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Forum, page 18.

EDITOR'S NOTE

After nearly three years in the White House, how is President Bush doing toward his self-proclaimed goal of being the environmental president? And, more specifically, how have the national parks fared under his administration? We asked eight environmentalists to give us their opinions on Bush's performance to date on such matters as park protection, endangered species, appropriations requests, clean air, and establishment of new parks. The results, summarized in "Promises To Keep" on page 18, were not surprising: while some praise was offered, most of the experts we surveyed agreed that the Bush Administration falls far short of keeping its 1988 campaign promises.

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NATIONAL Parks

THE MAGAZINE OF THE NATIONAL PARKS AND CONSERVATION ASSOCIATION

Vol. 65, No. 11-12
November/December 1991
Paul C. Pritchard, Publisher

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A bull moose feeds in a lake, with Mt. McKinley in the background.*

Established in 1919, the National Parks and 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.

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OUTLOOK

Independence

THE FUTURE of the forest lies not only in each young sapling but also in the process of transition from the older trees to the new. So is public policy most efficient, most successful, when there is an orderly transition.

The National Park Service (NPS) faces overwhelming problems: increasing crime, loss of species, poorly maintained historic structures, an inadequate science program, a backlog of needed repairs, a frustrated staff. These problems have evolved under successive administrations, numerous Congresses, and legions of NPS bureaucrats, all whittled down by ever-burgeoning demands.

Any solutions will take decades to carry out and will demand steadfast commitment—commitment unaffected by the changing priorities of each new Secretary of Interior, each new Congress, each new NPS Director.

Those within the system, of course, reply that there are few problems, if any, or that they are solving them. But the problems are well documented, and as the federal budget continues to tighten, they will only intensify.

The future of the service—and of the parks themselves—demands a change in the management of NPS. The Park Service should be separate from the Department of Interior and managed by a commission of prominent public citizens appointed by Congress.

Successful independent federal agencies such as the Library of Con-



gress, National Archives, and the Smithsonian share one trait: immunity to the whims of political change. This enables them to carry out their missions efficiently with a long-range focus and a high degree of credibility.

How does an independent agency function? First, it is usually headed by a

commission or body of respected public citizens who manage it and act as its advocates. NPS, on the other hand, operates under a politically appointed director who in turn reports to successive layers of political appointees.

Second, an independent agency has no sister organizations with conflicting agendas. The Department of Interior tries to serve simultaneously as protector of the parks via the Park Service and developer of the public lands via the Bureau of Mines or the Bureau of Land Management.

Third, independent agencies have long-range plans and programs that take years to develop and implement. The Park Service has neither. Even if it did, the next administration or new political appointee would have different priorities. A case in point is the Yosemite General Management Plan of 1980, which still awaits implementation.

The future of the forest is not in the old trees or the young saplings but in the orderly transition between them. Just as their relationship is dynamic, so is a federal agency and its role.

The crises are here—and change is needed now.

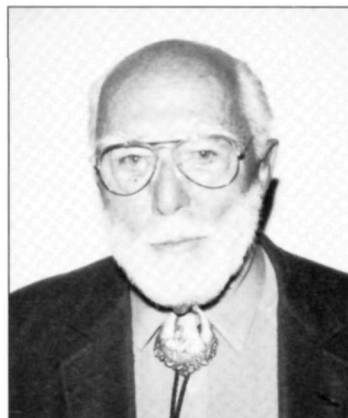
Paul C. Pritchard

TRIBUTE TO EXCELLENCE

Marjory Stoneman Douglas Award

Presented by NPCA and the Faultless Starch/Bon Ami Co., this award recognizes outstanding efforts resulting in protection of a unit or a proposed unit of the National Park System. The award is named in honor of Marjory Stoneman Douglas, who devoted many years to preserving the fragile ecosystem of the Florida Everglades.

FRANK E. MASLAND, JR., the 1990 recipient, has been a leader in preserving national and state parklands for more than 50 years. His tireless efforts helped establish many parks, including Gulf Islands, Padre Island, Canyonlands, and the Everglades, as units in the National Park System.

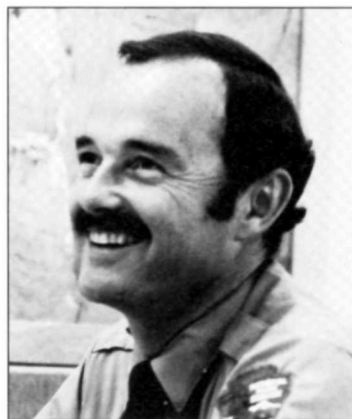


Frank E. Masland, Jr.

Stephen Tyng Mather Award

The Stephen Tyng Mather Award, named for the first director of the National Park Service, is presented by NPCA and the Faultless Starch/Bon Ami Co. in recognition of a Park Service employee who has risked his or her job or career for the principles and practices of good stewardship.

The 1990 recipient is **BOYD EVISON**, regional director of the National Park Service in Alaska. As the Exxon Valdez oil spill of 1989 threatened Alaska's fragile coastline, he took immediate action to minimize damage despite political pressures to avoid involvement.



LORETTA NEUMANN/NPS PHOTO

Boyd Evison



The Faultless Starch/Bon Ami Company wishes to congratulate the recipients of these awards and thank them for the excellent contribution they have made to the protection of our environment.

The Faultless Starch/Bon Ami Company has actively supported the efforts of organizations such as NPCA for more than 100 years and will continue to work toward the goal of preserving our natural resources for future generations.

LETTERS

Opposed to Drilling

I am against the opening of the Arctic National Wildlife Refuge to oil and gas exploration. This threat is part of a flagrant profit-oriented national energy strategy policy that moves this country in exactly the opposite direction it needs to pursue. It provides more profit for big businesses and oil companies, ignores conservation and efficiency methods that could quickly recoup the pitifully small gains made by destroying this pristine area, and blatantly disregards the wishes of most of the informed population of this great land.

I don't trust the companies that would be involved in these explorations, which make us more dependent on fossil fuels, not less. Increasing gas and oil supplies are extensions for wasteful transportation systems which will pump pollutants into the air, fouling the land and water and accelerating the greenhouse effect.

James Mance
Tempe, AZ

Reader Satisfaction

This summer I taught a low-level content course for learners of English as a Second Language from Japan, Korea, and Saudi Arabia. The course topic was "National Parks in the U.S." The students each chose a less well-known park to research. I brought in my collection of *National Parks*, which was invaluable in providing information, beautiful pictures, well-written prose, and clear charts and graphs. The students enjoyed the topic and learned a great deal of English while they studied our national parks. My students and I thank you for your valuable publication.

Kathleen M. Bailey, Ph.D.
Monterey, CA

I enjoyed the articles "Healing the Sacred Hoop" and "A Park System for Everyone" [Sept./Oct. 1991]. Are there parks, monuments, etc., for Harriet Tubman, the underground railroad, or

the women's suffrage movement? There ought to be. Keep up the good work.

David Whitmore
San Francisco, CA

See page 32 for an article on the proposed park unit representing the underground railroad. The Women's Rights National Historical Park in Seneca Falls, NY, commemorates the beginning of the women's struggle for equal rights.

—the Editors

I just read the September/October 1991 issue and was glad to see an article on something that has been festering in my soul ["Raiders of the Parks"]. I had the privilege to grow up in a house bounded on three sides by a national wildlife refuge. This has had a profound impact on my outlook on life, making me realize how important and fragile wetlands are. The refuge was opened to nature hikes in the 1970s, paths were laid, and people came...and so did the trash. I was horrified to see gum wrappers and cigarette butts where there had been none.

While gum wrappers and cigarette butts don't have the same effect as stealing relics, they add up. Thanks for the article.

Kate Symonds
Catharin, VA

Unbearable

I recently became aware of a proposal to place the White Oak dump on a site between the Great Smoky Mountains National Park and the Pisgah National Forest [News, July/Aug. 1991].

This plan would have a detrimental effect on black bears in that area. It's possible to find a more appropriate place to put the dump than in the middle of an important black bear habitat. I would think an educated American public would be more concerned with preserving the creatures still left on this earth than with destroying any more.

Sandra L. Duffin
Indianapolis, IN

Vision Impaired

I received the July/August issue of *National Parks* as I was heading out on my vacation. We were en route to Lake Powell via Zion National Park. I read with horror the article regarding World Odyssey's plans to build a theater and parking lot at the entrance of this beautiful park [News, July/Aug. 1991]. After camping and hiking there I can say that [the theater] would destroy the solitude and grandeur of this awesome place. I can't fathom why someone would drive all the way to Zion's "doorstep" and then sit in a giant theater to see a film about it.

Jennifer Morrison
San Jose, CA

I was unhappy to hear that all the natural beauty may fall to the wayside with the creation of a theater and mall at Zion National Park. Haven't we been "malled to death"? How many times have we all heard that this mall or this theater is different? Malls and such breed faster than rabbits!

If that is the legacy you [World Odyssey, Inc.] wish to leave America, Utah, or your own children, then have at it. Many of us wish you had the wisdom and strength to leave future generations something more than an empty, crumbling theater and deserted mall.

Cheryl Wilkinson
Boise, ID

See page 16 for the latest update on what NPCA is doing for Zion National Park.

—the Editors

Write: Letters, NPCA, 1776 Mass. Ave., N.W., Washington, DC 20036. Please include address and phone for verification. Letters are subject to editing.

Correction

In the May/June 1991 issue James Ridenour's article, "Building on a Legacy," incorrectly attributed Starker Leopold's wildlife management report to his father, the late Aldo Leopold.

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NEWS

RELIEF IN SIGHT FOR GRAND CANYON

The air that fills the Grand Canyon will be clearer and the river that carves it will flow a little more naturally, thanks to recent breakthroughs in two of Grand Canyon National Park's gravest and oldest environmental problems.

In August the owners of a nearby power plant agreed with conservationists on steps to decrease air pollution at the canyon. Just days before, Secretary of the Interior Manuel Lujan announced immediate new controls for Glen Canyon Dam, which for years has caused the flow of the Colorado River through Grand Canyon to fluctuate wildly.

"At last, here are actions based on the law, scientific evidence, and the park's urgent needs," NPCA President Paul Pritchard said, praising Lujan and the parties to the air quality pact.

President Bush visited the Grand Canyon in late September for a ceremony in which Environmental Protection Agency Administrator William K. Reilly signed the agreement, which requires the Navajo Generating Station to install pollution control equipment.

The Page, Arizona, power plant has been identified as the major source of the murky haze that fills the Grand Canyon in winter.

"Sometimes smoke and fumes obscure this lovely view. And we're here

to say today: no more," Bush said. "The visibility rule will help ensure cleaner skies and more breathtaking vistas."

The action constitutes the first application ever of a 1977 amendment to the Clean Air Act meant to guarantee clear air for national parks. Getting it enforced, however, took a 1982 suit filed by NPCA and others against EPA. The suit resulted in a court-ordered sched-

tion. The council objected to the expense for the plant's owners. EPA's final decision was due in October.

Meanwhile, environmentalists took matters into their own hands and began direct negotiations with the plant's owners. The owners agreed in August to the 90 percent figure.

Because the plant is to attain that reduction on a yearly, not monthly, basis, it will not need back-up scrubbers. While EPA's plan for a 70 percent reduction would have cost the company \$106 million, the new deal will cost \$89.6 million.

"We're very pleased," said Chris Shaver of the National Park Service Air Quality Division. "We see it [the agreement] as a very positive first step toward dealing with the problem across the park system."

At the same time the view of Grand Canyon has been dimmed by pollution, the canyon itself has been even more damaged by the construction and operation of Glen Canyon Dam.

The dam, built 15 miles north of Grand Canyon in 1963, generates electricity for Western states during peri-

ods of peak energy use. Because the dam uses the Colorado to produce sudden bursts of energy, the amount of water it allows through can change within one day from 1,000 to 31,500 cubic feet per second. The level of the river can fluctuate 13 feet in a day.

These abrupt shifts wear away the



WILLARD CLAY

Air pollution and drastic variations in the flow of the Colorado River, caused by Glen Canyon Dam, have plagued the Grand Canyon.

ule for implementation, culminating in EPA's declaration earlier this year that it would seek a 90 percent reduction in sulfur dioxide emissions from the plant.

But under pressure from the Council on Competitiveness, chaired by Vice President Quayle, EPA soon retreated to a proposal for a 70 percent reduc-

canyon floor at an unnatural rate. The dam also blocks most of the natural inflow of replacement sediment.

"The beaches and shorelines are now a finite resource that is steadily, inevitably being carried farther and farther downstream," said Russ Butcher, NPCA Southwest regional director.

Wildlife habitat and vegetation are dwindling along the river. Rafting trips also rely upon the disappearing shores.

At ancient Anasazi Indian sites within the canyon, buildings, pottery, and other artifacts have been damaged and some have been washed away.

Low river levels leave trout without enough water and strand rafters. Sudden influxes flush out shallow areas where the endangered humpback chub breeds.

The immediate controls Lujan placed on the operation of Glen Canyon Dam reflect scientists' recommendations. The volume of water released from the dam now cannot fall below 5,000 cubic feet per second, rise above 20,000, or in one day vary by more than 8,000.

In 1989 Lujan ordered the Bureau of Reclamation, which operates the dam, to begin an environmental impact statement on the dam's effects. Scientists completed their studies in July.

New controls were scheduled to take effect November 1 and last until the EIS, which will be used to make a more permanent decision about management of the dam, is completed in 1993.

But because of clear evidence of damage to the canyon, Lujan ordered that the new pattern of flows begin August 1, when the studies ended. Concern has grown, however, over exceptions that may be allowed to the controls.

Deviation from agreed-upon flow patterns has been allowed only in emergencies. The Bureau and the Western Area Power Administration have proposed looser standards. Under these "exception criteria," WAPA could override the flow limits 22 hours a month rather than buy replacement power when energy use is high.

Lujan was to decide on the proposed criteria by November 1. NPCA urged him not to approve new criteria without public review and not to permit exceptions simply to save WAPA money.

NATIONAL PARKS FACE FIVE MAJOR THREATS

On its 75th anniversary, the National Park System is endangered both from within and without, a situation documented in a new NPCA report, *A Race Against Time*.

The report documents five major threats to the park system and recommends immediate action to avert them:

▲ Many threats to parks come from beyond their borders. Dams, water diversion projects, and groundwater pumping threaten entire ecosystems. Water pollution comes from events like oil spills and from residential development, industry, and agriculture.

At present, the federal government does little to halt or mitigate damaging water projects. Indeed, other federal agencies are often responsible for them.

Legal protections from air pollution have been little enforced. Acid rain and opaque air from existing power plants are constant problems, and new plants are planned near several parks.

