INFORMATION HANDBOOK
OF THE
NATIONAL PARK SERVICE

IN-SERVICE TRAINING SERIES
I invite your attention to this Information Handbook and urge you to become familiar with its contents. Its primary purpose is to acquaint all National Park Service employees with the general administration, organization, policies, and practices of this Service. It is no longer sufficient for each employee to be thoroughly familiar only with the area in which he is stationed. The tremendous increase in park travel in recent years has resulted in a public awareness of the broad scope of Service operations and has raised many questions in the public mind. If you are a Service employee who has some degree of contact with the public, you are the logical person to present accurate and adequate information to the public.

We have attempted to pose some questions which you may expect to receive from the visitors to all areas administered by the National Park Service. Other questions, which would scarcely ever occur to the area visitor, are included to offer you a comprehensive background of Service information.

Great effort has been made to provide concise and meaningful answers to the questions. They are not intended to be "canned" answers. I urge you to consult other Service reference sources and inquire of your supervisor to obtain additional information for a more adequate understanding of these materials.

Conrad F. Wirth
Director

Interior Duplicating Section - Washington 25, D. C.
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The Department of the Interior

The Department of the Interior was created by the Act of Congress of March 3, 1849, and is concerned principally with the management, conservation, and development of natural resources. These include the public lands and the federal range, water and power resources, oil, gas, and other mineral resources, certain forest resources, fish and wildlife, and the areas administered by the National Park Service. The jurisdiction of the Department extends over the continental United States, to islands in the Caribbean and the Pacific, and to Alaska.

In formulating and administering programs for the management, conservation, and development of natural resources, the Department has established the following objectives:

1. To prevent waste.
2. To encourage efficient use.
3. To provide for adequate development to meet the requirements of the national economy and national security.
4. To maintain production capacity for future generations.
5. To assure an equitable distribution of benefits.

The purposes of the various bureaus and other agencies of the Department are given below.

National Park Service: This Service is responsible for the development and management of the National Park System in accordance with the Act of August 25, 1916, which requires it to "conserve the scenery, and the natural and historic objects and the wild life" in the areas comprising the System, "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."

The Service is also responsible for managing the recreational use of certain areas under the primary jurisdiction of the Bureau of Reclamation; for cooperation with the Bureau and the Corps of Engineers in appraising the recreational values of their projects; for planning the recreational development of those areas managed by the Bureau of Reclamation; and for negotiating for permanent management, by other agencies, of such areas not considered of national significance.
The Historic Sites Act of 1935 designates the National Park Service as the Federal agency charged with the preservation and maintenance of historic and prehistoric sites, buildings, objects, and properties of national significance. The Park, Parkway, and Recreation Area Study Act of 1936 places on this Service the responsibility of developing plans, in cooperation with the States, for public park, parkway, and recreation areas and systems.

Fish and Wildlife Service: The Service was formed by consolidation of the Bureau of Fisheries and the Biological Survey in 1940. The Service was established primarily for fisheries and wildlife research purposes, but is best known for its efforts in the fields of management of interstate and international migratory fish and wildlife in North America and its adjoining waters, and management of an extensive system of wildlife refuges. It is charged with carrying out the provisions of laws designed to increase the stocks of fish and wildlife, with disseminating knowledge and extending the use of these living resources, and with the enforcement of protective laws relating to fish and game and the commercial fisheries of Alaska.

Bureau of Land Management: The Bureau's primary purpose is one of administration, selective disposal, conservation and management of Federal public lands. Under its jurisdiction are some 180 million acres of public domain in the United States and 290 million acres in Alaska. In addition, it is responsible for leasing of minerals on approximately 700 million acres of Federally-owned lands and on about 50 million acres of privately-owned lands on which the United States Government has mineral rights. Some of the special activities of the Bureau are cadastral surveying, range management, forestry, enforcement of laws relating to mining and homesteading, and maintaining public land records.

Bureau of Mines: The major purpose of the Bureau is the conservation of mineral resources. It conducts technical research in the mining, preparation, and utilization of minerals. It assists the minerals industries through consultation, dissemination of technical data and statistics, and development of new techniques. It has been instrumental in promoting a high level of safety and healthful working conditions in the mineral industries.

Bureau of Reclamation: The primary purpose of the Bureau is to promote the development of agricultural and industrial economies of the West through the utilization of land and water resources. A chief objective of the Bureau is to transform arid or submarginal lands into permanently productive farmland by means of irrigation. Incidental to but in conjunction with water storage and water diversion projects, the Bureau provides facilities for the generation of hydroelectric power, flood control, improvement of navigation, silt control, stream regulation, municipal water supplies, and the creation of recreational facilities and wildlife refuges.
Geological Survey: The Geological Survey is primarily a research and fact-finding agency which collects, distributes, and makes available information about the mineral, land, and water resources of the Nation. It conducts research in geology and related fields; prepares and distributes topographic maps; investigates the quantity, distribution, chemical quality, sediment content, availability, and utilization of the surface and underground water supplies of the United States; and supervises the technical mineral operations on leased public, Indian, and certain acquired lands, and on the naval petroleum reserves.

Bureau of Indian Affairs: The Bureau has two major responsibilities in its work with Indians and the natives of Alaska: (1) to act as trustee for Indian lands and money held in trust by the United States and to assist the owners in making the most effective use of their lands and other resources, and (2) to provide public services—such as education, public health work, and welfare aid—where these services are not available to Indians from other agencies. The ultimate goal of the Bureau is to abolish the need for its own existence. This involves: (1) guidance and assistance for those Indians who wish to leave their ancestral homes and enter normal channels of American economic and social life, and (2) collaboration with the Indian people (both tribally and individually) in the development of programs leading toward full-fledged Indian responsibility for the management of their own property and affairs as well as the gradual transfer of public service responsibilities from the Bureau of Indian Affairs to the agencies which normally provide these services to non-Indian citizens.

Office of Territories: Established in 1950, this Office promotes the economic, political, and social development of the territories of the United States, of areas held under trusteeship, and of independent areas under the jurisdiction of the United States. It guides and coordinates operating programs in individual territories; provides advice and information to the Department, other Government agencies, the Congress, and the public on conditions and needs in the territories; and participates in foreign policy matters affecting the territories of the United States.

Bonneville Power Administration, Southwestern Power Administration, and Southeastern Power Administration: These agencies are responsible for wholesaling the power provided by Federal power projects in the Northwest, the Southwest, and the Southeast respectively.

In addition to the foregoing bureaus, certain organizations may be set up within the Department to carry out such additional responsibilities as may be delegated by the Congress or the President during periods of national
emergency. These organizations are sometimes established to coordinate defense activities pertaining to natural resource exploration and utilization and may be abolished when such need is no longer apparent.

**Other Federal Conservation Agencies**

Certain other Federal agencies play an important role in the conservation of natural resources and are under the administrative jurisdiction of other Departments. A brief explanation of the functions of representative agencies of this nature is offered as follows:

**Forest Service, Department of Agriculture:** The Forest Service is principally interested in the protection and utilization of the natural resources of the national forests. Such resources as timber, water, and forage, are managed to provide a sustained production for future consumption. This agency also carries on extensive research with respect to wood utilization and preservation. Recreation in the form of camping activities, winter sports, hunting and fishing is becoming increasingly important in these areas and is encouraged as long as it is compatible with the primary economic use of the areas. (For further information on the national forests see Question No. 21 on page 11.)

**Soil Conservation Service, Department of Agriculture:** The basic purpose of the Soil Conservation Service is to aid in bringing about physical adjustments in land uses and treatments, and in the use of water, to better human welfare, conserve natural resources, establish a permanent and balanced agriculture, and reduce the hazards of floods and sedimentation. This purpose is served by the development of a well-rounded coordinated program of soil and water conservation and land use.
II. National Park Service

A. Organization and Administration

1. How and when did the "national park idea" originate?

Although the Federal Government set aside certain land areas for public park use as early as 1790, none of them contained the concept of a national park. Members of the Folsom-Cook expedition to the Yellowstone country in 1869 and the Washburn-Langford-Doane party to the same area in 1870 offered the earliest recommendations for a national park. Cornelius Hedges, prominent Montana lawyer, made a concrete proposal to this effect to the other members of the Washburn-Doane party when they were assembled around a campfire in Yellowstone on the night of September 19, 1870. This historic event is generally considered to be the beginning of the "national park idea" as we know it today, since agreement with Mr. Hedges' suggestion resulted in the launching of active effort to accomplish it. In 1872, by an Act of Congress, Yellowstone was established as the first national park.

