a report on the people and programs of the National Park Service
Introduction

The Congress has assigned the National Park Service of the Department of the Interior the mission of managing the superlative natural, historical, and recreational areas which comprise the National Park System for the continuing benefit and enjoyment of all the people.
THE NATIONAL PARK SERVICE is a people-serving agency. It is also a resource-managing agency.

Through the resources of the National Park System, millions of Americans find enjoyment as well as refreshment of mind, body, and spirit.

NATURAL AREAS

In natural parks, visitors may seek inspiration in the remarkable beauty and scenic grandeur of our land. Or they may utilize these areas to study flora and fauna, or geologic phenomena in endless variety. The Grand Canyon, Glacier, Yosemite, Yellowstone, Great Smoky Mountains, Dinosaur, and, quite recently, Canyonlands—these and many others exemplify the slow processes which have carved and shaped the landscape and clothed it with plant and animal life.

HISTORICAL AREAS

Americans, young and old, can gain a deeper understanding of the great events that have influenced our society from parks of history and prehistory. The Cliff Dwellings and mesa top pueblos of Mesa Verde and a score of other sites in the Southwest, the effigies of Effigy Mounds, and the 10,000-year-old relics of Ocmealgee give us glimpses of people who lived here long before the coming of the first European.

In the System lies the whole range of our colonial and national history. There are early Spanish forts in Florida and Puerto Rico, and old Spanish missions in New Mexico and Arizona. Fort Raleigh commemorates the first English attempt to settle the New World, and not far away is Jamestown where English settlement succeeded. At Independence National Historical Park, visitors to Independence Hall relive the stirring moments surrounding the birth of our Nation and the writing of its Constitution. At the Jefferson National Expansion Memorial in St. Louis, one retraces the great westward movement of the American people. And on the battlefields of Yorktown, Saratoga, Gettysburg, and Vicksburg, at quiet Appomattox, at Fort McHenry, and Fort Pulaski, one senses the true depth of American valor and courage.

RECREATIONAL AREAS

To meet, in part, the Nation’s ever increasing demand for outdoor recreation, especially water-based recreation, a number of National Recreation Areas have been established. Shadow Mountain, Glen Canyon, Coulee Dam, and Lake Mead are names growing more familiar every year.

Also, new National Seashores such as Cape Cod, Padre Island, Point Reyes, Fire Island, and Assateague Island have been established to preserve outstanding natural and historical values.

THE CAPITAL CITY

The National Park System, owned by all Americans, is indeed a priceless part of our heritage. Nowhere is this more in evidence than in the Nation’s Capital where the parks and monuments are the focal point for millions of visitors. Here, it is possible to walk through history with the great and near-great who have molded our Federal Government, or to participate in the cultural and recreational activities which abound in this the stateliest of our cities.

CONCESSIONERS

Working with the Service in providing for the needs of park visitors for food, lodging, and other services are some 200 concessioners. Their operations are authorized by contracts, with the Department, individually negotiated, which prescribe payment of franchise fees (usually a percent of gross receipts), control of rates, advertising, location of facilities, and quality of service, under policies prescribed by the Congress.
Each area of The National Park System is managed pursuant to the policies prescribed by the Congress in the legislation establishing the area. Supplementary administrative policies and guidelines are promulgated as required. In his directive of July 10, 1964, Secretary of the Interior Stewart L. Udall outlined management principles for the National Park Service.
Consistent with specific Congressional enactments, the following principles are approved for the management of the three categories of areas now included with the System:

Resource Management: The management and use of natural areas shall be guided by the 1918 directive of Secretary of the Interior Franklin K. Lane when he wrote: “First, that the national parks must be maintained in absolutely unimpaired form for the use of future generations as well as those of our own time; second, that they are set apart for the use, observation, health, and pleasure of the people; and third, that the national interest must dictate all decisions affecting public or private enterprise in the parks.” Additionally, management shall be directed toward maintaining, and, where necessary, re-establishing, indigenous plant and animal life.

In those areas having significant historical resources, management shall be patterned after that of the historical areas category to the extent compatible with the primary purpose for which the area was established.

Resource Use: Provide for all appropriate use and enjoyment by the people, that can be accommodated without impairment of the natural values. Park management shall recognize and respect wilderness as a whole environment of living things whose use and enjoyment depend on their continuing interrelationship free of man’s spoliation.