Encroaching development fragments wildlife habitat and mars scenic views with shopping malls or oil derricks.

NPCA recommended legislation to



PATRICK SHORT

Without regular maintenance, the C. A. Thayer at Golden Gate rotted irreparably.

improve cooperation with federal and state authorities and local communities, as well as new authority for the Secretary of the Interior to temporarily halt projects that threaten parks.

▲ The backlog of repair, maintenance, preservation, and safety projects in the parks amounts to more than \$2 billion.

Sixty percent of roads at Yellowstone National Park are in dire need of re-

NEWSUPDATE

▲ **Antietam.** A 151-acre tract known as the West Woods was donated to Antietam National Battlefield in Maryland last summer. Antietam was the site of the single bloodiest day of the Civil War; the West Woods saw some of the fiercest fighting.

▲ **Trails.** After a year and a half of public meetings and input, NPCA and NPS will present a report to Congress in January on potential new trails for the mid-Atlantic region; contact NPCA for a copy. Similar efforts are under way for the North Atlantic and Pacific Northwest regions, as part of the development of a congressionally mandated National Trails Plan.

▲ **Exxon.** Alaska and the Department of Justice announced September 30 a new settlement in their civil and criminal suits against Exxon, a week before the company was to go to trial on federal criminal charges arising from the 1989 *Valdez* spill. The deal is for \$25 million more than the \$1-billion settlement rejected last spring by the state legislature and a federal judge. Private suits against Exxon over damage to commercial fishing and the subsistence lifestyle of Alaskan natives will continue, however. The plaintiffs agreed to drop suits against the state and federal government in exchange for scientific evidence on the spill's effects, which has been kept secret.

pair. The last existing sailing schooner, one of the historic ships at Golden Gate National Recreation Area in San Francisco, rotted so badly that it will never float again. The report suggested ways of raising \$250 million each year to address such problems.

▲ Budget cuts have affected not just the parks but the Park Service itself. A declining ratio of rangers to visitors leaves visitors with a one-in-four chance of encountering a ranger during their stay. The shortage of staff hampers NPS in combating poaching, vandalism, and crime. The report recommended the immediate hiring of 1,200 new rangers.

▲ A fourth strain on the national parks is their increasing popularity. The 1990 estimate of 252 million recreational visits to the parks is expected to reach 500 million by the year 2010.

Traffic causes congestion and air pollution. Another problem is pressure to expand development or potentially damaging activities. Finally, as heavily visited but small areas of parks receive most of the wear and tear, trails erode, natural areas become less natural, and historic preservation is more difficult.

▲ *A Race Against Time* identified the current concessions system as a fifth threat to the parks. (See page 15.)

The report concluded that many of the Park Service's troubles stem from its lack of political clout. "The most important single step toward solving these problems would be giving NPS independence from the Interior Department," NPCA President Paul Pritchard said.

Copies of *A Race Against Time* are available for \$7.50 from NPCA, 1776 Massachusetts Avenue, N.W., Washington, DC 20036.

PROSPECTS ARE GOOD FOR CALIFORNIA DESERT BILL

A new proposal to protect the California desert seems headed for success in the House of Representatives. If passed by the Senate as well, it would be one of the largest land protection acts ever.

Legislation introduced in the House by California Democrats Mel Levine, Richard Lehman, and George Miller



CARR CLIFTON

The California desert's stark but fragile landscapes may become parkland and wilderness.

expands Death Valley and Joshua Tree national monuments, making them national parks, and designates a new park unit, Mojave National Monument.

The bill would also designate 4.4 million acres of Bureau of Land Management wilderness areas.

One-fourth of the state of California is desert, but the landscape is far more varied than the word implies. It includes dozens of mountain ranges, fantastic canyons and rock formations, some of North America's highest sand dunes, and at Death Valley the lowest point in the Western Hemisphere.

It is also an ancient landscape. There are extinct volcanoes, an extensive fossil record, and signs of human habitation stretching back at least 12,000 years. Rock carvings and paintings may constitute the largest collection of prehistoric art in the world. An 11,700-year-old creosote bush is the world's oldest known living thing.

While the desert is largely naked geology, the scarce water and thin soil nurture a surprising array of life. Wildflowers bloom in the spring and fall, and new discoveries are continually added to the list of 760 species of wildlife and 1,200 species of plants.

"Nowhere else does wilderness exist on this scale so close to big urban areas," said David Simon, NPCA natural

resources program manager. "Since urbanization and human use of the desert are growing quickly, we need to take steps to safeguard the delicate balance of life there."

The California desert is an extremely fragile as well as a harsh place; tank ruts left by General Patton's troops during World War II training are still visible. Increased year-round off-road vehicle use of the desert, the eastward creep of Los Angeles, and mining make steps to preserve sensitive areas urgent.

Since 1986 Sen. Alan Cranston (D-Calif.) has kept protection bills before the Senate and this year reintroduced S. 21. So far legislation has been blocked by mining and off-road vehicle groups. The bill now before the House, however, would not prevent mining of valid existing claims and leaves popular off-road vehicle areas available. As a compromise, it includes 250,000 fewer acres of wilderness than earlier proposals and designates Mojave as a national monument, not a national park.

✍ *Members can ask their representatives to support H.R. 2929 (U.S. House of Representatives, Washington, DC 20515), and their senators to support S. 21 (U.S. Senate, Washington, DC 20510), with no further reductions in park or wilderness acreages.*

POLITICAL MANIPULATION OF NPS INVESTIGATED

Congress began an inquiry in September into reported political manipulation of the National Park Service and the Forest Service by administration officials and Western legislators.

Lorraine Mintzmyer, director of the NPS Rocky Mountain region, testified before a House subcommittee that extreme political pressure was used to force changes in a groundbreaking Park Service planning document. She also cited evidence that her reassignment to another position was politically motivated.

John Mumma, in charge of the Forest Service's Northern Region, also testified, stating he had faced similar pressures on his management of the region and had been reassigned to another post under similar circumstances.

The two were subpoenaed by the House Post Office and Civil Service Committee's subcommittee on civil service and were brought to Washington, D.C., to testify under oath September 24. The subcommittee is investigating the possibility that federal laws were violated in the reassignments, which were essentially demotions.

Mintzmyer, a 32-year NPS employee, was regional director for 11 years. In June she agreed to accept an involuntary transfer to the NPS mid-Atlantic office in Philadelphia. "She was given the option to accept reassignment or termination," said her lawyer, Carl Hartmann.

In her testimony, Mintzmyer traced behind-the-scenes political intervention in the *Vision for the Greater Yellowstone Area* planning document.

The Park Service and Forest Service, traditionally at odds, worked together on broad joint goals for the future of the area, which is divided into three national parks and six national forests.

The Vision document was also an ambitious attempt to apply the idea of ecosystem management—understanding an entire area's natural processes and working to conserve them.

Vision for the Future: A Framework for Coordination in the Yellowstone Area, released in draft form in August 1990, called in its goals for continued

economic uses of the area. The draft met with hostility from some commodity groups and area lawmakers, however.

Mintzmyer testified that after Sen. Alan Simpson (R-Wyo.), an outspoken critic of the report, met with other NPS and Interior Department officials in October 1990, she "was told that the document would be completely rewritten."

"It was a draft open for public comment and Al wanted to be able to put in his two cents," said a spokesman for Simpson, stating that this did not mean there was political pressure.

Mintzmyer said she was then called to a meeting with the Department of the Interior's then-Acting Assistant Secretary

for Fish and Wildlife and Parks, Scott Sewell, who had met with Simpson.

According to Mintzmyer, Sewell told her "significant political contacts and pressure had been made to the White House and the Secretary regarding the Vision document by political delegations. He then stated that [White House Chief of Staff John] Sununu had personally spoken to him about this issue. He stated that Mr. Sununu told him that from a 'political perspective' the existing draft of the Vision document was a 'disaster' and must be rewritten."

Mintzmyer stated, "Mr. Sewell made it clear he 'had been delegated by the department' to retain the appearance that

MARKUP

KEY PARK LEGISLATION

Bill	Purpose	Status
Labor history Public Law 102-101	Study sites from American labor history and consider them for National Historic Landmark status. NPCA promoted.	The president signed the law into effect in August.
Flint Hills H.R. 2369	Protect 10,000 acres of tallgrass prairie in Kansas as Flint Hills National Monument. NPCA supports.	The House Interior Committee approved H.R. 2369 in September. A vote by the full House is next.
Salt River Bay H.R. 2927 S. 1495	Add to the park system the Columbus expedition's 1493 landing site in Salt River Bay, St. Croix, and the largest mangrove forest left in the Virgin Islands. NPCA supports.	NPCA testified at September hearings held by the House and Senate subcommittees on national parks.
California desert H.R. 2929 S. 21	Create Mojave National Park, expand Death Valley and Joshua Tree national monuments and redesignate them as national parks, and designate 4.4 million acres of Bureau of Land Management wilderness. NPCA supports.	H.R. 2929 has received subcommittee approval and is before the House Interior Committee. S. 21 is before the Senate subcommittee on national parks.
Concessions S. 1755	Raise concessions fees and return them to the park system; prevent overcommercialization of parks. NPCA supports.	S. 1755 is before the Senate subcommittee on national parks.
Manzanar National Historic Site H.R. 543	Preserve the site of an internment camp that held Japanese-Americans during World War II. NPCA supports.	H.R. 543 passed the House in June. It is before the Senate subcommittee on national parks.
Custer Battlefield National Monument H.R. 848	Rename the site Little Bighorn National Battlefield Park and authorize a memorial to the Indians who fought there. NPCA supports.	H.R. 848 passed the House in June. The Senate Energy Committee approved it in September. It now awaits a vote by the full Senate.
Utah wilderness H.R. 1500	Protect 5.1 million acres of Utah canyon lands and desert as wilderness. NPCA supports.	H.R. 1500 is before the House subcommittee on national parks.

NPCA is currently working on more than 60 bills.

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the document was the product of professional and scientific efforts by the agencies involved, but that the reality would be that the document would be revised based on these strictly political concerns ...He also made it clear that he was upset with me personally because of the draft."

Sewell became director of the Minerals Management Service, a bureau of the Interior Department, in July.

Tom Wilson, a department spokesman, said he did not know if the meeting with Simpson and the rewriting of the report were connected, or what role Sewell had in the revision. The White House has denied that Sununu discussed the report with anyone in Interior.

The press has obtained an internal NPS memo, dated June 14, in which Mintzmyer refers to Sewell's role in the revision, and another written by Sewell calling Mintzmyer's memo "inaccurate."

By June "the Vision document had been almost completely rewritten...and in my professional opinion its position on almost all major issues reversed," Mintzmyer testified. The final version of the report appeared in September. The word "vision" was gone from the title, the length fell from 60 to ten pages, and the idea of ecosystem management had largely disappeared.

Mintzmyer said she was told June 25 that she would be sent to Philadelphia.

"Interior got tired of someone who raised tough questions," said Terri Martin, NPCA Rocky Mountain regional director, adding, "There has been a history of complaints by Western Republican legislators unhappy with her attempts to protect the parks, and they made their feelings known to Interior."

According to Mintzmyer, Interior has offered the press a variety of explanations for her transfer. Wilson said, "It is policy that it's preferable to have people move when they stay too long."

NPCA has asked Lujan for an investigation by the Interior Department's Inspector General into the issues raised by Mintzmyer's transfer. Sen. Tim Wirth (D-Colo.) wrote Lujan asking that the transfer be put on hold.

As for Mumma, in his testimony he cited evidence he was transferred because Western legislators were unhappy

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with his region's timber production. He said Rep. Ron Marlenee (R-Mont.) may have asked the Forest Service not to recertify him as part of the Senior Executive Service. A spokesman for Marlenee denied the charge.

Like Mintzmyer, Mumma was involved in developing the Vision report.

The subcommittee is investigating the possible violations of civil service laws. A spokeswoman said she expects there will be further hearings.

WILD AND SCENIC RIVER SUFFERS FROM LOGGING

The Skagit River, which runs through Mount Baker-Snoqualmie National Forest and North Cascades National Park in Washington, once provided an abundance of food for wildlife, an adventure for anglers, and an economic resource for commercial fisheries. But the Skagit's 1978 designation as a wild and scenic river has failed to protect it.

Mismanagement and overcutting of timber have clogged the Skagit with silt. Flooding has increased, and the number of fish has decreased. The Skagit has been damaged by logging and development on private and state lands along the 158-mile-long wild and scenic stretch of the river, and perhaps by logging on Forest Service lands outside that corridor as well.

The Forest Service, overseer of the wild and scenic river corridor, blames lack of funds for its inability to protect the Skagit.

Ron DeHart, public affairs officer at Mount Baker-Snoqualmie, also claimed the Wild and Scenic Rivers Act does not allow the Forest Service to control logging on private and state lands within the corridor. He said that responsibility lies with the state's Department of Natural Resources.

Dale Crane, NPCA Pacific Northwest regional director, said the Forest Service had not asked for any money and has funds now only because Sen. Brock Adams (D-Wash.) secured them in 1991. A river manager for the Skagit was not hired until 1989, 11 years after the river's designation.

Moreover, the Wild and Scenic Rivers Act states the Forest Service must preserve the river as it was at the time of designation or enhance it. The Forest Service has instead come under widespread criticism for not preventing activities on federal, state, and private lands both in and outside of the corridor that have damaged the river.

Crane said, "This is a serious case of not implementing the Wild and Scenic Rivers Act."

He added that devastating logging practices in the Skagit River's drainage could prove damaging to North Cascades and its wildlife. Logging practices have destroyed salmon and steelhead habitats. The fish swim upstream into the park to become a critical food source for bald eagles, bears preparing for hibernation, otters, and other wildlife.

Reed Glesne, aquatic ecologist for North Cascades, said the logging could affect the ecosystem's productivity and possibly affect migration and distribution of wildlife within the park.

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CONCESSIONS BILL INTRODUCED IN SENATE

Legislation before the Senate seeks to stem overcommercialization of national parks and continual underfunding that cripples the National Park System.

The Concessions Policy Reform Act, S. 1755, was introduced September 26 by Sen. Dale Bumpers (D-Ark.), chair of the Senate subcommittee on national parks. "The 1965 law governing concessions contracts in our national parks is badly in need of reform," Bumpers said upon introducing the bill.

Bumpers noted that concessioners, private businesses providing goods and services to park visitors, return an average of 2.5 percent of their gross receipts to the government. Contracts can run for as many as 30 years and offer little room for competition or renegotiation. Concessioners build up ownership of park facilities, making it nearly impossible for NPS to end a contract.

"We wanted to see a bill introduced that would be pro-environment, pro-consumer, and pro-business all at once," said NPCA President Paul Pritchard. "Senator Bumpers' bill is a bold step in the right direction."