2. When was the National Park Service established?

Authorized by Act of Congress and approved by President Woodrow Wilson on August 25, 1916, the actual establishment took place in the spring of 1917 when the first appropriation became available. Prior to this, a number of national parks, monuments, and military parks had been created and were administered by the Department of the Interior, Department of Agriculture, and the War Department. Some of the monuments and all of the military areas remained outside of the National Park System until 1933 when they were placed under the jurisdiction of the National Park Service.

3. Do foreign countries have national parks such as ours?

Many foreign countries have adopted the national park idea. Some have merely proclaimed an area as a national park without setting up protective and interpretive programs; while others have organizations and programs similar to those of this Service. Some of the countries which have established national parks are:

Argentina
Australia
Belgian Congo
Bolivia
Brazil
Canada
Ecuador
Great Britain
Finland
France
Germany

Italy
Japan
Kenya Colony
Malaya
Mexico
New Zealand
Republic of the Philippines
Sweden
Switzerland
Union of South Africa
Venezuela
4. Under what authority does the Secretary of the Interior make rules and regulations governing areas administered by the National Park Service?

By authority granted through Acts of Congress. The basic authority is found in the Act of August 25, 1916, which established the National Park Service. Additional authority is granted within the many Acts passed by Congress which relate to individual areas.

5. What is the attitude of the National Park Service with respect to rules and regulations?

It is the intent of the Service to keep restrictions upon users of the areas to a minimum. Such regulations as it has recommended or may recommend for approval by the Secretary are designed (1) to enable it to carry out the requirements of laws relating to the areas, and (2) to protect users of the areas. Each regulation has a reason. If the reason can be shown not to be valid, or the regulation itself needlessly burdensome or restrictive, the Service will recommend such change as may be needed.

6. What is National Park Service policy and who makes it?

Service policy consists of a body of principles which define and govern the administration, protection, development, interpretation, and use of Service areas, and thereby provides uniform guidance for Service employees. In some cases, policies are established by specific acts of Congress; in others, by decisions of the Secretary of the Interior or the Director of the National Park Service who sometimes must interpret the general intent of an act of Congress. Such policy-making interpretations are based upon prudent judgment and previous experience, and reflect the thinking of professionally competent staffs as well as experts in related conservation fields.

7. What is the National Park System?

It embraces those areas in which: (1) the land title is vested in the Federal Government; (2) primary jurisdiction is exercised by the National Park Service; and (3) the Service is the sole administrative agency.

(For information on areas administered by the National Park Service, but not a part of the System, see Questions 13, 24, and 25.)
8. What is the justification for including an area in the National Park System?

To be considered for inclusion in the System, an area should possess qualities which are of national significance. It is these qualities which are first sought when an area is proposed for inclusion in the System. Other factors, such as incompatible uses, landownership, agreement with other federal agencies affected, and adequacy of boundaries may be important in determining whether or not establishment is to be recommended. Means and methods are sought to provide protection for areas lacking the element of national significance but having importance and value in a regional, State, or local scheme of parks and recreation.

The Service may seek the advice of the Advisory Board on National Parks, Historic Sites, Buildings and Monuments in determining the significance and suitability of a proposed area.

9. What is the Advisory Board on National Parks, Historic Sites, Buildings and Monuments?

Established by the Act of August 21, 1935, the Advisory Board consists of eleven private citizens, appointed by the Secretary of the Interior, who are competent in the fields of history, archeology, architecture, conservation, natural history, and recreation. Board members serve without compensation, and usually meet at least twice each year. The Board recommends policies to the Secretary pertaining to the selection and acquisition of areas; to their preservation, maintenance, and administration; to the development of programs of research, education, and recreation; and to the relations of the Service with the general public, with other Federal agencies, and with State and local governments.

10. What types of areas are included in the National Park System?


11. Why is there such a wide variety of designations in area classification?

In some cases, the Congressional act which created an area provided a specific designation for it. Some of these were quite different from the designations originally proposed by the Service. In other instances, names
of areas were inherited upon their transfer from another Federal agency, and the Service had no alternative but to accept the designations which had been formerly established.

Today, many classifications appear to have considerable similarity. For example, national historical parks, national military parks, national battlefield parks, and national historic sites are similar in purpose and are not easily distinguishable in character from those national monuments that protect historic objects.

The Service has recognized for some time the desirability of fewer and more general descriptive designations, and is attempting to obtain legislation which will provide for a consolidation and simplification of its area classification system.

12. In what ways do park areas differ from each other?

Many areas administered by the Service contain features which are generally similar to those in other areas, but all areas were created to conserve and make available some special outstanding feature or series of features.

For example, many of the monuments of the Southwest were created to preserve prehistoric ruins and, in almost all cases, evidence of differences in aboriginal culture or architectural influence is found in each. The caves and caverns represented in some park and monument areas are different in that unique and dissimilar geological formations are found in each. Although many historical areas of the System represent the Civil War period, each portrays a different phase or a significant field of action of the period of conflict. Each natural scenic area presents some special geologic or other natural scenic feature which sets it apart from the others.

13. How many areas are administered by the National Park Service, and what is the total acreage?

As of January 1, 1954, there were 180 areas containing 24,408,382 acres within exterior boundaries, which is eight-tenths of one percent of the area of the United States. Included in this acreage are 521,738 acres of private land.

Of the 180 areas administered by the National Park Service, 175 are considered to be a part of the National Park System. The remaining five are administered under cooperative agreement with other agencies which retain primary jurisdiction of the areas. (For further information refer to Questions 24 and 25.)
14. What does the National Park Service plan to do with respect to the private lands within established areas?

It is the policy of the Service to acquire these private lands to prevent modification or destruction of natural or historic features; to prevent undesirable business establishments from being erected; and to provide for better development, administration, protection and interpretation of the entire area. In some cases, the Service exercises whole or partial jurisdiction over the private inholdings; in other cases it does not. The high value of many of the inholdings and the limited funds appropriated for this purpose prevent the rapid acquisition of these lands. However, year by year some progress is made through purchase, donation, and exchange.

15. Are areas being added to and deleted from the National Park System?

Yes. A large number of new areas are proposed for addition to the System each year. Most of them do not qualify as being of national significance; and only a limited number of areas have been added through the years.

Occasionally, after establishment, additional research and investigation may prove an area to be substandard and lacking in qualities of national significance. In these instances, such areas may be abolished or transferred to other conservation agencies. This course has been followed in several instances.

16. How are national parks established?

Only by specific Acts of Congress.

17. How are national monuments established?

By specific Acts of Congress or by Presidential proclamation. The latter procedure was authorized by the Act for the Preservation of American Antiquities, approved on August 8, 1906. That Act is commonly known as the Antiquities Act.

18. What provisions are contained in the Antiquities Act, and in what way is the National Park Service concerned with its enforcement?

In addition to authorizing the establishment of national monuments by Presidential proclamation, the Act safeguards historic and prehistoric materials and ruins on lands owned by the United States. Until the passage of the Act, prehistoric ruins had been extensively "pot hunted"; priceless objects of antiquity had been lost to the people of the United States; and the means of obtaining knowledge of many prehistoric peoples had been
destroyed. The Act also provides for orderly and skilled exploration and excavation of objects of antiquity and their deposit in recognized public institutions.

