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 a dual mission: to manage the superlative natural, historical, and recreational areas which comprise the National Park System for the continuing benefit and enjoyment of all the people; and, to provide national leadership in cooperative programs with other Federal agencies, State and local governments, private citizens and organizations in the preservation of our Nation's cultural and natural heritage.

1972 marks the first century of the national parks movement. Centennial events will be centered at Yellowstone, the world's first national park, and Grand Teton National Park.
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. Grand Canyon, Glacier, Yosemite, Yellowstone, Great Smoky Mountains, Dinosaur — 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 Oc-mulgee 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 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 Appomatox, 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, national seashores and national lakeshores such as Cape Cod, Padre Island, Point Reyes, Indiana Dunes, and Sleeping Bear Dunes 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 individually negotiated contracts, which prescribe, under policies laid down by the Congress, payment of franchise fees (usually a percent of gross receipts), control of rates, advertising, location of facilities, and quality of service.
Each area of The National Park System is managed pursuant to the broad policies prescribed by the Congress in the legislation establishing the area. Supplementary administrative policies to guide day-to-day management have been promulgated in separate booklets for the natural, historical, and recreational categories of the System.
Consistent with specific congressional enactments, the following principles guide the management of the three categories of areas now included in the System:

**NATURAL AREAS**

**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.

**COOPERATIVE PROGRAMS**

In addition to establishing the National Park System, the Congress has authorized a number of programs to involve State and local governments and the private sector in cooperative efforts to preserve outstanding examples of our Nation's natural and cultural resources for the continuing benefit and enjoyment of the people. This national policy is articulated in several statutes, among which the most significant are the Historic Sites Act of 1935, the Park, Parkway, and Recreation Area Study Act of 1936, and the National Historic Preservation Act of 1966.

**The Historic American Buildings Survey** is a program for recording, by measured drawings and photographs, important examples of historic American architecture. The program is conducted by the National Park Service.
in cooperation with the American Institute of Architects and the Library of Congress.

The Historic American Engineering Record is a program for recording, by measured drawings, photographs, and documented historic reports, important examples of American engineering and industrial archeology. The program is conducted by the National Park Service in cooperation with the American Society of Civil Engineers and the Library of Congress.

The Inter-Agency Archeological Salvage Program is designed to discover knowledge of, and recover artifacts from, archeological sites threatened by construction of highways, dams, pipelines, and other public works. The program is sponsored by the National Park Service in cooperation with a number of other Federal agencies and with private organizations.

The National Register lists those historic and cultural properties possessing national, regional, State, and local significance in the interpretation of our heritage. The Historic Preservation Act of 1966 authorizes Federal grants-in-aid to the States (50-50 matching basis) to finance surveys for identifying properties of regional, State, and local significance for nomination to the National Register. The National Survey of Historic Sites and Buildings, funded by the Congress to the National Park Service, identifies properties of national significance. The Historic Preservation Act of 1966 also provides certain safeguards against damage by Federal undertakings for all registered properties and authorizes a grants-in-aid program to the States and the National Trust for Historic Preservation to assist in their preservation of properties.

The National Landmarks Program identifies natural and cultural properties possessing national significance in preserving and interpreting the Nation's natural history, history, and archeology. In addition to Landmark designation, all historical and archeological properties are included automatically on the National Register. The program also identifies those places offering opportunities of national significance in teaching environmental education. The purpose of the National Landmarks program is to encourage the preservation and appropriate public use of these nationally significant properties. The program does not involve the acquisition of lands by the Federal Government.

The Volunteers in Parks Program lets individuals assist in park programs on a voluntary basis. VIPs serve in living history demonstrations, interpretation, arts and crafts, history, archeology, environmental education, and other public-service activities.

Separate brochures describing these cooperative programs are available, upon request, from the Director, National Park Service, Washington, DC 20240.

ADVISORY COMMISSIONS AND BOARDS

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:


Advisory Board on San Jose Mission National Historic Site. Created by Memorandum of Agreement, signed May 8, 1941, between the Department of the Interior, the Texas State Parks Board, and the Archbishop of San Antonio, Tex.


Historic American Buildings Survey Advisory Board. Created by the Secretary of the Interior, memorandum of November 17, 1933, to the Federal Civil Works Administrator.


