PUBLIC CONCERN - MANAGEMENT OF THE NATIONAL PARKS

ca. 1975

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RECOMMENDATIONS OF PUBLIC LAND LAW REVIEW COMMISSION

In 1964, Congress established the Commission to make a comprehensive study of the management of the Federal lands and the laws which govern. The Commission report, One Third of the Nation's Land, was submitted in 1970. Some of the recommendations dealt specifically with national park matters.

Rationing Use and Carrying Capacity. "The values for which national parks and wilderness areas have been set aside should not be destroyed by an overuse for intensive outdoor recreation purposes. A fair and equitable rationing system, in line with the carrying capacity of parks and wilderness areas, should be adopted now to assure adequate contols over visitor use."

Concessions - Possessory Interest. "The security of investment offered under the Concessioners' Act of 1965 should be extended." The possessory interest policy "is sound and should be uniformly applicable."

Concessions - Range of Price. "While we insist that quality standards should be maintained in providing public accommodations, we have observed that the kinds and costs of overnight accommodations and food services in these areas are too costly and too limited in choice for many prospective users."

MAN AND NATURE IN THE NATIONAL PARKS - CONCLUSIONS

In Man and Nature in the National Parks Fraser Darling and Noel Eichhorn reported upon a study, commissioned by the Conservation Foundation, of the social-political-ecological problems of the national parks (The report was published in 1967).

The authors examined the famous letter from Secretary Franklin Lane to Director Steve Mather, of May 13, 1916, which outlined the policies that should guide the administration of the parks. After quoting the instruction, the authors comment on how NPS has measured up:

(1) LANE: "First, that 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 aside 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."

Our comment: Are the two instructions here set out contradictory and therefore unworkable? The third is a pious hope. Our feeling is that the ideals of this paragraph have not been fulfilled and probably could not be. This paragraph is the rhetoric of which most of us are guilty, faced with such a situation.

(2) LANE: "In all parks but Yellowstone grazing by cattle but not by sheep might be permitted in areas not frequented by visitors."

Our comment: This has been adhered to, but we know now cattle can be very harmful. Even with such knowledge, cattle persist in Organ Pipe Cactus and Saguaro National Monuments.

(3) LANE: "There should be no leasing for summer houses."

Our comment: Firmly adhered to by the Service.

(4) LANE: "There should be no cutting of trees except for buildings and where it would not hurt the forests or landscape."

Our comment: Nature may heal some of the scars, but history must remember the falls from grace. Timber was sold from Olympic National Park, only some to cover development costs, and lodgepole has been felled unnecessarily or even perilously in new caravan and camping sites in Yellowstone.

(5) LANE: "Roads must harmonize with the landscape."

Our comment: Some magnificent achievements and some debatable ones, as was surely inevitable. The new road in McKinley is scarcely even debatable.

(6) LANE: "The Department and Service should urge cession of exclusive jurisdiction in all parks where it had not been granted."

Our comment: Progress towards this has been steady and purposeful, but the states will not let go of their fish and some areas are open to mineral claims.

(7) LANE: "Private holdings should be eliminated."

Our comment: The lag in implementation is expensive. Quite inadequate funds allocated to this end. The parks are suffering severely, but the National Parks Foundation is designed to achieve acquisition of inholdings.

(8) LANE: "All outdoor sports, including winter sports, should be encouraged."

Our comment: Contradictory to No. 1. In general, National Park Service has not complied.

(9) LANE: "Educational as well as recreational use of the parks should be encouraged."

Our comment: Whether one agrees with all that has been done or not, this instruction has been fulfilled conscientiously and enthusiastically. The result is impressive.

(10) LANE: "Low-priced camps should be maintained, and high-class hotels."

Our comment: So low that they were something for nothing for 14 nights, and well used. The high-class hotels are like the curate's egg - good in parts. Some concessioners are too comfortable - more so than their clients.

(11) LANE: "Concessioners should be protected against competition if they were giving good service; and they should yield a revenue to the government, but the development of the revenues should not impose a burden on visitors."

Our comment: Should this protection allow a concessioner to erect new buildings in a national park when the avowed policy is to move buildings from the park altogether, including the rangers' houses? This dictum of Mather's has not been re-examined in the light of changing circumstances.

(12) LANE: "Auto fees should be reduced as motor travel increased."

Our comment: Perhaps auto fees should be increased as motor travel has so far increased.

(13) LANE: "The Service should use the Railroad Administration to advertise the parks and should co-operate with chambers of commerce, tourist bureaus and auto-highway associations to advertise travel to the parks."

Our comment: This would now appear to be an archaism. Also, national parks need no advertising. Rather would a reduced consumption of them be an advantage. We have felt in the course of our travels that national parks no longer require chamber of commerce-style promotion.

(14) LANE: "The Service should keep informed as to municipal, county, and state parks and co-operate with them."

Our comment: This has been done well, sometimes too well, as when a regional recreation area is run by the National Park Service. This function has been assumed by the Bureau of Outdoor Recreation and it is our opinion that it is not in the interest of the National Park Service to be diluted with this function.

(15) LANE: "The Service should co-operate with the Canadian Park Service."

Our comment: This has been done. The Waterton-Glacier International Peace Park is an outstanding example.

(16) LANE: "In studying new park projects, the Service should seek to find 'scenery of supreme and distinctive quality or some natural features so extraordinary or unique as to be of national interest and importance'."

Our comment: This has been done and the interpretation of "natural features" has been extended to include biological values not immediately obvious.

(17) LANE: "The national park system as now constituted 'should not be lowered in standard, dignity, and prestige by the inclusion of areas which express in less than the highest terms the particular class or kind of exhibit which they represent.'"

Our comment: This is a corollary of (16) and however rhetorical or piously hopeful the instruction may appear, it is a good one, but interpretation has to adapt a little to modern ways of seeing things. Would Mather have accepted Cape Cod and Acadia? Possibly not, but in 1960 the decision to designate them seemed completely justifiable. We nevertheless think it misguided to include such recreation areas as Lake Mead and Shadow Mountain.

(18) LANE: "Parks need not be large."

Our comment: Perhaps not. Meaningless.

(19) LANE: "The Service should study existing parks with the idea of improving them by adding adjacent areas; for instance adding to Sequoia and adding the Tetons to Yellowstone, and should co-operate with the Forest Service in planning for this."

Our comment: This is excellent. In general, this instruction has been well interpreted. The Tetons have become a park on their own.

One thing is certain: there can be no absolute set of standards and statement of policy, and any manual of national park management must emphasize the need for flexibility and impress the fact that every park or monument is such by virtue of individual claims to beauty, history or scientific interest and uniqueness. Flexibility should be always in the realm of procedure enlightened by knowledge, and not in principles driven by expedience.

REPORT OF THE CENTENNIAL COMMISSION

As a part of its final report to the President, the Commission prepared a set of long range objectives to guide the National Park Service into a second century of park management. These recommendations, published as a chapter in the report, include the following:

Historical Parks. That NPS continue to administer historical parks.