The Secretary of the Interior has assigned to a Service archeologist, headquartered in the Southwest Regional Office, Santa Fe, New Mexico, the responsibility for clearing all requests for permits to conduct archeological excavations and to remove materials in the manner prescribed in the Antiquities Act, and for reporting instances of violation thereof, involving lands administered by any agency of the Department of the Interior. Prosecution for such violations is handled by the Department of Justice.

19. What qualifies an area for national monument status?

The provisions of the Antiquities Act provide that an area may be proclaimed a national monument if it contains historic, prehistoric or scientific features and if the land is owned or controlled by the United States. In view of the criteria established with respect to other Service areas, the element of national significance has become meaningful in considering such areas for inclusion in the System, although the Act makes no mention of this element.

20. What is the difference between a national park and a national monument?

Generally speaking, national monuments are set aside to conserve an outstanding historical or scientific feature, while national parks are set aside to conserve an assemblage of outstanding features which taken together constitute superlative scenery. As a rule, national monuments are smaller in size than national parks. The 28 national parks have an average size of 454,000 acres; the 85 national monuments have an average size of 107,000 acres. If the three largest national monuments (Katmai, Glacier Bay and Death Valley) are not counted, the remaining 82 national monuments have an average size of only 29,480 acres.

National monuments may be established by Executive Proclamation or by Act of Congress, while national parks may be established only by Act of Congress.

There are a good many exceptions to these generalizations, however. Certain national monuments contain an assemblage of features, including superlative scenery, and are larger in size than most national parks. Some of these national monuments may some day become national parks, as others have in the past. At present, the distinction between national monuments and national parks is not entirely clear-cut.
21. What is the difference between national parks and national forests?

The principal distinction is that they are established under different concepts of land use and, therefore, are administered to attain different objectives. Each has its distinct place in the Federal Government’s conservation program. Neither can, or is intended to, serve the full purpose of the other or by itself fill the increasing Nation-wide need for outdoor recreation.

As a rule, national parks are spacious land areas essentially of primitive or wilderness character which contain scenery and natural wonders so outstanding in quality that their preservation intact for the benefit, enjoyment and inspiration of the people is a national concern. They are segments of original America—remnants of the native scene where forests continue to evolve normally, where animal life remains in harmonious relationship to its environment, and where nature and its processes may now and forever continue to be seen, studied, and enjoyed in their original design. Only such developments are permitted in national parks as are necessary for the protection, interpretation, and administration of the areas, or required for the comfort and convenience of those who visit the parks.

National forests, administered by the Forest Service, Department of Agriculture, are established and managed for the protection, development and use of timber, water, range, mineral, and other resources in the public interest. All these resources are handled under a coordinated plan of management known as "multiple-use" for the sustained production of a variety of products and services. Among the collateral or secondary uses of the forests are recreation and the recreational opportunities developed in them for public use and enjoyment. But here proper management requires any modification of nature necessary to permit the harvest of timber and the use of other forest resources and products. This may involve modification, relocation or elimination of recreational areas and uses.

For these reasons the American people, through their Congress, long ago determined that there shall be both national parks and national forests.

22. What are the National Capital Parks?

They are the Federal parks, parkways, historic sites, monuments and memorials located in or near Washington, D.C., which are designed to enhance the attractiveness and promote public appreciation of the Nation’s Capital. Although containing more than 750 individual areas, they comprise a single unit of the National Park System.
23. What is a national parkway?

It is an elongated park traversed by a road designed for pleasure travel. A parkway may perpetuate a historic travel route or provide a pleasurable travel route to, or through, scenes of natural beauty or historic interest. The historical theme of a parkway is sometimes presented through preservation or restoration of typical structures and scenes which may include domestic pasturing of livestock and native agricultural production. Access from adjacent highways is limited and commercial vehicles are excluded. National parkways can be established only by Acts of Congress.

24. What is meant by "areas administered under cooperative agreement?"

Certain national recreation areas, such as Lake Mead, and one national historic site (San Juan), which are not a part of the National Park System, are administered by this Service under cooperative agreements. Although primary jurisdiction is held by other Federal agencies, the Service administers, protects, and maintains the areas.

In addition, other national historic sites, such as Jamestown Island and San Jose Mission, not a part of the System, are owned and administered by State, Church, or private organizations. Cooperative agreements provide for the protection and preservation of the area by the owners, and for consultation and other assistance on the part of the Service.

25. What are national recreation areas and how do they differ from areas in the National Park System?

National recreation areas are Federal reservations established primarily to conserve and develop for public enjoyment recreational resources considered to be of national significance. Lake Mead is an example of one of the land and water areas administered by the Service through a cooperative agreement with the Bureau of Reclamation, with the Bureau retaining primary jurisdiction over the area. The function of the Service in these areas is to plan, develop, and manage recreation facilities.

Outstanding scenic, historic, prehistoric, and scientific exhibits in these areas are carefully safeguarded. However, certain uses not generally permitted in areas of the System, such as hunting, grazing, mining, and leasing of home sites, may be authorized in national recreation areas.
26. How does the Cape Hatteras National Seashore Recreation Area fit into this National Recreation Area definition?

It does not; it is unique among areas administered by the National Park Service or proposed for such administration. Originally designated by Congress simply as a National Seashore (a new category), the designation was changed by the Congress to National Seashore Recreation Area, presumably because of certain exceptional conditions which will govern its administration. It will embrace the Pea Island National Wildlife Refuge on which the Fish and Wildlife Service will continue to exercise wildlife management, with which recreational use will not be permitted to interfere. Hunting is to continue to be permitted on Ocracoke Island and on not more than 2,000 additional acres of the area. The Service will exercise primary jurisdiction on all parts of it, except the Pea Island refuge.

27. What Federal agencies assist the National Park Service in carrying on its programs?

The Federal Government has adopted a broad policy aimed at eliminating duplication of effort within its agencies. In conformity with this policy, the Service has entered into cooperative agreements through which it assists other Federal agencies and, in turn, receives advice from them. It was one of the earliest agencies to adopt this practice.

Following is a partial list of agencies which render specific technical services to this organization and the fields in which they extend cooperation:

- U. S. Public Health Service: Public Health and sanitation
- U. S. Forest Service: Tree disease and insect control
- Bureau of Public Roads: Contracting for and supervision of road construction
- Fish and Wildlife Service: Restocking of streams and lakes; wildlife investigations
- Bureau of Land Management: Land exchange problems; grazing matters
- Coast and Geodetic Survey: Geodetic and hydrographic surveys
- Geological Survey: Surveys and mapping
- Weather Bureau: Cooperative weather reporting; local fire-weather forecasts
- Smithsonian Institution: Archeological and other research
- Library of Congress and The National Archives: Historical and other research

In addition, this Service has entered into cooperative agreements with the Forest Service, Bureau of Indian Affairs, various State fire control...
organizations, State highway departments, State fish and game agencies, and other State and County organizations.

Under the provisions of the Historic Sites Act of 1935, the Department of the Interior is a party to cooperative agreements with various public and private agencies with respect to those areas, designated as national historic sites, which are not in Federal ownership.

28. Does the National Park Service assist other Federal agencies in recreation planning?

Yes. The Service, acting under the authority of the Park, Parkway and Recreational-Area Study Act of June 23, 1936, and when requested to do so, or instructed to do so by Congress assists other Federal agencies, such as the Bureau of Reclamation and the Corps of Engineers, in planning, developing, and maintaining recreation areas on lands under their jurisdiction.

29. What is the relationship between the National Park Service and State park agencies?

The States operate their own park systems completely independent of any Federal control. However, the Service, when requested, assists the States and their administrative or political subdivisions, through appropriate agencies, in the study and planning of their park and recreational areas.

30. Who have served as Directors of the National Park Service and what are their periods of service?

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<thead>
<tr>
<th>Name</th>
<th>Period</th>
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<tbody>
<tr>
<td>Stephen T. Rather</td>
<td>April 19, 1917 to January 8, 1929</td>
</tr>
<tr>
<td>Horace M. Albright</td>
<td>January 12, 1929 to August 9, 1933</td>
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<td>Arno B. Cammerer</td>
<td>August 10, 1933 to August 9, 1940</td>
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<tr>
<td>Newton B. Drury</td>
<td>August 20, 1940 to March 31, 1951</td>
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<tr>
<td>Arthur E. Demaray</td>
<td>April 1, 1951 to December 8, 1951</td>
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<tr>
<td>Conrad L. Wirth</td>
<td>December 9, 1951</td>
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</tbody>
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31. What is the function of the Washington Office of the National Park Service?

