

administrative policies

for natural areas of the National Park System

U.S. DEPARTMENT OF THE INTERIOR • NATIONAL PARK SERVICE

COMPILATION OF THE

administrative policies

**FOR THE NATIONAL PARKS AND NATIONAL
MONUMENTS OF SCIENTIFIC SIGNIFICANCE
(NATURAL AREA CATEGORY)**

(Revised 1970)

U.S. DEPARTMENT OF THE INTERIOR

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NATIONAL PARK SERVICE

Walter J. Hickel, *Secretary*

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general

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general

PURPOSE

The purpose of this booklet is to state in one document the administrative policies of the National Park Service for the management of the natural areas (national parks and national monuments of scientific significance) of the National Park System. Additionally, at the beginning of each major part of the administrative policies, such as for Resources Management Policy, Fish and Wildlife Management Policy, Master Plan Policy, and Physical Developments Policy, there is included a discussion of the background and philosophy on which the administrative policies are based.

It is hoped that this compilation of administrative policies will contribute to better public understanding of the management programs and plans for the national parks and monuments of scientific significance, thereby promoting the knowledgeable use and enjoyment of our Nation's parklands.

The broad foundations for these administrative policies are to be found in the several acts of the Congress establishing the national parks and national monuments and the National Park Service. These congressional policies, of course, are controlling in any given situation in which the Congress has acted. It is the purpose of administrative policy to implement the mandates of Congress and to prescribe guidelines for the day-to-day management of the natural areas.

Separate booklets deal with administrative policies for the manage-

ment of historical areas and recreational areas of the National Park System.

The types of areas included in the historical area category of the System are: national historic site, national battlefield site, national historical park, national military park, national memorial, national memorial park, and national monuments that preserve antiquities, such as prehistoric Indian ruins.

The types of areas included in the recreational area category of the National Park System are prescribed in Policy Circular No. 1, dated March 26, 1963, of the Recreation Advisory Council. The Council lists these types of areas as: “* * * national seashore, national lakeshore, national waterway, national riverway, national recreation demonstration area, and similar names which embody either the physical resource base or the functional purpose to be served.”

NATIONAL PARKS AND NATIONAL MONUMENTS

The national park idea is a unique contribution of the United States to world culture. This idea, while expressed first in the Yellowstone National Park legislation, evolved from a long history of concern for the conservation of the natural resources of this new Nation and the preservation of its scenic beauty and scientific wonders.

William Penn took perhaps the first action in this country to preserve parks on a planned scale. He insisted that Philadelphia, in 1682, have large, open squares and that one of every six acres of forest be left uncut. In 1832, the American artist, George Catlin, expressed a wish for “a nation’s park, containing man and beast, in all the wild and freshness of their nature’s beauty.” A few years later, Ralph Waldo Emerson suggested: “The interminable forests should become graceful parks, for use and delight.”

Henry Thoreau asked in 1858: “Why should not we * * * have our national preserves * * * in which the bear and panther, and some even of the hunter race, may still exist * * * for inspiration and our true recreation?”

In the landmark legislation of 1872 establishing Yellowstone National Park, the Congress affirmed as a Federal responsibility the new public land policy it first enunciated in the Yosemite Valley, California, legislation of 1864, namely: that some of the public domain lands should be held in public ownership, perpetually, for other than material gain or riches.

In the Yellowstone legislation, the Congress laid down the criteria for selection of areas that should be set aside as national parks. As a rule, national parks should be broad and spacious lands. Moreover, they must possess several special attributes. Nowhere are the special attributes of a national park summarized more clearly and concisely than by the young officer, Lt. Gustavus C. Doane, who commanded the U.S. Army escort for the Yellowstone expedition. Lieutenant Doane wrote of the Yellowstone:

As a country for sightseers, it is without parallel; as a field for scientific research it promises great results; in the branches of geology, mineralogy,

botany, zoology, and ornithology it is probably the greatest laboratory that nature furnishes on the surface of the globe.

Lieutenant Doane thus cited four of the primary requirements of a national park: scenic values, uniqueness ("without parallel"), natural values (botany, zoology, ornithology), and other scientific values (geology, mineralogy). He perceived a repository of esthetic, recreational, and scientific significance.

Under the Antiquities Act of 1906, Congress provided for establishment of national monuments. This act authorized the President to set aside by proclamation from lands owned by the Federal Government areas of scientific significance or antiquity.

The term "monument" had been used commonly in Europe to designate any natural object regarded as a monument of nature's handiwork. Alexander von Humboldt, a scientist and explorer, had described tropical trees as "monuments de la nature" early in the 19th century.

A monument in this country generally referred to statuary, such as a soldiers' and sailors' monument. The term "national monument," however, has now gained widespread recognition as an area of unique scientific distinction or antiquity in the National Park System. Millions of people visit our national monuments every year—from Katmai National Monument in Alaska to Buck Island Reef National Monument in the Virgin Islands.