Nature Preserves. That within each national park a "nature preserve" be set aside as a "regeneration area" to protect unique resources.

Location of Facilities. That all "administrative, maintenance, concession and housing facilities not related to the direct protection of the resources and the visitor's enjoyment of the park" be moved outside park boundaries.

Carrying Capacity. That "the concept of carrying capacity be promptly implemented as the underlying base for management of visitor use within all units of the National Park System, that this concept be infused in the master plan for each park in the form of stated capacity limits, and that the plan include the carrying capacity for the many diverse types of usage."

Concessions. "The Commission recommends that the National Park Service commence a long-term program to buy up existing concessioner owned facilities and asks the Congress to review Public Law 89-249 and make appropriate amendments."

Concessions - Special Study. In order to develop new concession policies and operational procedures, Secretary appoint task force, including outside expertise to (1) analyze existing private and quasi-public concession operations to determine which type provides higher quality of service to visitors related to costs; (2) analyze feasibility of operation of concession facilities by NPS.

Concessions - Possessory Interest. With regard to this concept as spelled out in Public Law 89-249, the Commission believes it will have "an adverse effect," that it "prevents flexibility," that it increases the difficulty of getting rid of poor management."

Concessions - Ownership of Facilities. "It is the Commission's belief that, regardless of the type of concession operation, the concession facilities should be owned by the National Park Service."

Concessions - Private Enterprise. "The present concession system seems to be antiquated - not keeping up - and an improvement is in order. The Commission can foresee the eventual demise of the fully private concessioner in the National Park System.

Concessions - Good Performance. That when a needed service is being well performed "the concession operation be continued and upgraded and that facilities and services that have outlived their usefulness be eliminated. Forcing the concessions outside the parks is no panacea."

Information Centers. That NPS establish Public Information Centers in major cities to provide recreation and reservation service.

Public Involvement. That greater emphasis be placed upon "citizen participation in policy formulation at all levels of the Nation's Park System."

WorldHeritage Trust. That NPS "move aggressively forward on furthering the adoption and expansion of a World Heritage Trust."

Wilderness. That NPS determine "which method of management, that provided for under the Wilderness Act or that provided for under the National Park Service Act of 1916, will be in the best interest of the people when applied to the national park properties."

A REVIEW OF NATIONAL PARKS FOR THE FUTURE

At its Spring, 1973 meeting, the Advisory Board received a report from the Committee appointed to analyze the Conservation Foundation report National Parks For The Future. A copy of the report follows.

Although there is no substitute for reading the C.F. report in its entirety, the conclusions of the Advisory Board constitute an excellent summary of those C.F. recommendations believed to be worthy of immediate consideration.

Advisory Board Ad Hoc Committee

Report on

"National Parks for the Future"

Committee Members

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April 1973

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INTRODUCTION

The most searching and comprehensive examination of the National Park Service in its hundred year history was carried out by The Conservation Foundation as the result of a $170,000 contract from the Park Service. The resulting study, entitled "National Parks for the Future," was not intended to tell the Service what a good job it was doing, but rather to look deeply into all its aspects and produce the most constructively critical report it could. The fact that The Conservation Foundation, and not the National Rifle Association, was chosen to carry out the study obviously built in certain prejudices. Nevertheless, the Foundation, by setting up a series of task forces, composed of individuals representing a broad spectrum of our society, including students, industrialists, labor leaders and scientists, tried to avail itself of as many opinions and as much expertise as possible. The resulting report is an excellent one. But while comprehensive, it should not be thought of as consistent. The bulk of the publication is composed of reports prepared by the consultant groups. These are preceded by the overall recommendations of the Foundation, which represent both its own prejudices and some, but not all, of the conclusions of the task forces. Viewed as a whole, the report represents a healthy diversity of thought that accomplished the Services objectives in commissioning the study.

The report deserves careful examination at all levels of the Service, for it is filled with stimulating ideas, although some are premature or impractical.

The task assigned to this ad hoc committee was to critically analyze the total publication and report its reactions to the Advisory Board. Obviously if we were to react to each idea our report would be voluminous, unweildy and ineffective. Furthermore, many of the recommendations had already been put into practice; many current programs, if expanded, would fulfill other suggestions; and, many significant ideas could be implemented within existing authority at the discretion of the Director.

Therefore, this committee report is organized into two parts. First, four recommendations stimulated by various parts of the report have been suggested for immediate consideration and action. Second, five problem themes which appeared to cross-cut many of the reports and relate both to major and minor issues are discussed in terms of specific suggested courses for action.

RECOMMENDATIONS FOR IMMEDIATE CONSIDERATION

The following items are recommended for immediate consideration:

Additional Parks Near Urban Centers

An administrative task force should be established immediately to prepare an inventory and evaluation of sizable natural areas within striking distance of large cities for additions to the National Park System. It is suggested that this task force be instructed to report no later than the end of 1974, so that its findings can be acted upon in 1976--the U. S. Bicentennial year. (p. 20) This group should also explore means of financing additions to the Park System. (pgs. 23, 74, 135, 212)

Automobiles and Public Transportation

"Automobiles can destroy our National Park heritage just as surely as they have made our cities inhumane and dangerous to life and lung and have desecrated much of the metropolitan countryside." Therefore, a special commission should be appointed to study the entire question of private automobiles in the parks and alternative methods of intra-park transportation. (p. 16)

Concurrently, the National Park Service (in cooperation with the Department of Transportation) should be provided authority and funds to plan and undertake several demonstration projects toward the establishment of a coordinated system of public transportation, giving access to the parks from urban areas. (pgs. 13, 85)

Camping

Considering the multitude of specific issues surrounding the use of the parks for camping, the National Park Service should develop a comprehensive camping policy.

There are several suggestions throughout the report pertaining to camping ranging from the experimental primitive area camps to limitation of in-park campgrounds, camping only in tents with tent and equipment rental facilities available and including the exclusion of all modern homes on wheels. (pgs. 13, 22, 34, 37, 200, 205, 209) All of these must we weighed and evaluated against the most effective use of park areas.

Carrying Capacity Research

Each park has a limited capacity of visitation and park values can be quickly eroded by overuse. Research on means for arriving at a total carrying capacity assessment involving physical, ecological, and psychological elements should be undertaken now, then a determination made of the carrying capacity for every unit under the

jurisdiction of the National Park Service. A program for implementing a policy of visitor limitation based upon the arrived at carrying capacity of each specific park should then be implemented. High priority in research funding must be given this task. (pgs. 2, 4, 5, 7, 8, 10, 12, 15, 17, 18, 36, 37, 38, 53, 61, 102, 126, 127, 150, 153, 163, 167, 168, 207, 245)

EXPANSION

New Areas

The National Park System should continue to be expanded by offering protection to outstanding scenic and recreational resources, sites of historic importance, natural resource parks, islands, marine and estuarine resources, etc. In connection with urban needs, as mentioned elsewhere, we concur with the establishment of a task force to inventory and evaluate sizable natural areas near large cities for addition to the National Park System. (p. 20) The concept of reserving modified (strip mined, etc.) land for possible future park areas should be pursued. (p. 91) Given the fact that its cost is not likely to be as cheap as was once thought, this approach should certainly have second priority over existing available natural lands.