The bill makes it clear that concessions should be limited to necessary services that cannot be provided in surrounding communities. Facilities would be in harmony with each park, environmentally and aesthetically.

When contracts come up for bid, NPS would be able to select the bid that is best, not just financially but in terms of quality of service to the visitor. The bill would require competition for all contracts. Minimum fees for each contract would be set on a case-by-case basis, resulting in a fair and higher return for the government.

Concessions fees now go to the general treasury. The bill would return fee revenue to the parks. Half would go to buy existing facilities from concessioners and half would help boost park budgets.

The bill already has bipartisan support. Members can write their senators (U.S. Senate, Washington, DC 20510) asking them to cosponsor S. 1755.

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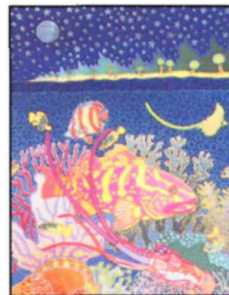
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EVERGLADES SUIT ENDS WITH CLEANUP PLAN

Federal prosecutors and the state of Florida settled three years of litigation this summer with a plan to reduce water pollution in Everglades National Park.

In what may be the first case of its kind, the U.S. District Attorney took Florida to court in 1988 to force compliance with its own water quality laws and to counter polluted agricultural runoff into the park and the nearby Loxahatchee National Wildlife Refuge.

In recent decades, the fragile quality and supply of water to the marshy Everglades have been severely disrupted by huge drainage and canal projects, agriculture, and explosive urban growth on the lands to the north.

The settlement tackles one of the largest problems: the high phosphorus content of water flowing from sugar-growing areas above the park. The pollution plays havoc with the Everglades ecosystem, causing decline of the algae species at the base of the food chain and invasions of phosphorus-loving cattails that crowd out native plants and choke water flow.

The political power of the sugar cane industry meant that, while the state legislature could pass anti-pollution laws, implementing them was difficult.

The lawsuit, filed by U.S. Attorney Dexter Lehtinen, targeted the state agencies charged with enforcement. NPCA and other groups filed as intervenors. Florida fought the suit until Gov. Lawton Chiles took office in early 1991 and put a priority on settling it.

The final deal sets a timetable for reducing phosphorus runoff to the park. To achieve this, 35,000 acres of land between the agricultural areas and the park and refuge will be reclaimed as marsh. As water flows through the marshes, natural filtration will greatly reduce its phosphorus content.

Equally important is the research and monitoring program established by the settlement. Scientists will study how best to improve water quality in the park.

"It's a big experiment right now," said Bob Johnson, the park's hydrology program manager. "But we shouldn't

have to wait till parks are destroyed until we do something."

"It's unfortunate the federal government does not always protect park resources as aggressively as U.S. Attorney Lehtinen did," said Elizabeth Fayad, NPCA staff counsel. "The settlement is an important first step in assuring improved water quality for the Everglades. The next step will be making sure that the funding to carry out the cleanup plan and the research really is made available."

NPCA CHALLENGES THEATER NEXT TO ZION

NPCA has filed a lawsuit challenging a permit for a giant-screen movie theater and shopping center, to be built just outside Zion National Park in Utah.

The site is directly in front of the view of high red sandstone cliffs—one of Zion's most dramatic sights—that greets visitors as they approach the park.

World Odyssey, Inc., has chosen the spot for a commercial center including the five- to six-story-high cinema, 12,000 square feet of retail space, and a 169-space parking lot. The company hopes to construct similar theaters at other national parks. As at Zion, the theaters would feature films of the parks.

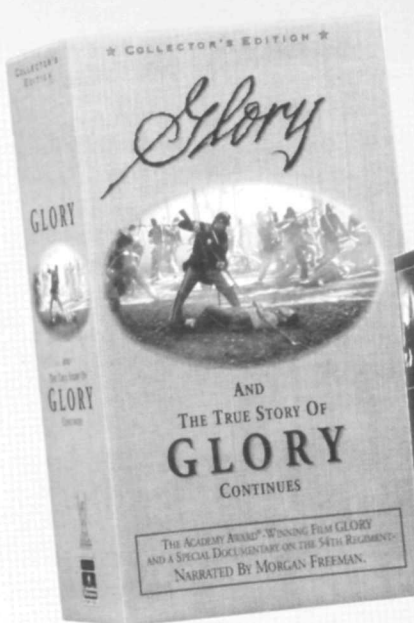
Filed before the Fifth District Court of Utah, the suit charges that the Springdale Town Council violated its own zoning ordinance by issuing a permit for the project in June.

The ordinance requires buildings near Zion's boundary to be "aesthetically compatible" with the park and limits building heights throughout Springdale to 35 feet. The movie theater would be approximately 55 feet high.

The complex would be divided only by the narrow Virgin River from Zion's main campground and would further snarl traffic on the congested park road.

"All we're asking is that World Odyssey move a few blocks down the street," said Terri Martin, NPCA Rocky Mountain regional director. She said alternative sites in Springdale would generate revenue for the town without creating a blight on the park's scenery.

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Promises To Keep

Do President Bush's environmental policies measure up to his rhetoric? Eight park experts share their opinions.

By Bruce Craig

DURING THE 1988 campaign, George Bush said he wanted to be remembered as the environmental president. He supported the Commission on Americans Outdoors—a study which recommended establishing public-private partnerships for parks, creating greenways, and aiding the nation's urban park program. And he promised to protect and to build the National Park System.

National Parks asked eight park experts to grade the Administration's performance. Bush earned a D+ overall. The results nearly match the March 1991 findings of the League of Conservation Voters, which awarded Bush a D on environmental policy. Environmental writer Robert Cahn noted: "Had not Mr. Bush raised expectations so much with his 1988 campaign oratory he probably would deserve higher grades." While Yale professor of history Robin Winks believed Bush to be sincere in his purpose but unfocused, environmental writer Michael Frome was harsher: "I rate Bush, his appointees, and their collective programs as a D—for deceitful and dangerous."

New Parks, Operational Initiatives: D
"President Bush has taken no initiative to support new national parks," said Cahn. In fact, former NPS Regional Director Howard Chapman noted, the

Administration has repeatedly testified against new parks.

Frome wrote: "When an associate director of NPS testifies...against...the Kansas Tallgrass Prairie, I must conclude the whole system is in collapse."

On the plus side, several evaluators noted increases in expenditures from the Land and Water Conservation Fund to acquire parklands, for which Ross Holland, former NPS chief of cultural resources, credits the Administration.

Steve Whitney, director of Wilderness Society's national parks program, criticized the \$639-million "America the Beautiful" initiative as fluff. Whitney wrote: "It is merely repackaging existing programs into initiative form. It is marketing, and it is transparent." Several commentators praised the tree planting program—which seeks to plant one billion trees to help combat global warming—but noted it has fallen behind in achieving the objective.

Former Assistant Secretary of the Interior Nathaniel Reed said the Administration should not be held exclusively accountable for the failure of an urban park initiative because of the perilous fiscal condition of the majority of state and local governments.

Park Wildlife, Endangered Species: D+
During the 1988 presidential campaign, the Republican platform promised to

protect endangered species and to sustain biological diversity worldwide. Evaluators both criticized and praised the Administration's track record. The controversy over cutting old-growth forests and the status of the endangered northern spotted owl led historian Alfred Runte to comment: "Bush has done everything possible to undermine the Endangered Species Act even as he voices support for it...he professes to take the 'high road' but does everything possible to encourage other conservative legislators...to gut so-called restrictive federal legislation."

On the other hand, Whitney said that the Everglades, as a critically threatened ecosystem, has benefited from the Administration's support.

Park Protection: D

Unlike his recent predecessors, Interior Secretary Manuel Lujan has pursued concession reform. Though some commentators hoped the Administration would advocate aggressive legislation and halt overcommercialization in the parks, Runte continues to "see the concessioners and developers running our parks." Chapman noted that "the public is increasingly concerned about overcrowding." Yet Lujan has stated that denying people access to a park is the last thing he wants to do.

Congress has prepared a package to address residential and commercial development on lands adjacent to national parks. But Whitney views the Administration's response to calls for more cooperation and partnerships as "a gutless approach that is unresponsive to compelling issues. The problem...demands a substantive response."

Alaska National Parks: D

An underlying philosophy of the Administration has been built on candidate Bush's declaration that "sound ecology and a strong economy can co-exist." There is no better place to examine this philosophy than in Alaska. Largely because of the Administration's handling of the *Exxon Valdez* oil spill and the president's commitment to drilling for oil and natural gas in the Arctic National Wildlife Refuge, all

except one evaluator gave Bush a below average or failing grade.

Runte wrote: "Exxon should have been crucified for the oil spill in Prince William Sound. Instead, Exxon was allowed great administrative leeway in determining how and when the spill would be controlled." Others noted a lack of response by Lujan. Frome added, "Reagan-Watt-Bush policy people sought to silence NPS officials on potential damage to park areas."

Battlefield Protection: B-

Protection of Civil War battlefields is the one area for which all commentators gave above average grades. Despite Lujan's support of expanding the horsebarn at Manassas, and the Administration's reluctance to advocate spending LWCF money to purchase land within established battlefield boundaries, Reed said battlefield preservation "is the *only* bright picture in Lujan's gallery." Even Runte, who gave the Administration near failing grades across the board, felt Lujan was sincere about battlefields. But, he continued, the initiative involves only a few thousand acres of American real estate. And, saving battlefields "hardly compromises the conservative agenda...in fact it may promote it, in that Civil War re-enactments...glorify armaments and the 'American Way.'"

Appropriations Requests: C-

The Administration advanced NPS appropriation requests that topped the \$1-billion mark, yet nearly all commentators noted the requested budget was not sufficient to address the deficiencies, including a \$2-billion backlog of maintenance needs. Reed was not optimistic that the situation would improve. "The country is in a recession and in debt in historic proportions...I find it highly unlikely for an initiative to catch up on the park system's backlog."

Leadership and Appointments: D+

President Bush appointed Lujan, Secretary of the Interior, and James Ridenour, NPS Director. Evaluators significantly differed in their evaluations. Holland stated, "Lujan has been a pleasant surprise—a decent, honorable person who wants to address some of the problems." Frome wrote, "Ridenour shows that he lacks both environmental commitment and a desire to communicate with the public." Reed noted that Ridenour may not have been

failed to gain the support of either the Administration or Congress.

In this category most evaluators gave below average or failing grades. "The Bush national energy plan took three years in the making and was definitely not worth waiting for," Cahn wrote.

Evaluators criticized the Administration's policies on global warming. "The whole world knows the U.S. is dragging its feet in dealing with global warming and acid rain," Frome wrote.

Regarding the parks, Whitney said that the Grand Canyon Navajo power generating station issue "illustrates the Bush Administration's lack of commitment to clean air." Interior rejected the Environmental Protection Agency's 90 percent reduction of sulfur dioxide emissions from the generating plant and substituted 70 percent. Yet Reed, who gave the Administration a "D" in this category, said despite the Administration's failings, the president's support passed the Clean Air Act.

Summary Findings

Bush cannot justifiably claim the title of environmental president. Accomplishing goals depends on executive leadership and well-defined objectives.

During the 1988 campaign and the early months of his Administration, Bush and his appointees articulated an accomplishable set of national park objectives. But lackluster leadership, OMB's gutting of agency budgets, a partisan Congress, a White House staff with its own agenda, and Bush himself undermined the president's campaign promises. Bush has learned the wisdom of the modern age, Runte concluded: "Speak responsibly but act just as you please."

Bruce Craig is NPCA's cultural resources program manager. The opinions of the participating park experts do not necessarily reflect the views of NPCA.



DOUGLAS MACGREGOR

a stellar appointee but that hardly matters, as all appointees, including EPA Administrator William Reilly, are "brilliantly kept under control by both the Office of Management and Budget and the White House staff."

Clean Air, Global Warming: D-

The president's long-awaited National Energy Strategy claimed to "lay the foundation for a more efficient, less vulnerable, and environmentally sustainable future." In addition, Congress adopted amendments to the Clean Air Act, some of which were opposed by the Administration. An amendment that addressed clean air in the national parks

The Taming of Denali

With tourism growing, Alaska's premier national park faces development pressures.

Story and photographs by Kim Heacox

AMONG THE RIDDLES of the ancient Chinese is one about a man who discovers the most beautiful place in the world. The riddle is a conundrum—a puzzle without a solution—because the man shares his discovery, and people flock there in such great numbers that the place is changed forever and is beautiful no more.

It is the pioneer's paradox, the process of people destroying, or at least eroding, the very thing they love—usually the natural environment—and it

exists not just in ancient China but throughout the entire modern world.

National parks should be exempt from this paradox, but unfortunately they are not.

This is the story of a great national park teetering on the edge of that dangerous precipice. Will the same mistakes made elsewhere be made here? Or will people learn that to truly save a place they must close doors in front of them rather than behind them?

The park is Denali—the most popu-

lar, visible, and accessible national park in Alaska. Decisions made here may likely set the course for parks in the rest of the state for a long time to come. One hopes that Alaska can avoid the Manifest Destiny mentality that fenced and tamed the lower 48 states; that we who can alter any landscape in the world will have the wisdom to leave this one alone. So far, the prognosis is uncertain.

It is vital that people come here; that lives are touched and inspired, that wilderness values are affirmed and



Busloads of tourists admire Mt. McKinley, 40 miles away, from a scenic overlook.



anxieties washed away. Yet it is equally important that visitors not be herded into overcrowded parks because of arrogance and greed.

At 6 million acres, Denali National Park and Preserve is about the same size as Massachusetts, nearly three times as large as Yellowstone. Running through it are icy mountains that break their backs in the Alaska Range, their summits reaching to 14,000 feet, 17,000 feet, and finally to 20,320-foot Mt. McKinley, more properly called Denali—the Native name meaning The High One—the highest mountain in North America. From the mountains, the land sweeps to every horizon in striking patterns of tundra and spruce forest, kettle ponds and braided rivers, wildflowers and willow thickets. More than 450 species of trees, shrubs, and herbs live here, some growing profusely in protected valleys, others hugging the earth in button, mat, and rosette shapes atop windswept ridges.

From around western North America

and the Pacific Rim—Siberia, Japan, Hawaii, California, Central America, South America, and Antarctica—birds come here to raise their young. Shorebirds nest on the tundra, raptors on the cliffs: more than 150 species occur here. But the most visible and sought-after residents are the mammals: the grizzlies, wolves, caribou, moose, Dall sheep, red foxes, beavers, arctic ground squirrels, lynx, showshoe hares, pikas, and many others: 37 species in all. Nothing stimulates the heart more than the sudden appearance of a bear, a wolf, or a herd of caribou moving like poetry across open ground. Like the birds and plants, they fit into the landscape as an integral part of a greater whole, manifesting laws of survival and diversity, helping to create what has been called “the greatest subarctic sanctuary in the world.”