A national monument may range from small acreage, such as the 480 acres in Oregon Caves National Monument, to the nearly 2.7 million acres of Katmai.

A Presidential proclamation is legally sufficient to establish a national monument, but an act of Congress is required to authorize a national park.

Some national monuments are among "the most unique and majestic of nature's marvels," to use Horace Greeley's apt phrase, but, generally, they lack the spaciousness and diversity necessary for national park status. A few national monuments, however, have been endowed with such vastness and range of natural attributes as to be authorized later as national parks.

Grand Canyon National Park, for example, was created in 1919 from the first Grand Canyon National Monument, originally set aside by Presidential proclamation in 1908.

National parks and national monuments, generally, differ in these significant respects:

Parks are relatively spacious—monuments may be any size.

Parks, generally, possess two or more unique scenic or scientific values of superlative quality—monuments need only one attribute of scientific or prehistoric significance.

Parks must be established by act of Congress—monuments may be established by Presidential proclamation. The Congress, of course, may also establish national monuments.

National parks and monuments represent the finest examples of our country's lands and waters, those natural features of such scenic, scientific, educa-

tional, and inspirational importance that they merit commitment to national care. They are established to preserve for all time scenic beauty, wilderness, native wildlife, indigenous plantlife, and areas of scientific significance or of antiquity.

National parks and monuments are part of our country's cherished heritage, a living legacy linking generation to generation, and century to century. Protected and used with wisdom and consideration, our national parks and national monuments provide a viable resource of strength, inspiration, re-creation, and scientific discovery for endless generations of Americans.

CONGRESSIONAL POLICIES

The specific policies laid down by the Congress for the management of any particular natural area may be found in the legislation establishing that area. Of direct relevance, too, is the intent of Congress as disclosed in the hearings and reports on the legislation. The Congress, moreover, has made certain pronouncements of broad policy which have special significance on the administrative policies for all natural areas.

For example, in the Yellowstone legislation, we can glean the broad foundations of policies for the management and use of national parks. The Congress decreed that the Yellowstone country is “* * * reserved and withdrawn * * * dedicated and set apart as a public park or pleasuring ground for the benefit and enjoyment of the people.” It is to be managed “* * * for * * * preservation, from injury or spoliation, * * * [and retained] in [its] natural condition.” Leases for building purposes are to be granted “* * * at such places * * * as shall require the erection of buildings for the accommodation of visitors * * *.” The construction of “roads and bridle paths therein” is also authorized. The act of June 4, 1906, further extended the Secretary's authority to enter into leases for the transaction of “* * * business in the Yellowstone National Park * * * as the comfort and convenience of visitors may require, and to permit the construction and maintenance of substantial hotel buildings and buildings for the protection of stage, stock and equipment.”

The policy of the Congress for the management and use of national parks is expanded and clarified in the act establishing the National Park Service, wherein it declared:

The Service thus established shall promote and regulate the use of the Federal areas known as national parks, monuments, and reservations hereinafter specified by such means and measures as conform to the fundamental purpose of the said parks, monuments, and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

[The Secretary of the Interior] * * * may also grant privileges, leases, and

permits for the use of land for the accommodation of visitors in the various parks, monuments, or other reservations * * *.

To further clarify its policy with respect to reasonable access to all national parks and monuments—not just Yellowstone alone—the Congress, in the act of April 9, 1924, authorized the Secretary “* * * to construct, reconstruct, and improve roads and trails, inclusive of necessary bridges, in the national parks and monuments under the jurisdiction of the Department of the Interior.” Also, the act of January 31, 1931—sometimes referred to as the National Park Approach Road Act—provides, in part, that “whenever the Secretary of the Interior shall determine it to be in the public interest he may designate as national-park approach roads and as supplementary parts of the highway systems of any of the national parks roads whose primary value is to carry national-park travel * * *.” Certain other conditions for designation, such as ownership of rights-of-way, are also specified in the act.

The Wilderness Act requires a study of roadless areas of 5,000 acres, or more, within the national parks and national monuments to determine which of these lands may be deemed suitable for inclusion by the Congress in the National Wilderness Preservation System. The Wilderness Act, itself, does not include any national parklands in the National Wilderness Preservation System. Separate legislation by the Congress is required to accomplish this purpose. It is pertinent to note, however, that in the Wilderness Act the Congress expressed the following policy:

In order to assure that an increasing population, accompanied by expanding settlement and growing mechanization, does not occupy and modify all areas within the United States and its possessions, leaving no lands designated for preservation and protection in their natural condition, it is hereby declared to be the policy of the Congress to secure for the American people of present and future generations the benefits of an enduring resource of wilderness. For this purpose there is hereby established a National Wilderness Preservation System to be composed of federally owned areas designated by Congress as “wilderness areas,” and these shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide the protection of these areas, the preservation of their wilderness character, and for the gathering and dissemination of information regarding their use and enjoyment as wilderness * * *.