Alaska

Within Alaska, those areas that meet park criteria, that border on the unique and are not represented by similar biomes and ecosystems with the National Park System, should be acquired.

Current National Park Service policy precludes recreational hunting in National Parks and Monuments. This limitation should be upheld within the new Alaskan parks. However, it must be recognized that in Alaska, segments of land to be incorporated in the National Park System will represent historic sources of sustenance for indigenous populations. Here hunting and the gathering of food will have to be allowed initially on reduced basis, then phased out over a period of years as other subsistence techniques are developed. (p. 19)

In-holdings

The National Park Service should prepare an up-to-date status report of in-holdings and a recommended program for acquisition. (p. 104)

URBAN RAMIFICATIONS

We have already suggested that immediate action is desirable on the establishment of an administrative task force to prepare an inventory and evaluation of sizable natural areas within striking distance of

large cities, for addition to the National Park System. (p. 20)

This recommendation would help the National Parks to be kept as pure, or more pure, than they have ever been. The Parks can be hedged on one side with inviolable wilderness areas, and on the other with the big scale, massive recreation areas such as the Gateways. For true participation in total outdoor recreational experiences for all citizenry, it is suggested that the type of planning proposed under the California four-year moratorium on all building activities along the one thousand miles of coast line with no exceptions, be looked to as an approach to this long range planning for the best future use of our recreational resources.

The east and the west Gateways in themselves are enormous steps in the right direction. They can and will act as natural buffer areas, joined with new parks in Alaska, to create areas where the American citizen, anxious to enjoy recreation in a perfect setting, can do so without impinging upon the natural qualities of most of the great National Parks.

RESEARCH

Funding Level

Research funding for the National Park Service should be raised to not less than 10% of its operating budget. The Forest Service ecological research funds in fiscal year 1972 were 11% of its operating budget, the Bureau of Sport Fisheries and Wildlife 19%, while the National Park Service funding for natural science research has only been seven-tenths of one per cent. (p. 93)

The National Park Service should embark upon a critically important funding and information stage for research in the next one to three years. For a decade and a half following that time, heavy investment should be made to create an information base strong enough to support effective management and interpretation of the park system. (p. 97)

Top Level Coordinator

The National Park Service's research effort, seen in totality, including all studies in the natural and social sciences, calls for a strong Chief Scientist position equivalent in rank to that of Assistant Director. Accountability for the research program as a whole and for the gains and losses must be placed in this office. With the recommended increase in funding, guidance of contract scientists and scientists on the National Park Service staff will require the kind of direction, level and degree of supervision unprecedented to now. This upgrading of research administration will require immediate

Increased funding at the Washington Office level even before the major fund increase becomes available for the overall Park Service research effort.

Basic and Applied Research

Too often all research is seen as of an applied nature, studies born of crisis and designed to solve management and preservation problems. Desperately needed in the Park Service, however, is a reservoir of data which can be drawn upon to supply base line information. (pgs. 40, 100)

Several examples of subjects needing research are cited in the report with which we concur:

The need for more social science research should be especially stressed so that the habits, attitudes and desires of visitors and potential visitors can be better understood. The needs, expectations and limitations of urban residents should be determined, and special research should be undertaken to determine attitudes and expectations among non-park-using socioeconomic groups. (pgs. 8, 12, 13, 17, 18, 70, 211, 240, 244)

As already noted, high priority should be given to research directed at finding the physical, ecological, and psychological carrying capacity of every unit under the jurisdiction of the National Park Service. (pgs. 18, 36)

Cover-type maps of all wilderness parks and monuments, ecosystem studies of the principal plant-animal communities of the several park units, life history studies of the leading animal species identifying their roles in the ecosystems, special studies of the ecology of rare species, and studies of various administrative and planning programs are a few additional examples of potential research subjects. (pgs. 41, 42)

Coordination of In-house and Contract Research

The most efficient combination of in-house and contract research has always been a Park Service problem and reemphasizes the need for a top level research coordinator. One section of the report proposes a series of National Park Service Research Units on university campuses, to be staffed initially to solve specific problems. This committee feels, however, that these expensive units may not be the most efficient way to meet changing research needs and obtaining the benefits of new research skills. The flexibility of contract research may in many cases make better use of existing research funds. Furthermore, these "Research Units" could easily become a rather inefficient means of federal subsidy for educational institutions.

Attachment

National Archaeological and Historical Policy

Appropriate mechanisms for effectively carrying out the national archaeological and historic policy do not exist. The National Park Service by an accumulation of assignments from the Congress, and recently reinforced by Executive Order 11593, has broadened the responsibilities of the National Park Service far beyond the boundaries of the parks. The Service has been assigned certain responsibilities over the country's major archaeological and historic treasurers outside the park areas and resulting in a multitude of programs which have greatly overburdened it and interferred with its original mission. It is becoming clear that the Service has neither the personnel nor the resources to perform this accelerating obligation in a manner commensurate with its responsibilities or consistent with its tradition of quality. The American public and its political leaders must reject the notion that the parks can be all things to all people, and in particular, they must reject any suggestion that the National Park System has a responsibility to engage in programs which cover the entire spectrum of outdoor, historic, and cultural needs of the American people.

It is, therefore, recommended that a critical examination be made of the multitude of federal responsibilities in archaeology and history outside National Park areas to determine how these can be handled in a manner that will not deter the Service from its original mission, but will still allow the development and preservation of these cultural treasurers.

ADMINISTRATION

Advisory Groups

The recommendation that an advisory group be established for each field unit of the National Park System is not practical. Although we feel the idea of national advisory boards is an excellent one, we are concerned that a cumbersome organizational structure might result for additions below this level. (pgs. 8, 27, 49, 52, 69, 81, 200, 244)

The value of a scientific advisory committee for specific parks is recognized as useful if it is seen as needed by the Chief Scientist of the National Park Service or the individual park superintendent.

Classification of Areas and Reorganization

We concur with the President's proposal for a Department of Natural Resources. (p. 81) However, it should be pointed out that the creation of such a Department with its diverse interests should not be allowed to dilute the strength of the National Park Service.