The Washington Office formulates standards and sets policies for the protection, conservation, operation, interpretation, and use of areas administered by the Service. It gives leadership and guidance in matters of public use, public service, protection of the public, interpretive services in natural sciences, history and archeology, informational literature, and publications. It controls programs of development and sets standards for landscape, architectural, engineering planning and maintenance; supervises and coordinates all personnel and fiscal activities of the Service; prepares and defends the Service's annual budget; and is responsible for the investigation of areas proposed for inclusion in the National Park System. The Service exercises nation-wide leadership in park conservation matters and serves as the principal Federal park conservation agency for advisory service to State, county and municipal authorities and citizen organizations.

32. What are the functions of the Eastern and Western Offices of the Design and Construction Division?

The Design and Construction Division maintains Eastern and Western Offices located in Philadelphia, Pa., and San Francisco, Calif. These two offices contain the bulk of the engineering, architectural, and landscape architectural personnel of the Service. Each provides technical and professional services to three Regional Offices and the field areas within their jurisdictions. These services include the conduct of surveys; the preparation of plans, specifications, and estimates; and the supervision of construction of all physical facilities in areas administered by the Service. The personnel of these two offices collaborate with the Bureau of Public Roads with respect to major road and parkway projects, with the U. S. Public Health Service with respect to sanitation facilities and with concessioners in location and design of public accommodations.

33. When and why was the National Park Service regionalized?

The Service was organized into four geographic regions on August 1, 1937, in order to decentralize the work of the Service. Prior to this date, the Director had administered the areas directly through the superintendents. An increase in the number of areas in the System, an increase in planning and development work in the mid 1930's, and other factors, necessitated the establishment of regional offices for more efficient administration. In December 1953, as a result of a further reorganization designed to effect more efficient administration, the Secretary of the Interior authorized the creation of six instead of four regions.
34. What are the names of the six authorized regions and where are the regional offices located?

<table>
<thead>
<tr>
<th>Region</th>
<th>Office Location</th>
</tr>
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<tbody>
<tr>
<td>Northeast Region</td>
<td>Philadelphia, Pennsylvania</td>
</tr>
<tr>
<td>Southeast Region</td>
<td>Richmond, Virginia</td>
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<tr>
<td>Central Region</td>
<td>St. Louis, Missouri</td>
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<td>Rocky Mountain Region</td>
<td>Omaha, Nebraska</td>
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<tr>
<td>Southwest Region</td>
<td>Santa Fe, New Mexico</td>
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<tr>
<td>Pacific Coast Region</td>
<td>San Francisco, California</td>
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</tbody>
</table>

35. What is the function of a regional office?

Each Regional Office consists of a Regional Director and a staff of professional and administrative employees. The regional director serves as the representative of the Director concerning matters within the region, and is responsible for seeing that the policies of the Department of the Interior and the Service are understood and uniformly applied in the individual activities under his jurisdiction. The staff renders advice and assistance to the superintendents within the region.
What are the functions of a typical field organization?

The field area organization logically falls into administration, protection, interpretation, and construction and maintenance divisions. All field areas of the Service are organized and operated in the same general manner. Differences in internal organization, where they exist, are due almost entirely to variations in the size of the organization and the characteristics of the area. Although specific responsibilities are normally the function of one operating division, all employees are concerned with area and visitor protection and with interpreting the area and its features to the public when they have the opportunity to do so.

The Superintendent is in direct charge of an area and is responsible for maintaining the policies and rules and regulations of the Service. He also has general supervision and responsibility for all planning, development and management of the area; is responsible for concessioner service and compliance with the provisions of their contracts; and is responsible for cooperative relationships with numerous outside public agencies and organizations. The maintenance of satisfactory public relations is also an important responsibility.

THE DIVISION OF ADMINISTRATION is responsible for all work relating to accounting, budget estimates, procurement, warehousing and mess operations, property accounting, payrolling and maintaining the general files. This division may consist of the Administrative Officer or Chief Clerk, fiscal personnel, property and procurement clerk(s), plus such other permanent and seasonal personnel as may be needed in these operations.

THE DIVISION OF PROTECTION is responsible for the protection and conservation of the entire park area; protection of the visitor population; protection of forests and wildlife; traffic control and law enforcement; sale of entrance permits; special investigations; accident prevention; and the furnishing of general area and directional information. This division may consist of the Chief Ranger, Assistant Chief Ranger(s), District Ranger(s), Park Ranger(s), Park Warden(s), Seasonal Park Ranger(s), and Seasonal Fire Control Aid(s).

THE DIVISION OF INTERPRETATION plans and conducts interpretive programs of illustrated talks and guided trips; conducts research on biological, geological, prehistoric and historical features to implement interpretation and protection; operates museums and other educational facilities; and prepares popular and scientific literature on area features. This division may consist of the Park Naturalist(s), Park Historian(s), Park Archeologist(s), Seasonal Ranger Naturalist(s), Ranger Historian(s), and Ranger Archeologist(s), and such other permanent and seasonal personnel as may be needed to assist in these operations.
THE DIVISION OF CONSTRUCTION AND MAINTENANCE supervises all construction and maintenance activities, which involve: (1) preparation of working plans, specifications and estimates for physical improvement of the area; (2) installation and maintenance of all utilities and mechanical equipment; (3) preparation of project construction programs; (4) having direct charge of construction projects; and (5) maintenance of the entire highway system. This division may consist of the Park Engineer or Supervisor of Construction and Maintenance, and various technical personnel under him, such as mechanics, plumbers, carpenters, electricians, equipment operators, painters, truck drivers, foreman and laborers.

37. What is the function of a United States Park Commissioner?

The United States Park Commissioner is a representative of the Department of Justice. He is specifically appointed by the United States Attorney to serve as a resident commissioner within some of the larger park areas. He has trial authority for petty offenses which violate Federal laws and National Park Service rules and regulations. He may issue warrants in connection with criminal offenses and may conduct preliminary hearings in the case of felonies to determine the presence of evidence necessary to bind the case over to the jurisdiction of the U. S. District Court for trial.

Some of the U. S. Commissioners residing outside of park areas have been granted specific trial authority for Federal petty offenses and violations of Service rules and regulations, while others merely have the authority to conduct preliminary hearings.

38. How does the National Park Service obtain funds to administer areas?

Funds are requested through approved budgetary procedures and are appropriated annually by Acts of the Congress. Operating funds are appropriated for the fiscal year, July 1 through June 30, and revert to the Treasury if they are not expended or obligated during the year for which they are appropriated. Funds granted for capital improvements, water rights, or the purchase of land normally are available until expended.
39. What is the attitude of the National Park Service regarding donation of property or funds to further its objectives?

The Service encourages, and has greatly benefited from, such donations. In 1920, Congress authorized the Secretary of the Interior to accept donations of land or money "for the purposes of the national park and monument system." Further recognition of the fact that the National Park System is a proper object for benefactions is found in the Act of July 10, 1935, which established the National Park Trust Fund Board, with authority to accept donations of personal property. "for the benefit of, or in connection with, the National Park Service, its activities, or its service." The Fifth Essence, a book produced with funds specially donated for the purpose, describes some of the activities of the Service which could be enlarged or made more effective through donations to the National Park Trust Fund.

40. How many people are employed in the National Park Service?

Approximately 3,600 men and women are employed for the full calendar year. During the peak of the travel season an additional 3,000 persons are employed in a seasonal capacity.
III. National Park Service Policies and Practices

A. Concessions

41. Who operates the concessions in areas of the National Park System?

For the accommodation and convenience of the public, certain essential services are provided by private companies and individuals, under concession contracts or permits with the Department of the Interior. Such concession contracts and permits require the payment to the Government of specified fees for the privilege granted. They likewise provide for the maintenance of certain standards of service and vest in the National Park Service responsibility for approval of rates.

