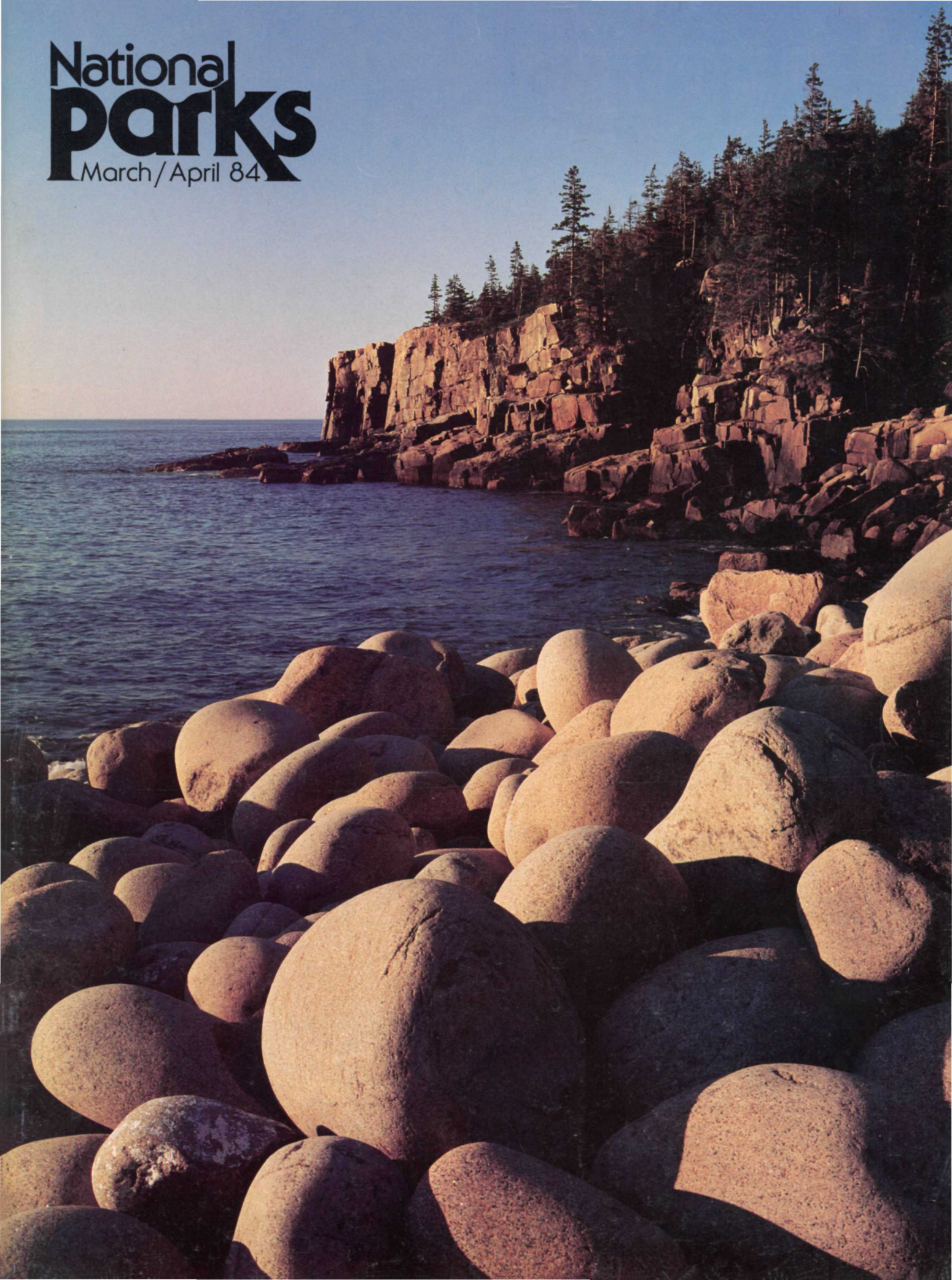
National Parks

March/April 84



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National Parks

Vol. 58, No. 3–4, March/April 1984

The magazine of the National Parks & Conservation Association

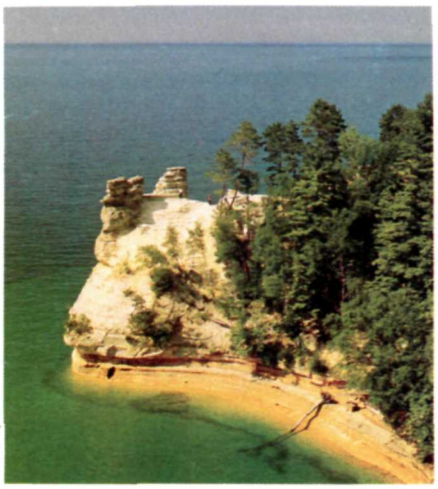

Photo by Ed Cooper

Pictured Rocks, page 21

Editors' Note: Concepts of wildlife management are being tested throughout the National Park System this spring. The Interior Department is pushing to allow commercial trapping at eleven units. A public hunt is contemplated for Pt. Reyes National Seashore. Native Americans have won a legal battle for hunting rights in Olympic National Park, a decision that could echo throughout the parks. The outcome of these tests will depend on Interior's commitment to conservation.

Our parks still serve as America's most pristine natural havens—places where the small snowdrop and the giant redwood, the quietest pond and the stormiest sea are open to our most intimate inspection. As spring refreshes the spirit, so too will a journey into the national parks—as long as we protect them.

NATIONAL PARKS STAFF

Features Editor: Marjorie Corbett
News Editor: Michele Strutin
Editorial Assistant: Deirdre McNulty

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Commentary

Features

Departments

COVER: **Acadia National Park, by Ed Cooper**
The sea has etched a distinctive shoreline at Otter Cliffs in Acadia. The only park in the System that does not have a fixed boundary, Acadia is one of a number of parks with rare plants (pp. 10-13).

Established in 1919, the National Parks & Conservation Association is the only national, nonprofit, membership organization that focuses on defending, promoting, and improving our country's National Park System while educating the public about the parks.

Life memberships are $1,000. Annual memberships are $200 Sustaining, $100 Supporting, $50 Contributing, $25 Cooperating, $18 Associate, and $13 Student and Retired. Dues in excess of $7 are deductible from federal taxable incomes; gifts and bequests are deductible for federal gift and estate tax purposes. Mail membership dues, contributions, and correspondence or change of address to address below. When changing address, please allow six weeks' advance notice and send the address label from your latest issue along with new address. POSTMASTER: Send address changes to National Parks & Conservation Association, 1701 18th Street, NW, Washington, D.C. 20009.

National Parks & Conservation Association, 1701 18th Street, NW, Washington, D.C. 20009 / (202) 265-2717

Commentary

Tests of Greatness

In an election year, support for every issue seems divided along partisan lines. But through every election and every administration, one issue seems inviolate: the national parks. One test of greatness for both presidents and secretaries of the interior has been their contribution to this uniquely American institution. Teddy Roosevelt's name, for example, is almost synonymous with parkland preservation.

More recently, President Ford is remembered for supporting legislation that doubled the size of the Land and Water Conservation Fund; and under President Carter, the Alaska Lands Act doubled the size of the National Park System.

In the past three years the Reagan Administration has broken with this tradition of support for the parks through the policies of Secretary Watt. But now we have a new beginning. Mr. Clark is now firmly in place as the new Secretary of the Department of the Interior, and the expectations placed on him are high. With the proper understanding and expert assistance, many critical decisions could be made, and previous decisions unmade, just by the stroke of his pen. Mr. Clark is fortunate in that he has ready access to the President, extensive public service experience, intelligence, and the resources of many at his disposal.

All these will make it easier for him to move in the direction of responsible stewardship of the parks. As we have in the past, we continue to offer our resources and expertise to the Department in the spirit of cooperation and concern for America's conservation agenda.

We have met with Secretary Clark and submitted our proposals for change and improvement in the parks. Our proposals may have surprised the new Secretary, for only one of eleven included a request for more funding. The rest called for a redirection of the existing policies or resources of the Department.

For example, we asked Mr. Clark to oppose any Department of Energy action that might result in the nation's nuclear fuel waste dump being situated on the edge of Canyonlands National Park. In addition, we asked that he consider the need for a plan to save the grizzlies in Yellowstone and the need to protect Old Faithful from geothermal drilling in the Yellowstone Basin. All our proposals were like these—detailed outlines for protecting the fundamental values of our National Park System.

The Secretary listened carefully to our concerns. Trustee Emeritus Sally Brown and I left the meeting with a sense of hope. Mr. Clark *could* be remembered as one of the great cabinet officers of this century if he would boldly turn around past policies so that the natural and historical values of the parks are first and foremost protected. The Department must move away from favoring the special interests that have held sway for the past three years—those who would use the parks for material gain or for pursuits that would damage park values. The citizens of this country are concerned that park protections be properly enforced.

There is no doubt that the new Secretary is under great pressure to perform. His performance will depend greatly on, first, his own assertiveness, then, the expertise of his staff, the policy direction he gives them, and how well they follow that direction. But he alone will decide how he is remembered.

Every 1984 presidential candidate has expressed a commitment to the parks. Mr. Reagan, however, is in the unique position of being able to back up his talk with administrative action. His new Interior Secretary is capable of promoting good park stewardship—if he so chooses.

We need more from the Administration this year than the promises that candidates give. We need the substance of an aggressive program to protect and perpetuate what President Teddy Roosevelt started and every president since has supported—that great American invention, the national parks.

—Paul C. Pritchard
President

Feedback

We're interested in what you have to say. Write Feedback, 1701 18th Street, NW, Washington, D.C. 20009. (Letters may be edited for space considerations.)

Commercializing the Parks

I am concerned about the mass commercialization currently taking place in many of our national and state parks. The whole idea behind the park system is to provide undisturbed natural areas where the public can come to experience, understand, and enjoy the natural environment. Because of the eagerness of developers and opportunists, many beautiful parks are becoming targets for economic gain.

The selling of commercialized clothing and giftware is already a widespread practice at many national parks. I feel this commercialization definitely obscures the real and original purpose of the parks.

What will our parks look like in ten years? I firmly believe that if the current commercialization is allowed to continue, our national parks will be more of a marketplace than a natural environment.

Terri Deiro
San Diego, California

Protecting Our Rivers

Once again Verne Huser has brought his insight and graceful hand to extolling wild rivers ["Riding the Current," Nov./Dec. 1983]. Huser left out, however, two important developments in river conservation.

For one, Senator David Durenberger (R–Minn.) has introduced the State and Local River Conservation Act. Such a bill would give an enormous boost to state river protection programs and local conservation efforts by providing grants for planning and administration of protection programs. It would also allow states to concur before any federal licenses or permits could be granted for projects on state-protected rivers.

These provisions would counter what Huser calls "the greatest single threat to river conservation in the country": small hydro development.

Huser queries where river conservation stands among the concerns of the American public. One indicator will be American Rivers Month 1984. We hope for 1,000 river events in June, showing that Americans love their rivers.

Chris Brown, Director
American Rivers Conservation Council
Washington, D.C.

The article by Stephen Shephard in the Nov./Dec. issue on clean river camping was very informative. I have been camping on rivers for ten years and have seen the waste left behind by campers. After reading this article, I found even myself guilty of polluting the area without being aware of it. I never once thought about spreading my leftover firewood around camp because I always thought it was better to leave it in one place.

I want to thank you for this informative article. I hope in the future people will take note of the special conservation methods so all can enjoy rivers and their campsites.

Todd Jensen
San Diego, California

Paving Parkland

Only by a dogged determination to be right and have your own way can you possibly think that construction of a paved bike path through Rock Creek Park "would disrupt the site" [*NPCA Report,* Nov./Dec. 1983].

I should like to see a truly "high-standard commuter" road through the park. Years ago I urged the National Park Service to take action to avoid the bottlenecks that occur outside of rush hours as well as during such times.

Such a road would move the traffic along smoothly and almost nonstop. This would reduce pollution and give commuters a short period of relaxation at either end of a day's tension.

I'm an involved citizen, and I think the weekend closing of Beach Drive is quite enough.

E. M. Graham
Takoma Park, Maryland

Bookshelf

Freshwater Wilderness—Yellowstone Fishes & Their World, by John D. Varley and Paul Schullery (Yellowstone Library and Museum Association, 1983), 133 pages, illustrated by Michael Simon. $19.95 hardbound and $12.95 paperback.

Freshwater Wilderness is sure to bring pleasurable reading and an increased understanding of the underwater world.

Yellowstone National Park offers a wealth of easily observed wildlife for nature lovers. But too many visitors generally fail to fully appreciate the many diverse ecosystems thriving beneath the surface of the park's varied and abundant waters.

John D. Varley and Paul Schullery have reached back into decades of research data, much of it their own, to explain the park's aquatic legacy and how man's tampering came close to ruining one of the most unusual fisheries ever known.

The authors present their material in a highly readable, often humorous style. For example, in pointing out that internal fish parasites in the park are not known to be harmful to man, they mention scientist Lowell Woodbury who, in 1931, swallowed fourteen live fish tapeworms in an unsuccessful attempt to infect himself. Then they add: "they just don't make scientists like they used to."

The book begins with a description of the Yellowstone region with emphasis on the geologic processes that shaped the land. These land shapes in turn have determined the character of a wide variety of streams and lakes, each with its own unique ecosystem. In fact, the thermal springs feeding some streams cause differences in chemical makeup from one stream to another. These springs create hotspots in the streams that you might think would kill sensitive fishes and other life forms. But the adaptability of some trout allows them to survive conditions that the textbooks say they can't survive.

Most experienced anglers are

Continued on page 7

Members Corner

Fifth Annual River Trip Set
Members and friends are reminded to mark Friday, May 25, as the date to join us for our annual day-long whitewater rafting adventure. For the fifth year in a row, NPCA will raft the whitewater of the New River Gorge National River in West Virginia.

The "New," which is actually the oldest river in the western hemisphere, offers whitewater challenges in classes I through V—the best on the East Coast. The fine staff at Wildwater Expeditions will be our guides and will donate all the proceeds of the day to benefit NPCA.

Looking for adventure? Raft the lower section of the river with us. Never been rafting before? The calmer upper section has thrills and beauty, too. The choice is yours. See the ad on page 38 or write NPCA for all the details.

Other NPCA Tours Scheduled
Time is running short for a select group of members to join NPCA in the wild and wonderful Pacific Northwest. We'll depart from Seattle on August 6 and tour the exotic ecosystems of the area, including the rain forests of Olympic National Park; the moonlike face of Mount St. Helens; and the archipelago of historic San Juan Island. Twelve days of education and excitement with NPCA and Questers in the Pacific Northwest should not be missed. Sign up now; space is limited.

Planning a vacation this autumn? Consider joining us for two weeks of tropical delight in the Hawaiian Islands. We leave Los Angeles on October 18 to immerse ourselves in the beauty and natural wonders of Hawaii. From Hawaii Volcanoes National Park to the City of Refuge National Historical Park, our easy pace will give you time to absorb the lush beauty and extensive history of these exotic islands.

Alaska. Travel with us and do it right. We'll be heading off to discover America's greatest natural treasures in June 1985: seventeen days of adventure and spectacular scenery in Alaska, this country's last and greatest wilderness. Ketchikan, Sitka, Glacier Bay, Denali, Katmai—from Alaska's beautiful southeastern coast to the wild interior, NPCA and Questers will guide you through the most remote areas this nation has to offer. Wildlife, flora, birds, and much more await you. Plan in advance to be in Alaska with NPCA.

NPCA/Questers Partnership
NPCA is pleased to be working with Questers Worldwide Nature Tours to bring you the finest quality, most reasonably priced tours of this kind anywhere. All tours include meals, first-class accommodations, guides, tips, transportation from the start of the tour, naturalist guides, and an NPCA escort. For information on any of our tours or to suggest tours you would like to see us offer, please write NPCA Tours, 1701 18th St., NW, Washington, D.C. 20009.

Continued from page 5

convinced that the brown trout can adapt to greater temperature extremes than other trout species. The authors have found, however, that rainbow trout are so adaptable that they will remain in the hotter parts of the Firehole River, which can reach 90 degrees on a summer day, while the browns survive by moving to cooler sections.

The mid-section of this book discusses the various fish species, some of which are not sought by anglers, but still occupy important niches in the food chain. A description, the life history, distribution, and other factual information are presented on each fish species. Also featured are color paintings of the major fish species in their natural environment.

Freshwater Wilderness also discusses past management of the Yellowstone fishery and some of the mistakes that were made. In 1881 one park superintendent tried to stock carp in the park waters. Fortunately, the attempt failed. The authors note that the enlightened current management of the park fishery serves as a model of applied research at its best, partly because it dares to initiate needed reforms.

Angling in Yellowstone's waters, with suggestions on tackle and technique, is presented in another chapter. Figuring the best months for fishing and matching waters to the skill levels of anglers are also discussed.

The final chapter broaches the idea that fish are also for watching. Fish watching methods, equipment such as polarizing lenses for glasses and cameras, and the best places in the park for observing fish activity are described. The authors note that the famous Fishing Bridge, which was closed to fishing in 1973, had hosted an average of 49,000 anglers per year in the early 1960s. In 1978, more than 130,000 people used Fishing Bridge for fish watching.

Freshwater Wilderness is a fascinating and informative work that deserves a place on the bookshelves of anglers and naturalists alike.
—Charlie Most, Chief of the Resources Information Staff for the Bureau of Land Management.

Photo Tips

Close-Up Photography by Steven Kaufman

Steven Kaufman is an accomplished nature photographer whose Alaskan wildlife photos have appeared regularly in National Parks. *He has recently completed shooting for an upcoming National Geographic Society book,* Wildlands for Wildlife.