Attachment

We are of the opinion that proposed "metropolitan-periphery" parks should fall within the recreation sector of the National Park System and be planned for and operated by the National Park System. If we divorce recreation from the National Park System the national parks will starve to death. (pgs. 80, 107)

The various recommendations pertaining to consolidation and names of Bureaus, restructuring the classification of areas, transfer of areas, and addition of areas in or near urban sites deserves a special review. (pgs. 11, 15, 16, 34, 49, 66, 68, 79, 91)

Protection of Historical, Archaeological, and Natural Areas

Further protection is needed for both cultural and natural resources outside park boundaries. To accomplish this, two recommendations are made. Stronger legal and administrative sanctions should be added to the Historic Sites Act to permit the administering authority to protect archaeological and historical sites on the National Register from destruction and for possible future inclusion in the National Park System. (p. 45)

Financial as well as technical assistance should be provided to the states by the federal government for establishment and administration of a system of natural areas to be managed primarily for research and education. This could be a companion program to that authorized in 1966 by the National Historic Preservation Act, since no parallel program exists for protection of natural areas for educational and scientific purposes. (p. 110)

PLANNING

National Land-use Plan

A national land-use planning program and a well-administered National Land Use Policy Act are both essential in order for park needs to be evaluated in relation to other national priorities and to protect park settings. (p. 87)

Regional Planning

Regional planning encompassing national parks and park-influence zones should be undertaken under federal leadership in cooperation with state and local governments. Such regional planning projects should be authorized by Congress and be conducted by the Secretary of the Interior in cooperation with other affected federal agencies. (p. 68)

Master Park Planning

In the master plan process, the management of the various park lands should be seen as conforming to their dominant values. Each park unit should be examined and planned according to its own values and carrying capacities. It is especially important, with respect to park accommodations, that specific decisions concerning type, scale, numbers and location of facilities must be left to the master planning process, while at the same time reflecting policy decision regarding carrying capacity.

SUMMARY COMMENTS

This has been a challenging assignment, providing a fascinating overview of National Park Service operations, policies, problems and needs. There is no doubt that the reports of the task forces and The Conservation Foundation report were eminently constructive in forcing a review of the National Park Service's future. While several of their recommendations could not be fully accepted, that does not lessen their value in stimulating a much needed reevaluation of priorities.

Our reaction to their report obviously reflects the main problem of the Park Service as well as our society, the rapid growth of this country's population. This is reflected in our concerns for: additions to the Park System, transportation needs, the amount of visitation individual parks can stand, the expanding type of needs to be served, the necessity for research to understand how to provide the best use of the parks and the planning required to allow these objectives to be accomplished.

Our overriding concern has been that the National Park Service retain its tradition of high quality and the level of public service which has characterized it for a century. The recommendations in this report are directed to that goal.

Attachment

ROLE OF NPS IN URBAN RECREATION - SAMPLE NEWS STORY

On December 1, 1974, reporter George C. Wilson analyzed the subject in the Washington Post, describing the conflicting viewpoints of NPS employees, members of the Administration, and the Congress.

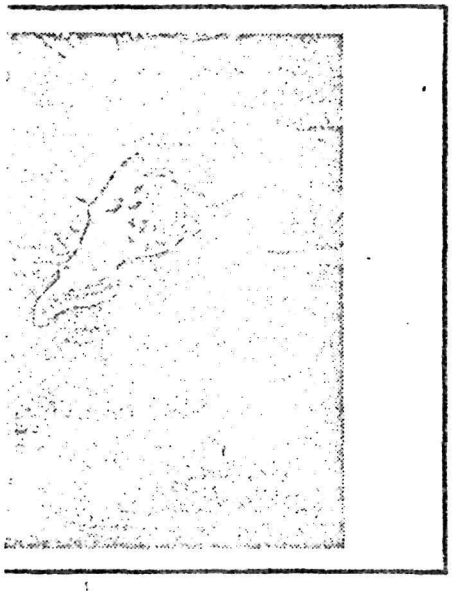
The concluding portion of the well-written article summarizes the practical and political viewpoints.

ters . . . I plan to continue my emphasis on bringing 'parks to the people' through the donation of federal lands to state and local authorities for the development of parks and recreation areas near population centers."

Congress authorized Interior to spend $12.1 million to acquire land for the park (most of it was land donated by federal and state governments) and another $92.8 million to develop it.

Backing Off

PRESIDENT NIXON also had a political reason for putting national parks where the people were: The concept promised to gain him votes. Nathaniel P. Reed, assistant secretary of interior for fish, wildlife and parks,



confirmed this political impetus in an interview. He was the Interior Department executive the White House directed to carry out Mr. Nixon's "parks to the people" program.

Says Reed: "We didn't know what 'parks to the people' meant. We didn't have a fixed plan. I was promised everything from the White House in the way of manpower and money. It was acknowledged that if this administration made some very strong moves where people were, there would be strong political rewards."

Back in 1971, Reed, in urging the House Interior Committee to authorize Gateway, had said "a commitment of federal resources for this purpose and unified administration by the National Park Service will make possible the achievement of a goal now beyond the reach of any other single political subdivision."

Three years later he is making an opposite argument: that the federal government should get out of the urban park business and confine itself to helping states and cities do that job for themselves.

Reed says that this retreat—which he prefers to term a "complete retrenchment"—does not mean that Gateway East and its San Francisco counterpart, Gateway West, have failed. On the contrary, he says, Gateway East "has been a perfectly extraordinary success," thanks largely to a massive federal investment.

"We spent money there like it was going out of style. We had the money and we had the manpower to do the job. Gateway East got a massive infusion of talent, money and police protection.

"But by our boundless success in New York, we're faced with a crisis. We've got a lit firecracker in our hand. Any big city mayor faced with a tight budget is going to demand that we come in there and give him a park. He's a damn fool unless he does. 'Quick, Uncle,' he will say, 'come in.'

"Like in Ohio: we're owed a national park—quote unquote. Come in, National Park Service, and do your thing. But where is it going to end?"

A Park for Ohio

AS FAR AS Chairman Roy A. Taylor (D-N.C.) of the House Interior National Parks subcommittee is concerned, this federal "parks to the people" program is not going to end with Gateways East and West. Only the federal government has the resources, he says, to assemble large parcels of land, including military bases, for parks to serve metropolitan areas.

Taylor says Reed and others are responding to pressure from White House budget cutters. In Taylor's view, President Ford should ask for more money for the National Park Service (which has a current operating budget of $200 million a year) and should go along with Congress in the effort to put more money in the Land and Water Conservation Fund. That fund, which gets its money for the leasing of offshore tracts in federal waters to oil companies, is used in part to help states buy land for parks. The Ford administration is opposing bills in Congress to raise that fund from $300 million to $800 million.

Before this year is out, Taylor says, he expects to win congressional approval of the bill to establish a 21,000-acre national park (16,000 acres federally owned) in the Cuyahoga Valley running between the Ohio cities of Akron and Cleveland.

Rep. John F. Seiberling (D-Ohio), a member of the National Parks subcommittee, is a leading advocate of the Cuyahoga legislation, which the administration opposes. He says only the federal government can put the park together:

"Put yourself in my position as a politician. I've voted for national parks year after year. Yet Ohio is the sixth most populous state and doesn't have a single national park.

"Even if the governor did have a big budget for parks, he would have to spread the money around to several areas of the state. Only the federal government can assemble these big parcels.

"I'm not suggesting that every urban area have a federal recreation area such as the proposed Cuyahoga Valley park. Not every urban area has such a unique and well-preserved large open space available. And the federal government cannot afford to make itself the sole custodian of all our natural and historic resources or to become the manager of small neighborhood parks and playgrounds. But the federal government cannot afford to ignore the recreation needs of people who live around our major urban centers, where the need is greatest."