National Capital Planning Commission. Created by act of June 6, 1924 (43 Stat. 463), as amended. The Commission is 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.

National Park Foundation. Created by Public Law 90-209, December 18, 1967 (81 Stat. 656), as a charitable, tax-exempt, non-profit, non-governmental corporation to further the conservation of natural, scenic, historic, scientific, educational, inspirational, or recreational resources for future generations of Americans through the acquisition and use of real or personal property for the benefit of, or in connection with, the National Park Service, its activities, or its services.


The District of Columbia Zoning Commission. The D.C. Zoning Commission is comprised of the Director of the National Park Service, or his designated alternate, the Architect of the Capitol, the Mayor of District of Columbia, the Chairman of the D.C. Council, and the Vice Chairman of the D.C. Council. 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 use 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.


The National Park System is managed from the central office in Washington, D.C., and through six Regional Offices and the office of National Capital Parks. 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 two Service Centers. The Service operates Training Centers at Harpers Ferry, W. Va., Grand Canyon National Park, Ariz. and Washington, D.C.
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Many people go to the National Parks and historic landmarks not simply to satisfy a need to get back to nature from crowded cities or for outdoor recreation, but to strengthen their identity with their country. "Seeing is believing," and touching the Liberty Bell or watching an eruption of Old Faithful is worth a long trip to experience a sense of identity with America.
Well before the birth of the national park idea in this country, the belief that parks are vital to the physical and mental health of the people was eloquently expressed by the noted landscape architect and planner Frederick Law Olmstead. Submitting his Report to the California Legislature in 1865, recommending the policy which should govern the Yosemite Valley and the neighboring Mariposa Big Tree Grove, Olmstead wrote: The first class of considerations ... likely to have influenced the action of Congress, [in transferring Yosemite Valley to California in 1864], is that of the direct pecuniary advantage of the commonwealth which under proper administration will grow out of the possession of the Yosemite. ... A more important class of considerations, however, remains to be stated. ... It is the main duty of government, to provide means of protection for all its citizens in the pursuit of happiness against the obstacles, otherwise insurmountable, which the selfishness of individuals or combinations of individuals is liable to interpose to the pursuit.

It is a scientific fact that the occasional contemplation of natural scenes of an impressive character, particularly if this contemplation occurs in connection with relief from ordinary cares, change of air and change of habits, is favorable to the health and vigor of men; and especially to the health and vigor of their intellect ... it not only gives pleasure for the time being, but increases the subsequent capacity for happiness and the means of securing happiness.

When the bill to create a National Park Service was under consideration in Congress in 1916, J. Horace McFarland defined the social values of parks. Testifying before the House Committee on Public Lands, he said: ... the word "park" in the minds of most of us suggests a place in which there are a number of flower beds, and probably stone dogs, and iron fountains, and things of that kind, and a road over which an automobile may travel. We forget that the park has passed out of that category in the United States. The park now serves the people; the park decreases the demand on the forces for keeping order; the park is the direct competitor, in the United States, of the courts, of the jail, of the cemetery, and a very efficient competitor with all of them.

(Underlining supplied.)

Love of locality is one of the roots of social cohesion, according to Charles E. Merriam, one of our greatest political scientists. But in a young country like the United States, and in a society where one family in five moves each year, and where we have more than 80 million automobiles, we have a hard time developing local roots of the kind familiar to Englishmen in Sussex, Frenchmen in Brittany, or Irishmen in County Cork. Our national parks, like Yosemite and Grand Canyon, and our historic places, like Independence Hall and the Washington Monument, take the place of local roots for tens of millions of mobile Americans. They give us the assurance of a "sense of place" expressive of our country that we can tie to permanently, wherever we move or live.

Many people go to the national parks and historic landmarks not simply to satisfy a need to get back to nature from crowded cities or for outdoor recreation, but to strengthen their identity with their country. "Seeing is believing," and touching the Liberty Bell or watching an eruption of Old Faithful is worth a long trip to experience a sense of identity with America.

The National Park System is uniquely qualified to participate in the development of an environmental ethic as the foundation upon which our citizens may renew and preserve the quality of our national life. Within the System are the national parks — superlative examples of the natural world; the historic sites — significant landmarks of the manmade cultural world we have built with human resourcefulness; and the national recreation areas — administered to make available for recreational pleasure the many resources of these richly endowed lands and waters.