Close-up photography is a highly specialized field that often involves the use of complex equipment, but it may also be performed with the addition of a few inexpensive items to your basic camera gear. The simplest way to do close-up photography is through the use of a macro lens. If you're buying your first camera—or considering purchasing a new one—I recommend substituting a 50 or 55mm macro lens for the standard "normal" lens that goes with your camera body. In most applications, this macro lens size will perform as well as the normal lens, while offering you the additional option of taking close-up photographs.

If you don't already have a close-focusing lens, there are some relatively inexpensive substitutes for one. You might purchase a set of lens diopters, a type of screw-on filter that alters the focal length of your lens, allowing you to get much closer than normal. Lens diopters give fairly good results at small apertures (f11-16), but you will find a slight loss of quality in the corners and edges of the photograph.

Another inexpensive alternative is using extension rings or tubes. Fitted between the camera and lens, these extend the distance between the lens and the film plane, thereby shortening the minimum focusing length of the lens. Extension tubes may be used with lenses of any focal length.

For my own close-up photography, I use one of two macro lenses: a 55mm f2.8 or 105mm f4 (both Nikkor). For extreme close-ups, down to a one-to-one reproduction ratio, I use extension tubes with one of the macro lenses. Extremely shallow depth of field is one of the inherent problems of close-up work,

R. Y. Kaufman/Yogi

making it necessary to use the smallest possible aperture and a slow shutter speed. A tripod is often essential to keep the camera steady during long exposures. I use one with legs that will fold out so I can get my camera to a low enough level to work on small ground flowers. Many professionals use flash units for macro work, especially when shooting insects or other moving subjects. But using flashes properly can be fairly complicated, so I will focus on photography using natural light.

Many people prefer overcast days for close-up photography. Colors appear richer in subdued light and shadows are virtually nonexistent. On sunny days, shadows may detract from your picture, though with care and practice you can produce much more dramatic photos in direct sunshine. Experiment with the sunlight coming in from different directions on your subject. As in most photography, the best results will usually be obtained when the sun is fairly low in the sky rather than when it is high at mid-day.

When working on close-up subjects, especially wildflowers, spend some time searching for the "perfect" situation before shooting any film. I often set up my tripod and camera on a subject, and after looking through the viewfinder and finding it not quite right, I move on to another subject without having taken a single picture. Once you do find a subject that is "perfect," don't be afraid to shoot a number of exposures with varying shutter speed and aperture combinations, as well as a range of exposure sequences. Experimentation is one of the best ways to learn—*if* you remember how you shot each photo afterwards.

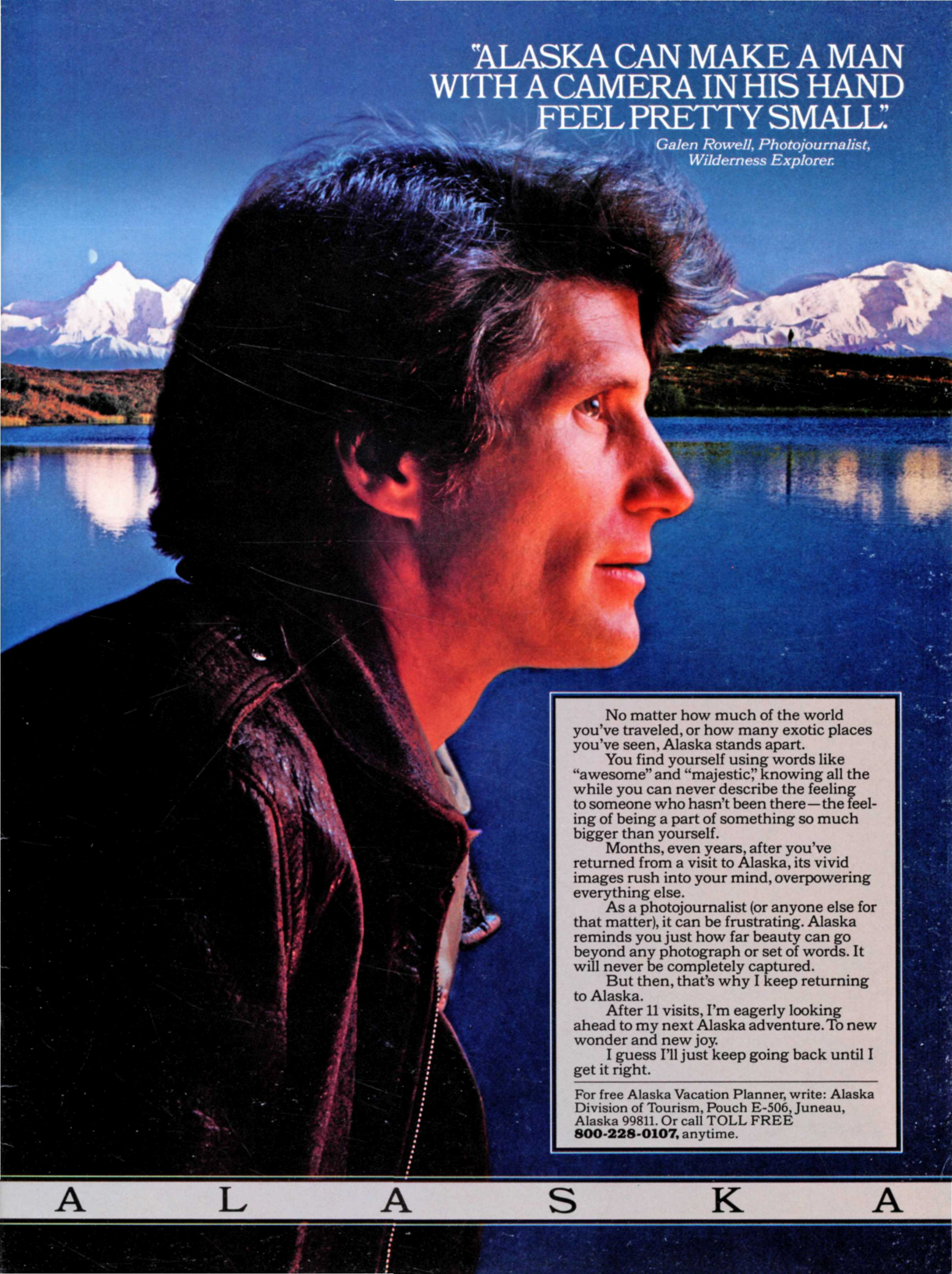
Remember that depth of field is extremely shallow in close-ups. Try to maximize depth of field by using small apertures (f8, 11, or 16). If your camera has a depth of field preview button (a button which will close the lens diaphragm) learn to use it. If the flower or plant subject is growing at an angle toward or away from you, try to tilt the camera so that the front element of the lens matches the angle of the subject.

Pay close attention to all elements of the picture, making sure that the background is not distracting to the subject. In sunlight, you can sometimes cast a shadow on the background to eliminate distractions and highlight your subject.

When working on the ground, you must be physically comfortable. For example, to photograph a small flower in a wet peat moss bog, hip boots might be as important as your choice of a camera lens. Suitable clothing can make close-up photography much more enjoyable.

There are many different ways to enhance flower pictures. Some people use an atomizer to spray water droplets on flowers to make them glisten with "dew." Some attempt to include other aspects of the environment to give a natural context to the subject. I won't recommend transplanting flowers, as this is destructive to the environment and usually kills the flower; but you can sometimes tie back plants that distract from the subject, or bend them to include them in the picture. Colorful leaves or rocks may be artfully placed to improve composition, but take care not to make the situation look contrived or artificial.

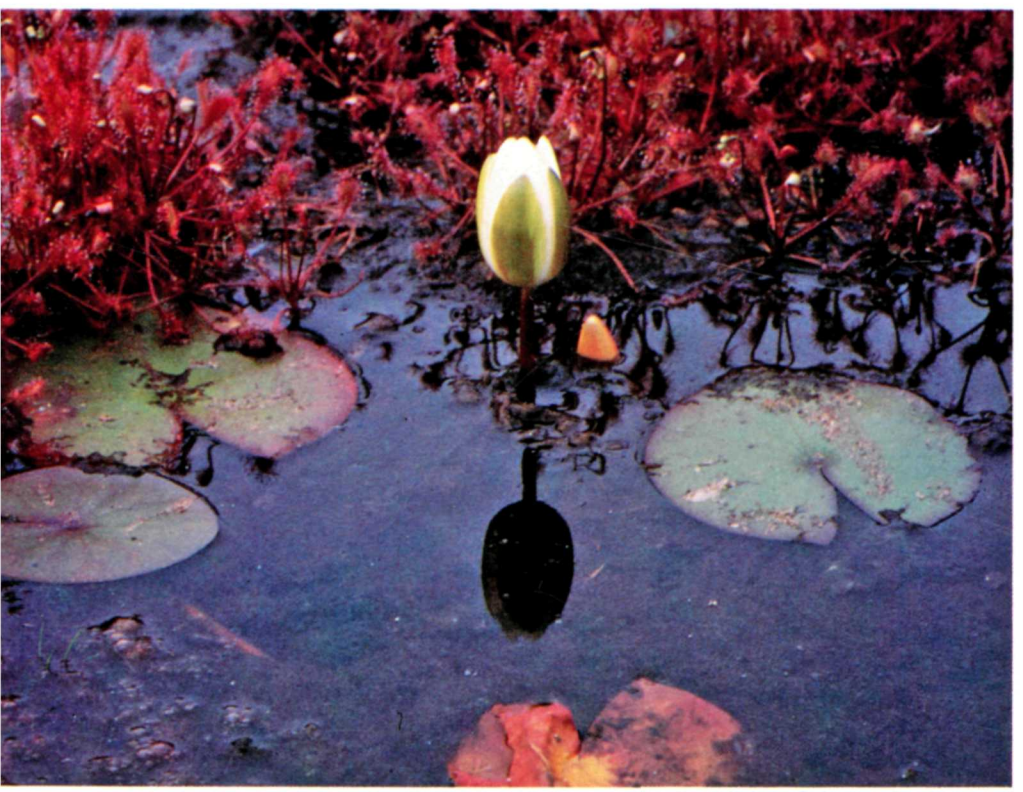
As a nature photographer, I devote a considerable amount of time to working on close-up photography. The next time you go on an outing, try it. Turn your eyes and camera to the ground in search of nature in miniature. I don't think you'll be disappointed.


"ALASKA CAN MAKE A MAN WITH A CAMERA IN HIS HAND FEEL PRETTY SMALL."
Galen Rowell, Photojournalist, Wilderness Explorer.
No matter how much of the world you've traveled, or how many exotic places you've seen, Alaska stands apart.
You find yourself using words like "awesome" and "majestic," knowing all the while you can never describe the feeling to someone who hasn't been there—the feeling of being a part of something so much bigger than yourself.
Months, even years, after you've returned from a visit to Alaska, its vivid images rush into your mind, overpowering everything else.
As a photojournalist (or anyone else for that matter), it can be frustrating. Alaska reminds you just how far beauty can go beyond any photograph or set of words. It will never be completely captured.
But then, that's why I keep returning to Alaska.
After 11 visits, I'm eagerly looking ahead to my next Alaska adventure. To new wonder and new joy.
I guess I'll just keep going back until I get it right.
For free Alaska Vacation Planner, write: Alaska Division of Tourism, Pouch E-506, Juneau, Alaska 99811. Or call TOLL FREE 800-228-0107, anytime.
A L A S K A

Inhabitants of the Heath

Sundews, pitcher plants, and singular blooms spangle the surface of the lowly peat bog,

by Sharon K. Sneddon



Photos by James O. Sneddon, Sage Productions

Above: as if displayed in a Japanese garden, a water lily graces the reflective surface of the bog. Heaths in a range of national parks feature unusual blooms, including rare orchids, some of which are listed as endangered species. Opposite: the sundew's glistening nectar both attracts insects and entraps them.

Warmed by summer sun, pink and yellow orchids blanket the watery surface of the bog. A mouse hugs the soggy earth under low cranberry and blueberry bushes, seeking shelter from a hawk overhead. Beneath the scrubby vegetation, a Lincoln's sparrow scrounges for seeds. The footprints of deer, muskrat, and beaver fill with seepage in the quagmire. Silence prevails, broken only by the occasional buzz of a passing mosquito. As summer ends, the white blossoms of Labrador tea spice the air. A few weeks later, the magic wand of autumn will cloak the wetland in crimson.

In Celtic, bog means "something soft that bends or sinks." Formed by layers of dead plants in stagnant water, the peat bog embodies its Celtic definition. Vast ice fields that sprawled over the northern reaches of the earth during the ice age melted, leaving depressions filled with standing water. Over the centuries, layer upon layer of dying plants created a quaking carpet, in places thirty to forty feet deep. Scientists have learned much about the past by studying sample layers of these peat formations.

Typically, spruce, larch, and tama-

rack ring the edges of the heath, with sphagnum moss and sedges forming a spongy mat in the center. Some of the plants that flourish in this environment are found nowhere else. Labrador tea, pitcher plants, and sundew mingle with a dozen species of orchids. Water willow creeps across open water "eyes," while water lilies blossom amid the muck of these miniscule ponds. Green frogs squat on lily pads, staring, intent, waiting patiently for the slightest movement signaling the approach of a dragonfly.

Protected within national parks, a number of northern bogs will be preserved for future generations to enjoy—the heath of Acadia, Isle Royale's Raspberry Island Trail, the quiet swampy places in Voyageurs, Pictured Rocks, and elsewhere.

But many fragile northern bogs are endangered. Man, in his quest for food and fuel, is now turning his attention to these expanses of soggy land. He is draining bogs to plant crops. He is harvesting the peat for the horticultural market. He is turning to peat for fuel, as generations of northern Europeans have done. Some fear that even delicate bog areas in national parks could be in danger of damage from the very numbers of visitors. As we encroach more and more upon America's special wilderness places, it seems that even the lowly peat bog, if not preserved by man, has little chance of surviving his exploitation.

Sharon K. Sneddon is a freelance writer and photographer living in Washington State.

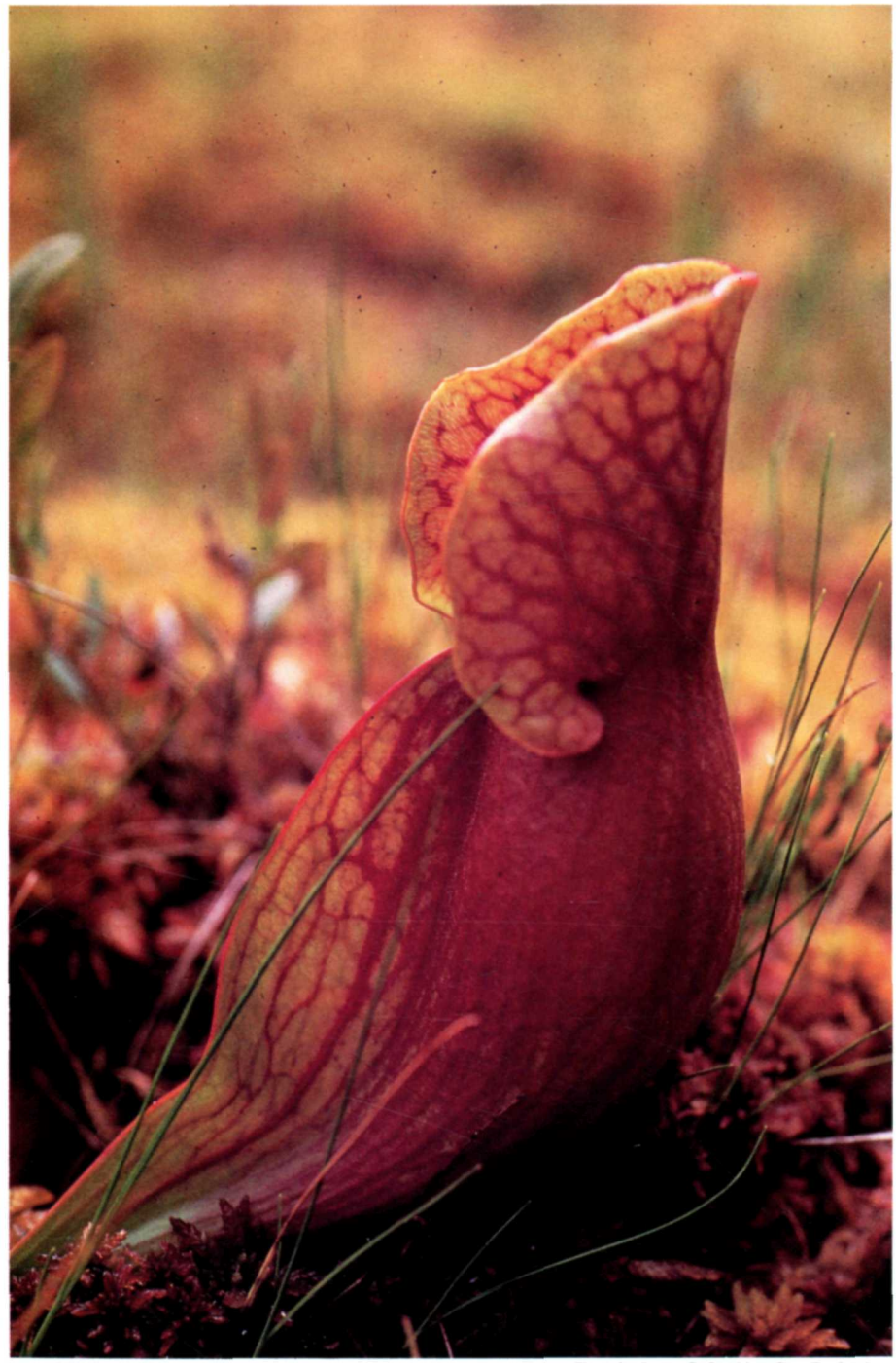


Photo by James O. Sneddon, Sage Productions

This pitcher plant is a highly efficient carnivore. A system of down-pointing hairs on the rim, a slippery wax cuticle on the inside, and digestive enzymes at the bottom combine with a brightly colored hood that secretes an attractive nectar to lure, trap, and digest insects.