Physical Developments: They shall be limited to those that are necessary and appropriate, and provided only under carefully controlled safeguards against unregulated and indiscriminate use, so that the least damage to park values will be caused. Location, design, and material, to the highest practicable degree, shall be consistent with the preservation and conservation of the grandeur of the natural environment.
Historical Areas

**Resource Management:** Management shall be directed toward maintaining and where necessary restoring the historical integrity of structures, sites and objects significant to the commemoration or illustration of the historical story.

**Resource Use:** Visitor uses shall be those which seek fulfillment in authentic presentations of historic structures, objects and sites, and the memorialization of historic individuals or events. Visitor use of significant natural resources should be encouraged when such use can be accommodated without detriment to historical values.

**Physical Developments:** Physical developments shall be those necessary for achieving the management and use objectives.

Recreational Areas

**Resource Management:** Outdoor recreation shall be recognized as the dominant or primary resource management objective. Natural resources within the area may be utilized and managed for additional purposes where such additional uses are compatible with fulfilling the recreation mission of the area. Scenic, historical, scientific, scarce, or disappearing resources shall be managed in a manner compatible with the primary recreation mission of the area.

**Resource Use:** Primary emphasis shall be placed on active participation in outdoor recreation in a pleasing environment.

**Physical Developments:** Physical developments shall promote the realization of the management and use objectives. The scope and type of developments, as well as their design, materials, and construction, should enhance and promote the use and enjoyment of the recreational resources of the area.

Staffing

It is estimated that more than 65% of park visits occur from May through September. Almost all of the Service's seasonal employment is in parks. This accounts for the wide fluctuation in employment and the high correlation between visitor-use and seasonal employment.
BY LEGISLATIVE ENACTMENTS, Executive Orders, and delegations from the Secretary, the Director either serves as a member of, or performs the staff services for, a number of commissions, boards, and committees. These are:

Secretary's Advisory Board on National Parks, Historic Sites, Buildings, and Monuments. Created by act of August 21, 1935 (49 Stat. 666), the Board advises the Secretary of the Interior on any matters concerning the National Park Service and the National Park System. (Service performs staff functions.)

Committee for Preservation of the White House. Created by Executive Order 11145, March 17, 1964, the Director of the National Park Service serves as Chairman of the Committee. (Service also performs staff functions.)

The National Park Trust Fund. Created by act approved July 10, 1935 (49 Stat. 477), the act authorized creation of a National Park Trust Fund Board comprising the Secretary of the Interior, the Secretary of the Treasury, the Director of the National Park Service, and two persons appointed by the President. (Service performs staff functions.)

National Capital Planning Commission. Created by act of June 6, 1924 (43 Stat. 463), as amended; the Commission is created and designated as the central planning agency for the Federal and District Governments to plan the appropriate and orderly development and redevelopment of the National Capital, and the conservation of its important natural and historical features. (By Secretarial delegation, the Director is an ex officio member of the Commission. The Regional Director, National Capital Region, is designated to serve as the alternate of the Director in his absence.)

Cape Cod National Seashore Advisory Commission. Created by act approved August 7, 1961 (75 Stat. 284); law directs Secretary or his designee to consult with Commission, re: development and zoning at Cape Cod National Seashore, which is administered by National Park Service. Commission terminates ten years after establishment of seashore.

Fire Island National Seashore Advisory Commission. Created by act approved September 11, 1964 (78 Stat. 928); the Secretary or his designee is directed to consult with the Commission, re: development, zoning, and use and occupancy rights at Fire Island National Seashore, which is administered by National Park Service. Commission terminates ten years after establishment of seashore or ten years after act of September 11, 1964, supra.

Ozark National Scenic Riverways Commission. Created by act approved August 27, 1964 (78 Stat. 608); law directs Secretary or his designee to consult with Commission, re: development of Ozark National Scenic Riverways, which is administered by National Park Service.


Independence National Historical Park Advisory Commission. Created by act approved June 28, 1948 (62 Stat. 1061). The Commission was established to advise the Secretary in matters pertaining to the preservation and development of Independence National Historical Park.