In making the Wilderness Act applicable to the national parks and monuments, the Congress clearly did not intend to change the basic purpose of such areas. For example, Section 4 of the Wilderness Act provides that:

The purposes of this Act are hereby declared to be * * * *supplemental to the purposes for which * * * units of the national park system are established and administered* * * *. (Emphasis supplied.)

With respect to the accommodation of visitors to the national parks and monuments, the act of October 9, 1965 (P.L. 89-249), relating to the establishment of concession policies in the areas administered by the National Park Service provides, in part, as follows:

* * * the Congress hereby finds that the preservation of park values requires that such public accommodations, facilities, and services as have to be provided within those areas should be provided only under carefully controlled safeguards against unregulated and indiscriminate use, so that the heavy visitation will not unduly impair these values and so that development of such facilities can best be limited to locations where the least damage to park values will be caused. It is the policy of the Congress that such development shall be limited to those that are necessary and appropriate for public use and enjoyment of the national park area in which they are located and that are consistent to the highest practicable degree with the preservation and conservation of the areas.

These pronouncements of Congressional policy have resulted in three rather clearly defined land zones within natural areas:

First—the enclaves of development “for the accommodation of visitors” connected with roads, bridle paths, and foot trails;

Second—transition zones between these enclaves of development and the wilderness beyond; and

Third—the untrammelled, primeval wilderness.

The task of the Service is, in brief:

To *manage* the natural areas so as to perpetuate their character and composition;

To *promote* and regulate appropriate park use, and seek ever to improve the quality of that use; and

To *provide* the facilities required by the above in a manner complementing the character and special values of each area.

ADMINISTRATIVE POLICIES

The earliest expression of administrative policy is to be found in the letter of May 13, 1918, from Secretary of the Interior Franklin K. Lane, to Director Stephen T. Mather of the National Park Service. (See Appendix A-1 for the full text of Secretary Lane’s letter. Later expressions of supplemental policy are contained in Secretary Hubert Work’s memorandum of March 11, 1925 (Appendix A-2); and in Secretary Stewart L. Udall’s memorandums of July 10, 1964, and January 15, 1969 (Appendixes A-3 and A-4).)

With minor modifications, these guidelines have prevailed to this day. Moreover, they underline much of our current administrative policy, for, as Secretary of the Interior Walter J. Hickel stated in his memorandum of June 18, 1969, to the Director of the National Park Service, “I wish to make it clear that, except in one minor instance, I support the principles, and long-range objectives of my predecessors.” (See Appendix B for Secretary Hickel’s memorandum.)

MANAGEMENT PRINCIPLES

The *Management Principles* for the natural areas of the System are as follows:

Resource management. The management and use of natural areas shall be guided by the 1918 directive of Secretary Lane. Additionally, management shall be directed toward maintaining, and where necessary, reestablishing indigenous plant and animal life, in keeping with the March 4, 1963, recommendations of the Advisory Board on Wildlife Management. (See also *Wilderness Use and Management Policy* section, p. 54.)

In those areas having significant historical resources, management shall be patterned after that of the historical areas category to the extent compatible with the primary purpose for which the area was established.

Resource use will provide for all appropriate use and enjoyment by the people that can be accommodated without impairment of the natural values. Park management shall recognize and respect wilderness as a whole environment of living things whose use and enjoyment depend on a continuing interrelationship free of man's spoliation. (See also *Resource Use Policy* section, p. 43.)

Physical developments shall be limited to those that are necessary and appropriate, and provided only under carefully controlled safeguards against unregulated and indiscriminate use, so that the least damage to park values will be caused. Location, design, and material, to the highest practicable degree, shall be consistent with the preservation and conservation of the grandeur of the natural environment.

The administrative policies which follow guide the Service toward the realization of these objectives.

part I

RESOURCE MANAGEMENT POLICY

DISCUSSION

The *preservation* of natural areas is a fundamental requirement for their continued use and enjoyment as *unimpaired* natural areas. Park management, therefore, looks first to the care and management of the natural resources of a park. The concept of preservation of a total environment, as compared with the protection of an individual feature or species, is a distinguishing feature of national park management.

In earlier times, the establishment of a park and the protection of its forests and wildlife from careless disturbance were sufficient to insure its preservation as a natural area. The impact of man on the natural scene was negligible since the parks were surrounded by vast undeveloped lands, and there were comparatively few visitors. This condition prevails no more, for the parks are fast becoming *islands* of primitive America, increasingly influenced by resource use practices around their borders, and by the impact of increasing millions of visitors.

Passive protection is not enough. Active management of the natural environment, plus a sensitive application of discipline in park planning, use, and development, are requirements for today.