Interior's Reed asserts that the Park Service is straining to run the recreation areas it already has, what with the shortage of money and manpower during this inflationary period. But if Congress goes ahead anyway and authorizes $34.5 million to put together a Cuyahoga National Park, can President Ford risk vetoing such popular legislation? The administration's statements of opposition to Cuyahoga preceded his taking over the presidency, so he is not formally committed to them.

"Presidents don't veto public parks," says one congressional veteran in predicting that Congress will keep the national park system on the new course set by Mr. Nixon—whether his successor likes it or not.

Attachment

PROS AND CONS OF NPS ROLE IN URBAN RECREATION

A staff report, "Closing the Door on the National Parks," which appeared in the January issue of National Parks and Conservation Magazine, and the reply in a letter by Assistant Secretary Reed, brought out the pros and cons.

Pro: "Closing the Door on the National Parks"

"NPS is becoming devoted to a policy against further growth of the Park System" at a time when need and demand for open space preservation is critical. May 3, 1973, memorandum requested establishment of a deadline for "rounding out" the System.

Draft revision of Criteria for Parklands "hopelessly inadequate" and a departure from original NPS mandate. Revision of criteria helped, but still inadequate to meet national need for recreation.

NPS manipulated Advisory Board to endorse its (NPS) position against Cuyahoga.

Therefore:

(1) NPS should continue to actively seek new areas;

(2) Proposals for new urban recreation areas, such as Cuyahoga and Santa Monica, "represent exactly the kind of thinking that should be growing within the NPS." Yet NPS has "backed off" when faced with policy directives from OMB.

(3) NPS should recognize automobile access as major problem in all parks, and provide mass transportation to and bus transportation within the parks.

(4) Why does NPS lobby against new park proposals but instead of (sob) for "greater appropriation levels to meet the nation's recreation needs?"

(5) "We need a new spirit of leadership in the Park Service, a commitment to preservation, and a sensitivity to the growing needs for low-energy travel and metropolitan recreation needs."

Con (sort of): Letter from Assistant Secretary Reed to Editor, National Parks and Conservation Magazine, January 28, 1975.

(1) Funds, manpower and facilities of NPS "strained to the breaking point." Cannot do justice to existing parks or the additions you propose "unless additional monies become available in rather massive quantities." And that kind of money "is not going to be forthcoming."

(2) Suspect that "deep down your organization and I have a profound philosophical difference as to the concept of a national park." You seem to regard the System "as a catch-all for interesting open spaces." I believe this "debases" national Park idea, and shall continue to insist upon the criteria of national significance.

(3) Don't believe your belief in expansion of the System is shared by all conservation organizations, which continue to stress the preservation role of the Service. "I have a good deal of sympathy for this role." For NPS to forge ahead into expanded urban recreation role "would produce an incredible tension: we cannot be all things to all men."

(4) NPS is late entry into urban recreation and has not cornered supply of expertise. Is it the Federal imprimatur that is really sought? And, "what exactly is wrong with the States and cities administering urban parks and nearby recreation areas?"

ROLE OF NPS IN URBAN RECREATION

During the discussion of this subject in the October, 1974, meeting of the Advisory Board, Dr. Douglas W. Schwartz summed up what he felt was the position and role the NPS should assume:

"It seems to me we're dealing with three things: One is the immediate resolution which in some way indicates to the Secretary that we're very, very concerned about this problem. Second is a short-range answer to this problem, and third is the long-range. It seems to me in this immediate resolution we have to say something about holding the line for a while, because we are in trouble. In the short-range what we need to do is counter the cry for other urban parks and other city areas, and it seems to me that we talked about four ways that we can do this. One, point up the national significance of the two Gateways and the National Capital Parks, etc. I liked Joe Antosca's idea very much of indicating the historical significance in terms of immigration, which Bill Whalen has reinforced with the foreign visitor idea. Second, that we provide a mechanism for the assistance to these other municipalities for development, and we use these as models, but we set up within the Service an assistance bureau of some kind so that they have something positive to come to. Third, that we develop conscious publicity about the imminent fall of the National Park Service if we have rising on-line expenditures available; that we build an urban constituency, but an urban constituency that recognizes the importance of these big national parks and the central purpose of the National Park Service. And that fourth, we sell to Congress the whole idea that we are against urban parks for these reasons.

"And then the final third, the long-range answer, it seems to me, is to look at the possible reorganization along two lines - the traditional National Park Service line and the Bureau of Recreation, probably, and perhaps the seminar idea is a good way to get this. I think we have to think of it in these three-step terms. So let's tell the Secretary that we are quite concerned. Let's begin immediately to provide assistance, to provide publicity against this, to build urban constituency, to lobby the Congress, if necessary, against these, and let's in the long range begin to work toward some more permanent solution to these two lines."

ADVISORY BOARD TASK FORCE REPORT ON CONCESSIONS MANAGEMENT

This task force, headed by Mrs. Marian S. Heiskell, carried out an extensive study of concessions in the national parks, leading to a final report which is attached. This report was never formally adopted by the Advisory Board.

United States Department of the Interior

NATIONAL PARK SERVICE
WASHINGTON, D.C. 20240

REPORT

OF THE

SPECIAL COMMITTEE ON CONCESSIONS OF

THE SECRETARY'S ADVISORY BOARD

Marian S. Heiskell, Chairman

SPECIAL COMMITTEE ON CONCESSIONS OF
THE SECRETARY'S ADVISORY BOARD

Marian S. Heiskell, Chairman

BACKGROUND

During the summer of 1971, certain members of the Secretary's Advisory Board and Council, at the request of the Secretary of the Interior Rogers C. B. Morton and Assistant Secretary Nathaniel Reed, visited some 70 areas of the National Park System. The objective was "a citizen's appraisal of the state of the parks...the facilities... the management, the services to the public, the custody of national treasures".

The report by the Board was presented to the Secretary on September 3, 1971.

As a result of the findings of the teams, Secretary Morton asked Chairman Allen to appoint a committee to study all concessions and their problems as related to the quality of concessions, the Park Service, and the public.

A committee consisting of the following was appointed by the Chairman:

Mrs. Marian S. Heiskell, Chairman
Hon. E. Y. Berry
Mr. Steven Rose
Mr. Frank E. Masland, Jr.
Mr. James Whittaker

The recommendations and alternatives of the subcommittee were to be presented in a report at the completion of the study.

PROCEDURES

In compliance with the rules setting up this subcommittee:

1. The subcommittee submitted a questionnaire to the Regional Directors of the Service and to Superintendents in an effort to assure participation in the study by field operating officials.

2. Interviews were conducted with members of the Senate and House Interior and Insular Affairs Committees and Appropriations Committees.

3. Concessioners were interviewed individually and as a body at meetings of the Conference of National Park Concessioners at Williamsburg.

4. Park Service personnel were interviewed at each of the facilities visited.

5. Public attitudes were ascertained by interviews at various parks, as well as by an analyses of visitor complaints on record in the Bureau.