United States Territorial Expansion Memorial Commission. Created by Public Resolution 32, approved June 15, 1934. The Commission is responsible for the preparation of plans for the design and construction of a permanent memorial at St. Louis, Missouri, to the men who made possible the territorial expansion of the United States.

The District of Columbia Zoning Commission. The D.C. Zoning Commission comprises the Commissioners of the District of Columbia, the Director of the National Park Service, and the Architect of the Capitol. The Commission regulates the location, height, size, etc., of buildings and structures, the percentage of lot which may be occupied, the size of yards, courts and other open spaces, the density of population, and the uses of buildings, structures, and land for trade, industry, residence, recreation, public activities or other purposes for the health, safety, morals, convenience, order, prosperity or general welfare of the District of Columbia and its planning and orderly development as the National Capital. By delegation, the Regional Director, National Capital Region, serves as alternate to the Director.

Others. The above list of Boards and Commissions is representative but not all-inclusive. There are a number of Memorial Commissions and Committees established from time to time with which the Service is involved either by direct representation or in a staff capacity.
The National Park System is managed from the central office in Washington, D.C., and through six Regional Offices. A superintendent is in charge of each park—or group of parks where two or three areas are sufficiently close to warrant only one administrative head. Specialized functions of planning, design, and construction are centralized in three Service Centers. The Service operates Training Centers at Harpers Ferry, W. Va., and in Grand Canyon National Park.
The functions of the Service, in the Washington Office, are under the immediate direction of five Assistant Directors. In their functional area, the Assistant Directors exercise all of the authority of the Director. The principal functional assignments are:

- **ADMINISTRATION**
- **COOPERATIVE ACTIVITIES**
- **DESIGN AND CONSTRUCTION**
- **OPERATIONS**
- **POLICY AND PROGRAM ANALYSIS**
enterprises. In addition, he manages Job Corps activities throughout the Service and the programs and procedures related to land and water rights acquisition.

**Assistant Director—Policy and Program Analysis** develops administrative policies concerning the Park Service, formulates and analyzes servicewide plans and programs, appraises progress in carrying out such programs, and coordinates special studies of all phases of Service operations.

**The National Park System** is managed from the central office in Washington, D.C., through six Regional Offices in Washington, D.C., Philadelphia, Pa., Richmond, Va., Omaha, Nebr., Santa Fe, N. Mex., and San Francisco, Calif. A superintendent is in charge of each park, or group of parks where two or three areas are sufficiently close to warrant only one administrative head.

The National Park System, which originated with the establishment of Yellowstone National Park in 1872, now contains some 240 areas in the 50 States and in Puerto Rico and the Virgin Islands. Each year these properties are enjoyed by more and more people. Approximately 135 million annually visit the parks now and forecasts indicate that this figure will reach 200 million in the 1970's. By its legislative enactments, the Congress has included within the System three categories of areas—natural, historical (including archeological), and recreational:

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1While 768 individual parcels of land are included in the Capital's park system, 11 have been identified by category and the balance are not subject to category breakout.
IT HAS BEEN DURING THE DECADE OF THE SIXTIES that this Nation first cast a long and searching look toward the future beauty and greatness of America.

For today, people are increasingly concerned with the quality of the environment in which they live. This present concern goes beyond traditional concepts of conservation. It speaks not of nature alone, but of man's total relationship with the world in which he lives.

The miracle of modern science and technology has taken man into space; soon he will reach the moon. But science cannot make the earth grow larger, nor add one mile to the vanishing shoreline.

Ugliness can no longer be accepted as the inevitable by-product of progress. There is an awareness that the impressive backlog of chaos spreading its blight across the countryside from the population explosion must be halted.

Many strong and eloquent voices are heard: from Rachel Carson's *Silent Spring*, to Stewart Udall's *Quiet Crisis*, from *God's Own Junkyard* described by Peter Blake to David Brinkley's *America the Beautiful*. In May 1965, President Johnson brought together leading conservationists from all fields for a White House Conference on Natural Beauty, a conference which called upon every-
one for bold and imaginative endeavors in a more livable America. The First Lady has likewise spoken out in a continuing appeal for beautification of our countryside.

The National Park Service has developed a long-range program designed to mobilize the resources and capabilities of the National Park Service in support of the new conservation.