This, then, is what Charles Sheldon found when he came to Interior Alaska in the summer of 1906. A member of the influential Boone & Crockett Club, he was cut from the same conservation

The grizzly is one of 37 mammal species that reside in Denali, “the greatest subarctic sanctuary in the world.”

cloth as Teddy Roosevelt. A hunter, yes, but also a competent and caring naturalist who traveled widely throughout Denali by foot, showshoe, and sled dog team.

Camped on a moraine above the Peters Glacier in January 1908, with the land and the silence all to himself, he wrote: “When Denali Park shall be made easy of access with accommodations and facilities for travel...it is not difficult to anticipate the enjoyment and inspiration visitors will receive.”

Eighty-four years later, Sheldon’s prediction has come true. Enjoyment and inspiration are commonplace among visitors to Denali. But for those who feel the nascence of exponential growth; who hear the whines of an insatiable tourism industry always hungry for another hotel; who deplore the pro-development Alaska congressional

delegation and respect the fragility of the subarctic web of life, Sheldon's crystal ball looks more like Pandora's box.

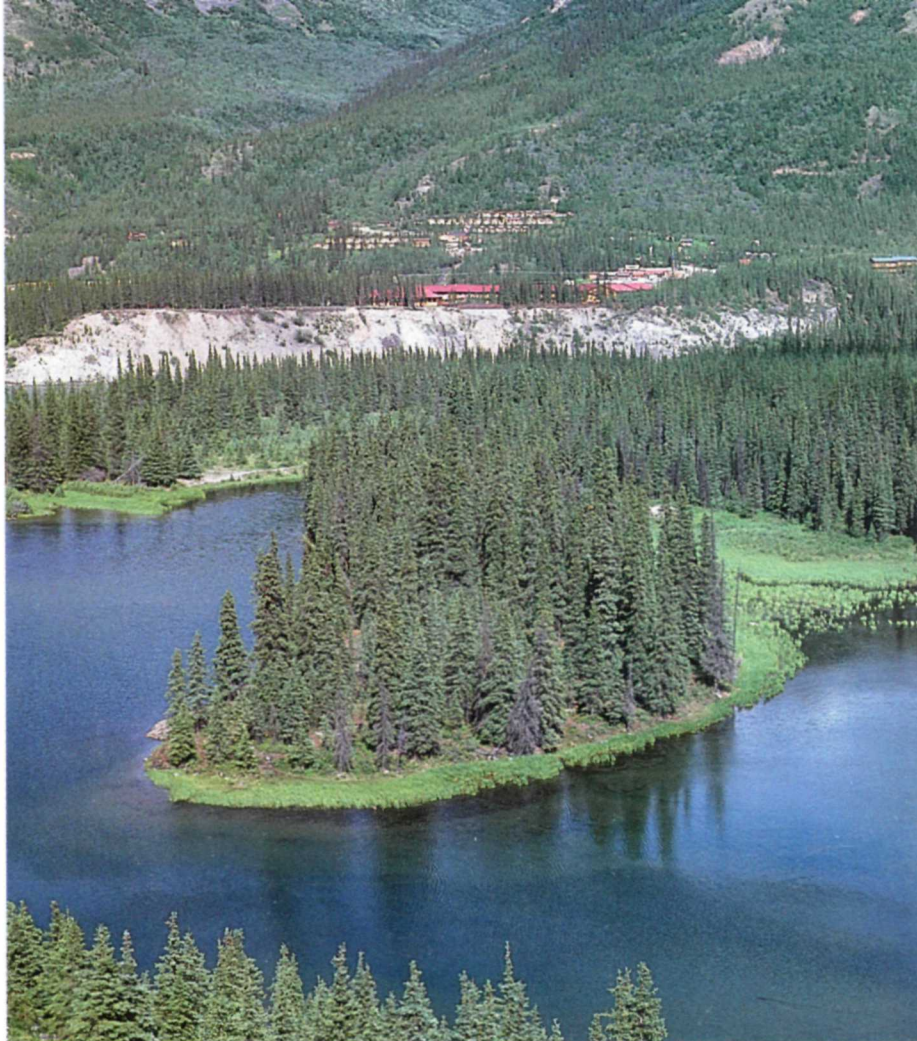
In 1971, the year before the highway was completed between Anchorage and Fairbanks, connecting Denali to Alaska's two largest cities, annual park visitation was 30,000. Today it is 600,000. A single dirt road, built in the 1920s and '30s, winds 90 miles through the park, cutting into mountainsides, crossing rivers, traversing open expanses of tundra and spruce forest. An average of 35 shuttle buses and 25 tour buses rumble over that road every day of summer, each carrying about 40 people who admire the scenery and watch for wildlife.

The bus system works on two premises: by reducing private vehicle traffic along the road, it minimizes the risk of accidents and maximizes the opportunities to view wildlife that otherwise might be displaced by more traffic.

The road ends at Kantishna, a mining district in the heart of Denali that has been a burr under the saddle of more than one park superintendent. Back in 1903, three years before Charles Sheldon arrived, gold was discovered here by a mountaineering party led by Territorial Judge James Wickersham. Within two years the Kantishna Hills were swarming with prospectors.

When Mt. McKinley National Park was created in 1917 (largely through the efforts of Charles Sheldon, who feared prospectors would overhunt Dall sheep and other wildlife), Kantishna bordered its northern flank. In 1980, with passage of the Alaska National Interest Lands Conservation Act (ANILCA), 2-million-acre Mt. McKinley National Park became 6-million-acre Denali National Park and Preserve. And Kantishna became an enclave.

At the time, John Cook, regional director of the National Park Service in Alaska, said, "There are two things you never want to see being made: sausages and boundaries." His comment was aimed at the political process more than the product, and applied to every new park and preserve created by ANILCA. Certainly ANILCA was a great accom-



plishment—the Louisiana Purchase of the American conservation movement—for it more than doubled the size of the U.S. National Park System. But there were compromises. Buried in the convoluted vernacular were the terms “reasonable access” and “traditional use,” put there by the Alaska congressional delegation to protect the rights of people they called “honest, hard-working Alaskans who have nothing to gain with a land lock-up.” Among those Alaskans: the miners of Kantishna.

In Denali, reasonable access and traditional use meant Kantishnans had the right to drive the park road. As the mines became less profitable and tourism more so, a few Kantishnans opened roadhouses, restaurants, and lodges. And though ANILCA did not require it, they nevertheless agreed with the National Park Service to minimize traffic and shuttle their clients in buses. A relative peace reigned until the spring of 1990, when a Kantishnan plowed off a gravel clearing, called it a motorhome

Across Horseshoe Lake, a cluster of lodges, chalets, and pizza parlors flanks Denali's eastern boundary.

park, and invited the public at large.

From a legal standpoint, it was permissible. But from a safety standpoint, mixing motorhomes with buses on a narrow, winding road was insane. Superintendent Russ Berry, having arrived in the park less than a year before, countered with a chess move. He reasoned that if one Kantishnan could have his clients driving their private vehicles on the park road, then so could the others. All the clients needed was a reason to go to Kantishna: a night's lodging, a meal, a cup of coffee. But to mitigate the dangers from increased traffic—and this is where Berry played his king—the National Park Service threatened to turn around every tour bus and shuttle bus at Teklanika Campground, only one-third the way out the road, long before the best views of wildlife and Mt. McKinley. Suddenly

Kantishna had the entire Alaska tourism industry on its back.

When the wit and wind finally died down, the motorhome park was forestalled and schedules returned to normal. Yet pockets of Kantishna remained defiant, as they always have, peppered with the likes of Tom Anthony, who threatened to shoot anyone who crossed his property on the road, and the Wheeler brothers, arch-anarchists and Alaska's self-described "foremost authorities on recreational bulldozing," who more than once have threatened to cut a giant "W" on a mountainside in the park.

And what of the fruits of their labors, and of the nearly nine decades of miners in general in the Kantishna area? They pulled out a lot of gold. They also fouled a dozen drainages. Heavy metals—iron, arsenic, and lead—were oxidized and released at accelerated rates. Mercury, used as an amalgam, was dumped indiscriminantly. Barrels of petroleum products were left lying around. High-pressure hoses, the tools of the modern hydraulic miner, blasted hillsides. Erosion and siltation destroyed aquatic primary productivity. Streams balanced over the millennia, poetic in their finely balanced gradients and ratios of pools to riffles, were raped.

Some of the most serious damage happened in the early 1980s when gold prices rocketed. Since then, a few claims have voided, most have gone idle but are still valid. To purchase these lands, Russ Berry estimates he needs \$60 million. So far, he's received one-tenth of that amount. "If the money arrives a little at a time, which it probably will," he says, "then ten years from now the remaining lands in Kantishna will probably still cost \$60 million."

Meanwhile, the pressure grows to increase tourism and improve access into Kantishna. On July 13, 1991, U.S. Senator Frank H. Murkowski wrote a sophomoric newspaper editorial that began, "Question: Why does the Anchorage Zoo get more visitors each year than the entire interior portion of Denali National Park and Preserve, Alaska's premier visitor destination?"

"(a) The popcorn is better at the

zoo. (b) Denali doesn't have an elephant. (c) The zoo doesn't have an armed ranger to keep visitors out.

"The correct answer is the old standby, 'none of the above,' but answer (c) comes too close for comfort.

"It is becoming fashionable to say



Backpackers hike through autumn tundra backdropped by Mt. McKinley.

Denali National Park is being damaged by overvisitation and is losing its luster as a result. But is Denali National Park a victim of its own success, or has something gone awry in how it is managed?" Murkowski pointed out that Yellowstone receives a vastly greater number of visitors each year and is doing fine, then ended his sophistry by suggesting that an "elevated-rail transport system" be built "along the old Stampede Trail that runs east from Kantishna to the Healy area."

Here, then, is a way of thinking that believes Denali National Park should be accessible to as many people as possible; that tourism, like cattle ranching, is a volume-driven meat market; that scenery is, more than anything else, a commodity.

"It is not the job of Denali National Park to be the No. 1 visitor destination in our state," countered Mary Grisco, NPCA's Alaska regional director. "[We need] to educate people about what our national parks in Alaska offer and to let people know that [all] national park units do not provide the same experiences and amenities."

If the finest hotels can have "no va-

cancy," if the greatest concert halls can have limited seating, then why not our national parks? "The theater is full," says Russ Berry. "You are invited to the next performance." Or, as Aldo Leopold wrote in *A Sand County Almanac*, "It is the expansion of transport without a corresponding growth of perception that threatens us with qualitative bankruptcy of the recreational process. Recreational development is a job not of building roads into lovely country, but of building receptivity into the still unlovely human mind."

Seventy years ago, the only thing that ran through the Nenana River Canyon, next to the entrance of the park, was the Nenana River. Then came the Alaska Railroad. Then a major highway. Then a lodge, a motel, a cluster of chalets, restaurants, pizza parlors, a salmon bake, a beauty shop, river rafting offices, and helicopter pads. Last summer, four helicopters arrived, each carrying tourists into the park 12 times a day.

Soon the quality of the air and water goes down, wildlife movements are impeded, all-terrain vehicles rip in and out of the park, and moose are shot only 200 feet outside the boundary. It happened this fall. Denali is beginning to look like parks everywhere else: beleaguered.

Addicted to growth, tour companies add rooms and beds to chalets and hotels, then whine for more buses to accommodate their expanding clientele. Bus seats are oversold every summer, backcountry units fill up, and long lines form in Denali's visitor access center. "The truth is," says one ranger, "that in every major visitor survey the public has strongly supported the existing policies and level of development. More is not better."

Yet the incrementalism marches on. The tour operators and concessionaires make more money—their prime objective—while the visitors themselves are herded into mediocrity, onto tour buses at 5:30 in the morning that whisk them into the park and back out in time to catch the afternoon train north and make room for the next wave.

1991 Holiday Gift Guide



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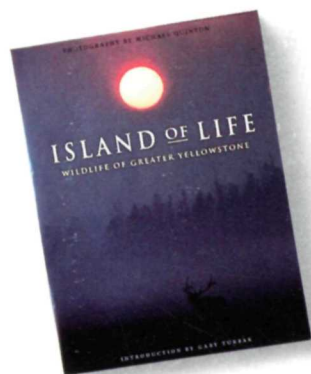
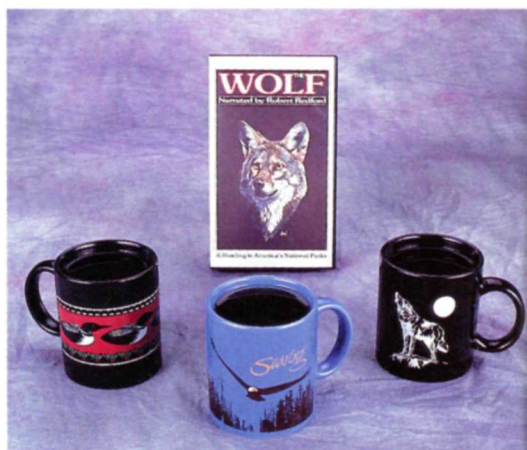
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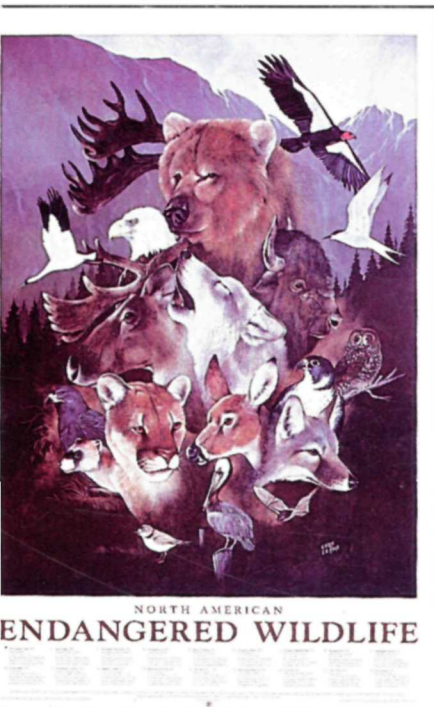
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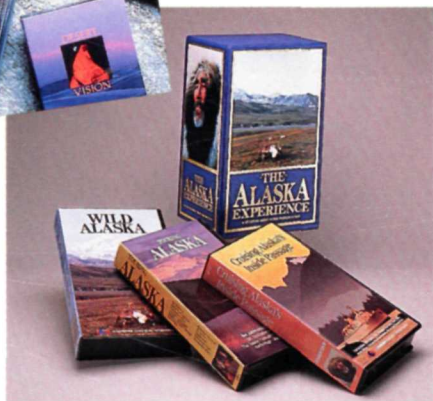