42. Under what circumstances are concessions encouraged to operate within areas of the National Park System?

They are permitted in areas where facilities are necessary for visitor comfort and enjoyment. They are encouraged only where such facilities do not exist or cannot be developed sufficiently near the areas to meet the public need adequately and are limited to actual need.

43. Why doesn't the Federal Government operate the concessions in national park areas?

Private business enterprise is considered to be better equipped, more experienced, and more flexible to furnish accommodations and services on an efficient and economical basis. Therefore, the Secretary of the Interior is authorized to grant leases, contracts, and permits with responsible persons, firms, or corporations to provide public accommodations.

44. Why isn't there more concession competition in areas of the National Park Service?

The present system, in which competition is limited, is justified on a number of bases. Lodging, meals, and a variety of other services and commodities must be furnished to meet the demands and desires of visitors. An arrangement under which a single concessioner, amply financed, provides all services for a given park area or for a certain portion of an area, gives greater assurance that visitors' needs will be met. This would not be possible if competition were unrestricted and each concessioner provided only such facilities and services as he wished to provide, and only when he wanted to provide them. When a concessioner is protected against competition
he may be, and frequently is, required to provide certain unprofitable services as long as he realizes a reasonable profit on the overall operation.

45. How are concession franchise fees fixed?

In general, they consist of a flat charge for ground rental, plus an additional fee based on a percentage of gross revenue. In some of the older contract fees are based on a percentage of net profit.

46. Are park area concessions generally profitable?

The widespread belief that a park concession is a "gold mine" is not borne out by the facts. A few are reasonably profitable; most of them return only moderate profits; and some have proved consistently unprofitable.

47. On what basis are concession rates established?

Prices and rates charged by concessioner, with the approval of the Service, are based primarily on those charged for comparable service in nearby or adjacent communities. The higher prices charged in some park areas are usually justified because of costs and difficulties of recruiting personnel, shorter operating seasons, longer transportation distances, and higher building costs. Other reasons are the difficulty of obtaining loans and the risk involved in park enterprises.

48. Are concession rates approved by the Government?

Yes. The prices and rates which a concessioner may charge for products and services must be approved by the National Park Service.

49. Are concession facilities being improved and expanded?

Yes. In areas where a sustained demand is apparent, the Service request the concessioners to make improvements and expansions in the interest of more effective public service.
Who constructs the buildings and facilities for concession operations?

In general, concession buildings are constructed and owned by the concessioner. If new buildings are to be erected, plans must be approved by the Service. After receiving approved plans, the concessioner may contract for the actual construction.

The Service, as a rule, provides utilities and facilities, such as water, sewer, and road systems, which are necessary for the concession operation. Maintenance on concession buildings is performed by the concessioner, while the Service maintains the utilities and facilities.

In the case of National Park Concessions, Incorporated, a nonprofit distributing corporation operating in a limited number of areas in the System, most of the buildings are the property of the Government, although a few have been constructed by and remain the property of the corporation. This would become Government property should the corporation be discontinued.

III. National Park Service Policies and Practices

B. Fees

51. Why are fees charged in areas of the National Park System?

Automobile, house trailer, motorcycle, guide, admission, and other miscellaneous fees are charged in accordance with policies established by Congress, which require that certain benefits, services, and privileges be made at least partially self-sustaining by collecting such fees and charges as may be fair and equitable.

52. Why do the amounts of vehicle fees vary between areas?

The amounts of the vehicle fees charged at the various areas are based principally on the extent of the service and facilities available to visitors, and the extent and variety of attractions offered. These include information, protection and interpretive services, campground facilities (wood, water, sanitation, etc.), road mileage, and other public use facilities.

53. Why are vehicles admitted free in some areas?

Vehicle fees are not collected in some areas of the System for one or more of the following reasons: (1) the cost of collecting the fee would exceed the revenue; (2) the area is inadequately staffed for this purpose;
(3) the area has not yet been developed sufficiently to justify the collection of a fee; (4) the park highway is also a primary State highway with continuing restrictions; or (5) another type of fee (such as a guide fee at Carlsbad Caverns) has been found to be preferable.

54. Does the revenue from fees equal the cost of operating the areas of the National Park System?

No. It is not the intention of Congress that revenues should equal the entire cost of operation and maintenance, but that fees charged should be fair and equitable. Actually, the gross revenues of all areas of the System do equal 20% to 25% of the annual appropriation for management, protection, maintenance and rehabilitation.

55. What disposition is made of the fees collected at areas of the National Park Service?

The Act of June 12, 1917, requires that all park revenues be deposited into the Treasury of the United States as revenues. The fees collected are not available for operating and maintaining the areas. They do however, offset a portion of the funds appropriated for those purposes, thus reducing the cost to the general taxpayer.

Two legal exceptions have been made to the Act of June 12, 1917, for the National Park Service. Yellowstone National Park is authorized to withhold revenues to cover the cost of operating the school at Park headquarters, and revenues from Grand Teton are used to reimburse Teton County, Wyoming, for tax losses on lands transferred to the Federal Government which were formerly in private ownership.
III. National Park Service Policies and Practices

C. Forestry

56. What is the forest policy of the National Park Service?

The term 'forest' may be expanded to include all native vegetation since the same policy applies.

The policy is to conserve or develop the primitive and natural character of native vegetation. Intensive fire control, prevention of losses from epidemic forest insects or tree diseases, restriction of grazing or browsing damage, elimination of non-native plants, and limitation of damage by human activities, are essential to attain this objective.

In areas of historic significance, the vegetation may be maintained in a condition similar to that prevailing at the time of the event being commemorated.

57. What is the fire control policy of the National Park Service?

To reduce the number of man-caused fires to the smallest attainable minimum, and to combat any fire which occurs, regardless of size, origin, or location. Fire suppression takes precedence over all other activities except the saving or safeguarding of human life.

58. What are the principal causes of forest fires in areas of the National Park System?

Man's carelessness causes twice as many fires as originate from natural causes in park areas. Lightning causes few fires in the East because deciduous vegetation is usually green and moist when lightning storms occur, but in the West lightning and man-caused fires are about equal in number.

Careless smoking, incendiaryism, and debris-burning by people living or working in or near Eastern park areas, and smoker and camper fires in the West are the main causes, and need prevention activity.

59. Why doesn't the National Park Service harvest forest products in the same manner as the Forest Service or private lumbermen?

The unique recreational and inspirational values of park forests lie in their natural and primitive character. These values are increasing in scientific, social and economic importance as commercial harvesting elsewhere reduces the area remaining in undisturbed forest. Less than 1% of the Nation's total forest is in areas of the National Park System. The Forest Service and most land owners, on the other hand, must regard their forests as a renewable resource to be harvested.
60. **Does the National Park Service conduct forest products salvage operations?**

Yes. When removal can be accomplished without impairment of natural values, forest products are salvaged from fire hazard reduction, insect or tree disease control, clearings for rights-of-ways, vista openings, hazardous tree removal, and such trees as may be removed in historic scene restoration. Salvaged products thus obtained are used for fuel wood or construction within Service areas, or sold to the highest bidder.

61. **Is the grazing of livestock permitted in areas of the National Park System?**

Yes. However, the policy is gradually to reduce and eventually to eliminate all livestock grazing within park areas, except where it helps to maintain open areas of historic significance. Most of the grazing is limited to permittees who had rights prior to the time the areas were placed under the jurisdiction of the National Park Service. The reasons for eliminating grazing are preservation of native flora, the range of native wildlife, and the natural scene in general, in accordance with the fundamental concept of the National Park Service.

62. **What are the policies of the National Park Service regarding injurious insects and tree diseases?**

The policy is to prevent the introduction of non-native injurious insects and plant diseases, and to effect and maintain, so far as practical, efficient control and protection against epidemics of native injurious insects and plant diseases.