6. Numerous on-site inspections were carried out at parks that exhibited special concession problems.

7. Interviews were conducted with experts in related fields but not associated with concessioners.

8. Financial structure and reports of most concessioners were reviewed and analyzed in depth.

OBSERVATIONS AND FINDINGS

1. The needs of the public are not being met under the present system.

2. Concession facilities have not been expanded, rehabilitated, or replaced to the extent required to render service commensurate with National Park standards or public needs.

3. Many concession facilities are old, obsolete, and fast becoming economically non-feasible. Replacement costs are soaring. It is doubtful if new private venture capital will be invested or forthcoming in these obsolete facilities due to the lack of profit potential.

4. There is no set pattern but the overall problem is of a dual nature - financial and management. Profitable opportunities are, by nature of location and seasonal operation, diverse and difficult.

5. Because of the inability to show a profit, in many instances, management is required to reduce its services to the public.

6. The committee is definitely of the opinion that, in general, the gift/souvenir shops of the concessioners are not geared to provide products commensurate with the dignity and integrity of the Park Service nor do they normally have any relation to the individual parks.

7. The committee noted strong advocacy by certain organizations of a policy involving removal of all facilities from park property. The committee is aware that each area must be viewed in its regional context. In some cases removal might be in order, however, we wish to emphasize that a general policy calling for removal would be a mistake, and in some cases we feel additional facilities might be in order.

8. In some instances the variance in the quality of the management of concessions is traceable to the policy of preferential renewal of leases. Politics has been known to play its part. Great and costly difficulty exists in policing the concessions.

9. Lack of quality in food and lodging on a national basis was noted.

10. The public tends to identify anything that occurs in a park with the Park System; i.e., most visitors believe visitor facilities and services that are operated by the concessioner are actually provided by the National Park Service.

11. The general picture is one of erosion. Erosion of facilities, capital, management, and public service. Not only do we see no likelihood of a reversal of this trend, but, on the contrary, view with added alarm the situation a decade hence.

12. The committee noted a problem in organization, constructive communications, and delegation of responsibility between the National Park Service and concessioners.

Attachment

13. We therefore conclude that drastic action calling for a totally new concession policy is urgent.

RECOMMENDATIONS

1) Our findings indicate that all concessions taken as a whole would show a return on investment of over 9.5%. It is obvious that a consolidation of services and facilities on a national basis will alleviate most of the problems. Since the parks are for the people and in order to raise the standard of public appreciation and services, we recommend that all concessions, the weak as well as the strong, be owned and operated by one entity. This entity would either be in the form of a non-profit corporation or a privately owned and operated public utility. In either case, the concession would not be Government-financed, but would be expected to operate within standards agreed upon by the Company and the National Park Service.

2) In order to complete this report, the subcommittee requests sufficient funds to retain such staff and outside consulting as are necessary to permit a complete feasibility study. We wish to emphasize the need for this procedure since it is clear that the committee is not qualified at this time to determine which entity could best serve the public and remain financially sound.

Perhaps we overstep the bounds of our assignment but, nevertheless, we express the opinion that no matter what course the Department pursues, it will be necessary to establish within the National Park Service a management or overview agency adequately staffed and exercising authority over concessioner or concessioners and over Park Planning as it affects concession operation.

We imply the likelihood that if neither of our recommendations proves feasible, Government will certainly be faced with the need of buying out those concessioners unable to operate at a profit. At the very least it would call for Government intervention and support of those less profitable concession facilities. This, in all candor, we definitely oppose.

CONCESSIONS - HEARINGS OF HOUSE GOVERNMENT OPERATIONS SUBCOMMITTEES

During the latter part of 1974 two House Government Operation subcommittees chaired by Representatives Henry Reuss and John Dingell concentrated on relationships between NPS and its concessioners, with primary emphasis on MCA and Yosemite.

Exhaustive requests from the committees for file material was complied with, culminating in a hearing on December 20, which began at 10:00 a.m. and continued into the night. The harshness and severity of the charges and criticisms leveled at NPS by committee members probably have been unsurpassed in previous NPS experience on the Hill.

The voluminous transcript of the hearing is difficult to summarize, and must be read to obtain the flavor. The general attitude of the committee (based primarily on Yosemite-MCA) was that concessioners exert undue influence on park operations; receive from NPS favored treatment; exert strong influence on master planning and are in fact consulted and obliged well before the general public has any opportunity to participate; are accommodated by the NPS Director when park approval cannot be obtained; ignore preservation requirements when planning new facilities which are more appropriate to a resort than a national park. Separate charges were levelled at the handling of the "Sierra" television series through an MCA subsidiary, Universal Studios.

An enormous amount of additional information has been requested since the December 20 hearings, and future hearings have been promised.

During the same period, GAO was also reviewing concession operations, particularly at Yosemite, Yellowstone, Bryce, Zion, Grand Canyon, Cedar Breaks and Crater Lake.

ANSEL ADAMS PLEA TO PRESIDENT FORD IN BEHALF OF PRESERVATION OF NATIONAL PARKS

On January 27, Ansel Adams was invited by President Ford to view an Adams photograph which had been hung in the President's private office. During the meeting, Ansel gave the President a memorandum, New Initiatives for the National Parks, which is attached.

ANSEL ADAMS

ROUTE 1, BOX 181, CARMEL, CALIFORNIA 93921 TELEPHONE (408) 624-2558

27 January 1975

MEMORANDUM FOR THE PRESIDENT

NEW INITIATIVES FOR THE NATIONAL PARKS

Our National Park System encompasses the Crown Jewels of the American Heritage. The Park Idea has not received the Presidential and Congressional support and concern that the times require. You have an unsurpassed opportunity to make an historic and lasting contribution by initiating a major new effort to bring the Park System and the Park Service into our nation's third century. Your efforts could be achieved with relatively little new funding, and could bear visible fruit by the crucial year of 1976: the Bicentennial and your Re-election Campaign. The program would, I am confident, receive the strongest public support. The National Park Idea is among the most potent and positive in the American Consciousness.

Among the Initiatives I urge you to consider:

1. Redefinition of the Meaning of Parks, and the basic purposes of the System, including development of "Reserves" and "Preserves."

2. A Presidential Commission, chaired by Laurence Rockefeller, to thoroughly study and modernize the organization, personnel and attitudes of the National Park Service.

3. A major review of concessions policy and management, developing non-profit, public trustee foundations as the optimum approach to best serving the public and the Parks.

4. Reduction of man's physical impact on "prime" areas such as Yosemite Valley, and replacement of automobiles by alternative transportation systems in most Parks and Monuments.

5. New emphasis on preservation and environmental responsibilities. Improved park interpretation, stressing natural values and contemporary awareness.

6. Improve National Park Service performance in realizing and expanding compliance with the Wilderness Act.

7. Urgent Presidential intervention to prevent any OMB reductions in proposed Park Service Budget and staffing levels.

8. Presidential-level review of all areas of future Park or Reserve potential. This generation may have the last chance to save essential lands for future centuries.