Every society — every organized aggregate of persons with a group consciousness — has its own way of life, its own culture. The essential core of culture consists of traditional ideas, and especially their attached values, whose origins are nonbiological and socially transmitted. Those ideas and values are expressed in such tangibles as tools, structures, and other artifacts; and in such abstract and intangible products as language, laws, customs, and the design and artistic qualities of art, sculpture, music, architecture, and literature. National cultural parks, such as Wolf Trap Farm Park for the Performing Arts, recently authorized by the Congress, add a new opportunity for private citizens and Government to join hands in preserving and interpreting the continued viability of these evidences of ways of life.

Thus, the System takes on new importance as a launching area for programs aimed at bringing man back to the center of his world — responsive to it, and responsible for it.

Creation of a curriculum-integrated environmental study program called National Environmental Education Development (NEED), has enriched traditional park interpretation. The NEED program brings the youngest
school children to a critical awareness of the environment and of the interactions of natural and social processes. At the intermediate level, it gives young people an understanding of man's role, past and present, as a user of his world. The senior high school objective is to encourage the growth of an increased understanding and appreciation of the natural and cultural worlds into a vigorous environmental ethic — one that increases man's chances of surviving in his habitat.

Environmental Study Areas are a further implementation of this program. These facilities are laboratories for organized curriculum-related educational programs. They can be used by other than school children for teaching environmental concepts such as continuity and change, patterns and diversity, interaction and interdependence, and evolutionary development. These concepts, or environmental strands, can be applied with as much validity to the historic and cultural world as to the world of nature. They illustrate the interrelationships between both worlds, and man's inescapable involvement and dependency as a member of both.

Thus, the history of the national park movement in this country could be viewed as the natural evolution of an environmental ethic. This emerging ethic stands as an imperative guideline in carrying out the responsibilities that Congress has entrusted to the National Park Service. It seeks to bring together, into a manageable fusion, the two worlds of man — the natural world into which he is born, and the cultural world he has created.
Among many legislative enactments creating the National Park Service and defining its missions, the following have primary significance:
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 wild life 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 provided for reorganization within the Executive Branch of the Government and 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, national monuments, and 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 national 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.

Travel Act of July 19, 1940. This act authorizes the
Secretary through the National Park Service to cooperate with public and private tourist, travel, and other agencies in the display of exhibits, and in the collection, publication, and dissemination of information with respect to places of interest, routes, transportation facilities, accommodations, and such other matters as may be advisable and advantageous for the purpose of encouraging, promoting, or developing travel within the United States. The act also established an Interdepartmental Industry Travel Advisory Committee to coordinate and advise on the program.

Act of August 7, 1946. The Congress provided authority to the National Park Service to enter into cooperative agreements for administration of recreation on areas under jurisdiction of other agencies of the Government.

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 of 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 System and requires the Secretary of the Interior, within 10 years, to review roadless areas of 5,000 acres or more in the National Park System and make recommendations as to whether such lands should be added by the Congress to the National Wilderness Preservation System.

Land and Water Conservation Fund Act of September 3, 1964. This act established 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.

The Act of July 15, 1968, amended the 1964 act to provide additional funding from receipts from Outer Continental Shelf Revenue.

Historic Preservation Act of 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 established 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.

Volunteers in Parks Act of July 29, 1970, authorized the acceptance of part-time voluntary services in support of National Park Service functions, and the payment of expenses incidental to the voluntary service. Volunteers while on duty are extended the protection afforded regular employees with respect to tort claims and employee compensation for work injuries.

Not printed at Government expense.

As the Nation's principal conservation agency, the Department of the Interior has basic responsibilities for water, fish, wildlife, mineral, land, park, and recreational resources. Indian and Territorial affairs are other major concerns of America's "Department of Natural Resources." The Department works to assure the wisest choice in managing all our resources so each will make its full contribution to a better United States—now and in the future.
visits to the national park system

Areas indicated are those authorized as of January 1, 1971
Visitation is for areas established, operating, and reporting as of January 1, 1971
Several parks embrace lands in two or more states. State “Areas” figures reflect this fact.
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.
National Park Service

U.S. Department of the Interior