**III. National Park Service Policies and Practices**

**D. Interpretation**

63. **What is the purpose of interpretation in the National Park Service?**

The interpretive program is designed to increase visitor understanding, appreciation, and enjoyment of the scientific, scenic, natural, historic, and prehistoric features of an area. Understanding of what he sees enables the visitor to derive greater enjoyment, tends to create in him a respect for and appreciation of the principles of conservation, and enlists his interest and cooperation in area preservation and protection.
61. How are the interpretive services presented in areas of the National Park System?

By means of illustrated and informal talks, conducted field trips or tours, self-guiding facilities such as nature and historical tours, road and trailside markers and exhibits, museums, libraries, publications, study collections, fact files, visual aids, and other media. The extent of the interpretive program in each area varies with the character of the area, the amount of public visitation, and the number of interpretive personnel who can be assigned to it.

65. Why are visitors not permitted to remove or disturb natural or historic objects?

The fundamental objectives of the Service are the conservation, interpretation, and protection of the natural features, resources, and antiquities of the areas in a condition as nearly intact as possible for public enjoyment. If millions of visitors were permitted to remove, disturb, or destroy, bit by bit, whatever they desired, the total impact would be devastating. Historic objects, even if found in a remote section of the area, may add to knowledge and should be brought to the attention of the superintendent. Removal and destruction are usually concentrated along routes and in sites most heavily used, which are the very places where others might also enjoy and benefit from the features.

66. How can interpretation assist in area and visitor protection?

Whatever is done to help the visitor to understand and appreciate more fully what he sees, also presents the opportunity to enlist his aid and cooperation in preserving and protecting the values included in the area. Through messages and announcements on guided field trips, at campfire programs, at museums and information stations, and through the use of bulletin boards and special exhibits, it is possible to convey to the public information and warnings on such things as trail and climbing practices, periods of high fire danger, and hazardous road and weather conditions, and to enlist support in reducing vandalism and the "litterbug" nuisance.

67. What is the role of archeology in areas of the National Park System?

Archeology uncovers and interprets hidden objects, features and facts in historic and prehistoric areas. The primary objective is the interpretation of these features to the visitor, and the research is necessary for the accomplishment of this objective. Secondary objectives are the surveying,
listing, cataloguing and appraising of archeological resources in order to improve their management and protection.

In a number of areas which are primarily of historical significance, data of an important nature have been recovered by archeological methods. These data supplement facts furnished by documentary research.

68. What other interest does the National Park Service have in archeology?

Outside of the areas of the System, the Service carries on an active program of archeological investigations, especially in the large river basin areas in the United States, where significant archeological materials need to be salvaged before the area is flooded by water control projects. Through the Historic Sites Act of 1935, the Service is responsible for the preservation of important archeological, historical, and other scientific sites within the United States and its possessions. Field work is carried out by Service personnel, cooperating Federal institutions, and local or State agencies.

Other sites of archeological and historical significance, not necessarily threatened by water control projects, are surveyed by the Service to determine their significance and importance. Recommendations based on such surveys are made either for or against their inclusion in the System.

69. Why is research carried on in areas of the National Park System?

Accomplishment of the objectives and the prescribed responsibilities of the National Park Service in providing for public use and enjoyment requires a supply of dependable facts derived from properly conducted research, and organized for presentation in well rounded interpretive programs. In addition, research is also necessary for the proper management, protection and development of these areas.

Actual conduct of research work by qualified personnel is a proper function of the Service. The cooperation of other Federal agencies and of other qualified organizations is actively sought as a means of accomplishing the vast amount of needed research.
70. Under what authority are cooperating associations organized (natural history associations, historical associations, and others), and what purpose do they serve?

Public Law 633, approved August 7, 1946, authorized the operation of nonprofit sharing cooperative associations, the use by them of space in Government buildings; and the utilization for their work of personal services paid from National Park Service appropriations. The main purpose of these organizations is to assist in interpreting the park areas to visitors. This purpose is achieved through the production and sale of interpretive literature, purchase of equipment used in interpretation, and in various other direct and indirect ways.

71. What special provisions are made for the collection of historical and scientific specimens in areas of the National Park System?

Collecting is allowed only under written permit. Permits are issued only to qualified representatives of reputable scientific or educational institutions. Such collections may be used for research, educational use, or museum display, and not for personal collections. Permits will not be granted for the removal of specimens in a manner which will affect natural conditions adversely or mar the appearance of natural features. All local requests for collecting permits should be referred to the area superintendent.

Qualified collectors interested in natural history specimens may, with a permit from the superintendent, collect plant and mineral specimens, and insects and spiders. Other forms of animal life may be collected only by qualified Government employees, including collaborators. Superintendents issue permits for invertebrates; regional directors issue vertebrate collecting permits; and the Director issues permits for rare or endangered species.

Service employees who wish to excavate or otherwise collect historical or archeological materials must obtain a permit from the Director. Excavating or collecting of this nature by others requires a permit from the Secretary of the Interior, which is granted only to institutions. In general, historical or archeological artifacts, except those secured under permit must remain the property of the Government, although such objects may be loaned or given to scientific institutions of recognized standing for purposes of study or educational display.
72. **What is a collaborator?**

A person appointed by the Director or the Secretary of the Interior to conduct studies or research in Service areas, or to serve in the capacity of a consultant or advisor on Service problems. He serves without compensation for the designated period of his appointment. Such collaboratorships are justified because the Service and the area in which the study is being made benefit by having access to the results of the work. Persons inquiring locally about collaboratorships and collecting permits should be referred to the office of the superintendent.

III. National Park Service Policies and Practices

E. **Physical Facilities**

73. **Who constructs physical facilities in the National Park System areas?**

All buildings and utilities are constructed by the Service, except concession buildings financed by private capital which are constructed by the concessioners from plans approved by the Director. A limited number of primary roads, most of the secondary roads, and all of the trails are constructed by the Service. Most of the primary roads and a limited number of secondary roads are constructed for the Service by the Bureau of Public Roads under the provisions of a cooperative agreement.

74. **What procedure is followed in the development of physical facilities?**

Before any new construction may be started, the proposed facility must be included on the Master Plan and in the Project Construction Program. Its need must be justified and its cost estimated. Each facility, through the Project Construction Program, is fitted into a Service-wide priority list and funds for it must be obtained through appropriations made by the Congress. After funds become available, detailed construction drawings are prepared and the construction carried out.
75. **What is a Master Plan?**

A Master Plan, which is employed as a flexible planning medium for area development, is a graphic presentation, in plan or map form, which records the current conception of the proposed ultimate development in relation to existing conditions and facilities.

The Master Plan includes a narrative development outline which presents the purposes of the area, the problems involved in its protection and use, and the facilities needed, and summarized the existing and proposed facilities. It rounds out the data shown on the drawings and sets forth the reasoning which went into the plan. Master Plans are reviewed periodically and revisions are made when needed, to insure that the plans remain current, and that they reflect changing requirements or improvements of method or thought.

76. **What is the Project Construction Program?**

This program consists of individual proposal forms, each describing in detail a project needed in the development of an area. The proposals must be in accordance with the area's current approved Master Plan. The proposals for each area are separated into two groups (Physical Improvements, and Roads and Trails) and a priority list, based on need, is made for each group. The area programs and priority lists are reviewed in the regional offices and regional priority lists are prepared, which include all projects within a region. Service-wide priority lists are prepared in the Washington Office and are based on regional priority lists.

77. **Why doesn't the National Park Service build more roads into remote areas of the parks and monuments?**

Before a road may be built, its relationship to area preservation and the effect it will have upon natural conditions must be determined. Roads are excluded from large areas of park lands in order to preserve their primitive characteristics, and they are provided only to make representative sections of major attractions accessible.