Plant Walks in the National Parks

For seasoned and amateur naturalists alike, the National Park System has a wide variety of interpretive plant trails, and spring is a good time to enjoy them.

Listed below is a sampling of plant trails from various regions in the National Park System.

Haleakala National Park, P.O. Box 369, Makawao, Maui, Hawaii 96768. Haleakala's Hosmer Grove Nature Trail (HGNT) emphasizes the unique native flora of Hawaii (99 percent of Hawaii's native plants are endemic). Visitors can choose the quarter-mile or half-mile version of this ranger-led walk.

Whichever you choose, you will see a wide variety of unusual plants. Coffee grows along the trail as do wild heath and farm peas gone wild. Also found along the trail are ten to fifteen species of conifer, most of which were imported from the mainland.

In the park's Kipahula district, a three-hour, ranger-led hike covers the park's native and nonnative plants, and reveals how Hawaiians use the plants. For instance, Hawaiians traditionally used the noni plant to treat internal injuries.

The trees in this exotic rain forest include bamboo, Christmas berry, java plum, guava, tropical almond, and mango. The nature walk also includes a visit to a working Hawaiian farm.

Denali National Park & Preserve, P. O. Box 9, McKinley Park, Alaska 99755. Alaska offers a completely different environment. At Denali, the climate is much cooler; the average summer temperature is only sixty degrees. The most comprehensive plant trail is the taiga walk. Taiga refers to swampy, coniferous, subarctic forest. Few trees grow here because of the park's proximity to the Arctic Circle.

The ranger points out white and black spruce, quaking aspen, paper birch, and balsam poplar trees, and in the open areas of the trail you can spot dwarf birch, blueberry, and willow. Denali also features many species of wildflowers. Many of these tiny plants hug the ground in a low mat—like a ground cover—and create their own microclimate.

Olympic National Park, 600 East Park Avenue, Port Angeles, Washington 98362. Three self-guiding nature trails lie within the Hoh rain forest in this park. The trails are short—ranging from a mile to a mile and a half.

Also available are two naturalist-led walks, each lasting about two hours. The theme of these guided walks is rain forest ecology. You are likely to see Sitka spruce, Douglas fir, and red cedar trees.

Hurricane Ridge, a subalpine area accessible by car, features several short scenic trails. During the summer months you can follow the signs and discover many flowering plants: cinquefoil, a yellow flower similar to a buttercup; American bistort, a white flower; and subalpine lupine, a purple flower.

Saguaro National Monument, P.O. Box 17210, Tucson, Arizona 85731. In the Southwest, just outside Tucson, Saguaro National Monument offers a magnificent view of stately saguaros spread out across the dry desert landscape. At this park you have your choice of several walks, each featuring a variety of cactus plants—prickly pear, barrel, and saguaro—close up. Cactus flowers are some of the most brilliantly colored in the world. The best time to see these blooms is between February and May.

The size of the saguaro cactus is impressive. The giant saguaro can live as many as 200 years and grow to more than fifty feet. A mature plant weighs several tons and can absorb a great deal of water for use during the desert dry season.

Because the altitude of the park ranges nearly 6,500 feet, it includes desert habitats, oak woodlands, and pine forests. Naturalist-led walks are offered through the winter months. Self-guiding leaflets are available for both foot trails and the nine-mile Cactus Forest Drive.

Everglades National Park, P.O. Box 279, Homestead, Florida 33030. Excellent interpretive trails, both self-guided and ranger-led types, are available in this unusual park located at the southeastern tip of the mainland USA. The Gumbo Limbo Trail is only a half-mile long, but it winds through a hardwood hammock—a jungle-like grove of tropical trees and smaller plants. You can see royal palms, wild coffee, lush fern gardens, orchids, and the gumbo limbo tree, a smooth-trunked tree that sheds its bark.

The West Lake Trail, also a half-mile long, takes you through mangrove trees along the edge of the lake. Mangroves are found where fresh and saltwater meet, and four types of mangroves grow in this region: red, white, black, and buttonwood. The tangled above-ground root systems of these trees catch debris, which helps build up the Florida coastline, then shields the coast from wind and water action.

If you prefer the dark coves of the Everglades, the Mahogany Hammock Trail is for you. A short hike takes you past rare palms and huge mahogany trees. In fact, the largest living mahogany tree in the U.S. grows along this trail.

For the heartier hiker, the seven-mile Long Pine Key walk winds through a network of interconnecting trails and diverse pinelands. As many as 200 types of plants, including about 30 types found nowhere else on earth, are found along these trails.

The National Park Service builds and interprets plant trails for your enjoyment and education. Please leave them in the same condition in which you found them. Do not pick wildflowers or other plants along the trails. And most of all, take your time and enjoy yourself.

—Deirdre A. McNulty

ORRRC II: The Future of Outdoor Recreation

A quarter of a century ago, conservationists brought about something quite important. They convinced Congress and the administration that a national study of outdoor recreation was timely and essential, and the study, once completed, stimulated major program and policy improvements.

Congress created the Outdoor Recreation Resources Review Commission as a 15-member bipartisan group to study the nation's outdoor recreation needs. (The Commission promptly acquired the awkward acronym "ORRRC.") ORRRC began work in late 1959 and submitted its report to President John F. Kennedy in early 1962.

That report marked the beginning of a new era in outdoor recreation in America. The Commission found that there were serious shortages in the nation's supply of outdoor recreation opportunities, particularly near metropolitan areas. It recommended actions to correct the situation.

Many of the Commission's recommendations were implemented by the Congress and by both Democratic and Republican administrations in the years since 1962. Some of these actions include the following.

The Land and Water Conservation Fund was created to assist federal agencies, states, and local governments in acquiring recreation land.

The Bureau of Outdoor Recreation was established to provide national policy leadership and advocacy.

National systems of wilderness, rivers, and trails were created.

As ORRRC emphasized the need for access to seashores, a new category of federal preserve was created—the national seashore.

New federal initiatives were taken to provide outdoor recreation in crowded urban areas.

Most important of all, ORRRC brought about a public recognition that outdoor recreation is vitally important to the American way of life. In doing so, ORRRC built a bridge between outdoor recreation and the developing new environmentalism. In many ways we have forgotten this important linkage. The public prominence that environmental issues have now attained sometimes obscures the work of the old conservation and recreation movement, which laid the groundwork for sound land and water policy long before Earth Day.

On the twentieth anniversary of the ORRRC report, a number of people and organizations suggested that there be a fresh look at what has happened since ORRRC. They were motivated not by a desire to celebrate an anniversary, but rather by a deep concern over the changes in long-established programs that many felt had served the nation well.

These concerns came to focus on Laurance S. Rockefeller, the chairman of the original ORRRC. After receiving encouragement from the Administration and congressional leaders, Mr. Rockefeller convened the Outdoor Recreation Policy Review Group. Members were Emery Castle, president of Resources for the Future, Inc.; Sheldon Coleman, chairman of the Coleman Company, Inc.; William Penn Mott, Jr., president of the California State Parks Foundation and former state parks director; Patrick F. Noonan, former president of the Nature Conservancy, now president of Conservation Resources, Inc.; William K. Reilly, president of the Conservation Foundation, and myself as chairman. Though Mr. Rockefeller insisted on being called an *ex officio* member, he attended all the meetings and was, in fact, the intellectual leader of the effort. The Policy Review Group carried out a four-month review of the changes in American life since ORRRC and what impact these changes had on outdoor recreation. Many of the conclusions of this article are based on the work of the Policy Review Group.

The changes since ORRRC began a quarter of a century ago are enormous. Some of these ORRRC foretold: more people, more income, more leisure time, and more travel.

But there have been some quite profound trends ORRRC did not predict: the changing role of women, the great increase in concern for the environment and for physical fitness, the new importance of nonwork goals, and the loss of confidence in government and other institutions. Each has had great impact.

The overall result has been a great increase in the demand for outdoor recreation. The figures are not precise, but by whatever measure available—park visitation, expenditures, results of polls—the demand for outdoor recreation has soared.

The supply has not kept pace. Although there have been important increases in the amount of public land available, much of it is not an effective source of recreation for most of the people—those in urban areas.

Three significant conclusions emerge. First, outdoor recreation is more important in American life than ever. People value outdoor recreation in itself, and the new interest in physical fitness and the acceptance of leisure as a goal have

only served to amplify its importance. Further, many of the concerns of the environmental movement are linked to the protection of outdoor recreation resources—in other words, environment. Each goal enhances the other. Clean water is essential for fishing and swimming, and clean air ensures vistas at major national parks. Thus, fishable, swimmable water is a major goal of the Clean Water Act, and protection of Class I areas like parks is stipulated in the Clean Air Act.

Second, in the face of increased demand for outdoor recreation, governments are doing less. At the federal level, expenditures peaked in 1978 and have fallen sharply since then. The Heritage Conservation and Recreation Service, the successor to the Bureau of Outdoor Recreation, has been dismantled. The Land and Water Conservation Fund has been sharply cut. In the absence of federal assistance, there is evidence that state and local governments also are reducing spending for outdoor recreation.

Third, the private sector is doing more, and could do yet more with government cooperation. The private recreation business has grown significantly over the past two decades through the development of campgrounds, ski areas, and marinas; through the development of more sophisticated outdoor recreation equipment; and through operation of expanded facilities on public land. Outdoor recreation is big business, and by creating jobs and attracting tourists, it is a major component of the nation's economy.

Private, not-for-profit organizations also play an increasingly important role in outdoor recreation. Their growth has been phenomenal over the past twenty years. They encourage and help the donation of lands and capital to public agencies; manage lands and facilities on their lands for public use; maintain trails and hostels on public lands; and provide volunteer assistance to federal, state, and local recreation agencies.

On the basis of these conclusions, the Policy Review Group recommended a review of the role of the federal government and other governmental and private sector providers of outdoor recreation. Perhaps government should do less. However, the dismantling of institutions and clear-cutting of programs is not the answer. The Policy Review Group does not necessarily urge resuscitating old programs, but rather, carefully thinking through alternatives. The Policy Review Group recommended that Congress establish a new Outdoor Recreation Resources Review Commission to conduct a formal review of outdoor recreation in America.

Congressional action is at a critical point. Late last session the Senate passed a bill creating a new ORRRC modeled on the old. A twenty-one-member Commission would be comprised of eight members of Congress divided between the House and Senate and Democrats and Republicans, and thirteen members of the public. The Commission would have an independent staff and budget.

In the bill, the Commission is directed to carry out "an examination and evaluation" of outdoor recreation resources at all levels of government and those in private hands. The Commission is to recommend policies and programs for each level of government as well as for the private sector. In addition to examining the roles of the various participants, the Commission is also directed to examine the relationship between outdoor recreation and health, a productive economy, the environment, and the broad range of other recreation pursuits. The study is to use the year 2000 as a planning goal. One and one-half million dollars is authorized for the work, which is to result in a Commission report eighteen months after the project's inception.

The bill is now before the House. Some have been arguing for delay until late in 1984 on the grounds that appointments might be made by a different administration.

The Policy Review Group believes it is important that the bill be passed now, that the new Commission begin its work this year, and that its report be on the President's desk as soon as possible. Whoever is president in the next four-year term should have the benefit of fresh thinking on outdoor recreation issues as soon as possible.

The quarter century that has passed since ORRRC began has been a period of profound social, economic, and political change. The role of outdoor recreation in our society has changed. The first ORRRC helped us understand and work with changing needs in the past. We think a new Outdoor Recreation Resources Review Commission is required to assess the new role of recreation and help Americans enjoy its benefits in the future.

Henry Diamond is a partner in the Washington and New York law firm of Beveridge & Diamond. He edited the original ORRRC reports. Later he was New York State's first Commissioner of Environmental Conservation. He served as chairman of the Policy Review Group convened last year by Laurance S. Rockefeller to review outdoor recreation issues.

Photo by National Park Service

Above: this red fox runs free at Assateague National Seashore in Maryland and Virginia, but trappers consider him fair game. Right: bobcats are trapped for their highly prized pelts in at least four National Park System areas.

THE SNAG IN PARK TRAPPING

In a controversial move, Interior has blocked Park Service rules in order to allow trapping at eleven national parks, by Representative Jim Moody

Our country was opened up by trappers, men whose way of making a living included as much adventure as profit. One of the first barriers they broke was the Appalachian Mountains. As civilization on the eastern seaboard spread—and people, farms, and cities began replacing beaver, mink, and otter—trappers had to find passes through to the West.

They unwittingly served as the advance scouts for the waves of Americans who followed: through the Midwest, the North Woods, the great Rocky Mountains, and beyond, to the Sierra Nevada and the California coast.

Now that the lower forty-eight states have been thoroughly populated and civilized, and skins and furs are no longer the materials most Americans use to clothe themselves, trappers are a somewhat exotic breed. But they do exist.

In fact, trappers are allowed to set their lines in a number of units in the National Park System. Whether trapping in areas of the Park System makes sense philosophically can be fiercely debated. Trapping is, after all, primarily a commercial activity. Making money by killing wildlife in areas of the National Park System is a questionable use of areas established to preserve outstanding resources. The National Park Service (NPS), however, must follow management rules; and until recently the rules for trapping in the National Park System were very hazy.

Hunting is specifically authorized by law in forty-five units of the National Park System,

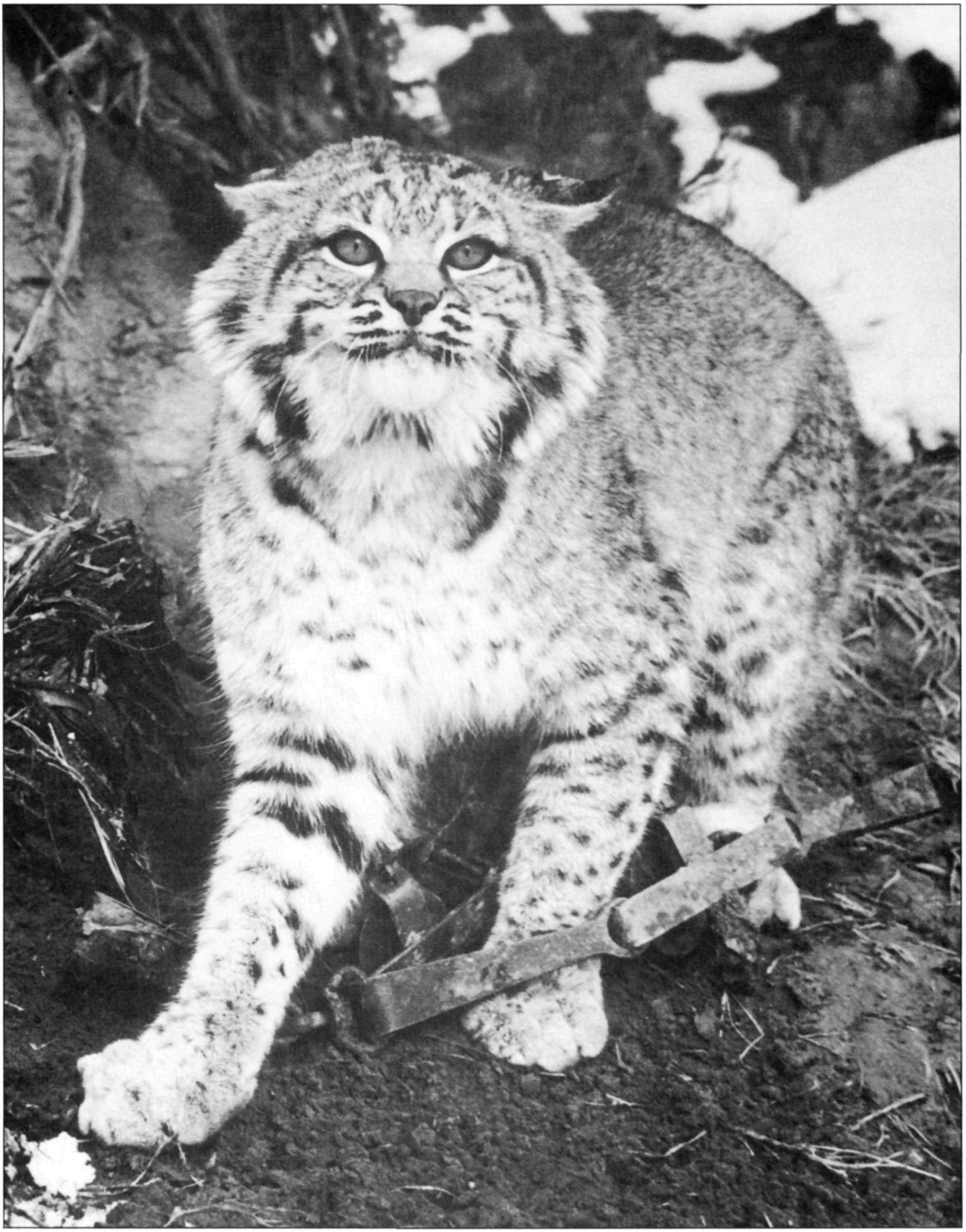


Photo by Dick Randall, Defenders of Wildlife

Opossum, beaver, and other fur-bearers trapped at Ozark NSR each year earn trappers almost $300,000.