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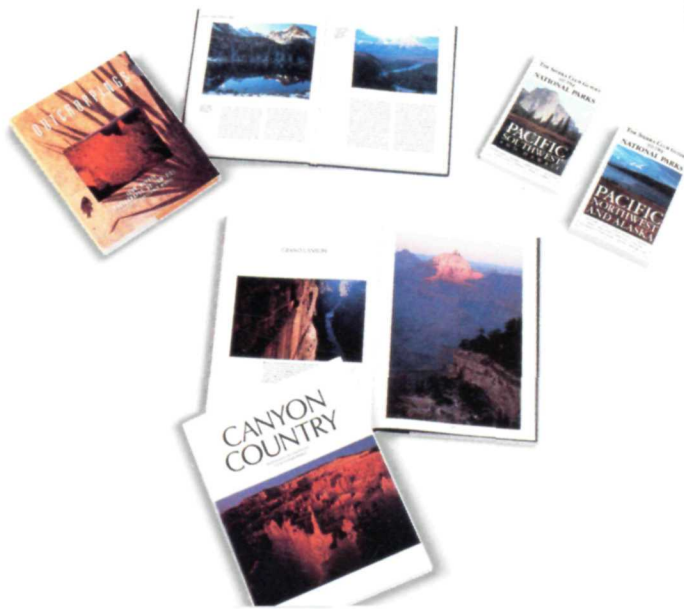
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The Civil War

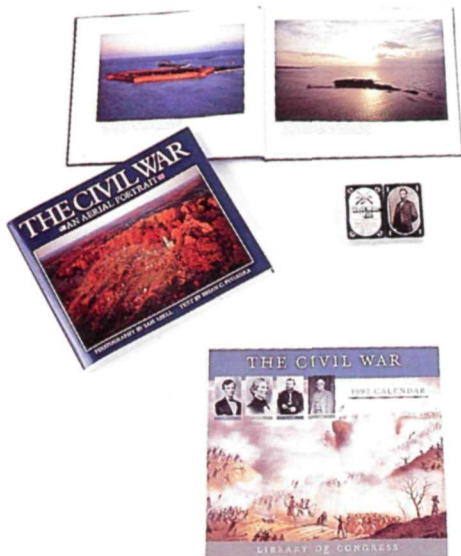
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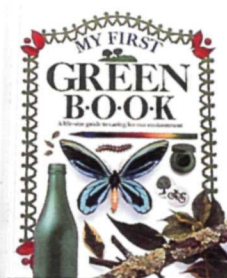
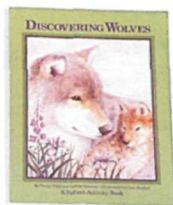
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It is not another Yellowstone, but Denali is not what Charles Sheldon found in 1906, either. A new hotel is planned inside the park to replace the existing one at the same capacity, but at a price (approximately \$25 million, paid by the federal government) and style that has stirred up stiff opposition. Does Denali need a grand, opulent hotel? Wouldn't the money be better spent elsewhere, such as purchasing in-holdings in Kantishna?

South of the park, Native corporation land near Talkeetna is under consideration for a major hotel and National Park Service visitor center. Again, there is opposition, this time from Talkeetna residents who like their peace and quiet. And yet another visitor center is planned for High Lake, in Denali State Park, just south of the national park.

There have been victories: the establishment of a bus system to limit traffic and improve viewing on the park road, the creation of management units to control backcountry impact and protect sensitive wildlife zones, the beginnings of land acquisitions in Kantishna,

A shuttle bus transports tourists over Polychrome Pass. The bus system limits traffic on Denali's unpaved road while maximizing visitors' opportunities to view park wildlife.

and an overall enlightenment amid a growing environmental movement. But is it enough?

In a sweeping, grandiose state where the words "Last Frontier" carry the old, false assumptions of limitless resources and opportunities; where a congressional delegation and state government embrace economic growth as though it were a religion; where the National Park Service must answer to these same politicians; and where industrial tourism advances slowly and inexorably, like the tide; if this is the way it is, and shall be, then Denali is doomed.

Something has to change. A growing audience advocates removal of the National Park Service from the Department of the Interior and the creation of an autonomous governing body with a director who answers to a rotating board of distinguished American scientists,

teachers, managers, writers, and artists. Lines must be drawn and defended, for only then will landscapes beat to the rhythms of something more ancient than us all. Here, they will say to themselves, is a piece of the earth as it once was and should forever remain: absolutely wild.

Kim Heacox writes and photographs frequently for national publications from his home in Alaska. He has authored several books and is completing two more, Iditarod Spirit and In Denali.

To express your concern about development of Denali, please write to Alaska's congressional delegation: Senators Frank Murkowski and Ted Stevens (U.S. Senate, Washington, DC 20510) and Rep. Don Young (U.S. House of Representatives, Washington, DC 20515). Send copies of your letters to Mary Grisco, NPCA's Alaska director (P.O. Box 202045, Anchorage, AK 99520).

TROUBLED WATERS

As whale watching becomes more popular, scientists note changes in the animals' behavior.

By Ebba Hierta

THE plight of whales—the docile giants hunted nearly to extinction by roving factory ships—captured the public's attention several decades ago. The public outcry that followed resulted in a whaling ban in the United States and around the world. International treaties signed in 1982 prohibit whale hunting on the high seas, although some countries—such as Japan—continue to hunt the mammals under the guise of “research.”

The limits on hunting have led to increased numbers of whales and a heightened public desire to see them up close. But the whales' celebrity status has become a double-edged sword. It may have saved them from extinction, but out of it has sprung an industry—whale watching—that has some cetologists concerned about crowding in key whale habitats. Scientists have noted changes in whale migration patterns that they attribute to the number of boats seeking contact with the ani-



FRANK S. BALTHUS

mals, and the National Marine Fisheries Service (NMFS) plans to propose regulations to combat the problem.

Many critical habitats along migration

routes and in seasonal residences are protected by federal and state agencies as national parks, marine sanctuaries, and coastal reserves. The populations of most whale species have stabilized, and many, such as gray whales, are growing. Whale watching grows in popularity every year, and as vessel traffic in the parks and sanctuaries increases, so do the concerns that this quest for contact may be driving the animals away from the very places set aside to protect them.

Nowhere is the debate more hotly contested than at Glacier Bay National

Above, whale watchers greet a gray whale, and, right, a humpback whale spews water and mud while surfacing off Cape Cod National Seashore, Massachusetts.

C. ALLAN MORGAN



Park in Alaska. Designated a national monument in 1925 and a national park in 1980, the park encompasses three million acres of marine and terrestrial wilderness accessible only by sea and air. Its most distinguishing features are the immense glaciers that border the bay to the north and the 20 to 30 humpback whales that take up residence in the summer, feeding on schools of sand lance and capelin before migrating to winter residences near Mexico and Hawaii.

Humpback whales can reach 30 to 60 feet in length. They are noted for their complex "songs" and are easily identified by the markings on their fins and tails. A number of Glacier Bay's residents return annually and have been given names by the scientists who study them. "Garfunkle," "Gertrude," "Chop Suey," and "Frenchie" regularly show up in the annual population studies. The endangered humpbacks were given complete protection by the International Whaling Commission in 1970, when their numbers in the North Pacific had dwindled to about 1,200. Scientists estimate their population has grown to 2,500, still down considerably from an estimated 15,000 in the region more than a century ago.

Tourism in Alaska has grown tremendously since 1970, when just four large ships entered Glacier Bay all year. Today, 80 percent of the park's 190,000 annual visitors arrive aboard cruise ships that carry as many as 1,500 passengers. In 1977, the number of cruise ships entering the bay had risen to 103—a 2,500 percent increase in seven years. Coincidentally, or perhaps not, the whales disappeared from the bay in 1978. Naturalists in the area pointed to the cruise ship armada as the suspected culprit, setting off a dispute that still rages today.

Park officials responded to the episode in 1979 with a wide range of regulations. Quotas on vessel traffic were established, limiting the number of cruise ships allowed into the bay each year to 89, with no more than two each day. Smaller tour boats and private vessels were also limited. Boats must stay at least a quarter mile away from whales,



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keep speeds below ten knots, and avoid sudden speed and direction changes when whales are visible. The rules also ban fishing of the whale prey species. Recently, the Park Service has proposed regulations to eliminate commercial fishing throughout the park by 1998—thereby removing both commercial fishing boats and potentially entangling gear. Rangers freed a humpback whale from crab pot gear in August 1990, the second such incident in a year.

The whales began returning to the bay in 1980, and after a few years the population seemed stable. Park officials were given permission by NMFS in 1986 to increase the cruise ship limits by 20 percent to 107. That was done in two increments, 13 percent in 1987 and 7 percent in 1989, with no apparent harm to the whales, said park Superintendent Marvin Jensen. Following the March 1989 *Exxon Valdez* oil spill in Prince William Sound, also home to summering humpbacks and orcas, park scientists conducted extra studies to determine whether displaced whales from the sound were feeding in Glacier Bay. But there was no apparent influence on the Glacier Bay whale populations.

Faced with pressure from the tourism industry and Alaskan state officials, as

Migrating gray whales draw onlookers each spring, and crowding in key habitats has caused concern among some scientists.

well as a lawsuit filed last year by the Alaska Wildlife Alliance, park officials have begun the process of establishing a vessel management plan. It would give park officials flexibility in determining the number of ships and small craft that could safely enter the bay without harming the whales. But the wheels of federal government turn slowly. Amending park regulations is a lesson in bureaucratic rigamarole at its best, requiring public hearings, environmental impact statements, and eventually, approval from the Secretary of the Interior. The entire process will take about two years.

In May, the Southeast Alaska Tourism Council called for meetings with interested parties—tourism officials, cruise ship operators, park managers, and environmentalists. The next step is to write several alternative management plans, do environmental impact studies on each, choose the one that will work the best, and then begin formal public hearings. But some think the proposal is too little and too late. Alaskan Sen. Frank Murkowski, a Republican, wants



Sperm whales are one of 11 species of the mammals that can be seen near Channel Islands National Park during migration.

Congress to intervene. Murkowski has proposed legislation to allow up to 180 ships annually to enter the bay, an increase of 41 percent. It also calls for additional study of the impact of vessel traffic on the whales.

Park officials have been dragging their feet on this issue for years, said Bill Woolf, Murkowski's aide. They took three years to fully implement the 20 percent increase approved by NMFS, and there is no guarantee that after 1993, more ships will be allowed into the bay, he said. Meanwhile, the limits are putting a damper on the entire Alaskan tourism industry, and the numbers are without scientific basis, according to Woolf. "Everyone got very excited and waved their hands around. These regulations were adopted before any research was done. Subsequent research has failed to prove that the cruise ships are harmful."

Mary Grisco, NPCA's Alaska regional director, disagreed with Woolf's comments and said that parks are not attractions, but instead powerful places to be experienced. NPCA is an advo-

cate for the Alaskan park and its resources. "We make reservations for dinner, buy tickets for limited seating for concerts. Not everyone is going to see every park at the same time, nor should they. Parks do not operate on a supply and demand basis."

The issue of overcrowding is viewed separately from or in conjunction with the decreasing whale population at Glacier Bay, depending on who answers the question. Many cetologists concur with Sen. Murkowski that it was a decline in the stocks of prey fish, not increased vessel traffic, that caused the whales to leave so suddenly in 1978.

Park Superintendent Jensen admits that the studies commissioned after the 1978 disappearance were unable to draw firm conclusions, but scientists did note changes in whale behavior when boats and ships were present. When boats were nearby, the whales' blow intervals decreased and their dive times increased. They would often move out of the vessels' paths and sometimes leave the feeding ground altogether. The studies also noted a correlation between numbers of whales present and the availability of prey, he said.

Nonetheless, the NMFS issued a second opinion in 1983 after the study

was completed that concluded: "If the amount of vessel use were allowed to increase without limits in Glacier Bay, the associated disturbance would be likely to jeopardize the continued existence of the Southeast Alaska humpback whale stock."

"The issue is not as emotional as it once was, but it is still controversial and quite political," said Jensen. "We feel that legislative action is premature. We should be provided the time to complete the vessel management plan process. Then if they still feel we've taken the wrong road, Congress can make adjustments."

While Glacier Bay may be the most controversial instance of crowding in a whale habitat, it is not the only one. Federal officials in parks and seashores on both coasts of the continental United States are grappling with the issue. In New England, whale watching is one of the most popular activities among the nearly 4.5 million tourists who visit Cape Cod National Seashore, said Kyle Jones, a park resource management specialist.

The seashore includes 43,000 acres bounded by the Atlantic Ocean to the east and Cape Cod Bay to the west. About 25,000 acres within the seashore boundaries are privately owned. And

just offshore is Stellwagen Bank, perhaps the best whale-watching location on the Atlantic Coast. Six miles north of Provincetown, at the tip of Cape Cod where seashore headquarters are located, Stellwagen Bank is a glacially deposited sandy shoal of about 250 nautical square miles that sits across the mouth of Massachusetts Bay. A 1985 study by the National Oceanic and Atmospheric Administration (NOAA) estimated that 1.25 million people watch whales at Stellwagen each year aboard 48 commercial tour boats.

In the spring, when their numbers are greatest, the whales can often be seen from the beaches within the seashore boundaries, Jones said. Each spring about 550 humpbacks—the most common species spotted—migrate from their winter calving grounds in the Eastern Caribbean to Stellwagen, where they stay for the season. The bank rises several hundred feet from the ocean floor to depths of 10 to 20 feet, creating an upwelling of nutrient-rich water and attracting large populations of fish, birds, and marine mammals. Five endangered whale species—humpback, fin, Sei, blue, and northern right—inhabit the bank at various times of the year, as well as minke, pilot, and orca, which are considered less threatened.

Whales use the bank as a feeding stop during migration, as a seasonal residence, and to mate and calve. Because it is such an unusually productive marine environment, the bank has been proposed as a National Marine Sanctuary, said Sherrard Foster, program manager with NOAA, which administers the marine sanctuary program. "It's not a single species issue," Foster said. "It's a very complex environment. But whales, certainly, are very important to our consideration."

While the proposed sanctuary management plan does not recommend additional restrictions on vessels traveling throughout the bank, whales would benefit tremendously because there would be a higher level of enforcement

of the Marine Mammal Protection Act, which prohibits harassment of any marine mammal.

Harassment is defined in the 1972 act as any deliberate or negligent action that disrupts the animals' behavior. Most of the tour boat operators follow



A gray whale—with its eye on a video camera—surfaces alongside a boat full of people drawn by the whales' annual trek.

the guidelines issued by NMFS, Foster said. Those guidelines permit a single boat to get within 100 feet of a whale at slow speeds, but require other boats to stay 300 feet back. Boats must approach from the side or rear, and travel in the same direction and at the same speed as a moving whale. However, she said, there are still reports of harassment, often attributable to crowding as several boats attempt to follow the same whale.