78. **Who maintains the roads in these areas?**

The Service is responsible for the maintenance of all roads and trails in all areas administered by it except in Mount McKinley National Park and, where authorized by the Congress, of approach roads to these areas. The latter may be defined as roads providing access to a national park, monument, or recreation area, but outside of the boundaries thereof, and located wholly, or in part, on public lands. Maintenance of access roads may be performed by Service personnel and equipment; by private contractors; or by local...
agencies, such as County or State Highway Departments. In Mount McKinley
National Park, the Alaska Road Commission maintains the roads and trails
system for the Service.

III. National Park Service Policies and Practices

F. Wildlife

79. What is the wildlife management policy of the National Park Service?

The fundamental purpose governing the management of the national parks
and monuments is that the whole natural community shall be subject to a
minimum of human interference or manipulation, and that there be a free
play of natural forces and processes.

The Service's wildlife management policy permits interference only to
prevent extermination of a species threatened either directly by falling
below a safe minimum, or indirectly by rising to such heights as to menace
its food supply. Wherever it is possible to do so, all forms of wildlife,
predator or prey, are left unmolested. The Service exerts constant effort
to prevent such practices as artificial feeding, which tends to make wildlife
dependent upon man and to deprive them of their ability to fend for themselves.
Efforts to enforce existing regulations against the feeding of bears, deer,
and other large animals have so far been only partially successful in spite
of the unremitting effort to convince visitors of the danger to themselves
and the undesirability of the practice from the standpoint of animal welfare.
80. Why do some park and monument areas have abundant wildlife and others have relatively little?

In many areas there are real obstacles to perpetuating and preserving native wildlife. The native food supply may not be adequate, or the area may be too small to support a reasonable number of the animals under natural conditions. Wildlife cannot become populous in restricted or infertile habitats. In other areas, climate and topography may prohibit a year-round residence of animals which naturally migrate from high to low country. Management of such populations calls for cooperative programs with game authorities having jurisdiction over the animals while they are out of the park. At best, it is a difficult problem.

The policy of the Service is to maintain the original species and representative numbers of native wildlife in the respective areas when conditions will allow them to perpetuate themselves. In some cases, the Service has reintroduced extirpated species as a step towards restoring the natural wildlife community; in others, it has removed non-native species.

81. Is overgrazing ever caused by wildlife?

Abnormal increase in herbivorous animals or reduction of forage by drought over a period of years occasionally causes an area to be seriously overgrazed or overbrowsed. As a rule, and with varying degrees of success, the Service follows the policy of trying to keep the number of animals within the carrying capacity of the range.

82. Is it ever necessary to control wildlife populations?

Yes. When the wildlife environment is seriously unbalanced so that there are marked overpopulations and destructive overuse of the range, authorized control is considered justified in an effort to restore more normal conditions. After such conditions have been achieved, control is withdrawn unless it is evident that a serious overpopulation problem will recur in a short time.

Occasionally, as a result of the human influence, individual animals become hazardous roadside beggars and must be removed in the interest of public safety. In other instances primary consideration may have to be given to values which are being affected adversely by wildlife. For example, porcupine damage may endanger a stand of timber which is part of a historical scene, or beaver activity may threaten to inundate some outstanding value of the area. In these cases, removal of the animals is resorted to after other remedial measures have failed.
83. Why cannot reductions of surplus wildlife be made by public hunting?

Principally because the Service, managing areas which have been set aside as complete wildlife sanctuaries, believes that public hunting cannot carry out necessary reductions in a manner that is consistent with the basic wildlife policy. Furthermore, if hunting were permitted in areas of the System, it would be necessary, in the interest of safety, virtually to exclude all other visitors from hunting areas during the hunting season. In addition, the Service would find itself under increasing pressure to improve the hunting by eliminating those predators which are themselves agents through which, with varying effect, game populations are kept in check. The soundness of this viewpoint is supported by the widespread occurrence on lands managed in accordance with hunter and economic land use interests of problem areas equaling or exceeding the worst situations in the System. This Service policy is backed by numerous Acts of Congress relating to the national parks.

84. Does the National Park Service conduct a predator control program?

No. The wildlife program of the Service strives for a natural condition where each species is left to follow its natural life cycle, insofar as conditions will permit. The predator plays an important role in this program by helping to maintain a "balance of nature." Therefore, the policy is one of noncontrol of predators unless their prey is a disappearing species, and then only if the predator is not itself a vanishing form.

85. Why is fishing permitted in areas of the National Park System?

Regulated fishing is allowed because, with proper safeguards, fish can be removed with relatively little disturbance to the aquatic environment or other wilderness conditions. Fish generally are so prolific that they quickly repopulate their environment up to the natural limitations of the habitat.

86. What agency determines fishing regulations?

The National Park Service. As a rule, the related State regulations are used as a basis, with deviations where needed because of special conditions. For example, special regulations may be necessary in order to spread opportunities for angling among more fishermen.
87. **How are lakes and streams restocked with fish?**

Restocking is generally conducted through cooperative agreements with the Fish and Wildlife Service or with the respective State fish and game departments. These agreements provide for those agencies to furnish the fish, after which they are planted by the National Park Service. In some areas, lakes and streams which are heavily fished may be closed to angling for specified periods to provide for the natural restocking of the waters.

88. **Why is fish restocking necessary?**

As a rule, artificial stocking of fish is not necessary and may even be detrimental. The Service, with other agencies and organizations, has gradually reached an understanding of the great capacity of nature to maintain fish populations without human help. Accordingly, stocking activities have been greatly reduced in recent years in many areas of the System.

In unusual circumstances, such as destruction of fish by flash floods, where spawning grounds are lacking, or in waters where fishing pressure is too heavy to be met by natural reproduction, stocking must be employed.

89. **Why are State fishing licenses required in some areas of the National Park System and not in others?**

As a rule, State fishing licenses are required in those areas in which the jurisdiction remains with the State; where the State reserved the right to require such licenses when the area was established; and, in a few other cases, where the State furnishes fish for restocking the park waters. A fishing license is not required in national parks which were established from public lands in territorial status.

### III. National Park Service Policies and Practices

**G. General**

90. **What is the policy regarding water impoundments and water power developments in areas of the National Park System?**

Because of the relatively small area of the national parks and monuments and the incalculable value of their natural, scientific, and historical resources, the Service believes that no dams, reservoirs, or water diversions should be permitted in the System, except on the basis of need so pressing that the economic stability of the Country, or its existence, would be endangered unless such use were permitted.
Water impoundment and related physical developments form a definite intrusion on, and a major modification of, the natural scene which this Service is obligated by law to conserve. While it is recognized that certain recreation benefits accompany such developments, these are not considered to be in keeping with the national park concept. They do offer water-use recreation. However, that can be abundantly supplied in areas administered under other concepts of land use.

There are a few instances where specific Congressional action has authorized the construction of dams and reservoirs in areas of the System, such as Hetch Hetchy Dam and Reservoir in Yosemite National Park. In a few other cases, such developments were in existence prior to the establishment of the area, such as Moran Dam in Grand Teton National Park. However, and regardless of these exceptions, the policy of the Service is to oppose the construction of such developments in areas of the System.

91. What is the policy with respect to mining in areas of the National Park System?

Mining would be an intrusion on the scenic, scientific, and historical values of areas of the System. It results in the disfigurement of the landscape; construction of access roads with no regard to wilderness or other characteristics; construction of power lines and other utilities; and physical development completely out of keeping with the concept of conservation of natural features and historic values.

As a result, lands in the System are not subject to mineral entry, except where specifically authorized by Congress or where valid rights existed prior to the establishment of an area.

Prospecting and location of mining claims on area lands are prohibited, except that in Mount McKinley National Park, and Death Valley, Glacier Bay, and Organ Pipe Cactus National Monuments, prospecting and mining may be carried on in accordance with specific Acts of Congress, under special regulations prescribed by the Secretary of the Interior.
What is the policy with respect to the construction of public golf courses, baseball diamonds, and similar recreation facilities?

The areas of the System have been established in order that Americans may derive enjoyment from "the scenery, the natural and historic objects, and the wildlife" in them, and not to provide recreation services, such as those found in municipal parks and playgrounds. Such recreation facilities would be a definite intrusion on great natural and historic scenes.