Entitled PARKSCAPE U.S.A., and sustained by the vitality of the National Park idea, the program pledges the Service: to make the beauty and history of the land a richer and more meaningful part of the daily life of every American; to renew beauty where it has already been destroyed, and to seek out and protect the surviving landmarks of the national heritage.

PARKSCAPE U.S.A., by extending Park Service concepts to the landscape, to the seascape, and to the cityscape, identifies the dimension of the Service's concern for our priceless heritage of land and water.

President Johnson has identified the preservation of the American environment as one of the great problems of the country. He has called for a "new conservation," not only in terms of esthetics, but as a product of orderly growth and effective planning, concerned with the urban and suburban as well as the rustic and rural, dealing with cities and towns as urgently as with the countryside.

The primary objective of today's conservation is not only man's welfare, but the dignity of his spirit.

In the words of the President:

... a beautiful America will require effort of government at every level, of business, and of private groups. Above all it will require the concern and action of individual citizens, alert to danger, determined to improve the quality of their surroundings, resisting blight, demanding and building beauty for themselves and their children.
Among many legislative enactments creating and defining the National Park System, the following have primary significance in its management:
THE ACT OF MARCH 1, 1872. This legislation established Yellowstone National Park, the first of its kind, in which the Congress laid down a new public land policy; namely, that portions of the public lands were to be

... reserved and withdrawn from settlement, occupancy or sale under the laws of the United States and dedicated and set apart as a public park or pleasure-ground for the benefit and enjoyment of the people. That... the Secretary of the Interior... shall provide for the preservation, from injury or spoliation, of all timber, mineral deposits, natural curiosities or wonders within said park, and their retention in their natural condition.

The National Park concept decreed in this and subsequent National Park acts is concerned with the "retention in their natural condition" of natural features and scenic resources for the enjoyment of the people.

ANTIQUITIES ACT OF 1906. In the years after 1900, vandalism and indiscriminate looting of prehistoric Indian sites in the Southwest resulted in the passage of the Antiquities Act of 1906. This Act extended the earlier public land policy relating to natural parks to provide authority for the President, by Proclamation, to set aside as National Monuments

... historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon lands owned or controlled by the Government of the United States...

ACT OF AUGUST 25, 1916. On this date, the Congress established the National Park Service and assigned to it for administration all of the National Parks and most of the National Monuments theretofore established. In the 1916 Act the Congress also established a broad framework of policy for the administration of these areas; namely, that

The Service... shall promote and regulate the use of... national parks and monuments... by such means and measures as conform to the fundamental purpose of the said parks and monuments... which purpose is to conserve the scenery and natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

ACT OF FEBRUARY 21, 1925. This provided for "securing of lands in the Southern Appalachian Mountains and Mammoth Cave Regions of Kentucky for perpetual preservation as national parks." This Act led to the authorization by the Congress in 1926 of Great Smoky Mountains, Mammoth Cave, and Shenandoah National Parks, supplementing Acadia, the first National Park in the East. All of these parks involved the acquisition of lands in private ownership. The acquisition of such lands, however, was to be accomplished through donations. These actions were significant in that prior thereto the National Parks and Monuments had been set aside from the public lands.

ACT OF MARCH 3, 1933. This provision for reorganization within the Executive Branch of the Government resulted in an Executive Order that transferred to the Department of the Interior for administration by the National Park Service the National Memorials and parks of the Nation's Capital, and National Monuments, Historical, and Military Parks administered by other Federal agencies.

HISTORIC SITES ACT OF AUGUST 21, 1935. Here was established a national policy to preserve for public use historic sites, buildings, and objects of significance for the inspiration and benefit of the people of the United States. The Act also directed the Secretary of the Interior to carry out wide-ranging programs in the field of history and placed with the Secretary responsibility for national leadership in the field of historic preservation. Another provision of the Act, which has had strong influence upon the development of the National Park System, was the establishment of the Advisory Board on National Parks, Historic Sites, Buildings and Monuments.

PARK, PARKWAY AND RECREATION AREA STUDY ACT OF JUNE 23, 1936. This authorized, among other things, studies looking toward the development of the National Park System including areas having primary recreational significance.

ACT OF JUNE 30, 1936. This authority provided for the administration and maintenance of the Blue Ridge Parkway by the Secretary of the Interior through the National Park Service, thus introducing the rural parkway concept into the System.