ANSEL ADAMS

ROUTE 1, BOX 181, CARMEL, CALIFORNIA 93921 TELEPHONE (408) 624-2558

27 January 1975

There is an urgent need for new parklands for America. You have perhaps the last opportunity for bold Presidential action of great and historic character; strides such as those made by President Theodore Roosevelt, and President Woodrow Wilson.

Many new Parks and Reserves could be created at little cost, from public lands. A major program involving numerous Presidential dedication ceremonies in 1976 would relate to both the Bicentennial and the Elections. Public approval and enthusiasm are certain.

Parks and Reserves to be created from public lands:

1. Sawtooth National Reserve
2. Hells Canyon National Recreation Area
3. White Mountain National Park (New Hampshire & Maine)
4. Appalachian National Park (Virginia & North Carolina)
5. Sequoia National Park Additions, including Mineral King
6. Death Valley National Reserve -- change from Monument (A "Reserve" would be similar to present "Park," but with added emphasis on resource preservation)

ska: 7. Mt. McKinley National Park Additions

8. Gates of the Arctic National Reserve
9. Wrangell-Kluane International Reserve
10. Glacier Bay National Reserve -- change from Monument
11. Katmai National Reserve -- change from Monument
12. Lake Clark National Reserve

Essential Areas for Urgent Purchase:

1. Immediate expansion of Redwood National Park to protect threatened Park watershed.
2. Santa Monica Mountains National Urban Park

A TYPICAL OVERVIEW OF CONDITIONS IN THE NATIONAL PARKS
in the introduction to a full issue on the parks by the Datsun magazine
Action

If you were "among the 200 million visitors to the National Parks last year" you have some indelible images. The scenery was great. "But was the trip all that good?"

What about:

The crowded campgrounds
The litter along the trail
The bumper-to-bumper traffic

Have you forgotten those aspects?

PRESERVATION OR USE

An editorial in the Washington Post commented on the appointment of Gary Everhardt as Director in terms of the preservation vs. use philosophy. The Post concludes the balance for some years has been in favor of use, and recommends it now needs to be "tilted in favor of preserving the natural state of the parks with the current use of them tailored to make that possible."

The full editorial:

The Task at the Park Service

MORE THAN 50 YEARS AGO, when the National Park Service was created, Secretary of Interior Franklin K. Lane outlined to its first director the principles he thought should govern the parks. "First," wrote Mr. Lane, "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 aside 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." Those were wise principles then and they are worth recalling now because the leadership of the National Park Service is changing hands once again. Ronald H. Walker, whose brief tenure as director was marked as much by controversy as by anything else, left at the beginning of the year and Secretary Rogers Morton has picked Gary E. Everhardt, a career Park Service employee as his successor.

Mr. Everhardt's job will not be an easy one. The Park Service has been caught for years between the first two of the principles Mr. Lane spelled out in 1918. The national parks are difficult to preserve unimpaired for future generations if they are also made available for use by the millions of Americans who now can reach them. No one has yet been able to draw a satisfactory line between preservation and use, and the director of the Park Service is going to be under fire from supporters of one view or the other regardless of what he does. George Hartzog, who was ousted by Mr. Morton as director two years ago, had been criticized for a decade by those who believed he was promoting the parks too vigorously and paying too little attention to preservation. Mr. Walker ran into even heavier criticism in his brief tenure from the same sources before the ill-designed reservation system also turned thousands of would-be park users against him last summer.

Too often in recent years, it seems to us, this conflict between public use of the parks and preservation of them has been decided in favor of public use. Although there have been some advances in protecting the parks, most notably the creation of a public transportation system at Yosemite, there have been a variety of transgressions. Two of the most notable have also been at Yosemite—use of the lodge for conventions and use of the park as the studio for production of a television series. The problem is that the Interior Department and the Park Service seem to have been trying to balance things which are inherently unequal. In a balance between public use of the parks and preservation of them—a balance Secretary Morton once suggested must be made—preservation will almost always lose merely because of the pressure generated by more people and more automobiles at park entrances. Instead, the scales must be tilted in favor of preserving the natural state of the parks with the current use of them tailored to make that possible. This is a harder philosophy to maintain, both practically and politically, because it will mean curtailing some things that have gone on in the past and may mean, eventually, curtailing even the number of visitors to certain parks. But it is the philosophy the Park Service must strive to follow. Without it, not much that is useful in the parks will be left for those future generations that Mr. Lane wrote about.

ARTICLE BY ANTHONY WAYNE SMITH in March, 1975, issue of National Parks and Conservation Magazine, "Problems in the Parks"

Major Points:

(1) Preservation vs. Use

Preservation of the parks comes first. "The notion that there is a double purpose, with protection to be balanced against use by some kind of magical sleight of hand, has been deeply harmful."

(2) Regional Planning

Park planning must be on regional scale - and "crowds do not all have to be directed toward the parks." Coordination (of all the Federal, State, local, public and private interests involved) must be provided at Cabinet or Presidential level.

(3) Transportation

There should be public transportation provided "within, into, and out of the parks."

(4) Concessions Management

"The entire concessioner system in the parks should be revamped from top to bottom." Specifically: no company in more than one park; avoid political pressure; no new concessioner facilities inside parks.

(5) Hunting in Alaskan Parks

Will actively oppose stand taken by NPS (actually the Department) to permit hunting in several (Aniakchak, Wrangell-St. Elias, Lake Clark, Gates of the Arctic) proposed parks in Alaska.

(6) Urban Parks

NP&CA has "gone along" with the Gateways and Cuyahoga. Additional areas may seriously drain away funds and manpower from the national parks. Recommends "practical judgments must be made on a case by case basis."

(7) Adequate Funding

Must be provided for all land managing agencies.

(8) Redwood National Park

Must substantially increase boundaries to provide greater protection.

WHAT'S WRONG WITH THE NATIONAL PARKS

On the occasion of the Ansel Adams visit with President Ford, and the appointment of Gary Everhardt as Director, the New York Times made an editorial comment "Hope for the Parks" which sums up that attitude most often encountered in magazines and newspaper articles written by those committed to conservation.

Certainly an editorial in the venerable Times carries unusual weight and credibility. It suggests that in all probability a substantial portion of the Times readers would agree.

The editorial begins by noting that Ansel Adams, "along with many other conservation-minded citizens, is deeply concerned by recent trends in National Park management."

These trends are:

"An endless upward spiral of automobile traffic"

"Destructively intensive use of the more accessible or more famous parts of parks"

"Extension of 'recreation' into practices that seriously damage the parks"

"Occasional lapses into outright commercial exploitation"

"Politically appointed officials in the White House and the Interior Department and even some career officials of the National Park Service have intervened in behalf of the developers"

Some helpful signs:

An increasing awareness both by the public and NPS officials "that unlimited growth cannot be the prevailing value in the park system."

Appointment of an experienced career official, Gary Everhardt, as Director.

NPS BUDGET PRIORITIES

During the presentation of budget priorities by the regional directors (held during the week of March 17) several proposals for establishing budget priorities were discussed.

(1) That NPS take the position that it will not staff new areas by further draining existing area staff, but will activate the new areas only when Congress authorizes funds and staff.