Tennis courts, golf courses, baseball fields, and similar developments have their place in public recreation and can generally be found near park areas for those visitors who may wish to partake of these activities while they are staying within a park area.

As an exception to this policy, there are a few areas in the System where such developments do exist. These were constructed in an effort to provide recreation facilities for area employees, or are on privately owned inholdings, or were present on lands subsequently acquired by the Service. Some have been obliterated in view of the general policy and others will probably be abandoned in future years.

What is the National Park Service policy regarding airplanes?

It is the policy to discourage the low flying of aircraft over areas of the System because of the disturbance to the wilderness atmosphere, and to prohibit the construction of new airport facilities within the areas. In most cases, construction of such facilities would require extensive change in the natural landscape which the Service is obligated to conserve in a natural condition. However, this Service has authority to cooperate in the development of air fields near, but outside of, area boundaries.

Why are there landing fields in some areas of the National Park System?

A few such facilities were in existence or authorized at the time areas were established and are permitted to continue operation. In other cases, due to remoteness and other considerations, certain limited operations have been authorized.

The landing strip at Glacier Bay National Monument was authorized during World War II as a necessity of national defense and of trans-Pacific air transportation. Because Katmai National Monument is so far off normal travel lanes and is unlikely to be reached by highway for many years, an exception has been made to the general prohibition against landing in areas of the System except in cases of emergency. A concession contract with Northern Consolidated Airlines permits that Company to land at designated points in the monument where fishing camps are maintained.
95. Does the National Park Service encourage use of airplanes as a means of travel to park areas and as a means of seeing the areas?

Yes. The Service is convinced that the airplane offers an opportunity to persons with limited travel time to visit areas which they would not otherwise have. Airplane service is listed in area publications, and the Service has successfully sought legislation which permits it to participate in the cost of providing airport facilities conveniently located outside the areas.

Flights of sufficient altitude, so that noise is not unduly disturbing, may reveal features that visitors would otherwise never see and permits this kind of enjoyment of areas with no damage or disturbance to natural features.

96. Is it possible to homestead in areas of the National Park System or to lease summer home sites in them?

No. The areas in the System have been established to assure that specific features or values will be conserved and made available for all people. The privilege of homesteading or the construction of summer homes would establish individual property and other rights and would thus be in violation of the fundamental purpose of the Service.

Homesite leases may be obtained in national recreation areas which are not a part of the National Park System. It is also possible to lease home sites in certain national forests. Homesteading is restricted to public lands under the administration of the Bureau of Land Management.

97. Why is camping restricted to designated camping areas in the National Park System?

It is restricted to minimize the danger of forest fires; to provide essential sanitary facilities and prevent the development of unsanitary conditions; as a measure of public safety; and to minimize the damage to flora, fauna and scenic values.

In some areas of wilderness character there is little if any restriction as to where hikers or pack parties may camp, except in areas of concentrated public use and in areas of high fire hazard. They offer splendid opportunities for real camping experience. Camping in isolated areas generally requires a special campfire permit.

Camping is not permitted in certain national monuments and historical areas, such as Custer Battlefield or Gettysburg, where camping would intrude upon the historic scene.
What restrictions, if any, are placed on mountain climbing in areas of the National Park System?

In Mount McKinley and Mount Rainier National Parks, Devils Tower National Monument, and for climbing any major peak in Grand Teton National Park, it is necessary to obtain permission from the superintendent, fill out an information form before beginning the ascent, and report upon return. This is to assure that only competent and properly equipped persons attempt an ascent.

In other areas where mountain climbing is contemplated, it is advisable in the interest of the climber's own safety to obtain the advice of a park ranger with respect to local hazards and routes of travel. The Government assumes no responsibility or liability for any kind of accident to mountain climbing parties in any area of the National Park System, though its employees are frequently subjected to serious hazard, and the Service to heavy expense, in the conduct of rescue operations.

What is the National Park Service policy regarding winter use?

The Service encourages winter use programs resulting in the maximum benefit to the largest number of people where these activities will not impair those resources and values which the Service has the responsibility to conserve.

Whenever possible, facilities in a park are provided in a single winter-use center and, when approved by the Director, may include physical facilities such as ski tows, ski jumps, and other installations which can be removed at the end of the winter season, or which, if left in place, are not a serious intrusion on the natural scene.

The Service does not require that existing overnight accommodations be operated during the winter months unless this is possible at reasonable rates without financial loss to the concessioner.

What are the restrictions on taking motion pictures in areas of the National Park System?

There are no restrictions on amateurs and bona fide newsreel photographers. Authority for professional motion picture production must be obtained in writing from the superintendent. Permission will be granted, in the discretion of the superintendent, under special regulations prescribed by the Secretary of the Interior. These restrictions are necessary to prevent damage by props and other scene-setting devices frequently used by commercial motion picture companies, and also to avoid adverse publicity through the showing of national park area scenes which might misrepresent Service policy.
101. What are special use permits?

They are revocable permits, whose issuance is based upon justification considered adequate by the Service, and which are issued in areas of the System for uses not detrimental to, or inconsistent with, the purposes for which the areas were established. They are used principally for electric power installations, telephone, and other utility lines and structures, docking and mooring facilities, highway improvements, schools, stream gauging stations, access roads, continued occupancy, reasonable use of park roads and trails, and stock crossings. Grazing permits and defense use permits are also issued as the circumstances warrant or require.

102. What new liability has the Government assumed under the Federal Tort Claims Act?

The Federal Tort Claims Act of August 2, 1946, authorizes claims against the United States Government for damages to or loss of property, personal injury, or death, caused by negligence or other wrongful acts or omissions by any Government employee who is acting within the scope of his office.

103. What added responsibility does a National Park Service employee assume in relation to tort claims?

Almost all tort claims originate because of accidents of one form or another. Every employee of the Service has the responsibility of reporting unsafe conditions and practices in an effort to minimize the number of accidents and injuries within areas administered by the Service.

After an accident has occurred, judgment must be exercised at once as to which accidents are likely to be followed by tort claims, and prompt as well as thorough action must be taken to record all information which may have some bearing on the case. This recorded information should go beyond the requirements of the usual report forms and may frequently need to include measurements, photographs, and scale drawings.

Claims forms (Standard Form 95) should be furnished only when specifically requested, or when a person states his desire to file a claim, or when he expresses his opinion that he is entitled to compensation. In order to protect the Government from unwarranted claims, forms or information pertaining to filing a claim should not be volunteered as a matter of routine.
What do park employees do in the wintertime?

(This question, asked on many occasions in many areas, is different in character than other material in this handbook, but is thought worthy of inclusion. To answer it, it must first be explained that, while the majority of the areas are affected in some degree by the winter season, others, such as Everglades National Park and Death Valley National Monument, have their heaviest travel during these months. Where the word 'winter' is used in this answer, it will refer to the slack travel season for all areas).

The winter season generally provides a period of decreased tourist activity and permits employees to devote their time to: (1) maintenance and rehabilitation of equipment and facilities used during the recent travel season, such as interpretive exhibits, fire-fighting tools and equipment, buildings and grounds, mechanical equipment, etc.; (2) compilation and analysis of reports on activities completed or undertaken during the travel season, such as accident investigations, programs of research, forest insect and disease projects, construction activities, etc.; (3) conducting snow and stream measurements; wildlife management activities, and patrols for the general protection of the area; (4) maintenance and protection of physical developments, such as snow removal from roads and buildings; and (5) general planning for the ensuing travel season.

The natural and historic values, which were the basic reasons for the establishment of the areas, must be studied and protected during the entire year. Much research, which in large measure is precluded during the busy summer months, is conducted during the winter season. Problems of history and natural history must be studied and their interpretation planned.

In addition, some areas which have extensive winter use are obligated to provide visitor protection, services and facilities to almost as great a degree as during the summer travel season. Still other areas are visited by the public throughout the year, so that few or none of the normal activities are curtailed. No areas are completely closed to public use, but in many of them accommodations are not available during the winter, and in some a considerable mileage of road is closed by snow.

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