The resource management task thus embraces:

1. Safeguarding forests, wildlife, and natural features against impairment or destruction.

2. The application of ecological management techniques to neutralize the unnatural influences of man, thus permitting the natural environment to be maintained essentially by nature.
3. Master planning for the appropriate allocation of lands to various purposes in a park, and in the character and location of use areas as needed for developments.

ADMINISTRATIVE POLICIES

Plant and Animal Resources

Natural areas shall be managed so as to conserve, perpetuate, and portray as a composite whole the indigenous aquatic and terrestrial fauna and flora and the scenic landscape.

Management will minimize, give direction to, or control those changes in the native environment and scenic landscape resulting from human influences on natural processes of ecological succession. Missing native life forms may be reestablished, where practicable. Native environmental complexes will be restored, protected, and maintained, where practicable, at levels determined through historical and ecological research of plant-animal relationships. Non-native species may not be introduced into natural areas. Where they have become established or threaten invasion of a natural area, an appropriate management plan should be developed to control them, where feasible.

Commercial harvesting of timber is not permitted except where the cutting of timber "is required in order to control the attacks of insects or diseases or otherwise to conserve the scenery or the natural or historic objects" in a natural area, such as in the case of severe "blow-downs." (See also *Landscape Management*, p. 19, this section; *Fishing*, p. 25, *Fish and Wildlife Management Policy* section; *Disposal of Resources*, p. 44, *Resource Use Policy* section; and *Non-native Plants and Animals*, p. 56, and *Timber Harvesting*, p. 58, *Wilderness Use and Management Policy* section.)

Fire

The presence or absence of natural fire within a given habitat is recognized as one of the ecological factors contributing to the perpetuation of plants and animals native to that habitat.

Fires in vegetation resulting from natural causes are recognized as natural phenomena and may be allowed to run their course when such burning can be contained within predetermined fire management units and when such burning will contribute to the accomplishment of approved vegetation and/or wildlife management objectives.

Prescribed burning to achieve approved vegetation and/or wildlife management objectives may be employed as a substitute for natural fire.

Fire Control

Any fire threatening cultural resources or physical facilities of a natural area or any fire burning within a natural area and posing a threat to any resources or physical facilities outside that area will be controlled and extinguished.

The Service will cooperate in programs to control or extinguish any fire originating on lands adjacent to a natural area posing a threat to natural or cultural resources or physical facilities of that area.

Any fire in a natural area other than one employed in the management of vegetation and/or wildlife of that area will be controlled and extinguished. (See *Fire Control*, p. 56, *Wilderness Use and Management Policy* section.)

Grazing

Domestic livestock grazing competes with native wildlife and impedes the effort in natural areas to achieve an ecological balance. Accordingly, grazing of domestic livestock in natural areas is permitted only where it is sanctioned by law, is incidental to visitor use, or is desirable to preserve and interpret significant historical resources of the area. Where grazing has been permitted and its continuation is not specifically covered by the aforesaid conditions, it should be eliminated through orderly and cooperative procedures with the individuals concerned. Support of Service or concessioner pack-and-saddle stock by the use of forage in a natural area shall be limited to locations where dry feeding is clearly impractical. (See also *Agricultural Uses*, this page; *Land Classification*, p. 32, *Master Plan Policy* section; and *Grazing*, p. 58, *Wilderness Use and Management Policy* section.)

Agricultural Uses

Agricultural uses, including domestic livestock raising, may be permitted in natural areas only where they are desirable to perpetuate and interpret significant historical resources, are permitted by law, or are required pursuant to acquisition agreements or similar documents. (See also *Grazing*, this page).

Solid-waste Disposal

Refuse generated from operations within a natural area shall be disposed of by approved methods outside the area, where practicable and feasible. Refuse disposal within the area, where necessary, shall be accomplished by incineration or sanitary landfill, or through modification of these methods, as appropriate.

Off-road Use of Motorized Equipment

Public use of motor vehicles shall be confined to designated park roads or other designated overland routes exclusive of foot trails and bridle trails. Public use of portable power equipment, such as generators and powersaws,

may be permitted in specifically designated areas. (See also *Rescue and Other Emergency Operations*, p. 56, and *Motorized Equipment*, p. 58, *Wilderness Use and Management Policy* section.)

The off-road use of motorized equipment for official purposes shall be carefully planned and controlled to meet the requirements of area management with due regard for the protection of human life and park resources. (See also *Motorized Equipment*, p. 58, *Wilderness Use and Management Policy* section.)

Cultural Resources

Where significant cultural resources are present in a natural area and are worthy of preservation for their historical value, they shall be protected and presented for public understanding, appreciation, and enjoyment to the extent compatible with the primary purpose of the area. In such cases, the management and use of the cultural resources will be patterned after the management and use of similar resources in historical areas.

Soil and Moisture Conservation

Programs will be conducted for the prevention and correction of erosion and soil or vegetation deterioration resulting from unnatural causes.