Photos by Leonard Lee Rue, III

primarily national recreation areas, seashores, and the like. Trapping is legally permitted in twenty of these areas. In the remaining twenty-five parks, fourteen clearly prohibit trapping, while trapping does occur in the other eleven areas. What is the basis for this inconsistency?

The NPS realized the scope of this problem in 1980 when it discovered that unauthorized trapping occurred in these eleven areas: Assateague Island National Seashore (Md.-Va.); Bighorn Canyon National Recreation Area (Mont.-Wyo.); Buffalo National River (Ark.); Cape Cod National Seashore (Mass.); Delaware Water Gap National Recreation Area (N.J.-Pa.); John D. Rockefeller, Jr., Memorial Parkway (Wyo.); New River Gorge National River (W.Va.); Ozark National Scenic Riverways (Mo.); Pictured Rocks National Lakeshore (Mich.); Sleeping Bear Dunes National Lakeshore (Mich.); and St. Croix National Scenic Riverway (Wis.-Minn.).

The last area is in my home state of Wisconsin. There, it was estimated that approximately 150 trappers earned about $65,000 in 1982 capturing muskrat, raccoon, beaver, mink, and other fur bearers. Although per person the amounts of this side income are not great, the activity puts at some risk the numerous eagles and ospreys that migrate through the St. Croix Riverway during the late autumn trapping season. Hunters, too, found fault with trapping along the riverway, arguing that the traps endangered their hunting dogs.

The problems are real, yet nowhere in St. Croix's enabling legislation is trapping specifically mentioned as an allowable activity. Similar situations exist at the other ten park areas. NPS managers at Assateague, for instance, believe trappers have decimated the river otter population on that island. In its evaluation, the NPS came up with only estimates and suppositions because no baseline data on trapping in the parks existed. Clearly, the NPS had to resolve the trapping problem.

The catalyst for the discovery of these trapping inconsistencies was a comprehensive review of the NPS's general regulations. These servicewide rules, which the NPS uses to manage all 334 units of the National Park System, were last revised in the mid-1960s. In the intervening years the NPS increasingly became aware of the inadequacies of these regulations. As new kinds of areas—national seashores, national recreation areas, and the like—became part of the System, new laws were enacted and visitation increased significantly.

The exisiting regulations were vague, confusing, and inconsistently enforced. One such regulation governed hunting and trapping. In eleven areas park managers broadly interpreted the authority for hunting to encompass trapping. The lan-

Clockwise from above: marten, mink, muskrat, and river otter are commonly trapped in a number of park areas. NPS managers believe trapping has decimated Assateague's otter population. Systemwide effects on wildlife are unknown.

guage of the law, however, said nothing about trapping in these areas.

In an attempt to resolve the confusion over hunting and trapping, the NPS published a proposed rule in the *Federal Register* on March 17, 1982. This regulation stated that hunting and trapping would be permitted in park areas only where specifically authorized by federal statutory law; that is, where Congress had inserted the words "hunting and trapping" in the legislation establishing the particular park area. Because Congress authorized hunting in forty-five parks, and trapping in just twenty of these areas, apparently it intended these two activities to be distinct.

In the absence of specific rules, the NPS did not believe that it had the administrative discretion to authorize the killing of wildlife, nor the option to broadly interpret hunting to include trapping.

This position is solidly based on the long-standing interpretation of the National Park Service Organic Act of August 25, 1916. In establishing the NPS, this Act provided that

"The service thus established shall promote and regulate the use of the federal areas known as national parks, monuments, and reservations . . . [whose] purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."

The principles set forth in the 1916 Act must be strictly adhered to unless specifically exempted by congressional action. Congress passed two amendments to the Organic Act—one in 1970, the other in 1978—that support and reiterate these principles. The language of the 1978 directive was especially strong:

"The authorization of activities shall be construed, and the protection, management, and administration of these areas shall be conducted, in light of the high public values and integrity of the National Park System and shall not be exercised in derogation of the values and purposes for which these various areas have been established, except as may have been or shall be directly and specifically provided by Congress."

The direction from Congress is clear. The killing of wildlife in areas set aside as wildlife sanctuaries would compromise the "high public values" of those parks and could not be allowed without specific congressional authorization.

The NPS took its lead from Congress. In turn, public comment on the proposed regulation overwhelmingly supported the NPS position—1,584 to 137. The final rule, published in the *Federal Register* on June 30, 1983, outlawed trapping in areas where Congress had not specifically

authorized trapping. The NPS supported what it believed to be its obligation to the nation despite strong lobbying from organizations such as the National Trappers Association and the National Rifle Association, and opposition within the Department of the Interior, particularly on the part of Assistant Secretary G. Ray Arnett.

In a hearing before Representative John Seiberling's House Subcommittee on Public Lands and National Parks on February 24, 1983, I asked Assistant Secretary Arnett for his views on this issue. He responded:

"In those areas where trapping and/or hunting would not be incompatible with the purpose for which the unit was originally established, I would not be opposed to that if it could be shown to be good game management. . . . I think that is really restricting the management of a park unit to say that [trapping] cannot take place . . . and there are areas in which it is necessary to manage and manipulate the population of wildlife in some units. I think it precludes the opportunity for the manager of that unit to be able to decide what is best for that particular park area."

By this statement, Mr. Arnett indicated his support for a discretionary policy on trapping. Were the assistant secretary to reread the 1916 Organic Act, as amended, he would discover that the mandate of the National Park Service is to conserve—not manipulate—wildlife. The derogation of park values—that is, trapping—can occur only through congressional mandate and not by administrative discretion.

As a result of the overwhelming public support for this new regulation, and a concern over backlash if he opposed the regulation, Mr. Arnett signed the final rule. Its effective date, however, has been delayed twice—once until December 19, 1983, and again until March 2, 1984. One reason for this long delay was to provide a mechanism to allow the continuation of trapping in these eleven areas through January 15, 1985. This mechanism took the form of special regulations published in the *Federal Register* on December 27, 1983.

The rationale Interior gives for delaying trapping regulations and issuing special regulations in their stead is that trappers would have to relocate their operations. The delay also gives Congress time to amend the enabling legislation in these park areas.

In arriving at this position, the Interior Department has ignored the fact that if it does not have explicit authority to allow trapping in the first place, then the Department should not allow its continuation, for however short a period.

In addition to the legal problems involving trapping, some other concerns exist. Although trappers argue that they derive recreational enjoyment from trapping, an unofficial survey conducted in 1982 by the National Park Service reveals that trapping in these eleven areas is commercial in nature. Using park resources for commercial gain violates a long-standing, fundamental NPS policy.

The survey further indicates that trapping sites are readily available on federal, state, and private lands outside the areas in question. Also, of the park areas under scrutiny, seven of the states in which they are located prohibit trapping in their own state parks. Wisconsin is one of those states that prohibits trapping in state parks.

Even more disturbing is the fact that the NPS allows the trapping of wildlife despite the lack of data concerning the impact of this consumptive use of park resources. In only one park, Assateague Island National Seashore, does the NPS require trappers to obtain a park trapping permit. Assateague is also the only park area that has some evidence a wildlife population—the river otter—is being harmed by trapping. The NPS has little or no information on how trapping affects endangered and threatened species, what types and how many other species are being trapped, and how trapping affects visitors' enjoyment of the parks.

Unauthorized trapping is a highly questionable and controversial use of park resources from both a legal and policy perspective. The National Park Service is to be commended for its attempt to clarify congressional intent and eliminate a consumptive use that is commercial in nature.

Although final regulations have been published, they have not yet been implemented. Nearly ten months have passed. Pro-trapping groups have used this time to press their case for maintaining trapping in these eleven units of the National Park System.

The NPS clarified regulations for the benefit of all, not for the benefit of a small special-interest group. Undoubtedly many taxpayers, whose money supports the National Park System, would be upset to learn that the NPS has acquiesced, allowing trappers to continue to use these eleven park units for personal gain.

Ultimately, however, a move to allow this trapping is a betrayal of the founding principles of the National Park Service. The conservation ethic laid out by Congress in 1916 clearly protects the future of park wildlife populations: ". . . to conserve . . . the wildlife therein . . . by such means as will leave them unimpaired for the enjoyment of future generations."

Where otter, mink, beaver, bobcat, and lynx once held sway, man now dominates the landscape. We have carved out protected habitats for the fur bearers and other wildlife in our National Park System. We are responsible for guarding these last vestiges of habitat for the enjoyment of future generations of Americans and for the sake of the animals themselves.

Representative Jim Moody of Wisconsin is a member of the House Committee on Interior and Insular Affairs as well as serving on the Subcommittee on Public Lands and National Parks.

Make your views known. Write: Interior Department, Assistant Secretary for Fish, Wildlife, and Parks, Washington, D.C. 20240.

In the Land of Hiawatha

BACKPACKING PICTURED ROCKS NATIONAL LAKESHORE

by Larry Rice

"A black bear? In these woods?" my hiking companion, Judy, asked.

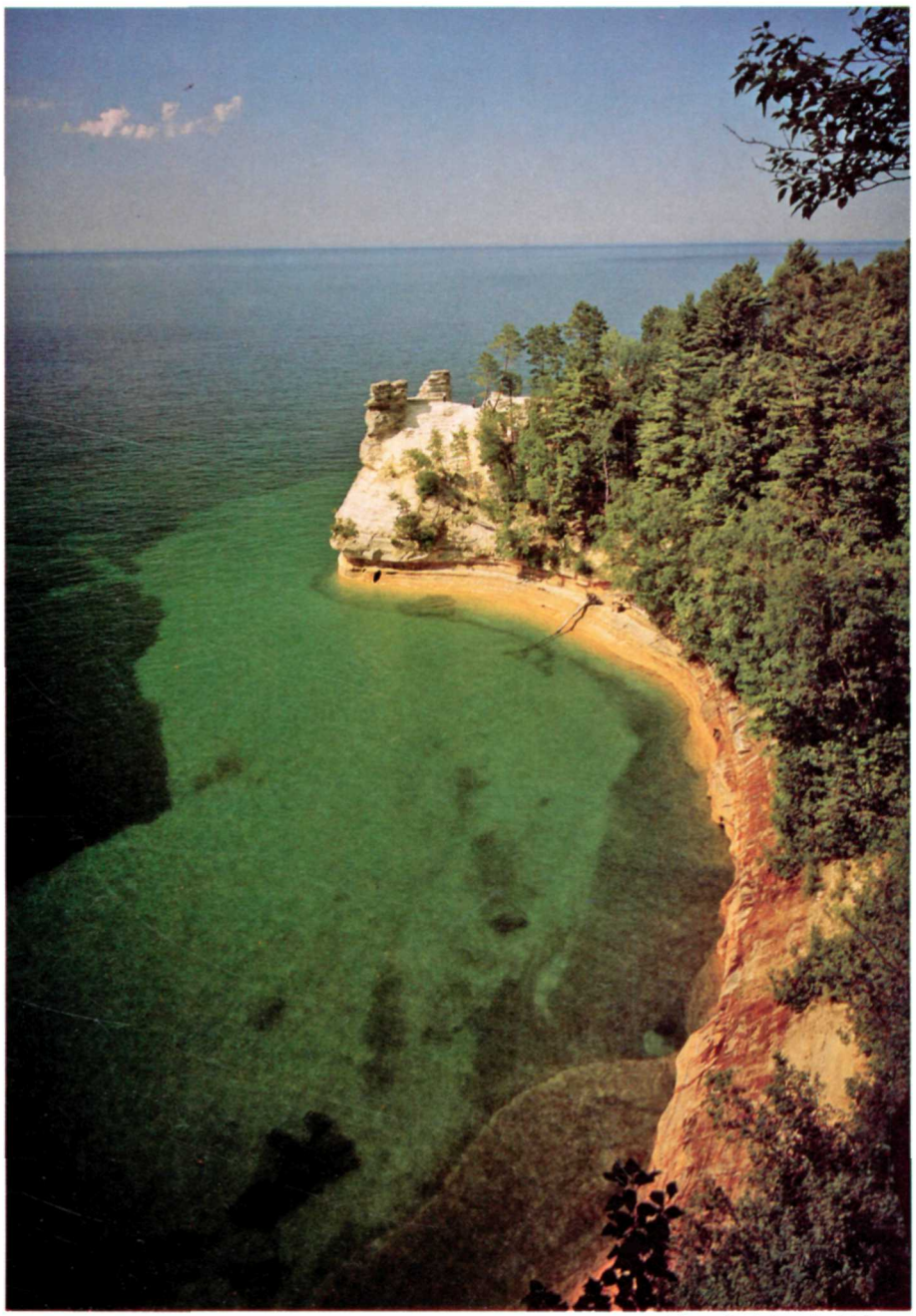
We both knelt down and examined the seven-inch, humanlike imprint in the mud not far from our tent.

"Well, if that track doesn't belong to a black bear," I remarked, "then there must be a barefoot hiker around here with some awfully strange-looking feet."

Convinced that a 300-pound bear was somewhere ahead on the trail, we took our time breaking camp. When we did continue hiking east it was with one eye on the path ahead and the other searching the woods for a big, dark shape. As long as we stayed out of his way everything would be all right.

It was an early spring morning in Michigan's Upper Peninsula, a region rich in wildlife and beauty that has escaped much of the urban sprawl farther to the south. We were delighted to see that the black bear still lives here. The wide-ranging omnivore requires a large expanse of undisturbed habitat; it is usually one of the first species to disappear when the crush of humankind becomes too great.

We had come to the "U.P.," as the peninsula is known locally, to hike and explore one of its best kept secrets: Pictured Rocks National Lakeshore. Authorized in 1966, this relatively recent addition to the National Park System protects some of Lake Superior's most spectacular shoreline. Multicolored sandstone cliffs that rise 200 feet above the lake are the main attraction, but there are also miles of pebble beach,



Miners Castle Point, by Ed Cooper

Trout lily, clintonia, spring beauty, and Dutchman's breeches added splashes of color to the hardwood forest . . . and Lake Superior glistened to the north . . .

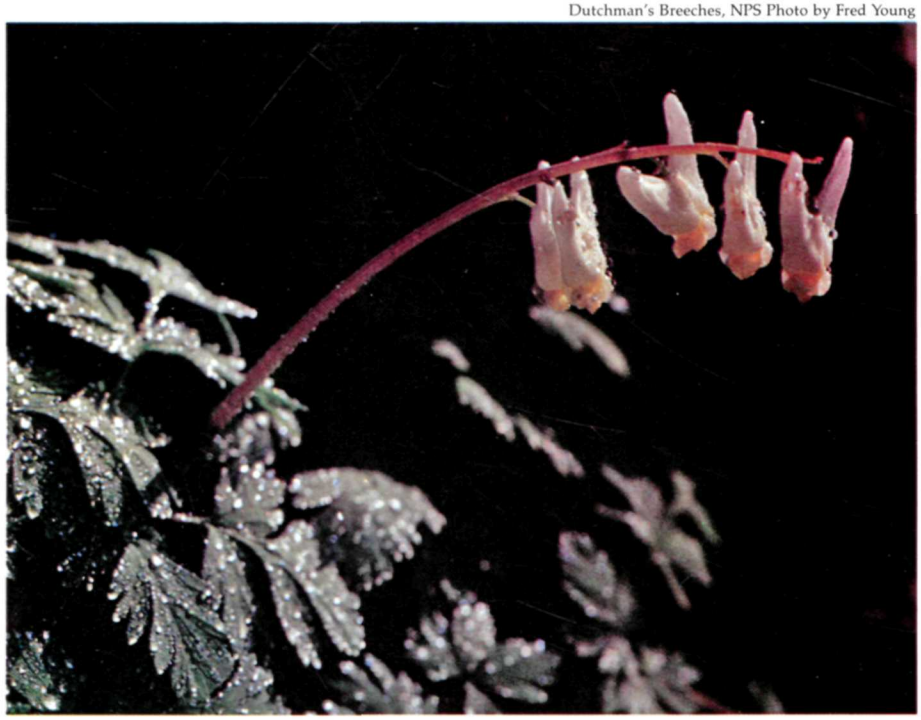
massive sand dunes, forests, lakes, streams, and waterfalls. The park is ideally suited for backpacking, hiking, and crosscountry skiing. The 71,266-acre lakeshore, stretching for some forty miles between the lakeside towns of Munising and Grand Marais, is not true wilderness anymore. But if wilderness can be defined as the experience of nature being larger than man, backpacking along the Lakeshore Trail, as we were doing, was as much a wilderness experience as any other.

Our six-day trip had started the day before when we stopped at the park headquarters at Sand Point to pick up a backcountry permit. After we filled out the form, the ranger inquired about our supply of insect repellent.

"The blackflies hatched out a few days ago," he commented. "They shouldn't be much of a problem though, unless we get a warm spell. As far as mosquitoes are concerned, well, I'm afraid you've arrived too late; they've been pretty active this past week."

While preparing for the outing, I had warned Judy about the U.P.'s infamous insect populations. I told her that the "maringoines," as early French voyageurs called the biting blackflies, were frequently so overwhelming that men had been driven mad by their attacks. One voyageur wrote in his journal that his group had "buried themselves by the watter side to keep their bodyes from the flyes called maringoines, which otherwise had killed them with their stings."

Dutchman's Breeches, NPS Photo by Fred Young



If these trail-hardened characters could be driven insane by the flies and mosquitoes, just what would they do to a modern-day voyageur? A few years ago I had naively arrived at Pictured Rocks a week after the main hatch. For three days I persevered without a tent or headnet, wallowing in my misery. I doused myself with insect repellent until my skin started to dissolve. The mosquitoes were temporarily confused, but the blackflies zeroed in without losing a beat.