On the West Coast, 20 miles off southern California, officials at the Channel Islands National Park are looking at the same issues. Fourteen whale species have been spotted in park waters, which are surrounded by a larger National Marine Sanctuary administered by NOAA. The park encompasses 125,000 acres and includes five offshore islands and surrounding waters for one nautical mile. Sanctuary boundaries include six nautical miles around each island.

Surrounding the islands are giant kelp forests that provide feeding and breeding grounds for more than 1,000 species of fish, birds, and marine mammals, said Carol Spears, chief interpreter

at the Channel Islands park.

"These are probably the best example of giant kelp beds in the world," Spears said. Most of the whale species—humpback, blue, fin, sperm, Baird's beaked, Sei, Bryde's right, minke, pilot, orca, false killer, and Cuvier's beaked—

occur in small numbers, either as seasonal residents or during migration. But the big whale "event" at the Channel Islands is the annual northern trek of the gray whales each spring from their calving grounds in Mexican lagoons to summer feeding grounds in the Arctic and Bering seas. Thousands of gray whales travel in pods on a predictable route that takes them between and around the Channel Islands, often very close to shore. The migration

is repeated in the late fall, as the whales return south, but that event is not so predictable.

Most of the adult gray whales heading north are just passing through. But many of the females with newborn calves seek temporary sanctuary in the kelp beds, said Charles Woodhouse, a zoologist and whale researcher at the Santa Barbara Museum of Natural History. A dozen large charter boats carrying more than 100 passengers each, and many more smaller charter boats, engage in whale watching during the migration, said Todd Jacobs, education specialist with the marine sanctuary. Whale-watching boats must follow the same NMFS guidelines as those in New England. National park rangers patrol park waters as well as sanctuary waters under contract with NOAA. Incidents of harassment are noted, said chief ranger Jack Fitzgerald, but seldom by the commercial boat operations. More often, he said, it is a private boater who is unaware even of the Marine Mammal Protection Act, let alone the NMFS guidelines.

"It's a matter of ignorance, not maliciousness," Fitzgerald said. Those boaters are informed of the guidelines and issued a warning. While park and sanctuary regulations offer some pro-

C. ALLAN MORGAN

C. ALLAN MORGAN



tection to the migratory and resident whales, more needs to be done, Woodhouse maintains. For instance, he said, scientists are certain that some species give birth within the sanctuary boundaries, but the key calving locations, where more vessel restrictions would be in order, are not known.

And the complex management scheme for the islands, which includes input from NOAA, NMFS, the National Park Service, the Department of Defense, and the state of California, is confusing at best. "We really don't understand the significant areas for these cetaceans," Woodhouse said. "There's room for lots more study here, that's for sure."

Meanwhile, NMFS, which is charged with enforcing the Marine Mammal

Protection Act, is prepared to act now to increase protection. The NMFS expects to release new regulations this fall that will require whale-watching expeditions to maintain greater distances between boats and whales and give law enforcement officials more latitude to enforce the rules, said Roddy Moscoso, agency spokesman.

"The guidelines we have now are unenforceable," said Moscoso. "Essentially, the boats can get as close as they want to. As long as there is no change in whales' behavior, we can't make a case for harassment." The whale-watching industry has been cooperative in helping the service carry out its mission to protect marine mammals, he said, by supplying information and educating the public. But the growth in

A blue whale, which can grow to a length of 80 feet, exposes its flukes before diving.

the industry in recent years has led to increasing instances of harassment, Moscoso said, and scientists are noting changes in whale migration patterns that they attribute to the proliferation in the number of boats. Whales on both coasts are staying farther offshore during migration, and even though Moscoso anticipates resistance to new regulations, he says they are imperative. Otherwise, a seemingly benign pastime may succeed in driving the whales away from the national parks and sanctuaries that were set aside to protect them.

Ebba Hierta is a writer based in New London, Connecticut.

Bound for Freedom

The underground railroad, a network of escape routes from slavery, will be studied for inclusion in the park system.

By Laura P. McCarty

Benjamin Baker climbed into his sleigh filled with hay. The snow beneath the horses crunched, and the night air was frigid in Orchard Park, New York. Baker drove his sleigh across the Lake Erie ice to Ontario to deliver his load. As Baker reached Canada, "the promised land," the hay stirred. Something was moving, something was alive. The horses slowed to a trot. Struggling for air, five figures rose from Baker's stack. In quick gasps, these people took their first breaths. They were runaway slaves, and they were free.

BENJAMIN BAKER'S story is just one of thousands connected with the underground railroad, an informal network of people willing to break the law to aid slaves to freedom. Baker, a white Quaker from upstate New York, secretly transported dozens of runaway slaves from his home to Canada. His actions as an abolitionist were not revealed until many years after slaves were freed as a byproduct of the Civil War.

Baker, whose journals describe his role as a conductor on the underground railroad, was just one of scores of people who made up the clandestine network responsible for aiding runaway slaves. Abolitionists, free blacks, ex-slaves, and others broke the law because they embraced the concept of human rights. They risked their lives for a passionate belief—that owning another human being was morally wrong.



The best evidence of this dedication is the fact that the greatest concentration of passengers traveled the underground railroad during the decade following the enactment of the Fugitive Slave Act of 1850. This law, more stringent than any before, stipulated that runaway slaves must be returned to their owners. Anyone who disobeyed risked paying a stiff fine.

American history books describe the underground railroad as an informal network of people—some who fought to abolish slavery, and others who simply tried to escape it. The underground railroad was not a tangible railroad; slaves weren't riding trains through the South to Canada or Mexico. Tickets were neither bought nor sold for this mystery train. "Underground" meant secret, and "railroad" referred to the trains many slaves would board when they reached safety. The term was not used until almost the last days of the system's existence. Many fleeing slaves weren't aware they were part of a network, a secret operation that changed course each journey and headed for destinations often unknown to the people who were involved.

An estimated 40,000 to 100,000 slaves used the network, but the exact number is impossible to document. Some slaves took the risk to escape cruel owners, rapes, and beatings. Others fled in the hope of being reunited with spouses, parents, and children from whom they'd been separated on the auction block. Many escaped simply because they believed in the right to live their own lives, and not as someone else's chattel. Some traveled in groups of four, six, and eight; others escaped alone. One slave, known as Henry "Box" Brown, was so desperate to escape bondage in Richmond, Virginia, that he resorted to having himself shut inside a box and mailed to abolitionists in Philadelphia. Brown's white friend, Samuel A. Smith, who aided his escape, later was jailed for his actions as an abolitionist.

Although most escaping slaves simply took their chances with the kindness of strangers, today one of the best-known stories of the underground rail-

road involves Harriet Tubman. Born into bondage in 1820, Tubman escaped in 1849, after which she returned to the South more than 15 times to lead an estimated 300 others to freedom. Her experience often serves as a case study. She cherished her freedom and willingly risked not only her life, but also the threat of returning to bondage. She was known for saying,

"On my underground railroad I never run my train off the track, and I never lost a passenger." Bounty hunters would have earned \$40,000 for the capture of this great conductor. Tubman lived to see the abolition of slavery but was not honored for her courageous efforts until 1990 when Congress declared March 10, the anniversary of her death, Harriet Tubman Day.

More than 130 years after the Civil War ended, historians still are attempting to piece together the anecdotes, folklore, and myths that make up the history of the underground railroad—a testament to the secrecy with which it was run. Historians have found some information through diaries or stories handed down from great-great-grandparents.

In addition to oral history, at least one book published before the Civil War offered a portrayal of slavery and the underground railroad that has endured for more than a century. It was a book that galvanized abolitionists and infuriated slave owners, in part because it was written by a white Northerner. Harriet Beecher Stowe's *Uncle Tom's Cabin*, published in the 1850s, gave a realistic account of the life of a woman who, with her child, escaped from slavery and an evil overseer by making her way across the Ohio River on ice floes.

\$200 Reward.

RANAWAY from the subscriber, on the night of Thursday, the 30th of September.

FIVE NEGRO SLAVES,

To-wit: one Negro man, his wife, and three children.
The man is a black negro, full height, very erect, his face a little thin. He is about forty years of age, and calls himself *Washington Reed*, and is known by the name of Washington. He is probably well dressed, possibly takes with him an ivory headed cane, and is of good address. Several of his teeth are gone.
Mary, his wife, is about thirty years of age, a bright mulatto woman, and quite stout and strong. The oldest of the children is a boy, of the name of FIELDING, twelve years of age, a dark mulatto, with heavy eyelids. He probably wore a new cloth cap.
MATILDA, the second child, is a girl, six years of age, rather a dark mulatto, but a bright and smart looking child.
MALCOLM, the youngest, is a boy, four years old, a lighter mulatto than the last, and about equally as bright. He probably also wore a cloth cap. If examined, he will be found to have a swelling at the navel.
Washington and Mary have lived at or near St. Louis, with the subscriber, for about 15 years. It is supposed that they are making their way to Chicago, and that a white man accompanies them, that they will travel chiefly at night, and most probably in a covered wagon.
A reward of \$150 will be paid for their apprehension, so that I can get them, and other reasonable miles of St. Louis, and \$200 if taken beyond that, and secured so that I can get them, and other reasonable additional charges, if delivered to the subscriber, or to THOMAS ALLEN, Esq., at St. Louis. Above negroes, for the last few years, have been in possession of Thomas Allen, Esq., of St. Louis.

WM. RUSSELL.

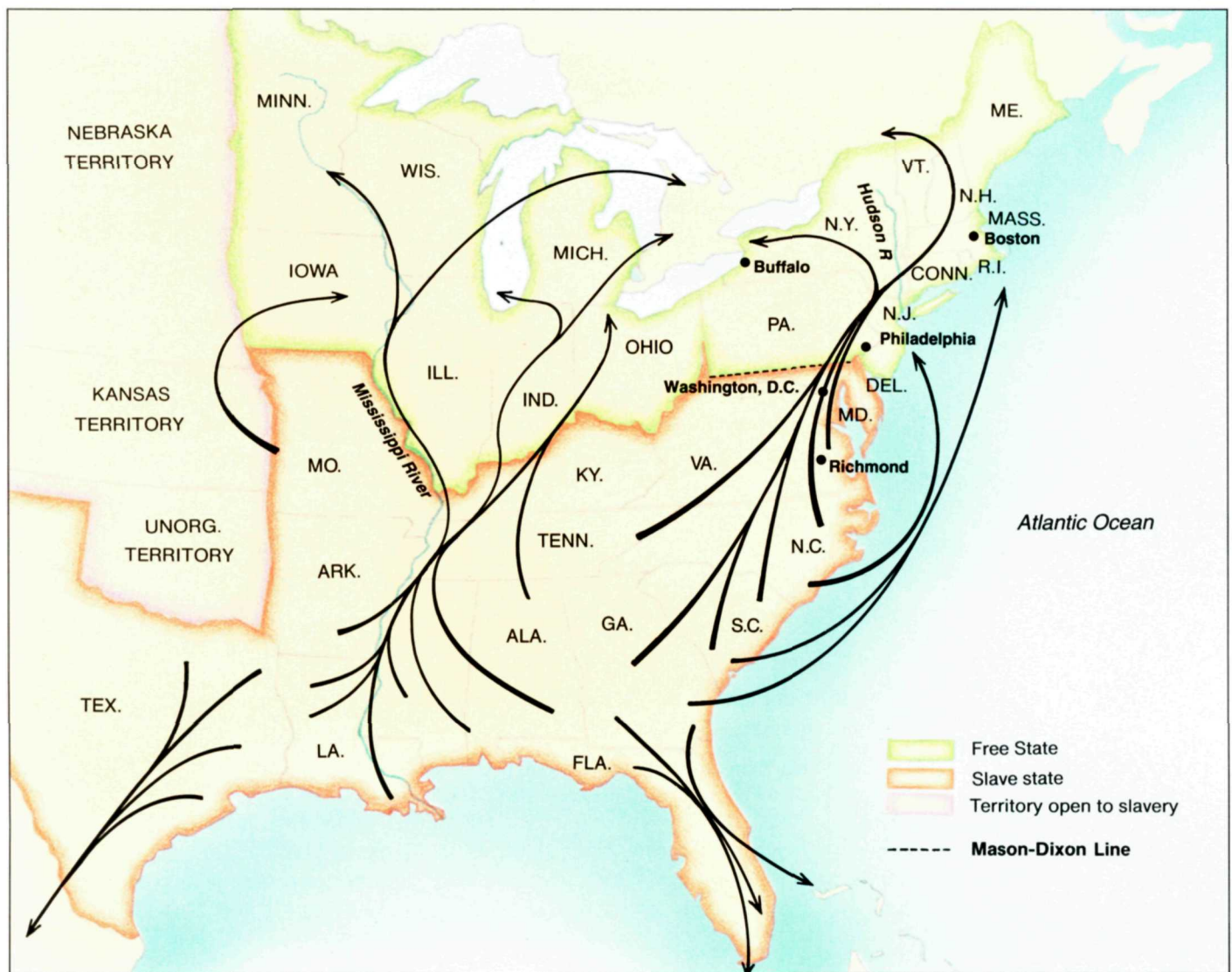
ST. LOUIS, Oct. 1, 1847.

Through a reward notice, a slave owner sought the return of a family of five that may have fled to Chicago. The illustration to the right shows a variety of routes used by slaves who traveled to Canada, Mexico, and the free states to escape bondage.

Stowe's account outraged many who maintained that slavery was justified through the Bible, if not an economic necessity. Slave owners protested that Stowe, a woman who had never owned slaves and lived in New England all her life, could not depict something she knew nothing about. Yet Stowe's story is studied even today in classrooms as a key to understanding slavery.

In November 1990—nearly 130 years after the abolishment of slavery—Congress passed a bill to study the possibility of including the underground railroad in the National Park System. U.S. Rep. Peter Kostmayer (D-Pa.) introduced the bill after visiting a Pennsylvania home thought to be part of the clandestine network. A doorway in the home leads to a tunnel that travels underground to another house, and both homes are believed to have been part of one of the organized freedom routes.

Kostmayer believes the slavery issue is a painful part of U.S. history that should be documented. "To have a full and complete appreciation of Ameri-



SUSAN JOHNSTON CARLSON

can history you must bring it alive, not just the great battles and glorious victories. It's important to tell the truth, not just the good, but also the bad."