A natural area may participate in the program of a Grasslands Conservation District or Soil Conservation District when the purposes, plans, programs, and operation of the District are consistent with the purposes of the natural area and the policies for its management and use. (See also *Plant and Animal Resources*, p. 17, this section; *Landscape Management*, this page; *Water Development Projects*, p. 58, *Wilderness Use and Management Policy* section; and *Nonpark Uses and Development*, p. 62, *Physical Developments Policy* section.)

Quality of Environment

To achieve the purpose of a natural area, i.e., preservation and appropriate public use, planning and management should be related to the total environment in which the area is located. (See also *Master Plan Policy* section, p. 31.) Such planning and management recognize the need for transportation arteries; utility and communication corridors; consumptive resource uses; and residential, commercial, and recreation land uses in the environs of the park as parts of a systematic plan assuring viability and good health of the park and the surrounding region.

The Service should be alert to peripheral use and development proposals that impinge on the environment of a natural area. Moreover, it should cooperate with, and encourage joint and regional planning among, public agencies, organizations, and individuals having responsibility for maintaining the quality and esthetics of the environment surrounding natural areas.

Landscape Management

When consistent with and not materially disruptive of the maintenance of

natural ecological associations of the area, landscape management will be practiced to erase, ameliorate, or conceal the scars and visual impact of structures, facilities, and construction activities related thereto which impinge on the natural scene. (See also *Congressional Policies*, p. 12; *Plant and Animal Resources*, p. 17, this section; *Architectural Theme*, p. 60, and *Concession Facilities*, p. 61, *Physical Developments Policy* section; and *Road and Trail Policy* section, p. 63.)

Water Pollution Abatement and Control

The Service will strive to maintain quality of all waters (1) originating within the boundaries of natural areas through

- (a) provision of adequate sewage treatment and disposal for all public-use facilities, including self-contained boat sewage storage units;
- (b) control of erosion;
- (c) regulation and control, as necessary, of fuel-burning water craft;
- (d) avoidance of contamination by lethal substances, such as certain insecticides;
- (e) regulation of the intensity of use in certain areas and at certain times when determined as being necessary based on water quality monitoring;

and (2) flowing through or bounding on natural areas

- (a) by applying the methods listed under 1(a) to (e) above;
- (b) consistent with the purposes of the natural area and the policies for its management and use by entering into cooperative agreements or compacts with other agencies and governing bodies for cooperative measures to avoid water pollution. (See also Recreation Advisory Council Policy Circular No. 3 of April 9, 1964, *Appendix G*, and *Soil and Moisture Conservation*, p. 19, this section.)

Air Pollution

The Service will work with others within the regional air shed to reduce air pollution from sources within the area and elsewhere in the air shed. Fumes and smoke from campfires, refuse burning, and other kinds of combustion will be controlled in public-use areas to the extent necessary to maintain clean air.

Mineral Exploration, Mineral Leasing, and Mining

Except where authorized by law or when carried on pursuant to valid existing rights or as part of an interpretive program, mineral prospecting, mining, and the extraction of minerals or the removal of soil, sand, gravel, and rock will not be permitted. (See also *Mining and Prospecting*, p. 57, *Wilderness Use and Management Policy* section.)

Forest Insect and Disease Control

Native forest insects and diseases existing under natural conditions are natural

elements of the ecosystem. Accordingly, populations of native insects and the incidence of native diseases will be allowed to function unimpeded, except when control is required (1) to prevent the loss of the host from the ecosystem; (2) to prevent the complete alteration of an environment which is expected to be preserved; (3) to prevent outbreaks of the insect or disease from spreading to forests or trees outside the area; (4) to preserve rare, scientifically valuable, or specimen trees, or unique forest communities; (5) to maintain a suitable overstory, shade, or ornamental trees of Class I and II lands; and (6) to preserve trees significant to the maintenance of historical integrity of Class VI sites.

Where non-native insects or diseases have become established or threaten to invade a natural area, appropriate measures will be taken to control or eradicate them where feasible.

No insect or disease control activities may be undertaken in wilderness areas without the approval of the Director.

Any controls instituted will be those which will be most direct for the target insect or disease and which will have minimal effect upon other components of the ecosystem.

Physical Resources

To the extent possible, the physical natural resources in a natural area shall be maintained in a natural state for their inherent educational, scientific, and inspirational values, and as a medium for supporting the diversity and the continuation of life processes.

FISH AND WILDLIFE MANAGEMENT POLICY

DISCUSSION

In the Yellowstone National Park legislation of 1872, the Congress charged the Secretary of the Interior to “* * * provide against the wanton destruction of the fish and game found within said park, and against their capture or destruction for the purposes of merchandise or profit.”