I tried sticking my head in a smoking campfire to no avail. Whenever I came up for air I would be attacked again. Desperate for some relief, I bummed a cigar from a passing fly-fisherman, who assured me that the obnoxious fumes would keep everything away. The cheap stogie had no effect on the flies and mosquitoes, but it nearly killed me. Finally, I did what I should have done long before—I left. But I vowed to return someday.

I came back this year well prepared. Armed with headnets, the strongest repellent on the market, and a well-fortified tent, Judy and I felt confident that we could handle the pests.

Just as important as our choice of equipment was the timing of our visit. Usually, any two-week period between late April and mid-May is ideal; but that can change from year to year. Arrive too early and snow will still cover the ground; come too late and insects will be at their hungriest. We chose the first week of May for our trip, hoping we had guessed right.

Our hike started at Miners Castle Point, about six miles from the park's westernmost boundary. From here we planned to follow the Lakeshore Trail eastward for thirty-five miles to the park's opposite end near Grand Marais. We would spend five nights in the backcountry, allowing ample time to enjoy the lakeshore at a leisurely pace.

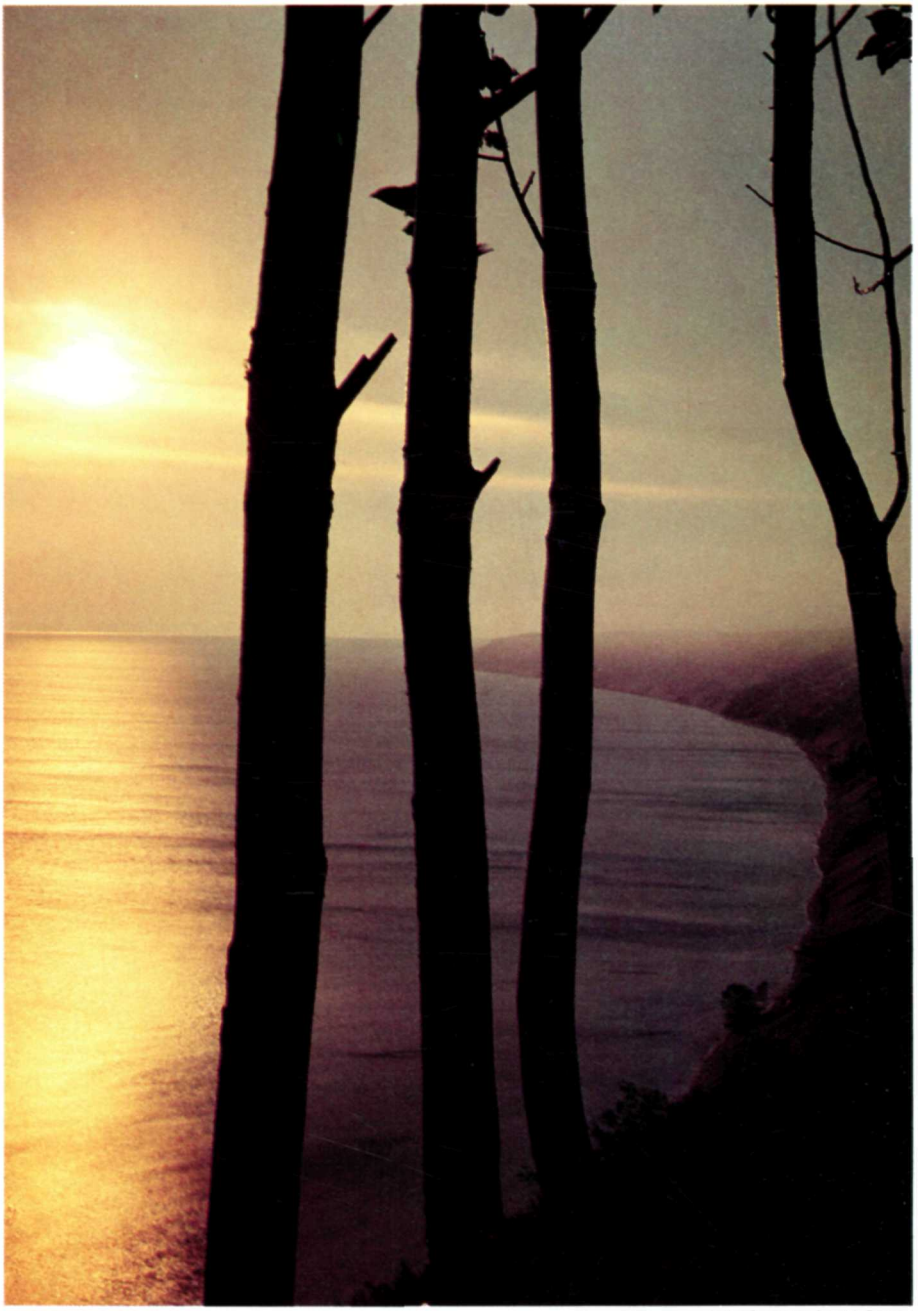
Our first morning's discovery of

bear tracks had been exciting, but had left us a little nervous. So it was with some relief, then, that we noticed the tracks veering off the trail as we made our way along the rugged shoreline that morning.

Now we were free to examine the carpets of wildflowers that laced the trail. Trout lily, clintonia, spring beauty, Dutchman's breeches, and other forbs added splashes of color to the hardwood forest. And whenever we came to a spring or soggy fen, clusters of marsh marigolds greeted us with brilliant gold.

When we weren't on our hands and knees studying the forest floor, we were searching the woods and beaches for spring birds. Flocks of warblers—black-throated green, palm, Nashville, magnolia, yellow-rumped, and ovenbird—floated through the wispy underbrush. Each species could be identified by both plumage and song. We heard the flutelike notes of a hermit thrush from the foliage overhead; some say its ethereal song is nature's most splendid sound. And the white-throated sparrows, the most abundant birds along the trail, whistled "old Sam-Peabody, Peabody, Peabody" until it seemed as if the whole forest were repeating the tune. Later in the day, we were forced off the path by a maze of windblown trees that had snapped like matchsticks during a winter gale. While bushwhacking around the barrier, we stumbled upon a beaver pond.

A long dam of freshly cut aspen and birch had created a two-acre pond. Securely situated inside the impoundment stood the dam-builders' home—a large, dome-shaped structure of sticks and mud that probably housed four or five beaver. The whole pond area, we guessed, was a likely environment for all kinds of animals. Our next campsite was still several miles farther on, but we decided to stop here and watch for wildlife. We set down our gear near the black water, ate an early dinner, and waited.



Lake Superior, by Ed Cooper

With no wind reaching this far inland, the pond was as tranquil as Lake Superior is tumultuous. Its mirrorlike surface reflected spruce and birch, the perfect images broken only by the ripples of rising fish. A myriad of sounds emanated from the pond's encircling shores as twilight faded to dusk. From a mile or so to the south, in a land of lakes and marshes, came the faint bugling of sandhill cranes. From the direction of the big lake came the haunting yodel of a common loon, its song one of the most characteristic of the north country.

The park is not a major nesting area for rare sandhill cranes or even the common loon. Nor is this rugged strip of spectacular shore a comfortable winter habitat for most wildlife. But to the south and east, lakes and marshes in state forests and private lands provide acres of sheltered habitat for birds and beasts alike. Park wildlife and park visitors enjoy the benefits of this extended range. As I watched night settle over the pond, I reflected on some of the more unusual aspects of this country's first national lakeshore.

As the first park of its kind, Pic-

Beaver Pond, by Larry Rice

tured Rocks was set up differently from other types of park units. Concerned about the threat of destructive logging and development in the area, conservationists wanted to protect a wide swath of land abutting the lake. In a compromise, the Park Service purchased a narrow strip of lakefront property, with the remaining land held in a privately owned buffer zone where development is restricted but logging is allowed. In the years since these restrictions were put into effect, some questions have been raised about possible violations; but violations are not very clearly defined in the law, so no one seems to know quite what to do about them.

On the positive side, the park superintendent says that restrictions in the buffer zone may have helped slow down development to the extent that the once-dwindling black bear population seems to be on the upswing. Still, Pictured Rocks is one of the eleven national park units where unauthorized trapping occurs, with possible effects on mink, muskrat, beaver, bobcat, coyote, and skunk. I wondered if the trapper's steel bite had been felt by the inhabitants of this lively pond.

A tight wedge of mallards dropped out of the sky and slipped into the water with barely a splash. Their low chatter told us where they were long after their reflections melded into the pond grass. Somewhere overhead, concealed by the gloom, a pair of barred owls hooted messages back and forth. Perhaps they were searching for the tiny deer mouse scurrying at our feet.

The sounds of the night grew with the length of the shadows. Trills and bellows and chirps and squeaks gradually rose in tempo and volume. The pond's amphibians—American toads, green frogs, spring peepers, and chorus frogs—were full of energy after a six-month hibernation on the muddy bottom. Now, caught in the throes of courtship, they noisily alerted everyone to their return.

We listened and watched until the pond's reflected light dissolved into the darkness on the shore. A hush settled over us. Then, stiff from crouching for so long, we painfully creaked to our feet. With only the moonlight to guide us, we felt our way back to where our backpacks were stashed. Suddenly, a loud report shattered the stillness. A moment later there was another.

Turning on our flashlights, we probed the water for the source of this racket and quickly spotted the reddish glow of the culprit's eyes. Mesmerized by the bright beams, the beaver floated motionless in the water, only its stocky head and neck exposed. We switched off the lights and waited. Soon, gnawing sounds drifted across the pond, followed by the snapping of branches and a noisy plop as a small tree toppled into the water—the beaver's dinner of bark and pulp.

We hiked the two and a half miles to the Mosquito River campsite in the dark, wondering where the next tree would fall. In the morning, we were eager to get underway. Our day's hike would take us through

some of the park's most spectacular scenery, and we wanted to make frequent stops.

Almost constantly in view since the start of our journey, Lake Superior, the Gitche-Gumee or "Shining Big-Sea-Water" of the Ojibway, glistened to the north. Made famous by Henry Wadsworth Longfellow's epic poem, "The Song of Hiawatha," this largest of the world's freshwater lakes dominates every aspect of the national lakeshore. No matter where we were along the trail, the lake's imposing presence could always be felt.

The most spectacular juncture of the forces of land and water within the lakeshore is the Pictured Rocks formation. Orange sandstone cliffs ranging up to 200 feet high along the shore were our constant companions for the first three days of our eastward trek.

Whenever the trail left the forest and edged toward the Pictured Rocks, the landscape opened up to powerful vistas. Waves sweeping in from the lake have combined with rain and ice to carve arches, caves, columns, and promontories in the cliffside. Names like Battleship Rock, Pulpit Rock, and Flower Vase Rock describe the fantastical formations.

We set up camp at Chapel Beach on a high bluff. The broad expanse of Lake Superior shimmered to the horizon on one side and the forest loomed in shadow on the other. After dinner, an eerie calm spread in place of the offshore breeze. Looking to the north, we could distinguish a dark line of clouds moving steadily over the lake. I reset the tent pegs and tightened the guy lines just in case we were in the storm's path.

We woke just after midnight. The storm had arrived. Gusts of wind and torrents of rain lashed at the tent. Fortunately, the pegs held firm, the tent stayed snug, and eventually we drifted back to sleep, lulled by the rhythm of heavy rain.

At sunrise the worst of the storm was over, although high winds and a low bank of clouds remained. Yesterday's gentle Gitche-Gumee was now an angry sea. Ten-foot waves pounded into the cliffside sending eruptions of water and foam a hundred feet high. Swollen whitecaps exploded on impact with the wall's arches and gouged-out caves. No wonder the Ojibway thought these caves were the dwelling places of the gods of thunder and lightning.

> The pond's mirrorlike surface reflected spruce and birch, the perfect images broken only by the ripples of rising fish

Where yesterday hundreds of nesting herring gulls had soared effortlessly near the crannies and ledges of the cliff face, today no birds were in sight. Spring gales can devastate these early nesters, tossing young chicks and eggs into the turbulent waters below.

We broke camp and continued eastward, spending the bulk of the day hiking the length of Twelvemile Beach. Contrasting sharply from the Pictured Rocks area, this flat stretch of sand and pebbles had to be traversed before nightfall in order to reach Grand Sable Banks and Dunes—and our fifth night's camp.

Hiking along this lonely shore, I wondered about previous visitors, even the Indian people Longfellow spoke of in his tale. Having experienced Lake Superior's stormy temperament, I could see why neither voyageur nor Indian made settlements here. Hunting camps were probably the most permanent lodgings ever built along these shores, and there are certainly no traces of them now. Judy and I fit right in with the patterns of human traffic in the past, I thought. We were just passing through. In fact, we had probably lingered more than most, out of pure enjoyment.

Looking to the vast expanse of inland sea stretching to the north, I remembered that shipwrecks were common on these shores during the 1800s. And although park staff insist that the infamous *Edmund Fitzgerald* sunk nowhere near here, they can document similarly tragic events no more than a quarter mile offshore. A few wrecks have become popular diving sites—for experts only. In this season, I had no interest in exploring the waters of a lake that some say is inhospitably cold even in July.

Late in the afternoon we rounded Au Sable Point and got our first glimpse of the Banks. They were huge. Rising at a 35-degree angle nearly 300 feet above the lake, the Banks are testimony to the earth-moving capacity of glaciers. Formed by ice sheets that receded ten thousand years ago, Grand Sable Banks are the exposed part of a glacial deposit that extends for five miles along the Lake Superior shoreline.

Perched on top of the Banks are the Grand Sable Dunes—the Gitche-Ganow, or "Great Sands," of the Ojibway. These giant sandpiles rise an additional eighty-five feet above the Banks and smother five square miles of mainland in shifting dunes before becoming partially stabilized by plant cover.

Geologists tell us that the dunes were created by blowing sand at the edge of an ancient lake that preceded Lake Superior. Longfellow, however, had a decidedly different view: He wrote that at Hiawatha's wedding, dancing feet cast sand aloft "heaping all the shores with sand dunes." In any event, we planned to spend the

Gull on Pictured Rock, by Larry Rice

remaining part of our hike exploring them.

When the tasks of selecting a campsite, setting up the tent, and fetching water were completed, I looked forward to an hour of relaxation until dinnertime. We had covered a good number of miles and my feet were tired and sore. Judy decided instead to brave the frigid waters of Lake Superior for a brief swim.

I was so comfortable, so at ease in my bed of contour-fitting sand, that I failed to notice the wind die down. The sun was inching steadily toward the horizon and with it went the refreshing breeze off the lake. I didn't think much at first about the few mosquitoes and blackflies that began to appear; after spending five days in Pictured Rocks' backcountry we had come to know each other fairly well. But when I had to start beating them away I knew that my idyllic hour's nap was over.

Some places on earth are so lonely, so rugged, so inhospitable, that they will remain unvanquished by man

Judy had expected to find dinner cooking when she returned. Instead she found me inside the tent refusing to come out.

"What's wrong?" she asked. "The bugs aren't that bad out here." For five minutes I put up with her jibes. She called me a third-rate voyageur, but I didn't budge.

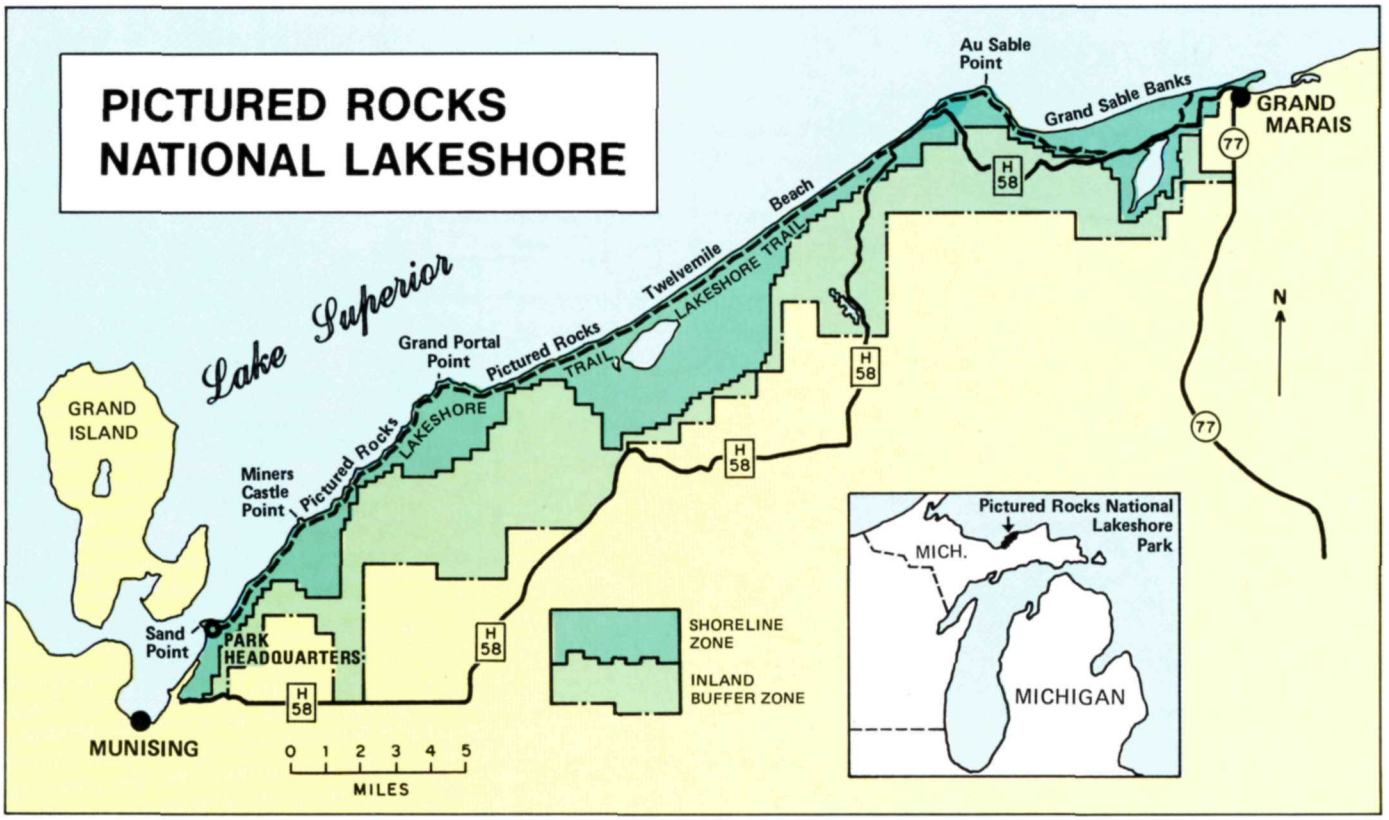
Then, to my delight, I noticed her starting to brush at the swirling clouds forming around her head. My smug companion began to squirm.