The study authorized by Kostmayer's bill establishes an advisory board whose members will look at historical records that recount the slaves' stories, journals from ex-slaves and abolitionists, and homes considered part of the railroad. Board members also will investigate thousands of facts to document the escape routes properly. The National Park Service is waiting for appropriations before beginning. The Interior's department of appropriations for NPS said that \$82,000 had been included in the tentative budget for fiscal year 1992 for the proposed study.

The advisory board, to be appointed

by the Secretary of the Interior, will include three African-American historians, one American historian, two historic preservation experts, and three members of the general public. Together they will determine how to represent the underground railroad in the National Park System. The result of the study will not necessarily be a documented trail but rather an interpretation of the resistance movement. Many historians believe one or more trails should be established for educational purposes. However, the question remains as to which sites if any should be owned or operated by the government to enable visitors to understand the network.

Warren Brown, program analyst for NPS in Washington, D.C., said the scope of the study will be much greater than

traditional studies because the underground railroad was an informal network and an inventory of resources cannot be reconstructed. The board must present different approaches for recognizing the underground railroad, which will be a unique challenge for NPS planners.

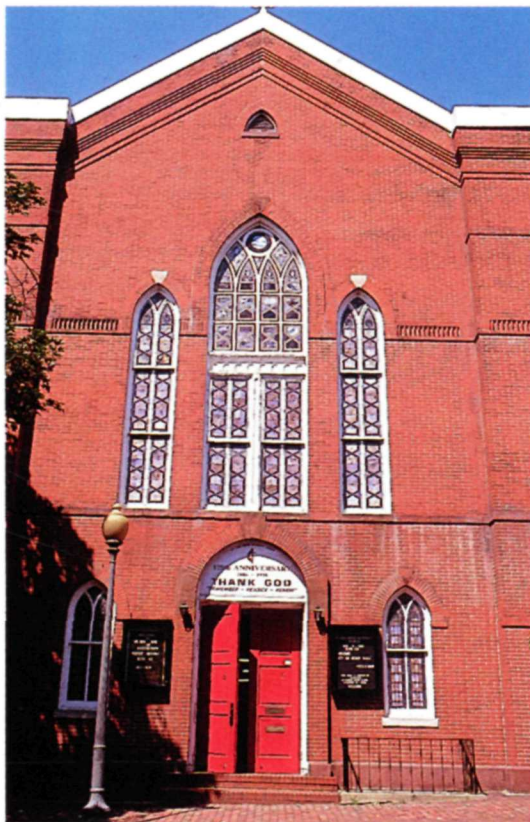
The park system currently does not adequately tell the story of slavery, something Bruce Craig, NPCA's cultural resources program manager, sees as a serious omission. "Slavery is an institution few in the Park Service have dealt with. People want to bury it. I'd hope the interpretations of slavery will someday be more balanced and accurate in describing the abolitionists as well as the views of the pro-slavery people. It's important to include the justifications pro-slavery people be-

lieved in to maintain slavery.”

James Horton, professor of history at George Washington University, said the underground railroad’s inclusion in the park system would offer a basis for understanding relations between black and white Americans. “Its inclusion should be another reminder of its historical importance and the multiracial society we live in,” Horton said. Its inclusion would also be a valuable educational tool. “It would build in a component in American history that doesn’t exist today. Teachers who say they don’t have time to teach the underground railroad are saying they don’t have time to teach American history,” Horton added.

While historians agree that slavery should be addressed through a park or trail, their opinions differ on how it should be handled. Charles Blockson, curator of the Charles L. Blockson Afro-American Museum at Temple University in Philadelphia, said that the park unit should not serve as an apology or dwell on the issue of slavery, because slavery is not unique to the United States. It is something that has, at one time or another, existed all over the world. Blockson, a great-grandson of a slave who escaped by way of the underground railroad, suggests the park emphasize the people who made the system possible. “It took strength to survive slavery. We owe something to the people who worked on the underground railroad.”

Until now the thousands of people who participated in the underground railroad have been unrecognized. America chose not to confront the issue, leaving untold a segment of the country’s history that spanned from 1619 to 1865. Horton suggests that people may have skirted the topic because racism is a real and painful issue in the United States, and a park or trail representing a fight against racial cruelty could prove sensitive. The underground railroad, as it represents the fight against slavery, helped propel society into structural change, emotionally and economically. And whenever the issue of slavery came up, citizens had to face



GUYTON WYLER

Mt. Zion Church in Washington, D.C., was a stop on the underground railroad.

the fact that several U.S. presidents, including George Washington and Thomas Jefferson, owned slaves.

“We can’t say slavery was wrong without really getting to the heart of the people we consider deities—all our founding fathers. The words in our constitution were hypocrisy—proclaiming freedom while holding others in slavery. Slavery wasn’t a sideshow; it was a central part of our history and the way society worked,” Horton said.

Slavery elicited such passions that the North and South were willing to fight a war over it. It was not the only issue that drove Southern states to secede from the Union, but it certainly helped to polarize the two sections of the country.

“Slavery is an aspect of American history that NPS has tippy-toed around. Civil War battlefields talk about victories and defeats, but who talks to visitors about the actual causes of the war?” Craig asked.

Kostmayer believes it is time for

Americans to understand. He said there should be at least one trail with historic sites or “stations” along the railroad where conductors guided slaves from one place to another. Possible trails might lead north through Pennsylvania, New York, and into Ontario, while a trail south might begin in Texas and end in Mexico. Slaves also sought freedom by sea, leaving from Georgia and Florida to find refuge in the Bahamas or Cuba. Other slaves traveling the seas began off the coasts of North Carolina and South Carolina seeking freedom in Massachusetts.

Craig says there is a risk that too many trail corridors will be identified, when only two or three sites are necessary. “There’s a possibility the board may find the ideal site or corridor, but the danger is politicians who may not listen to or act on the study board’s recommendations.”

Kostmayer says a national historic trail should include the story of slavery and its brutality. “Slavery and freedom challenged each other, and freedom won out.”

The underground railroad as a national park unit will confront the advisory board with problems faced in the 1800s as well as today because the abolition of slavery brought only freedom and not equality for African-Americans. The fight over the ownership of human beings in the United States ended with the Civil War, but Craig explains that the institution still affects society today. “We haven’t completely come to grips with it,” he said. “Amendments to the constitution were created for equality, but we had poll taxes until the 1960s. The American notion of equality hasn’t been fully realized.”

An actual representation of the underground railroad will be impossible, because the people who worked on the network left a legacy of courage, not a marked path. But through their legacy, the story of the underground railroad offers a renewed faith in the human spirit.

Laura P. McCarty is editorial assistant for National Parks magazine

A C C E S S

The War To End All Wars

National Park Service sites commemorate American involvement in World War II.

By Bess Zarafonitis

T_{ORA, TORA, TORA.}

The coded message was dispatched by a Japanese commander at 7:55 Sunday morning, Dec. 7, 1941. It signaled that his fleet of fighter aircraft had reached target areas over Pearl Harbor in Hawaii, and had begun the bomber attacks that directed the course of American history.

In little more than two hours, 2,403 U.S. military personnel and civilians were killed at the Pacific Fleet base and another 1,178 were wounded. Twenty-one U.S. ships and 347 aircraft were damaged or destroyed.

The assault rallied the nation and propelled the country into the biggest and bloodiest war ever recorded. At

the end of World War II in 1945 and after nearly four years of battle, America would count 406,000 dead. The figure represented the greatest number of U.S. lives lost since the Civil War, but it was a fraction of the 17 million soldiers and 18 million civilians who died globally in six years of the conflict.

As the 50th anniversary of the Pearl Harbor attack approaches, the National Park Service plans special exhibits and activities at parks at which World War II history was made. Commemorative ceremonies are planned for 7:55 a.m. on December 7 at some of the 14 national cemeteries under Park Service jurisdiction and at which World War II dead are buried.

USS Arizona Memorial

Within the boundaries of the Pearl Harbor Naval Base, a 184-foot-long concrete memorial spans the sunken *USS Arizona*, the final resting place for nearly 1,000 sailors and marines. The *Arizona*, berthed with the Pacific Fleet's battleships at Ford Island, exploded at 8:10 a.m., December 7, the target of a 1,760-pound armor-piercing bomb. In less than nine minutes, it

USS Arizona Memorial, Pearl Harbor, Hawaii.



sank with crew on board. Bodies of most on board never were recovered.

The names of 1,177 sailors and marines are engraved on a marble wall in the *USS Arizona* monument. The U. S. Navy, which operates the memorial with NPS, will observe the 50th anniversary of the crewmen's deaths in a private program at the monument on the morning of December 7. For broader viewing, television monitors will be set up on shore near the Memorial Visitor Center.

The *USS Arizona* Memorial, which can be seen from the center, is reached by shuttle boat. During observances December 4-7, two-thirds of available shuttle boat seats will be reserved for Pearl Harbor attack survivors or their relatives and friends. Shuttles will leave every 15 minutes from 8 a.m. to 3 p.m., except during the special December 7 ceremony.

The Park Service also will observe Hawaii Remembrance Day on December 4, with Honolulu-area families who lost loved ones in the attack as special guests; Survivors' Day on December 5, with Pearl Harbor survivors as featured speakers; and Reflections Day on December 5, featuring another speakers program. A variety of exhibits and survivors' presentations are planned throughout the commemorative period. The visitor center, which includes a museum, will be open each day from 7:30 a.m. to 5 p.m.

War in the Pacific NHP

About an hour after the first warplanes converged over Pearl Harbor, the Japanese began their conquest of Guam, the largest of the Mariana Islands in the West Pacific. With only 500 U.S. and native military members and no weapons to speak of, the island was ill-prepared for battle. Guam surrendered after two days and was held by the Japanese for two and a half years.

Nearly 5,000 well-armed Japanese troops overwhelmed the island. Guam's 80-man Insular Guard force is remembered for its valiant resistance to the invaders. Drawing on a meager arsenal of .30-caliber machine guns, Browning automatic rifles, and .30-caliber Springfield rifles, the Guamanians fought at the Plaza



Fort Point National Historic Site, San Francisco, California.

de España in Agaña, where the island governor, U.S. Navy Capt. George J. McMillin, had his office.

In commemoration, the War in the Pacific National Historical Park has organized a new exhibit at the T. Stell Newman Visitor Center in Asan. It focuses on the Insular Guard and will be updated every six months to recollect other significant war events in the Pacific theater. Island locations key to the American recapture of Guam are included in the national park.

Land and offshore areas of the park include structures associated with Japanese defenses and sunken American military equipment. The hills of the Mount Alifan park unit behind the village of Agat are covered with relics of the fighting. Three Japanese coast defense guns remain at the Piti park location near Guam's northwestern shore. The U.S. reclamation of Guam on Aug. 10, 1944, cost more than 7,000 U.S. and 17,500 Japanese casualties.

Golden Gate NRA

The U.S. entry into World War II sounded a call to millions of service-

men whose lives were either lost or forever altered. About 1.75 million war-bound Army troops were processed through Fort Mason on San Francisco Bay and sailed west under the Golden Gate Bridge to the Pacific theater.

The buildings and piers in their last glimpses of home still stand at the fort, now a part of the Golden Gate National Recreational Area.

Fort Mason fell under command of the Presidio of San Francisco, the western Army headquarters that directed World War II activities from Mexico to Alaska and where nearly 200,000 of the war's sick and wounded were treated at Letterman Hospital. The core of the Presidio still is under military control, including the Presidio Army Museum, established to preserve the site's history from 1776 through the post-World War II period. The museum is open to the public Tuesdays through Sundays, 10 a.m. to 4 p.m.

Group, bus, and walking tours of the Presidio may be arranged by request. In recreational areas around the post, evidence of the coastal defense system remains. The concrete battery system—stretching in part from Fort Funsten

north to Baker Beach and Fort Point and into the Marin Headlands north of the Golden Gate Bridge—dates to Civil War days. Thirty-seven batteries were armed during World War II, though none ever was fired.

On two Saturdays each month, the Park Service offers a coastal defense walking tour along the cliffs from Fort Point, located underneath the Golden Gate Bridge, south to Baker Beach. Behind the beach, visitors may tour Battery Chamberlin, a restored 1904 battery and 95,000-pound cannon that were part of the defense system.

Gulf Islands National Seashore

The birth of the nuclear era rendered the U.S. coastal defense system obsolete. But in the early years of American involvement, the military regiments along the coasts were considered the frontline of mainland defense.

On the central Gulf Coast, the 13th Coast Artillery Regiment kept a round-the-clock eye on Florida's Pensacola Bay, particularly at the height of unfettered German U-Boat activity in 1942. Sixty-three cargo carriers, tankers, and other ships went down in the waters off Cape Hatteras, North Carolina, from January to May 1942. The Germans' success diminished as the United States developed its anti-submarine capacity. The sunken hulks remain off the Cape Hatteras National Seashore.

The soldiers of the 13th Coast Artillery Regiment were assigned to Fort Barrancas, now within the Pensacola Naval Air Station. Many of their gun battery stations were on Santa Rosa Island near Fort Pickens Army subpost. By late 1942 the Allied momentum in the war made invasion of Florida seem less likely. Fort Barrancas shifted its emphasis to training units for service overseas and was deactivated after the war as coast artillery posts were taken out of service.

The forts and remnants of concrete gun batteries became part of the Gulf Islands National Seashore. A small museum at Fort Pickens traces the masonry fortification's history from its role as a Civil War stronghold to its coastal defense mission in World War II.



USS Cassin Young, Charlestown Navy Yard, Boston.

Boston NHP

Defending the mainland and advancing the American cause were not solely the missions of trained military fighters. At home, World War II was fought in factories and shipyards, which produced ammunition, weapons, and machines of war.

The civilian effort altered the foundation of American society. From 1941 to 1944, three million women were called out of their roles at home to take jobs traditionally held by men. They proved their salt working 60-hour weeks and making the quality products that eventually won the war.

The Charlestown Navy Yard in Boston was one location where "Rosie the Riveter" came to defend her nation. In the metal shop, she crafted metal sheets to weld and rivet into the watertight ship hulls. She operated giant ship-loading cranes; she painted ships and wired them for electricity. The Charlestown Navy Yard, now a unit in the Boston National Historical Park, reached its peak operation during World War II, employing nearly 50,000 women and men.

The 376-foot-long *USS Cassin Young*, DD-793, is an example of an American warship built, repaired, and upgraded at the Charlestown Navy Yard, and it now is displayed there.

The Fletcher-class destroyer was built by Bethlehem Steel Corporation of California and commissioned in December 1943. The ship was employed in a spring attack against the Japanese in the Caroline Islands, and in June 1944 it escorted American amphibious forces invading Guam, Saipan, and Tinian in the South Pacific. The ship also helped to liberate the Philippines.