The act of May 7, 1894 (28 Stat. 73), amending the original Yellowstone legislation, provides, in part, as follows:

Sec. 4 That all hunting, or the killing, wounding, or capturing at any time of any bird or wild animal except dangerous animals, when it is necessary to prevent them from destroying human life or inflicting an injury, is prohibited within the limits of said park; nor shall any fish be taken out of the waters of the park * * * in any other way than by hook and line, and then only at such seasons and in such times and manner as may be directed by the Secretary of the Interior. That the Secretary of the Interior shall make and publish such rules and regulations as he may deem necessary and proper for the management and care of the park and for the protection of the property therein, * * * and for the protection of the animals and birds in the park from capture or destruction, or to prevent their being frightened or driven from the park; and he shall make rules and regulations governing the taking of fish from the streams or lakes in the park * * *.

Congressional policies similar to those enunciated in the 1894 act were prescribed for many of the other national parks as they were established.

Provisions of Article III of the Convention on Nature Protection and Wild-

life Preservation in the Western Hemisphere Between the United States of America and Other American Republics likewise “* * * prohibit hunting, killing and capturing of members of the fauna and destruction or collection of representatives of the flora in national parks except by or under the direction or control of the park authorities, or for duly authorized scientific investigations.” (See also Treaty Series 981, *Appendix C*.)

In the 1950 Grand Teton National Park legislation, the Congress reaffirmed its traditional policy relating to recreational public hunting in the national parks. The Congress did provide, however, that in the elk management program for the park the Secretary of the Interior should engage Wyoming State licensed hunters deputized as park rangers in the controlled reduction of elk when in the proper management and protection of the elk it was found to be necessary to carry out a program of direct reduction. Thus, recreational public hunting has not been approved by the Congress as an appropriate park visitor use in the natural area category of the System.

On the other hand, sport fishing has been an approved park visitor use in such areas since the establishment of Yellowstone National Park.

In implementing these laws, the National Park Service at the outset concentrated on a program of wildlife protection, which in that era was certainly the most obvious need in wildlife conservation, i.e., protecting the wildlife populations from public hunting and protecting their habitat from wildfire. Experience over several decades of park management has demonstrated, however, that protection, though it is important, is not in itself a substitute for adequate habitat.

In 1962, the Secretary appointed an Advisory Board to study and make recommendations on the Wildlife Management Policy in the National Parks. The Advisory Board consisted of Dr. A. Starker Leopold, Chairman (University of California), Dr. Stanley A. Cain (University of Michigan), Dr. Ira N. Gabrielson (President, Wildlife Management Institute), Dr. Clarence M. Cottam (Chairman, National Parks Association), and Thomas L. Kimball (Executive Director, National Wildlife Federation). (See *Appendix D* for full text of report.)

The Secretary, on May 2, 1963, approved the recommendations of the Advisory Board on Wildlife Management in the National Parks and directed that they be incorporated in the administrative policies of the Service.

Also, the Secretary, on June 17, 1968, issued a policy statement applicable to public lands administered by certain Bureaus of the Department (including the National Park Service), as follows:

A. In all areas administered by the Secretary of the Interior through the National Park Service, the Bureau of Sport Fisheries and Wildlife, the Bureau of Land Management, and the Bureau of Reclamation, except the National Parks, the National Monuments, and historic areas of the National Park System, the Secretary shall—

1. Provide that public hunting of resident wildlife and fishing shall be permitted within statutory limitations in a manner that is compatible

with and not in conflict with, the primary objectives as declared by the Congress for which such areas are reserved or acquired;

2. Provide that public hunting, fishing, and possession of fish and resident wildlife shall be in accordance with applicable State laws and regulations, unless the Secretary finds, after consultation with appropriate State fish and game departments, that he must close such areas to such hunting and fishing or restrict public access thereto for such purposes;

3. Provide that a State license or permit, as provided by State law, shall be required for the public hunting, fishing, and possession of fish and resident wildlife on such areas;

4. Provide for consultation with the appropriate State fish and game department in the development of cooperative management plans for limiting over-abundant or harmful populations of fish and resident wildlife thereon, including the disposition of the carcasses thereof, and, except in emergency situations, secure the State's concurrence in such plans; and

5. Provide for consultation with the appropriate State fish and game department in carrying out research programs involving the taking of fish and resident wildlife, including the disposition of the carcasses thereof, and secure the State's concurrence in such programs.

B. In the case of the National Parks, National Monuments, and historic areas of the National Park System, the Secretary shall—

1. Provide, where public fishing is permitted, that such fishing shall be carried out in accordance with applicable State laws and regulations, unless exclusive legislative jurisdiction* has been ceded for such area, and a State license or permit shall be required for such fishing, unless otherwise provided by law;

2. Prohibit public hunting; and

3. Provide for consultation with the appropriate State fish and game departments in carrying out programs of control of over-abundant or otherwise harmful populations of fish and resident wildlife or research programs involving the taking of such fish and resident wildlife, including the disposition of carcasses therefrom.