ACT OF AUGUST 17, 1937. This legislation establishing Cape Hatteras National Seashore marked the beginning of the National Seashore concept.
ACT OF AUGUST 7, 1946. The Congress provided authority to the National Park Service for administration of recreation on areas under jurisdiction of other agencies of the Government. The significance of this authority is reflected in cooperative agreements with the Bureau of Reclamation and others for the administration of such areas as Lake Mead, and Glen Canyon, National Recreation Areas.

ACT OF AUGUST 7, 1961. The authorization of Cape Cod National Seashore marked a new concept in the development of the National Park System; namely, the use of appropriated funds at the outset to purchase a large natural area in its entirety for public enjoyment as a park. Prior to this enactment, areas, for the most part, were established either by setting aside portions of the public lands or from lands donated to the Federal Government initially by public or private interests.

JANUARY 31, 1962. On this date, the Outdoor Recreation Commission, established pursuant to an Act of June 28, 1958, submitted its report to the President of the United States. The report contained far-reaching recommendations affecting the future of outdoor recreation. Many of the recommendations of the Outdoor Recreation Resources Review Commission are now bearing fruit and their implementation has affected the National Park System. For example, Policy Circular No. 1 of the President’s Recreation Advisory Council not only defines National Recreation Areas but also establishes broad guidelines regarding their management.

APRIL 2, 1962. The Bureau of Outdoor Recreation was established and assigned the nationwide recreation planning and related functions of the Secretary then being performed by the National Park Service, under the authority of the Park, Parkway and Recreation Area Study Act of 1936.

ACT OF MAY 23, 1963. This law charged the Secretary of the Interior with the responsibility “to promote the coordination and development of effective programs relating to outdoor recreation.” The Act states:

That the Congress finds and declares it to be desirable that all American people of present and future generations be assured adequate outdoor recreation resources, and that it is desirable for all levels of government and private interests to take prompt and coordinated action to the extent practicable without diminishing or affecting their respective powers and functions to conserve, develop, and utilize such resources for the benefit and enjoyment of the American people.

WILDERNESS ACT. SEPTEMBER 3, 1964. This legislation declares it the policy of the Congress to secure for the American people of present and future generations an enduring resource of wilderness. Among other things, the Act established the National Wilderness Preservation Sys-

Land and Water Conservation Fund Act. September 3, 1964. This Act establishes a fund into which shall be deposited revenues derived from entrance and user fees at certain developed Federal recreation areas, sales of surplus real property, and taxes on motorboat fuels. Appropriations from the fund may be made by the Congress for allocation to (1) the States, on a matching basis for planning, acquisition of land and water areas, and construction of outdoor recreation facilities; (2) the Federal agencies, including the National Park Service, for use in acquiring lands needed for outdoor recreation.

Historic Preservation Act. October 15, 1966. By this Act Congress broadened its policies involving historic preservation activities, to encourage preservation by private individuals, and to assist State and local governments and the National Trust for Historic Preservation in preservation activities. The Act authorizes matching grants to the States for preparation of statewide historic preservation plans, and matching grants to the States and to the National Trust for Historic Preservation for acquisition and rehabilitation of historic sites and structures. The Act expands the National Register of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, and culture, to be maintained by the Secretary of the Interior. Sites and objects listed on this National Register must be considered by the heads of Federal agencies before approving the expenditure of Federal funds on projects that may affect them. The Act also establishes a 17-member Advisory Council on Historic Preservation to advise the President and Congress and to coordinate Federal, State, and private activities in the field of preservation. The Director of the National Park Service is designated as Executive Director of the Council.

The Department of the Interior—the Nation’s principal natural resource agency—bears a special obligation to assure that our expendable resources are conserved, that our renewable resources are managed to produce optimum benefits, and that all resources contribute their full measure to the progress and prosperity of the United States . . . now and in the future.

Not printed at Government expense. 1967
VISITS TO THE NATIONAL PARK SYSTEM

- Areas indicated are those authorized as of January 1, 1967.
- Visitation is for areas established and operating as of January 1, 1966.
- Several parks embrace lands in two or more states.
- Map excludes sites not in Federal ownership.
- Visitation figures are approximate. More specific figures are available in the NPS publication, PUBLIC USE OF THE NATIONAL PARKS.