During the invasion of Okinawa, the destroyer took on critical duties in battles with Japanese kamikaze airplanes. Less than three weeks before the Japanese surrender in August 1945, a kamikaze crashed into the ship's starboard side, killing 22 men. The ship later was awarded the Navy Unit Commendation for service in the Okinawa radar picket line.

Visitors may board the ship for self-guided or ranger-led tours. A tour of the Charlestown Navy Yard features the Visitor Information Center, where a slide presentation on the history of the yard is shown between 9 a.m. and 5 p.m.; the *USS Constitution*, the warship that earned the nickname "Old Ironsides" during the War of 1812; and the USS Constitution Museum.

Bess Zarfionitis is a writer based in Niantic, Connecticut.

Manzanar

ONLY ONCE IN HIS long career did photographer Ansel Adams venture into photojournalism. The subject was not far from his beloved Yosemite: it was Manzanar, one of ten camps that held Japanese-Americans during World War II.

"Moved by the human story unfolding in the encirclement of desert and mountains, and by the wish to identify my photography...with the tragic momentum of the times, I came to Manzanar with my cameras in the fall of 1943," Adams wrote.

That "human story" and the "tragic momentum" of war and racism were acknowledged in 1988 when Congress approved the payment of reparations to those who had been interned. They are being acknowledged again now as Congress considers designating Manzanar a national historic site, to be administered by the National Park Service—a recommendation made by NPCA in the 1988 *National Park System Plan*.

And in the book *Manzanar*, by John Armor and Peter Wright, Adams' photographs are in print for the first time in 45 years, framed with essays by journalist and novelist John Hersey.

Hersey exhaustively documents the political machinations and popular prejudices that led to the camps, which numbered ten by war's end and held as many as 120,000 Japanese-Americans. The Japanese had bombed Pearl Harbor a few months before, and fears of an attack on the West Coast were understandable. But Hersey reveals that the justification of "military necessity" for the internments was baseless. A number of armed forces officials circulated claims, without evidence, that Japanese-Americans were an organized "fifth column" in league with Japan.

Moreover, the West Coast had a long and virulent history of prejudice against Asians. Anti-Japanese organizations had been in existence for decades. Earlier in the century, they pushed successfully for laws barring further Japanese immigration to the U.S. and preventing those already here from naturalizing and buying land. In 1942 arguments that "a viper is nonetheless a viper wherever the egg is hatched," or that it was impossible to determine loyalty among ethnic Japanese, were widely accepted.

General John DeWitt, commanding officer for the West Coast, and a handful of other Army officials created plans for internment; West Coast legislators and newspapers clamored for enactment; Congress created laws to make them enforceable. In February 1942, President Franklin Roosevelt signed Executive Order 9066, enabling the army to begin forced relocation.

As Armor and Wright describe, there was hardship ahead for the 10,000 "evacuees" sent into the California desert to Manzanar. Families were housed in one-room tarpaper shacks. In spring, temperatures still fell below freezing, while summer temperatures reached 110 degrees. When the snow ended, the wind blew constant layers of dust. Nonetheless, Manzanar's residents organized schools, churches, a newspaper, and a system of self-government, and they made the camp's farms and cooperative store prosper.

The book's text is detailed, thoroughly researched, gracefully written, and often wrenching. But the real heart of *Manzanar* is in the photographs.

Adams' signature is in the clear Sierra mountains and almost tangible light that float over the scenes of camp life. But this backdrop is irony rather than

ornament, hanging above the grim shacks, barbed wire fences, and guard towers in the wilderness.

Perhaps most remarkable are the portraits of internees. Hersey reminds us that the "word *record*, in its ancient origins, meant 'to bring back the heart.'" And these vivid, distinct faces do "bring the heart back" to the story of political maneuvering and abstract prejudice in the surrounding text. Adams conveys a vibrant sense of individual character in photos of people denied their individual rights and denied consideration as individuals rather than as "potential enemies."

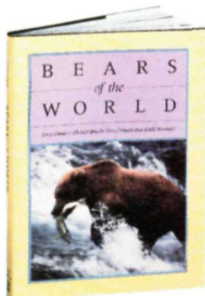
The collection of photographs has its own history. Adams published it as a book, *Born Free and Equal*, in 1944, with a foreword by Roosevelt's Interior Secretary, Harold Ickes. Although Ickes was given responsibility for the camps, he sought to close them. The book was a brave move for the two; it stirred anger and was publicly burned. Adams did not renew his copyright on the photographs and donated the prints and negatives to the Library of Congress.

The camp's legacy is not only in the life of its one-time residents, many of whom, though prosperous before the war, have lived in poverty or near it since. Its larger resonance is in the questions it raises about individual rights and the stubbornness of prejudice in a country that aspires to be a "melting pot." The proposal to recognize Manzanar as a national historic site is meant in part to acknowledge the internments as part of the American record and to bring back the human story, the heart, of this sad chapter of history.

Manzanar is offered by Vintage Books, a division of Random House; softcover, \$16.95.

The bill under consideration, H.R. 543, passed the House in June. It was sponsored by Rep. Mel Levine and co-sponsored by Reps. Norman Mineta and George Miller (all D.-Calif.). At press time, Sen. Alan Cranston's (D-Calif.) companion bill was before the Senate Energy subcommittee on national parks.

—Elizabeth Hedstrom



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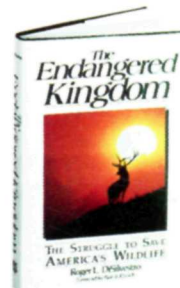


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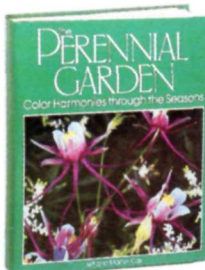
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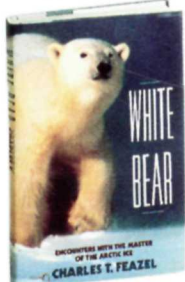
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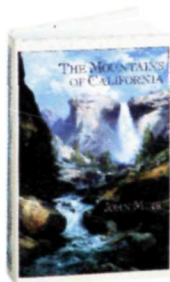
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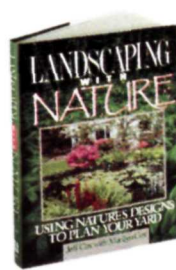
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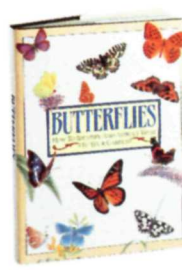
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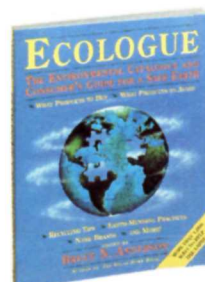
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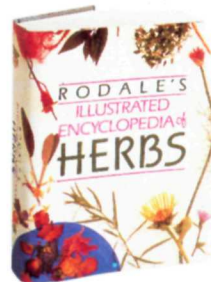
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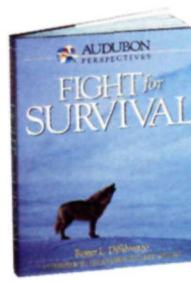
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NOTICES

NPCA Relocates

NPCA has packed up and moved. To trim operating expenses, the organization has relocated to 1776 Mass. Ave., N.W., Washington, DC 20036. NPCA has made efforts to reuse existing materials in the new office and recycle materials that must be replaced.

NPCA designed the new office with the environment in mind by using odorless non-toxic glue to lay down the carpet. Other environmental efforts include using carpet derived principally from post-consumer soft drink bottles as well as installing new lenses for all light fixtures throughout the office for maximum energy efficiency.

For inquiries on *National Parks* or NPCA, call 1-800-NAT-PARK or (202) 223-NPCA.

Charge It for Parks

Attention NPCA MasterCard holders. The wildlife credit card generated \$50,000 of the total \$100,000 raised through the cards in 1991. A percentage of NPCA MasterCard purchases directly supports NPCA's mission.

Projects that were made possible include the recent fight for tallgrass prairie land in the Flint Hills of Kansas. NPCA was able to testify at the hearing in Kansas and mail letters to all its Kansas members to encourage support for the Flint Hills National Monument. The bill to create the monument, which at this writing is pending for a vote by the House, would be the first park unit set aside exclusively for tallgrass prairie.

To support the national parks through credit card purchases, call 1-800-252-9002 for a NPCA MasterCard.

March for Parks

The third annual March for Parks will be held May 1-3, 1992. Remember to promote the event early because this year 100 percent of the money raised will help local groups to preserve parks and historical sites of their choice.

Schools participating in the march will have access to a costume of Woody Woodpecker, the official March for Parks mascot, to help advance participation and publicize the event.

Dining Out

Mark your calendar for NPCA's annual dinner November 21 at the Westin Hotel in Washington, D.C. Proceeds from the dinner will go directly toward NPCA and its mission to preserve, protect, and defend national parks. NPCA will honor the Association of National Park Rangers as conservationist of the year.

Planning for the Future

"Our National Parks," a symposium examining the challenges and strategies for the 21st century in celebration of the National Park Service's 75th anniversary, was held in Vail, Colorado, in October. Leaders from NPCA and NPS, as well as the public and private sectors, gathered to contribute ideas for the future of national parks.

European Exchange

Last August NPCA participated in the Netherlands-based European conference, Eurosite. The conference brought together environmental groups from Europe and the United States to trade ideas on fund raising and development and to learn new ways of increasing membership. NPCA served as the coordinator for U.S.-based environmental organizations at the three-day workshop, sharing its success stories with France, the Netherlands, and England.

Partnerships in Parks

Proceedings from the preservation conference held in Albany, New York, last September now are available through the Park Education Center. The Partnerships in Parks and Preservation conference discussed ways of protecting natural and cultural resources on private and public land through com-

bined ownership with local, state, and federal governments. Park planners, managers, developers, and government officials shared their ideas on partnership parks.

To obtain a copy of the proceedings, send \$5 to NPCA's Park Education Center at 1776 Mass. Ave., N.W., Washington, DC 20036.

Walden Woods

Walden Woods, in Concord, MA, which includes Walden Pond, the inspiration for Henry David Thoreau's *Walden*, faces threats from development. In April 1990, the Walden Woods Project (WWP) was launched by musician Don Henley with conservationists, politicians, and other celebrities. NPCA serves on the Walden Woods advisory board. A proposed condominium project has been halted thanks to conservation efforts, but a 147,000-square-foot office park remains a threat to the area regarded as a cradle of the American conservation movement.

The WWP recently published the book, *Heaven Is Under Our Feet*. The book is a compilation of essays including contributions by Wallace Stegner, Tom Cruise, Robert Bly, and NPCA president Paul C. Pritchard.

A portion of the proceeds from the book will go toward preserving land in Walden Woods. For more information, contact the Walden Woods Project, 18 Tremont Street, Suite 630, Boston, MA 02108, or call 1-800-543-9911.

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Arch Celebration

ARCHITECTURE SHOULD, among other things, fulfill man's belief in the nobility of his existence." The words belong to Eero Saarinen, the architectural mind behind the symbol that has come to represent so much more than the Gateway to the West. Officially known as the Jefferson National Expansion Memorial, the Arch is a tribute to the beauty of physical laws and our artistic use of them. The Arch is our symbol, our interpretation of our desire for beauty, and hope. It shouts of the beauty of simple elements and yet stands silent, with quiet strength.

The Gateway Arch symbolizes the westward growth of our country from the Mississippi River to the Pacific Ocean and stands to honor the courageous men and women who set out from St. Louis to open up the western wilderness.

The Arch is the focal point of St. Louis and was the starting point of the city's new growth in the '60s. It is now the symbol of a city that has become the symbol of the Midwest.

As a monument, the Arch is really so simple. And yet, there are so many ways to look at it. The photographs in this book show just that—the natural play of light on a simple expression of physical laws. The Arch reveals its beauty in subtle ways that can be seen only by the watchful eye and the caring lens. Through shapes, reflections, and a variety of vantage points, its curving simplicity is set off against the architecture of the city.

In Saarinen's original thoughts on the memorial, he visualized a great three-legged dome shaped like the Jefferson Memorial in Washington, D.C. But after testing the design using pipe cleaners, Saarinen and his colleagues went on to conceive the two-legged arch, which Saarinen described as a modern adaptation of a Roman triumphal arch. As his design developed, however, he realized the memorial was actually a gateway and he eventually named it the "Gateway to the West."

Excerpted from Arch Celebration, offered through Spiritgraphics, hardcover \$22, softcover \$13, plus \$3 for shipping and handling; photographs by Tom Ebenboh; text by Steve Givens; published by Spiritgraphics, 3967 Wilmington, 2W, St. Louis, MO 63116. Also available at the Jefferson National Expansion Memorial, St. Louis, MO 63102.

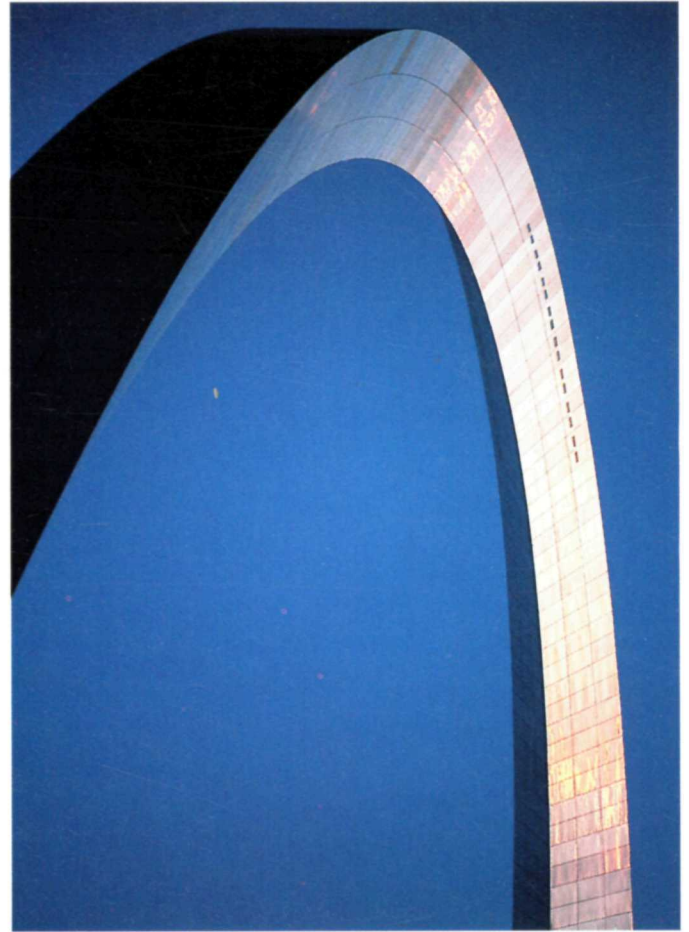






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