In any case where there is a disagreement, such disagreement shall be referred to the Secretary of the Interior who shall provide for a thorough discussion of the problems with representatives of the State fish and game departments and the National Park Service for the purpose of resolving the disagreement.

* The term "exclusive legislative jurisdiction" is applicable to situations wherein the Federal Government has received, by whatever method, all the authority of the State, with no reservation made to the State except the right to serve process resulting from activities which occurred off the land involved. This term is applied notwithstanding that the State may exercise certain authority over the land, as may other States over land similarly situated, in consonance with the several Federal statutes. The term is also sometimes referred to as "partial jurisdiction."

ADMINISTRATIVE POLICIES

Fishing

Sport fishing is encouraged in natural areas when consistent with the restoration and perpetuation of the natural aquatic environments and the natural aquatic life. Commercial fishing is permitted only when specifically authorized by law.

Where fishing is permitted, such fishing shall be carried out in accordance with applicable State laws and regulations, unless exclusive jurisdiction, as that term is defined in the Secretary's policy statement of June 17, 1968, has been ceded within the area, and a State license or permit shall be required for such fishing unless otherwise provided by law. (See also *Fishing*, p. 57, *Wilderness Use and Management Policy* section.)

Public Hunting

Public hunting shall not be permitted in natural areas. (See also *Hunting*, p. 58, *Wilderness Use and Management Policy* section.)

Wildlife Populations

Wildlife populations will be controlled when necessary to maintain the health of the species, the native environment, and the scenic landscape, and to safeguard public health and safety. Ungulate populations will be maintained at the level that the range will carry in good health and without impairment to the soil, the vegetation, or to habitats of the several species in an area.

Wildlife Management Program

Insofar as possible, control through natural predation will be encouraged.

Public hunting outside of the area is recognized as the next most desirable means of controlling wildlife populations. Cooperative studies and management plans with States and other Federal agencies are to be continued to facilitate public hunting outside of the areas, especially through extended special seasons established by the States for public hunting outside the areas.

Other control measures, as necessary, shall be undertaken as follows: (1) Live-trapping in the areas for transplanting elsewhere; (2) research specimens for National Park Service and cooperating scientists; and (3) direct reduction by National Park Service personnel. It is recognized that it may be necessary, on occasion, to carry on each phase of this program simultaneously. The National Park Service will adjust the use of these control methods (except natural predation) to meet varying weather and other relevant conditions, giving highest priority to the opportunities for public hunting outside the areas and live-trapping in the areas for transplanting elsewhere. (See also *Plant and Animal Resources*, p. 17, *Resource Management Policy* section; *Public Hunting*, this page, and *Cooperation with States*, p. 26, this section; *Regulation of Excess Wildlife Population*, p. 56, *Wilderness Use and Management Policy* section; and *Appendix E*.)

Cooperation with States

The Service will consult with the appropriate State fish and game departments in carrying out programs of control of over-abundant or otherwise harmful populations of fish and wildlife or research programs involving the taking of such fish and resident wildlife, including the disposition of carcasses therefrom. In any case where there is a disagreement, such disagreement shall be referred to the Secretary of the Interior, who shall provide for a thorough discussion of the problems with representatives of the State fish and game department and the National Park Service for the purpose of resolving the disagreement.

LAND AND WATER RIGHTS ACQUISITION POLICY

DISCUSSION

National parks and monuments (the natural areas of the Natural Park System) are established to preserve for all times scenic beauty, wilderness, native wildlife, indigenous plantlife, and areas of scientific significance or antiquity. Sound park management in these instances requires that the national parks and monuments be preserved in their natural condition. In the long range, this management objective is best achieved when exploitative and private uses are eliminated by acquisition of the property by the Federal Government.

Historically, the first national parks and monuments were established from the public domain prior to the introduction of any private rights therein. Later, national parks and monuments were established when lands therein were acquired by the States or through private philanthropy and donated to the Federal Government. Only recently have substantial sums of Federal funds been authorized for the acquisition of large natural areas as national parks and monuments. In these latter instances, many private uses are sometimes included within these natural areas.

ADMINISTRATIVE POLICIES

Land Acquisition and Restoration

As funds permit, the Service will acquire such property interest in non-Federal lands within the authorized boundaries of natural areas as may be

needed to provide for effective management, visitor use, and the achievement of the primary purpose for which the area was established. All physical improvements or land uses on acquired property that are inimical to or inconsistent with the purpose, management, or visitor use of an area should be removed or discontinued. (See also *Inholdings*, p. 57, *Wilderness Use and Management Policy* section.)

To achieve the foregoing management objective with a minimum of disruption and inconvenience to the private property owners involved, the following procedures have been developed for carrying out the land and water rights acquisition policies for natural areas of the National Park System:

I. *In newly authorized areas (usually those national parks and monuments authorized since 1961) where Federal lands are limited and private lands are extensive, the priority of acquisition is as follows:*

- (a) Land needed for preservation or protection of park values.
- (b) Land needed for development of facilities.
- (c) Unimproved land needed to prevent threatened development or use which would be incompatible with existing or potential park purposes.