"Okay, I give up!" she cried. "Unzip the door, I'm coming in!"

We luxuriated inside the tent, watching our would-be tormentors hover harmlessly outside the netting. Safely ensconced, we had time to reflect on our present trip and plan others. We wanted to return to Pictured Rocks; there were still miles of trails left to hike and ponds and lakes to explore. Maybe we would find underwater wrecks, or track winter wildlife on crosscountry skis.

Whatever we decide, we know that the lake they call Gitche-Gumee will welcome us with a stern spirit and wild beauty that we have come to respect. It is good to know that some places on earth are so lonely, so rugged, so inhospitable to settlers that they will always remain unvanquished by man—the province of wind, water, a few hardy souls passing through, and the lowly mosquito.

Between trips, freelancer Larry Rice manages the Marshall Conservation Area in Illinois.



Map by James F. O'Brien, © NPCA

When You Go . . .

The 40-mile Lakeshore Trail extends from Sand Point, at the western part of the park, to Grand Marais on the east. It is accessible by car at several points so campers may select the length of trail they wish to cover. A permit is required to camp in the backcountry, available free at park headquarters or from any park ranger. Along the Lakeshore Trail camping is permitted only at eight marked sites in order to conserve the scenic and natural values of the park.

In addition, there are many opportunities for hiking in Pictured Rocks on an extensive network of old logging trails. Few of these trails are marked with directional signs at present, so an adequate map and compass are advisable.

Summer weather is usually pleasant, but campers should be prepared for cold and rainy weather. Insects are troublesome from mid-May through July, so some kind of insect repellent and a screened tent are highly recommended.

The Lakeshore Trail is primarily a summer hiking trail; it is not good for skiing and snowshoeing because it is very close to the shoreline and is subject to severe drifting of snow. The old logging trails, however, provide excellent opportunities for both skiing and snowshoeing. Check with park rangers for regulations on winter camping and other activities.

A topographic map of the park, prepared by the U.S. Geological Survey, can be purchased at the visitor center or from the Eastern National Park and Monument Association, Pictured Rocks National Lakeshore, Munising, MI 49862. This map is essential for winter trail use and summer bushwhacking. There is a nominal charge.

For further information, contact Superintendent, Pictured Rocks National Lakeshore, P.O. Box 40, Munising, MI 49862.

Protecting the Park

Pictured Rocks National Lakeshore is unique in that its boundaries include a legislatively established, privately owned buffer zone. The amount and type of development allowed in the buffer zone is restricted. Various different legal and professional opinions have emerged to interpret the law's stipulations about what kinds of activities are allowed in the buffer zone.

As a result of this confusion, some landowners have criticized the existing legislation. The Park Service, too, has had trouble with the language of the law, because it is unclear when they can act to respond to violations in the buffer zone. To eliminate this confusion and aid landowners, new legislation may be necessary. One proposal has a promising approach. It calls for a local land use plan and zoning ordinances for the buffer zone that would be compatible with the general management plan of the park. Congress may be considering bills in 1984. Watch for news later this year in the NPCA Report. *—Ed.*

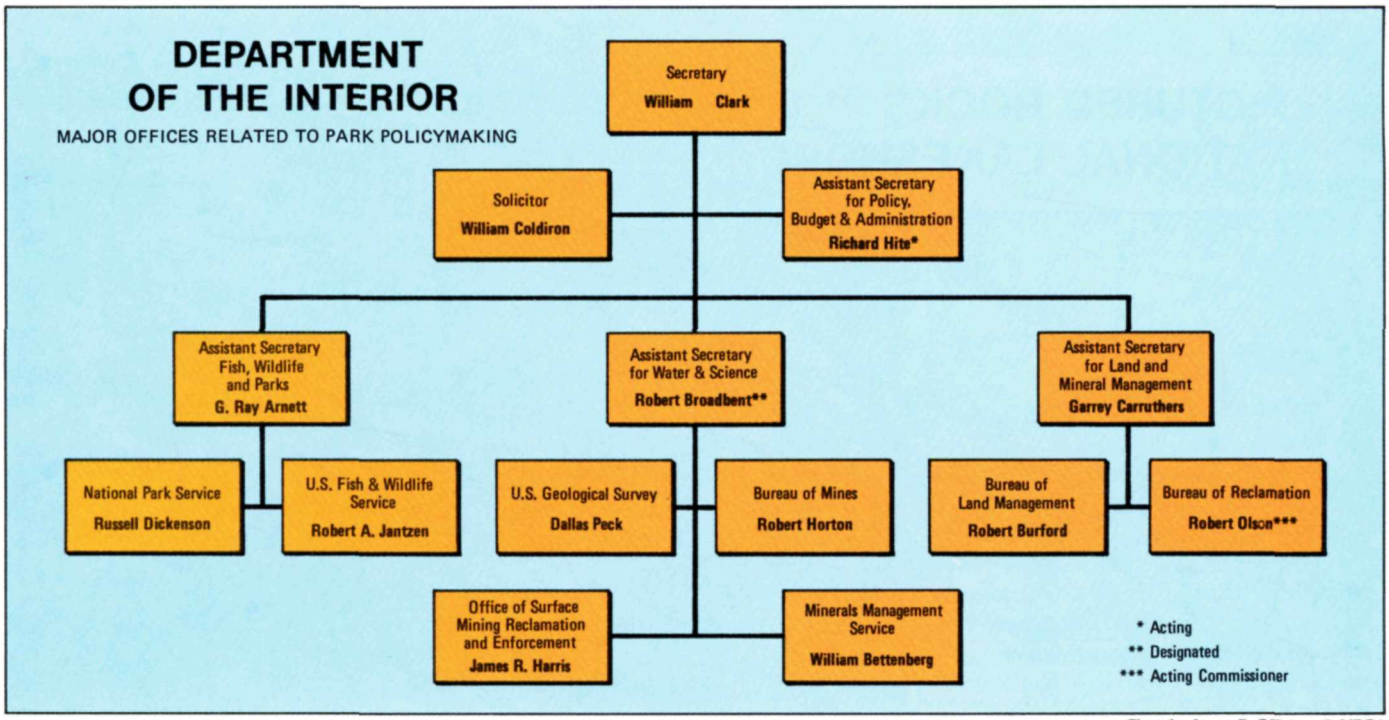


Chart by James F. O'Brien, © NPCA

INTERIOR: Behind the Bureaucracy

The success of Interior's new Secretary Clark depends to a great degree on how his top aides fulfill their responsibilities, by William C. Lienesch

The Department of the Interior bureaucracy is as intricate and complex as any in the federal government. Many offices within the Department administer programs that have some effect on the National Park System. It can be difficult to pinpoint which office is responsible for what.

For the past three years at Interior, key political appointees have been energetically working to implement park policies that have been associated primarily with James Watt. What will happen to these policies now that Watt is gone?

In these pages, we attempt to describe past actions of key political appointees at Interior, in order to give an idea of how and why this Administration's policies on the parks have been implemented. The Assistant Secretary for Fish, Wildlife, and Parks, for instance, has a great deal to do with setting park policy. The Director of the Bureau of Land Management has very little to do with parks, but his actions can occasionally affect them greatly.

In the end, however, the Administration and its representative, the Secretary of the Interior, are accountable for all actions of the Department.

For three years, the controversial policies of James Watt brought media attention and public censure to the Department of Interior. Secretary Watt's name was associated time and time again with policies that broke with the Department's traditional role of preserving parklands. He was attracting much attention, much of it negative, and in an election year a more low-key figure was required.

William P. Clark was chosen to replace the outspoken, controversial Mr. Watt. Clark's role will be a demanding one: like all secretaries of the interior, he must heed the needs of resource developers and conservationists alike. Whether or not he can accomplish this difficult task depends to a great extent on his top-level aides, the political appointees who made the day-to-day decisions under Clark's predecessor.

Although many of Interior's political appointees can have indirect effects on park resources, a few have powerful, key positions. Preeminent among these is G. Ray Arnett, Assistant Secretary for Fish, Wildlife, and Parks appointed under Watt. Arnett's most applicable experiences came as director of California's fish and game agency under then-Governor Ronald Reagan. His varied background includes working as a petroleum geologist and cofounding a trophy hunters' lobbying group.

Arnett's experience partly explains why he differs from recent predecessors: philosophically, Arnett's view stresses wildlife utilization rather than preservation. An avid hunter, he is used to seeing wildlife as a renewable resource to be harvested or manipulated for man's direct benefit. This attitude has shown up in a number of cases over the past few years.

In 1981, the state of New Mexico and sheep ranchers complained that mountain lions were attacking domestic sheep. Over the objections of park professionals, Assistant Secretary Arnett ordered the National Park Service (NPS) to allow the tracking and killing of mountain lions within Carlsbad Caverns National Park.

A lawsuit filed by conservationists argued that native wildlife in national parks is to be protected, not hunted. Meanwhile, NPS officials tried to develop an agreement with the state that would result in the least amount of harm to the mountain lions.

During the many months of negotiation, New Mexico voters elected a new administration. The new state government has no interest in pursuing mountain lions into national parks and the issue has died. But this philosophy toward wildlife in park areas has cropped up in other places, too.

The most recent blowup over park wildlife management concerns rules governing weapons and trapping in the National Park System. Arnett has worked to loosen restrictions on the definition of unloaded weapons.

The net effect of this change would be that national parks would become more dangerous; the NPS would have to become more vigilant in protecting both park wildlife and people.

Trapping regulations for national park lands have been rewritten. Assistant Secretary Arnett has held up implementation of restrictive regulations and has issued special regs that permit trapping in eleven Park System areas until January 15, 1985. [See Representative Jim Moody's article on page 16.]

Trapping is also at the center of a storm of controversy at Voyageurs National Park. In 1982 Congress passed legislation to transfer the 1,000-acre Black Bay area from the park to the state of Minnesota in order to allow duck hunting. The transfer was contingent upon Interior's approval of a state management plan for Black Bay.

The plan developed by Minnesota allowed trapping; and NPS officials objected, noting that the intent of Congress was to allow duck hunting only. Arnett intervened, and the acting NPS regional director signed off on the plan, thus sealing the transfer. Conservation organizations in Minnesota and Washington, D.C., have notified Interior of their intent to sue.

Arnett differs with many of his predecessors on another major issue: off-road vehicles, especially dune buggies, airboats, and snowmobiles. Early in this Administration, oversand vehicle (OSV) users started pressing for increased use at a number of seashores. The major battle lines were drawn at Chincoteague National Wildlife Refuge—adjacent to Assateague Island National Seashore—where recreationists wanted an additional ten miles for OSV use.

Even though public opposition to the proposal was overwhelming, Interior seemed determined to open the additional areas. Conservationists warned they would sue to ban *all* OSVs at Chincoteague. When the six senators from Virginia, Maryland, and Delaware also protested, Interior decided to leave things as they were.

On the other coast—in California—snowmobilers are benefiting from G. Ray Arnett's attitude toward motorized vehicles in the parks. Due to pressure from snowmobile groups, the assistant secretary has allowed snowmobilers to use Lassen Volcanic National Park on a trial basis since 1982. He took this action even though Yosemite, Sequoia/Kings Canyon, and Lassen Volcanic national parks had been closed to snowmobile use in 1975.

The vehicles can damage park resources and, besides, snowmobilers have access to hundreds of miles of trails on nearby Forest Service lands. Public reaction to the trial plan was 2,711 against and 313 for snowmobiles; and during the 1982 winter season only 84 snowmobilers were interested enough to make use of Lassen.

Yet, the policy continues: Lassen Volcanic is open to snowmobiling one weekend each month during the winter season.

Special interests have also tried to wield their influence with the Interior Department regarding Everglades National Park. Because of dwindling fish populations, a five-year NPS plan phases out commercial fishing in Florida Bay by December 1985. Commercial fishing

Photo by National Park Service

Photo by National Park Service

NPS Photo by Richard Vance

Top left: The Ohio and Erie Canal, built before the turn of the century, is protected within Cuyahoga Valley National Recreation Area in Ohio. Interior Department memos have suggested deauthorization for Cuyahoga.
Left: Surrounded by snowmobiles, a crosscountry skier wears a plaintive protest at Lassen Volcanic National Park. In 1982, the Interior Department opened the park to snowmobiles.
Top: This mountain lion was part of a research program at Carlsbad Caverns National Park. Interior gave permission in 1982 to track and kill mountain lions in the park.

groups approached Arnett and one of his assistants, Ric Davidge, to overturn this plan.

Roy Spradley, Interior's Associate Solicitor for Conservation and Wildlife—formerly an attorney for Florida Power and Light Company—wrote a memo to the Justice Department making it clear that the Administration wanted to let commercial fishing continue. To do this, however, regulations had to be changed and the public given an opportunity to comment. The public supported the phase-out of commercial fishing by 9,365 to 1,911; and the regulations were not changed.

But Arnett has not given up. He sent Fish and Wildlife Service freshwater biologists to reevaluate the Florida Bay marine fish populations. That "study" is ongoing.

Commercial fishermen were not the only special interest group from the Everglades area who tried to have their way at the expense of the park. Tomato farmers wanted to lease land in the park, Florida Power and Light wanted to burn high sulfur oil near the park, and hunters wanted to reopen an airboat trail across park wilderness. In addition, the NPS was ordered to end its phase-out of hunting camps in the adjacent Big Cypress National Preserve—one of the last bastions of the endangered Florida panther. Arnett and his staff wanted to give these hunters a continuation of the right to keep the camps open even though those hunters do not own the land and are considered squatters.

Eventually public outcry closed the door on all these proposals; but commercial fishermen, squatters, utility companies, and farmers all found a friendly ear at Interior.

An issue that has received a great deal of interest throughout this Administration has been the threatened deauthorization of certain units of the National Park System, most of which were located in or near urban areas. In a March 1981 speech former Secretary Watt made his position clear: "I do not believe the National Park System should run urban parks. I have strong views on that. We will use the budget system to be the excuse to make major policy decisions."

It was up to Arnett and his assistants, especially Ric Davidge, to put these words into action. Before working at Interior, Davidge had been managing director of the National Inholders Association and a lobbyist for the National Association of Property Owners. Both groups have opposed land acquisition by the federal government.

Arnett sent a memo to NPS Director Russell Dickenson asking for negative information about five areas: Santa Monica Mountains and Cuyahoga Valley national recreation areas; Indiana Dunes and Sleeping

Bear Dunes national lakeshores, and Fire Island National Seashore.

The first memo was quickly followed by a second asking for information on how the NPS could transfer or divest itself of Cuyahoga and Santa Monica. After NPCA released copies of the first memo to the press, there was a firestorm of public and congressional outrage. Watt eventually disavowed the memos, and Administration policy was changed so that there would be no "hit lists" of parks to be deauthorized.

The battle was refought in 1982 when the Office of Management and Budget and Interior's Inspector General's Office proposed studies to examine deauthorization. Remembering the previous vociferous opposition, Watt's office put a stop to both studies. But, having shown such enthusiastic support for deauthorizing national parks, the Administration bears watching.

The longest running battle has been over land acquisition. Ric Davidge, as a former officer of the National Inholders Association, has shown a particular interest in this issue. For three straight years—Fiscal Year (FY) 82 through FY 84—the Administration asked Congress for only enough funds to pay landowners whose cases were being decided by the courts.

No funds were requested by Interior for new acquisitions in spite of the willingness of many landowners to sell. Some of the lands in question were threatened by subdivision and other development.

Congress arrested this administrative direction by providing additional funding of almost $200 million over the past three fiscal years. But Arnett and Davidge set out to slow down the expenditure of these funds. The final authority to approve acquisition of particular tracts of land was removed from the NPS and vested in Arnett's office—principally with Davidge. Thus, Davidge could stop practically any acquisition anywhere in the park system single-handedly—and did so.

Growing concern over what was happening led to a series of committee hearings on land acquisition by Congressman John Seiberling, chairman of the House Subcommittee on Public Lands and National Parks. Initially, Seiberling was distressed by the case of an inholder who had built a house in Grand Teton National Park adjacent to a park road.

Local NPS personnel had objected; but it came out at the hearing that construction had occurred while Davidge delayed making a decision on whether to acquire the property. After it became clear that Interior would not hold up development inside this national park, another inholder built a house. The first inholder has considered subdividing his property.

Subsequent hearings identified several hardship cases—people who needed to sell their land—whose requests to be bought out were being held up, often by Davidge. Congressional committee members put pressure on Interior to buy out several of these individuals; thus resolving a few of the hardship cases. Even after Davidge transferred to an Interior position in Alaska, the Department continued to hinder acquisition of designated parklands.

