient in the westerner's mode of living—something they contend that is not fully understood "in the East."

"We just can't turn open space over for the use of motorized vehicles," is the viewpoint of Gunnar Peterson, Executive Director of the Open Lands Project, Chicago, who echoes the sentiments of many hikers, bicyclists and equestrians as well as environmental groups. "It would seem possible to utilize the median strip in highway systems as a location for motorized vehicles," Peterson adds. "The terrain would be varied and access routes might be built with the help of highway funds."

Representatives of federal government land management agencies agree that off-road vehicles can't be ignored and aren't about to "go away." Therefore, the question becomes one of *where* they can be operated with the least damage to the natural environment, *where* their use will pose fewest discomforts for the public as a whole, and *where* riders will be provided a satisfying experience. An inter-agency task force currently has the subject under consideration.

Meanwhile, George Fogg, Chief of the Division of Planning and Development for Pennsylvania's Bureau of State Parks, sees "The Noise Park" as a possible solution to that question of *where*. He proposes regional parks where all types of noise-producing recreation—including motor biking, cycling, motor boating and even model airplane flying—would be permissible and in fact welcomed, with camping sites provided as an added attraction. Whether state park commissions could locate land where the local populace would be receptive to the construction of a "Regional Noise Park" and whether state legislatures would vote funds sufficient for such purposes are both unanswered questions.

Certainly there is a growing willingness on the part of state governments to allocate money for the construction of various types of trails. Norman F. Smith, Chief of the Office of Planning Services in the Michigan Department of Natural Resources, has found that at

least 31 states have built trails in their state parks, that half this number have trails in state forests or game preserves, and that six have invested in urban trails. States that have inaugurated license or registration fees for off-road vehicles have been in the forefront of building trails for their use. Says Smith:

"The Lake States, the Northeast and other snow areas across the nation were hit hard by the impact of the snowmobiles. With designated trails, they ran and are still running roughshod over private property, fences, young trees and roadways. Funds for trail construction and maintenance have now been earmarked in a few States from snowmobile registration fees."

As in the case of snowmobile trails, the designation of specific trails may prove to be the best answer to the issue of "where" off-road vehicles can best be operated.

Who needs trails? Constantly increasing numbers of interested citizens: residents of the inner city for whom recreation trails must be close at hand, and suburban or ex-urban persons who own a car and can afford to head for scenic and historic pathways both near and far. It is these same citizens with their divergent needs and wants who are now evidencing their willingness to work for the creation and continuance of a varied and viable trail system across the nation.



Dorothy Boyle Huyck



Photo by Ron Greenberg

Dorothy Boyle Huyck is an active member of the Outdoor Writers Association of America, the Association of Interpretive Naturalists, the Family Camping Federation (Board of Directors 1961-68), and the National Trust for Historic Preservation. A former foreign affairs officer in the Office of United Nations Economic and Social Affairs, she has also worked as a camping

consultant for the American Automobile Association. She has written conservation, recreation and travel articles for such publications as THE NEW YORK TIMES, THE CHRISTIAN SCIENCE MONITOR, AMERICAN FORESTS, BETTER CAMPING, FORD TIMES, PARENTS and THE WASHINGTON POST.