(2) That NPS adopt "preservation" as its major budget emphasis, including in preservation, the maintenance of natural and historic resources as well as the maintenance of roads, trails, building and museums. Any construction would be allotted to the new parks and in a sense there would be "no growth" in the existing parks.

PRIORITIES - PRESERVATION AND USE

As NPS reviews its operations and the services provided in the parks, and tries to determine how to establish priorities among all such programs, Director Gary Everhardt's statement in the March, 1975, Newsletter might be helpful.

Asked how he viewed the problem of balancing preservation and use, he said: "No doubt we will make a few mistakes, but I hope that if we are wrong it is because we came down a little too hard on the side of preservation."

LAW ENFORCEMENT

The posture, emphasis, and role of law enforcement in park operations is a matter, presently, of considerable controversy. It is probably more of an NPS concern than an area of public discussion.

Recent influencing factors have been the increased emphasis upon law enforcement and law enforcement training following the Yosemite troubles in 1970; an accompanying increase in crime in the parks; national policy and legislation governing Federal law enforcement activities which have resulted in Departmental regulations governing many elements of law enforcement activities within the Department, and a move to centralize law enforcement control at the Departmental level.

For the Park Service, the hard decisions deal with the questions which the above factors have raised:

Who, for example, is the law enforcement person in the park;

Shall all rangers be highly trained and equipped law enforcement officers; or

Shall some rangers handle the law enforcement while others handle visitor protection, resource management and other such duties;

Which gets to the point of whether a ranger shall continue to be a person, with an academic background in resource management, who is trained in law enforcement, or vice versa;

What is the scope of the role of the Park Police;

What attitude should law enforcement people convey to visitors, by actions and by equipment;

And perhaps the most emotional issue, how shall the law enforcement person be armed?

RANGERS - INTERPRETERS - TECHNICIANS - FOST

The pendulum seems to be swinging on this subject. The move to establish the technician program, I&RM, consolidate all interpreters and rangers in the ranger series, and associated developments, has provoked considerable discussion and opposition. Most recently a similar move which seemed to have the objective of converting all seasonal positions to technicians has stimulated a similar response.

Presently a number of offices are recommending different approaches or calling for a re-study of the entire area. Interpretation has several related recommendations pending.

A comprehensive look seems indicated, one which will tie together the purposes and requirements of the several park activities of interpretation and visitor services (and perhaps resource protection and law enforcement) with the administrative and personnel techniques required.

STATUS OF CARRYING CAPACITY

While this subject seems to receive the support of most people as an absolutely essential tool of planning and operations, a precise definition of what NPS means by the term carrying capacity does not seem to be available. And there are apparently some who have lost faith in the approach.

There also seems to be organizational confusion as to whether the science office, resource management or the planning office of DSC should have responsibility for developing the concept, or whether all should participate.

THE APPROPRIATENESS OF EXTERNAL PROGRAMS DURING A TIGHT BUDGET ERA

In a recommendation to the Secretary on April 18, 1973, the Advisory Board expressed its belief that a study should be made of the relative priorities of "internal" and "external" programs.

Attachment No. 17

United States Department of the Interior

NATIONAL PARK SERVICE
WASHINGTON, D.C. 20240

IN REPLY REFER TO:

April 18, 1973

Memorandum

To: Secretary of the Interior

From: Chairman, Advisory Board on National Parks, Historic Sites, Buildings and Monuments

Subject: Review of Priorities for External Programs

The Advisory Board on National Parks, Historic Sites, Buildings and Monuments, at its 68th meeting in Washington, D. C., April 16-18, has discussed the apparent dilution of National Park Service efforts in several fields which may be only tangentially related to its basic mission. Several staff presentations, including reports on environmental education publications, National Park Service-State area liaison and technical support for State park development suggest that the National Park Service is moving in several directions away from its original focus on areas within national park and monument boundaries. While each presentation indicated excellent staff work, and while we recognize that the basic thrusts of these tangential services are important, a question must be raised concerning the desirability of the policy of encouraging these and similar activities.

Given the budget limitations of all governmental agencies, it is recommended that a thorough review be made of National Park Service support and funding priorities as they relate to all program activities beyond park boundaries. Any such review must differentiate between programs central to the basic purposes of the Service or are required by legislation, versus those that perhaps while desirable must be re-examined in light of greater needs more central to National Park Service objectives.

Melvin M. Payne

THE ADMINISTRATION OF HISTORICAL PARKS

One of the biggest blockbusters which the Conservation Foundation dropped in its 1972 report, National Parks for the Future, was the recommendation that NPS return to its original mission - "the preservation and interpretation of natural landscapes and ecosystems" excluding from the System all others.

"We have no wish to choose sides between culture and environment, but the environmental preservation focus of the National Park System will surely lose clarity of purpose if the administering agency is handed an expanding, across-the-board mission in history, contemporary culture, and the arts."

Ground should be prepared "for the eventual establishment of a separate agency" to administer the historical and cultural parks.

It is often pointed out that Canada has separated its System into a natural park branch and an historic parks branch, which actually form two separate services - under single direction - with different personnel, policies, procedures and even uniforms.

The spirit of independence for historical parks has waxed and waned among historian types within NPS. Greater emphasis, better public image, and heavier funding support for the scenic parks have been consistent criticisms by historians, or Easterners.

The philosophical argument - that a single agency cannot really administer with the required sensitivity and experience both historic structures and wilderness - is being heard increasingly.

Perhaps this is due to the increasingly inadequate budgets, with less and less funding for historic preservation.

It is due in part, no doubt, to the often appointment of persons with ranger experience as superintendents of historical areas.

And there has been considerable criticism of the kind of preservation given historic structures within natural parks and landmarks.

But a major new factor has been added. With the several provisions of the Historic Preservation Act of 1966, which among other responsibilities brought NPS into the business of grants to the states, and the recent bill placing considerable responsibility for archeological salvage in Federal development projects with NPS, the Service now has substantial programs in historic preservation that in no way touch upon the management of parks.

The administration of these programs requires about 150 positions.

For a time, Secretary Morton seemed inclined to move these programs to the Departmental level, although that interest is no longer apparent. These external programs are not necessarily linked to the administration of historical parks.

While separatism is not being preached by NPS historian types, they are generally disappointed with the extent and emphasis of the historic preservation program.

THE YOSEMITE INSTITUTE: AN EXAMPLE OF THE ROLE AND CONTRIBUTION WHICH A NON-PROFIT EDUCATIONAL INSTITUTION can make to the operation of a national park.

Organized by an exceptional group of business, professional, academic and government leaders, its primary objective is to emphasize environmental understanding through educational projects.

The Institute conducts courses in environmental education for California school groups, by renting and using concessioner facilities in the non-travel seasons; offers special adult courses and seminars for park visitors; stimulates interchanges between science, industry, the educational community, labor and government; and assists the interpretive program of Yosemite.

There may be other activities which the Yosemite Institute could undertake for the Park Service, and the appropriateness of expanding the concept into other NPS areas should be considered.

In some ways, it suggests a logical extension of the cooperating association idea.