In some areas of the National Park System, lands owned by private individuals (inholders) could be protected by arranging land exchanges. Often such exchanges can be accomplished only by trading for land administered by the Bureau of Land Management (BLM), another Interior agency. But some BLM officials, principally BLM Director Robert Burford, a holdover from Watt's Sagebrush Rebellion, have shown little interest and even outright antagonism toward trading away BLM land in order to benefit the National Park System.

Interior Secretary Clark has removed a number of political appointees; but, in some cases, the effect has been to give greater power to other appointees whose policies have been detrimental to parklands. Robert Broadbent, who became commissioner of the Bureau of Reclamation (BuRec) at the start of the Reagan Administration, is one of those who has been given more authority. Unfortunately, Broadbent has actually enhanced the BuRec's reputation as an agency whose philosophy is often seen as construction oriented.

Under Broadbent, for example, the Bureau of Reclamation is upgrading the Glen Canyon Dam turbines, which are just upstream from the Grand Canyon. This upgrading will generate more peaking power, while the increased flows will affect the riparian habitat of the Colorado River as well as recreational rafting in Grand Canyon National Park. The NPS is conducting a two-year study of the effects on river life; but the BuRec will upgrade the turbines in any event—and the results of the study will not change that decision.

In trying to ameliorate the weaknesses of Jackson Lake Dam in Grand Teton National Park, Broadbent and the BuRec have concentrated on solutions that require major construction as well as excavation of materials within the park, even though more environmentally sound solutions may exist.

Garrey Carruthers, Assistant Secretary for Land and Water Resources, has also been given expanded authority under Clark. Both he and Broadbent were given greater responsibility for energy and mineral issues. Although his name is not as well known as some others, Carruthers was a major proponent of Watt's discredited coal-leasing plan.

In December, Secretary Clark began making personnel changes in the Department of Interior, although none of these has directly affected the NPS so far. Some changes are welcome, and more may occur.

The real issue here is the need for policies that provide long-term protections for the parks. It is up to Secretary Clark to turn the political appointees at the Department of the Interior away from narrow interpretations of policy and away from playing to special interests. If Clark can succeed, the National Park System will benefit—as will the millions of visitors who enjoy the parks.

William C. Lienesch is NPCA's Assistant Director of Federal Activities.

NPCA Report

California Presses Pt. Reyes To Allow Deer Hunt in Park

The number of exotic axis deer and fallow deer in Point Reyes National Seashore is swelling and the state of California is putting on the pressure to allow a public hunt in this near-urban park unit. National Park Service (NPS) managers are apprehensive that a public hunt could damage park resources as well as the property of inholders.

They also worry that some visitors could get shot inadvertently. Pt. Reyes, located just north of San Francisco, is a busy area, recording 1.3 million visits last year. Amy Meyer, cochair of People for a Golden Gate National Recreation Area, says, "Public hunting is not an appropriate activity in an area that's this crowded." Meyer says she thinks the hunters will be prone to "buck fever" and the hunt "won't be conducted in an orderly, Boy Scout way."

At the insistence of the state, the issue of hunting nonnative deer has arisen twice before, in 1976 and in 1981. Both times the public responded with a resounding "no" to hunting in a national seashore that is situated in such a heavily populated area. With the public's support, the NPS stood by its management plan, which disallows public hunting.

The herds of axis and fallow deer originated from twenty-eight deer that were considered excess animals at the San Francisco Zoo and were released on the land before Pt. Reyes became a national seashore. Since 1977 the NPS itself has managed to stabilize the population for the sake of native plants and wildlife by killing a certain number of the exotics each year. The NPS donated the meat to Native American groups and to charitable organizations such as St. Anthony's.

The ravages of winter storms during the past couple of years has made access to the deer difficult, however, and has kept the park personnel busy with road and fence repairs. In the meantime, the numbers of axis and fallow deer have grown to about 350 animals per species.

Approximately 34 million acres in California are available to hunting—a third of the state—and hunters comprise only about 2 percent of the state population. Even so, the California Department of Fish and Game—as well as officials in the federal government—want to see a Pt. Reyes deer hunt happen.

Some specifics that have been mentioned include a lottery system to choose who may take part in the hunt, hunting guides, and a fee of approximately $700 for every buck taken. If the NPS and the public accede to the wishes of the state, the public hunt may begin with a two-year trial period. (Snowmobiling, now a regular event in Lassen Volcanic National Park, California, also began with a two-year trial period during this Administration.)

Bill Wiener, an NPCA trustee and formerly a member of the National Parks Advisory Board, says he fears that hunters will only go after the trophy bucks, which would defeat the purpose of trying to reduce the population of exotic deer. Unless a number of does are also killed, the population could actually increase. An avid hunter himself, Wiener says, "If the object is to get rid of deer, a public hunt is not the way to do it."

Some local environmentalists also contend that ranchers whose land lies within the boundaries of Pt. Reyes are not pleased by the idea of a public hunt.

Because the exotics roam in areas of the national seashore that contain ranchlands, these inholders' property—including their cattle—could be at risk.

The ranchers are not making their views public, however. They worry that officials at Interior who are pressing for a public hunt might threaten the ranchers' leases.

Amy Meyer says that "we've got good legal language" to protect Pt. Reyes. After the first public outcry against a hunt, the park unit's enabling legislation was amended; and the new language strengthens protections for natural resources.

The NPS has been nurturing one of its rarest natural resources at this park—a herd of indigenous Tule elk, recently revived from near extinction. It is one of the anomalies of Pt. Reyes National Seashore that the native Tule elk are behind a fence and the exotic fallow and axis deer are running free.

Gun Rules Loosened Throughout Park System

In its recently published special regulations, the National Park Service (NPS) has proposed a weapons regulation that would make the entire National Park System more dangerous. The NPS wants to loosen the definition of what constitutes an unloaded weapon.

According to the special regulations published on December 27, 1983, an unloaded weapon "means that there is no unexpended shell, cartridge, or projectile in the chamber of a firearm." This definition allows ammunition in the magazine of a rifle or the cylinder of a revolver—an all-too-easy step away from the firing chamber and discharge, says NPCA. Because "unloaded" weapons can be transported through any unit of the National Park System, this new definition puts park visitors and wildlife at greater risk.

The National Rifle Association, in its handbook for hunter safety, strongly advises that it should never be possible for a gun to fire accidentally. Yet the new NPS regulations make an accidental firing all too possible.

In the servicewide regulations published last June, the NPS defined an unloaded weapon more strictly, saying that neither firing chamber nor magazine could contain ammunition. The NPS had included this regulation because it had never before defined an unloaded weapon and many gun violations within the park system were thrown out of court for lack of a clear definition. The NPS also included the definition because hunter safety statistics show

Russell D. Butcher

Point Reyes National Seashore, just north of San Francisco, includes ranchland (above) that provides pasturage for deer; and an excess of fallow deer (below) is causing headaches for park officials. Exotics from Asia, these excess zoo animals were released at Point Reyes before it became a park.

National Park Service

that loaded weapons are a major cause of hunting accidents.

NPCA sees the new regulation—and its threat to park visitors and wildlife—as antithetical to the philosophy that created the National Park System. The definition of unloaded weapon is now looser than the restrictions many states set on carrying guns in their own state parks. California, Alaska, West Virginia, and Washington are among the states that have stricter controls than the NPS is proposing.

In addition, the regulations have created a real mare's nest by saying that the NPS must abide by the strictest of the federal, state, and local laws for each park concerned. Thus, the rules on unloaded weapons will vary from park to park and even *within* parks. Yellowstone, for example, spans three state lines. No consistent set of rules will apply to the entire system, and this situation worries many NPS officials.

Where hunting is permitted, the special regulations also allow superintendents to open park areas to target practice. The increased possibilities of indiscriminate or inadvertent shooting because of this rule and the unloaded weapons rule will cause park rangers to spend more time than ever in the role of park police officer. Worse, the regulations will greatly increase the risk to the visiting public.

Employee Group Loses Glacier Concession Suit

A legal decision made late in 1983 by U.S. District Judge Valdemar Cordova could have an effect on how park concessioners are chosen. After months of review, Judge Cordova ruled against the Glacier Park Foundation, a group of former Glacier National Park concession employees who believe their bid to run various services in the park should be reopened.

In 1980 two organizations bid for the job of managing concessions at Glacier National Park. One is the Glacier Park Foundation, whose bid stressed preservation of the park's turn-of-the-century lodges as well as providing accommodations and services. The other, Glacier Park, Incorporated, had held the concession and is now owned principally by Greyhound Food Management.

Initially the National Park Service (NPS) rejected both bids. The NPS then renewed negotiations with Glacier Park, Inc., and awarded them the contract without reconsidering the Glacier Park Foundation bid.

The Foundation sued, claiming that the NPS violated regulations, thus undermining the concessioner bidding process, by reinviting only one of the originally rejected bids.

The Glacier Park Foundation also contends that the NPS withheld information that the Foundation needed in order to make an accurate financial proposal. This information is available only through the Freedom of Information Act, and the Foundation's application for the information was denied.

A U.S. district court did not uphold the Foundation's lawsuit; but the Ninth Circuit Court of Appeals reinstated their case in December 1981.

The district court judge who be-

gan hearing the case the second time around disqualified himself because he owns a small amount of stock in Greyhound Food Management. Judge Cordova took over the case and presented his ruling in late November 1983.

The Glacier concession includes two lodges listed on the National Register of Historic Places—Many Glacier Hotel and Glacier Park Lodge—as well as camp stores, gas stations, and an historic fleet of White Company tour buses.

In addition to providing visitors with the necessary services and accommodations, and preserving the value of these cultural resources, Glacier Park Foundation wanted to sell crafts of the Blackfeet tribe as well as interpret the role of these Native Americans in Glacier Park.

The Foundation also planned to winterize Lake McDonald Lodge to attract crosscountry skiers and construct small chalets to accommodate both summer hikers and winter skiers.

National Park Service

Many Glacier Hotel (above) and the other buildings at Glacier National Park, are at the center of a lawsuit concerning who should manage park concessions. Many Glacier, built in 1915 and until recently the largest hotel in Montana, is one of a number of historic park structures that the concessioner must preserve.

Tribes Win Hunting Rights In Olympic National Park

A recent judicial decision has given Native American tribes the right to hunt elk within Olympic National Park. This January 12 ruling was made by U.S. District Judge Walter McGovern as the final outcome of a poaching case.

Two years ago the National Park Service (NPS) had pressed criminal charges against two men of the Quinault tribe for killing three Roosevelt elk in the Queets River area of Olympic National Park. This area had been set aside as parkland, in part, to protect the indigenous Roosevelt elk population.

Lawyers for the two men argued that Native American treaty rights dating back to 1855 take precedence over subsequent national park policies, and the judge agreed.

"The implications are staggering," said Olympic Superintendent Robert Chandler.

The NPS will appeal the decision to the Ninth Circuit Court in San Francisco. But if the right-to-hunt ruling holds, the decision could affect a number of national parks in the West.

Randy Jones, assistant superintendent at Olympic, said such a decision "could affect the *Who's Who* of great western parks: Mount Rainier, Crater Lake, Glacier, Yellowstone, Rocky Mountain, Lassen, Sequoia. This has major implications for any national park next to Indian lands," he added.

According to the ruling, the treaty that was secured by the eight Olympic Peninsula tribes before the creation of the park guarantees them hunting rights on all "open and unclaimed lands." NPS policies do not negate these treaty rights and—the crux of the matter—nowhere in the NPS Organic Act of 1916 or any other NPS law are parklands defined as "closed and claimed."

Because many national parks in the West were created at least in part from Native American lands—and treaties similar to the Olympic Peninsula treaty exist—a number of tribes may successfully test the legality of hunting in national parks.

In late January Superintendent Chandler made a trip to Washington, D.C., to consult with top NPS officials. The NPS is discussing an emergency regulation to forestall tribal hunting in Olympic until a balanced program can be set up to protect the vigor of the elk population.

"We're going to talk to the tribes," said Chandler, "and try to enlist their support to develop a program."

The National Park System was created to protect wildlife, among other purposes. Although national parks have never been legally described as "closed and claimed," NPCA believes that was the intent.

NPCA further believes that the most complete and logical way to resolve this problem is for Congress to pass a law definitively stating parks to be "closed and claimed" property.

Encourage Congress to enact legislation by writing to Representative Allan Swift (D-Wash.), U.S. House of Representatives, Washington, D.C. 20515; Senator Daniel Evans (R-Wash.) and Senator Slade Gorton (R-Wash.), U.S. Senate, Washington, D.C. 20510.

News Update

Beginning this issue, the News Update section will keep NPCA members informed of the status of ongoing legislation and other critical concerns.

Alaska Sport-hunting Bill. S. 49, the bill to open up millions of acres of national parkland in Alaska to sport-hunting, was reported out of the Senate Energy Committee last summer without recommendation. The bill now awaits debate on the Senate floor, but Majority Whip Ted Stevens (R-Alaska), author of the bill, has not indicated when floor action might occur.

•

Safeway, Fredericksburg/Spotsylvania Dilemma. A new Safeway, being built next to this national Civil War battlefield, could intrude upon the historic scene. Safeway has agreed to plant a tree screen at the edge of its parking lot. Although the plan is commendable, the company will only say that it might contribute to tree planting within the park, which is necessary to screen the Safeway store's access road.

•

Geothermal Steam Act. The Senate Energy Committee held hearings last year on amendments to the 1970 Act, which addresses geothermal energy development. The committee must still mark up the bill and NPCA would like language that strengthens protections for Yellowstone and other national parks with geothermal features. A bill has not been introduced in the House as yet.

•

Canyonlands/Nuclear Waste Dump. In December 1983 Utah Governor Scott Matheson sent a letter to Secretary of Energy Donald Hodel requesting regulations to protect Canyonlands National Park from degradation by a nuclear waste dump to be sited next to the park. Attorney William Lockhart, who represents NPCA in this issue, attended a Nuclear Regulatory Commission hearing in January at which NRC Chairman Nunzio Palladino said, "How did we ever get to this point?"

NPS Contracting Program. The Interior Department's plan to have the National Park Service contract out park jobs to private companies is attracting unfavorable attention. Members of Congress are becoming concerned that hiring too many private contractors will hurt the National Park Service—and the cultural and natural resources of the entire National Park System.

•

HABS Resolution. The resolution (S. J. Res. 173) to commend the Historic American Buildings Survey on its fiftieth anniversary passed the Senate in November 1983 and early action is expected in the House.

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Outdoor Recreation Resources Review Commission (ORRRC) Bill. After passing the Senate in November 1983, the bill to create a second commission on outdoor recreation awaits House hearings, which are expected in March.

•

Black Bay/Voyageurs National Park. Since the Interior Department transferred the Black Bay area of Voyageurs to the state of Minnesota, the state has developed a management plan that includes commercial wildlife trapping. Environmentalists feel betrayed. If planned discussions with the state do not yield satisfactory results, NPCA, Voyageurs National Park Association, and other organizations will sue the Interior Department. The suit will likely contain the argument that Minnesota's plan violates the Endangered Species Act by disrupting critical habitat of the endangered grey wolf.

•

Jackson Lake Dam/Grand Tetons. Rather than building a whole new dam in Grand Teton National Park, the Interior Department has decided its preferred alternative is to modify the existing Jackson Lake Dam. NPCA's major concern now is that material for rebuilding the dam will be quarried from sites within the national park.

•

Park Protection Bill. Legislation to protect the integrity of the National Park System and adjacent lands has passed the full House and now awaits action in the Senate.

A Contribution in Kind

Volunteers were out in force in our national parks in 1983. National Park Service (NPS) figures show that more than 22,000 people donated their time and talents to 275 areas in the park system—an 84 percent increase over 1982. The NPS has estimated that the one million-plus hours donated equals approximately $7 million.

At right, a volunteer is conducting a plant walk at Chesapeake and Ohio Canal National Historical Park, which borders the Potomac River.

Marjorie Corbett

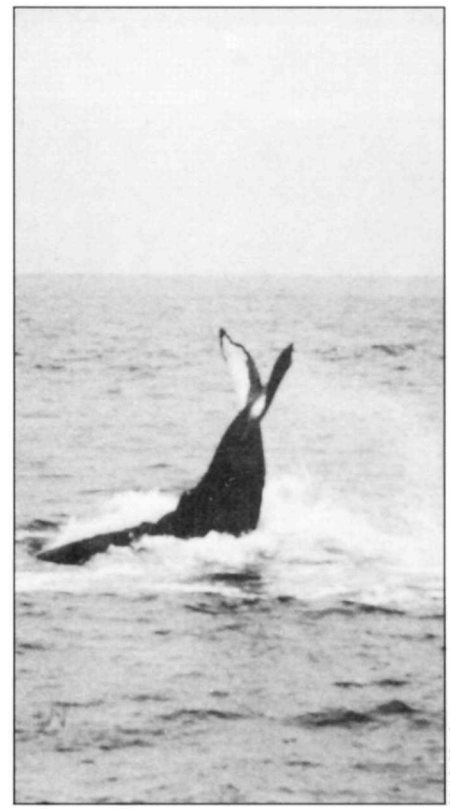
Marine Sanctuary to Shelter Whales in Hawaii's Waters

About 1,000 humpback whales, one of the largest groups in the North Pacific, winters in the waters surrounding the Hawaiian Islands. There the whales mate, give birth to young conceived the year before, and nurse calves in preparation for the long haul to their summering grounds in the North Pacific.

The humpback whales remain in the vicinity of the Hawaiian Islands from November through May; and the Marine Sanctuaries Program is moving forward with its plan to further protect this endangered species and its winter breeding waters. Under the aegis of the National Oceanic and Atmospheric Administration (NOAA), the program has recently prepared a management plan and draft environmental impact statement for a Hawaiian Islands Marine Sanctuary.

Humpbacks are internationally protected and may not be killed, but their habitats can be disturbed by offshore oil and gas exploration and commercial fishing. Even the proximity of tour boats—whose passengers often crane for a look at the distinctively marked whales and their massive, yet delicately curved flukes—disturbs humpback populations in areas such as Glacier Bay, Alaska.

Although the proposed sanctuary would not limit any present activities—commercial fishing, water recreation, and boat tours—it would better protect the whales by virtue of the waters being recognized as an official sanctuary. Kelvin Char, sanctuary projects manager, also hopes to enhance the whales' survival by working with the state of Hawaii to manage cooperatively the underwater ecosystems the whales inhabit.



Heidi Hughes

Reduced from 15,000 to about 2,000, endangered North Pacific humpback whales may soon have safe breeding grounds in the areas surrounding the major Hawaiian Islands.

According to the Endangered Species Act and the Marine Mammal Act, it is not only illegal to kill humpback whales, but it is also illegal to harass them. Within the proposed sanctuary, NOAA and the state would use field teams to check for airplanes that fly too low, boats that approach too close to a whale, and jet skiers, whose noise alone could harass a nearby whale.

The sanctuary proposal includes a 100-fathom isobath (a depth of 600 feet) surrounding each of the main islands. Approximately half of this liquid area is under state management and, once the area is officially designated as a sanctuary, Hawaii has sixty days to withdraw its waters from the program.

NOAA believes its chances for cooperation with the state are good, however. Governor George Ariyoshi has already selected an advisory committee who, after studying NOAA's proposal, recommended the sanctuary program to the state. Hawaii accepted those recommendations.

Since the Marine Sanctuary Program was established by Congress in 1972, six sanctuaries have been designated. Conservationists believe it is time for more.

South Dakota Seen Moving To Control Wind Cave NP

Two parks are as one at Wind Cave National Park, South Dakota, where a cave is topped with one of the only prairie ecosystems in the National Park System. The national park was established in 1903 originally to preserve Wind Cave, one of the largest in the country, as its prime resource. In its comments in establishing the park, the Senate reasoned that the federal government should control Wind Cave because "in no other way can it be preserved from spoilation and defacement."

The surface area, however, was actually managed as a game preserve by the Department of Agriculture until 1935 when Congress decided park resources would best be served if they were managed by one agency—the National Park Service (NPS). The native prairie grasses and populations of bison and elk easily qualify the park's surface portion as nationally significant, too.

Now the state of South Dakota is working up a plan to take over management of Wind Cave. Although the state has been discussing this possibility with the NPS for about three years, the issue is heating up.

On January 18, state officials met with Wind Cave managers to find out about revenues, budget, equipment, and personnel—a comprehensive breakdown on management of the park.

Louenn Schuett, director of the division of state parks, says the state's aim is to save the federal government money by assuming management of the park.

Environmental organizations look askance at this stated altruism. They believe the real reason Governor William Janklow is anxious to manage Wind Cave is so the state can manage the park's wildlife—particularly the elk and the bison.

Custer State Park, which adjoins Wind Cave, supports a herd of approximately 1,400 bison. South Dakota claims it would like to manage Wind Cave's herd of approximately

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350 bison so it can more tightly control the spread of brucellosis, which causes cattle and some other ungulates to abort.

The region of South Dakota that contains Wind Cave also has few elk herds; and state hunters would like access to the 300 to 400 animals that live—protected—within park boundaries.

Although the NPS expects that elk hunting will be included in the state's plan, South Dakota is reluctant to reveal anything about their plan, including the expected month of publication. State Parks Director Louenn Schuett has flatly stated, "I would rather not forecast at all."

In a December 20 letter to Governor Janklow, NPCA President Paul Pritchard said, "It is clear that since both the cave and surface features are interrelated components of Wind Cave National Park, dividing management of the park . . . would possibly jeopardize the protection of national park resources. Any proposal to allow elk hunting within the boundaries of Wind Cave National Park would be vigorously opposed."

The same month, in response to a letter of concern from Jer Thornton, conservation chairman of the National Speleological Society, NPS Director Russell Dickenson said, "We believe that Wind Cave National Park must retain national park status without dilution. We assure you that the NPS will entertain no proposal to the contrary."

Even with Dickenson's assurance, environmentalists are wary. The enabling legislation states that the park is under the "exclusive control" of the Interior Secretary; thus it may be possible for the Secretary to decide to divide management duties between the NPS and the state. South Dakota is definitely ready: The state has questioned the NPS on every facet of park management.

The NPS is concerned that if the state assumes management, the park will lose federal funds for research, in addition to possibly losing protections for the cave and the park's wildlife. At present, NPS officials say they have an outstanding obligation to provide some surplus elk

from the Wind Cave herd to Native American reservations for the purpose of strengthening tribal herds.

Even so, Wind Cave Superintendent James Randall says, "We feel strongly that there shouldn't be hunting in Wind Cave, but we'll cooperate with the state to provide surplus animals."

The NPS is also working to eradicate the 5 to 6 percent incidence of brucellosis in its bison herd, even though the organism is present in many wild animal populations. South Dakota is especially concerned that its bison remain brucellosis-free because the major source of money for Custer State Park comes from the sale of surplus bison, and suspected carriers of brucellosis cannot be sold across state lines.

The main reason for this ban is to avoid spreading brucellosis to cattle. If infected with the organism, cows will abort their calves. Area ranchers may be another source of pressure to effect an immediate solution to the brucellosis question.

NPCA Suit Against EPA Nears Resolution

NPCA sued the Environmental Protection Agency (EPA) in 1983 and, under the terms of the proposed settlement, the EPA would have to protect the visibility of the nation's most pristine air.

"It is unfortunate that we were forced to sue EPA to get the law enforced," said NPCA President Paul Pritchard, "but under the circumstances it was necessary."

On February 3, just prior to the close of the thirty-day comment period on the proposed agreement reached between NPCA and the EPA, Chevron filed an objection with Judge Robert Aguilar of the federal district court of northern California. NPCA must reply to the objection within twenty days.

In 1977, amendments were added to the Clean Air Act to preserve the visibility in Class I areas, which include Shenandoah, Grand Teton, Yosemite, and other of our national parks. The regulations to protect

Continued on page 42

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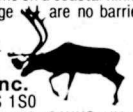

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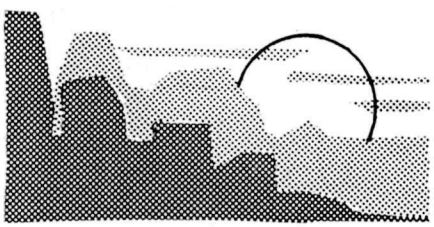

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visibility were finalized in 1980, yet the EPA failed to enforce the law or provide any measure of protection for these Class I areas. NPCA sued.

The settlement, as proposed, says that the EPA and the thirty-six states with Class I areas would have to develop visibility protection plans. These plans must provide for the monitoring of visual air quality in Class I areas. They also require any polluting industry that wants to locate a facility near a Class I area to analyze the potential effects of the plant on visibility. Operating under federal guidelines, each of the thirty-six states would determine if mitigating efforts are required for any new facility.

As part of its overall responsibility, each state would determine what kind of monitoring program is most appropriate for its Class I areas and where these monitors will be placed.

The most important move now is to get the court's blessing for the settlement.

—Susan Buffone

Power Developers Spare Nevada's Wheeler Peak Area

NPCA praised a recent decision to construct the White Pine Power Project in eastern Nevada away from potential parklands. Spring Valley, which lies at the foot of Wheeler Peak, had been mentioned as a site for the 1,500-megawatt power project. The rugged and dramatic Wheeler Peak area has been proposed as a national monument, and NPCA was concerned that the White Pine project would nullify some of the region's beauty.

The Bureau of Land Management's (BLM) draft environmental impact statement for the project located the power plant in Steptoe Valley, however; and NPCA Southwest/California Representative Russ Butcher expressed satisfaction that the Wheeler Peak area would be spared. In comments to the BLM, Butcher also mentioned NPCA's interest in the White Pine Project's proposals to preserve air quality in Steptoe Valley.

The Latest Word

ZION AREA AGAIN A TARGET FOR COAL MINING PLANS

The L.C. Holding Company, based in Boulder, Colorado, has just bought a prospecting application that could open up more than 15,000 acres to coal exploration next to Zion National Park. The application to extend a prospecting permit has been held by several parties during the last decade or so. But the threat to Zion is fresh because a district court judge in Utah has asked the Bureau of Land Management to reconsider the application, which the BLM had previously denied.

If the extension permit is granted, the L.C. Holding Company could explore for commercial quantities of coal. According to BLM mining regulations, if commercial quantities are found, mining could begin after the BLM prepares an environmental impact statement.

The area in question lies directly in the Virgin River drainage, and mining could pollute the river, which flows through Zion, as well as the air quality of the park. The proposed plan for exploration alone includes drilling approximately one hundred exploratory holes and constructing roads to reach the exploration sites.

Terri Martin, NPCA's Rocky Mountain representative, warns that "the proposed coal operation will face intense scrutiny every step of the way."

NPCA WILL SHOW OFF PARKS AT 1984 WORLD'S FAIR

NPCA, in cooperation with the National Park Service, will be celebrating the 1984 World's Fair in New Orleans with an exhibit dedicated to our national parks. The 1,500-square-foot exhibit will display photo murals and light columns containing approximately 150 large-format photographs of parks around the country. Historical parks, natural areas, wildlife, and the visitors who enjoy hiking, boating, and simply viewing the beauties of our parks will all be represented.

Because the theme of this year's World's Fair is rivers, images of the flowing waters protected throughout the National Park System will be especially prominent. Accompanying the graphics, an aural presentation will inform World's Fair visitors of the importance of caring for our river systems and the lands through which they flow.

The funds for this exhibit, which includes an adjacent gift shop, were made available through the generosity of ARA Services. NPCA's exhibit will be open May 12 through November 15 at the New Orleans World's Fair complex along the banks of the Mississippi River.

HOUSE AND SENATE HEAR BILLS ON OREGON INLET JETTIES

Early in February, subcommittees for both House and Senate held hearings on bills that could affect Cape Hatteras National Seashore. The proposed legislation would transfer land from Cape Hatteras and from Pea Island National Wildlife Refuge to the Corps of Engineers so that the Corps can construct two mile-long jetties at Oregon Inlet.

The North Carolina congressional delegation and the local county strongly support the jetty projects. They say the increased access the jetties would provide through Oregon Inlet would boost the local fishing industry. Conservation groups, local surf fishers, and the National Taxpayers Union all oppose jetty construction and the toll it would take, both financially and environmentally.

The Corps of Engineers has been unable to show that the economic benefits of the project come close to equalling its cost. At the hearings, geologists testified that the projects would cause serious erosion. NPCA will continue to vigorously oppose this project for both economic and environmental reasons.

UTAH COUNTY WANTS TO BUILD A RESORT IN GLEN CANYON NRA

San Juan County officials in Utah have conceived a plan to create a tourism and agricultural community on the shores of Lake Powell. The plan may have merit were it not for one detail. The land San Juan County is eyeing lies within Glen Canyon National Recreation Area (NRA).

Project planners are completing a fea-

sibility study that proposes transferring some 5,000 acres out of Glen Canyon NRA near the Hall's Crossing Marina. The county wants to create an income base that includes irrigated farmlands plus a resort consisting of hotels, motels, and a golf course.

According to Terri Martin, NPCA's Rocky Mountain representative, the whole concept runs counter to Project Bold, which is Utah's plan to trade blocks of state land out of federal holdings. "What they want," she says, "is a hole-in-the-doughnut inholding."

Conservationists believe the plan is ill-conceived and is not consistent with the purposes for which Glen Canyon NRA was established. Even if the state already owned the proposed inholding, such a development could put a heavy burden on Glen Canyon's carrying capacity, its scenic integrity, and its archeological resources.

FOREST SERVICE TO DECIDE ON DRILLING NEXT TO GLACIER

The U.S. Forest Service is considering a request to drill for petroleum on federal land adjacent to Glacier National Park. NPCA deems Glacier the national park facing the largest number of individual threats to its integrity. The Association has urged the district manager of Lewis and Clark National Forest, Montana, to take Glacier into account in its decision on the drilling permit.

The proposed drill site would be only two miles from the boundary of Glacier in habitat critical to grizzlies.

The Lewis and Clark National Forest serves as a spring range for the threatened grizzly, a calving area for elk, and a winter range for both elk and moose. The official plan for the national forest states these facts plainly. NPCA hopes the Forest Service matches its facts with concern by refusing the permit.

INTERIOR ASKS $100 MILLION FOR PARKLAND PURCHASES

For the first time in four years, the Administration has requested funds to purchase new parkland. In the past, under former Secretary Watt, only enough money was requested to cover court awards for property already being purchased. In the Fiscal Year 1985 budget, however, a total of $100 million is being requested for parkland acquisition. About 60 percent of this amount will go toward new purchases.

The National Park Service budget will likely be increased in other areas. Proposed are small increases in the maintenance and resources management budgets and a larger one for construction projects.

Unfortunately, serious omissions do exist in the proposed NPS budget. No funding is being requested for the Historic Preservation Fund, the Urban Parks and Recreation Recovery Program, or the state portion of the Land and Water Conservation Fund. These three programs provide matching grants to local and state governments.

GLACIER BAY PLAN HOLDS FIRM ON HUMPBACK WHALE SAFEGUARDS

The National Park Service recently released its general management plan for Glacier Bay. In general, the NPS has stuck close to prior recommendations to protect the humpback whale.

The endangered humpback summers in Alaska's coastal waters and Glacier Bay is one of the areas the mammal formerly favored. Between 1982 and 1983 whale sightings decreased dramatically, however, and the National Marine Fisheries Service recommended that vessel traffic in the bay continue to be held under wraps.

In the summer of 1983 the NPS allowed only two large vessels to enter the bay on any given day with 89 as the total number of vessel entries for the season. These restrictions will continue through the 1984 season because recent studies have linked humpback whale behavior to vessel use.

A major loophole in the Glacier Bay management plan gives the park superintendent authority to allow additional entries into the bay "due to unforeseen problems affecting cruise ship schedules." Although NPCA understands that scheduling problems can occur, the Association is more concerned with the whale's survival.

CLARK GIVES GO-AHEAD FOR REDWOODS PARK BYPASS

The plan to construct a Prairie Creek bypass freeway around Redwood National Park is

about to reach fruition. The bypass, which environmentalists have worked toward for twenty years, was the subject of a January meeting between Interior Secretary William Clark and representatives of California Governor George Deukmejian, business leaders, and California transportation department officials. As a result of that meeting, Secretary Clark has requested that Congress appropriate the approximately $10 million needed to acquire the bypass right-of-way.

Acquisition of the right-of-way was the one snag in the bypass plan. California had already earmarked $115 million for construction of the twelve-mile, four-lane freeway that will skirt Prairie Creek Redwoods State Park, which lies within the boundaries of Redwood National Park.

The two-lane road that meanders through dozens of memorial redwood groves was not built to support the high-speed commercial traffic that now uses it. Through traffic also diminishes visitors' enjoyment of the towering, virgin redwood groves.

Russ Butcher, NPCA's Southwest/California representative, says, "The only blemish in the park is this commercial highway."

Now that Secretary Clark has committed himself to the freeway bypass plan, the California transportation department is expected to begin construction this spring.

SENATE BEGINS HEARINGS ON ARIZONA STRIP BILL

On February 9, the Senate Subcommittee on Public Lands and Reserved Water, chaired by Senator Malcolm Wallop (R-Wyo.), heard testimony on the Arizona Strip Wilderness Bill (S. 1611). The bill, which would add thousands of acres to the wilderness system, was an unusual consensus among NPCA and other environmental groups, Energy Fuels Nuclear uranium mining company, grazing interests, and federal agencies. What makes the consensus such a valuable precedent is that some of these groups are more usually on opposite sides of the fence.

As the Senate began its hearings, the House Subcommittee on Public Lands and National Parks was marking up its Arizona Strip companion bill (H.R. 3562). Both bills add 394,000 acres of Bureau of Land Management and Forest Service lands to the wilderness system and return almost 700,000 acres to multiple-use status. S. 1611 makes sense for all concerned and was cosponsored by Arizona senators Dennis DeConcini and Barry Goldwater and Utah senators Jake Garn and Orrin Hatch.

ROCKEFELLERS TRADE VALUED LAND TO ACADIA

In late December, Acadia National Park became the beneficiary of a major land trade with the Rockefeller family involving hundreds of acres on Mount Desert Island. The upshot of the deal is that the park has gained important acreage, including Day Mountain, the last peak on the island that remained outside park boundaries.

The park gains 445 acres valued at about $874,000, and the Rockefellers gain 513 acres, valued at about $480,000. The difference in the value of the land will be considered a $400,000 gift to the NPS.

The lots traded to the Rockefellers will retain protections through deed restrictions. Two of those parcels the Rockefellers are donating to the town of Mount Desert; but on only one of those will limited development be allowed.

The end result is that Acadia National Park has gained lands essential to its integrity, without losing protections on the majority of the land traded away.

The exchange has, in effect, resolved several of the many longstanding boundary controversies at Acadia. The park consists of a patchwork of donated parcels, private holdings, and villages. Conservationists have been concerned that local development could jeopardize the park's natural landscape, a dramatic stretch of rocky Maine coastline.

Legislation has been proposed many times to finalize park boundaries, but no formal solution has been worked out as yet.

Carroll Schell, resource manager for Acadia, says, "To me, the biggest problem is . . . the towns have not been able to demonstrate a unity of concerns."

In the hiatus created by local dissension and a lack of legislation, the Rockefellers' land exchange has been a great step forward for the park.

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