Within each of the foregoing priorities, the Service will give primary consideration to the acquisition of land which the owner needs to dispose of for hardship reasons; and land which the owner, voluntarily, has placed, or intends to place, on the market for sale.

The land acquisition program is executed in accordance with the specific legislative policies, if any, set forth in the act authorizing the area. In the absence of specific legislation, the program is executed as follows:

- 1. Purchases are negotiated on the basis of competent appraisals of fair market value.
- 2. Less than fee interests (see No. 3 as examples) may be acquired when such interests will meet the needs of the Service and are justified on cost.
- 3. Reserved use and occupancy by the owner for life or for a term of years is allowed if purchase on this basis will meet the needs of the Service and is justified on cost.
- 4. Eminent domain proceedings are utilized only as a last resort when all reasonable efforts of negotiations have failed.

II. *In the older national parks and monuments (generally those established prior to 1961) where most of the lands included within the areas are now in Federal ownership—usually 90 percent or more of the total acreage in the area—a more literal acquisition procedure has been established. In these national parks and monuments, the relatively small amount of land in private ownership, for the most part, is devoted to historic uses related to the early settlement of our Nation, such as modest homesites, ranches, limited eating establishments, or lodges. Except as a specific property may be needed in rare instances for development of public-use facilities, or where the existing use is adverse to the proposed plans for the management of the area, these his-*

torical uses may reasonably be allowed to continue until (a) such time as there is a desire on the part of the owners to dispose of their holdings; or (b) until it is proposed that the present compatible uses of these lands be altered or changed so significantly as to make them incompatible with the primary purpose for which the area was established. Accordingly, in the acquisition of the properties devoted to such compatible uses, the National Park Service shall observe the following procedure:

1. The Service will not seek to acquire private lands without the consent of the owner, so long as the lands continue to be devoted to present compatible uses now being made of them—such as for modest homesites, ranches, limited eating establishments, or lodges. This also applies to any future owners of the property so long as the properties continue to be used for these same compatible purposes.

2. The Service will welcome offers from the owners to sell private properties to the United States, and it is hoped that the owners will give the Service first opportunity to purchase them. If an owner wishes to sell his property outright, the Service would be glad to negotiate on that basis; or, in the alternative, on such other basis as may be authorized in the applicable legislation relating to the retention of use and occupancy rights by the owner for a given number of years or for the remainder of his life and that of his spouse. The latter situation will enable people who desire to obtain money in hand today for their property, with occupancy rights for a term of years or for their lifetimes, to work out a negotiated contract on this basis.

3. If existing incompatible uses persist or if present compatible uses of properties are to be changed and the properties are to be devoted to new and different uses not compatible with the primary purpose for which the area was established, the Service will attempt to negotiate with the owner for the acquisition of the property in order to eliminate a use or avoid development of a use adverse to the management of the area. In the event all reasonable efforts at negotiation fail and the owner persists in his efforts to devote the property to a use deemed by the Service to be adverse to the primary purpose for which the area was established, the United States will institute eminent domain proceedings to acquire the property and eliminate such use or prevent such development.

4. All negotiations by the Federal Government shall be on the basis of competent appraisals of fair market value.

Water Rights

All rights to the use of water diverted to or used on Federal lands in natural areas by the United States, its concessioners, lessees, or permittees shall be perfected in the name of the United States.

Valid existing water rights of concessioners and land-use permittees on Federal lands will be acquired by the United States as funds, legal authority, and overall management objectives permit.

Water rights owned by private landowners within natural areas will be acquired in connection with the acquisition of such private lands insofar as practicable.

Owners of land or interests in land within or adjacent to natural areas may be granted, by special-use permit, the privilege of using water owned by the Service when it is administratively determined that the use of such water facilitates the management program of the Service. An appropriate charge shall be made for the use of such water.

Owners of land or interests in land adjacent to natural areas may be granted, by special-use permit, the privilege of developing sources of water on Federal lands when it is administratively determined that the use of such water facilitates the management program of the Service. An appropriate charge shall be made for the use of such water.

Development costs, including costs of access between the private lands to be served and the source of the water, shall be borne by the permittee. In all of these cases, the Service shall retain the right to use water from such a development. If, and when, such retained rights are exercised by the Service, it shall share in the costs of the water rights development on an equitable basis.

Under this policy, as a matter of comity, the Service will notify the States of the amount of water diverted and consumed, and the priority asserted. The notice shall also include a disclaimer as to State jurisdiction.

MASTER PLAN POLICY

DISCUSSION

It has long been the practice of the National Park Service to prepare and maintain a Master Plan to guide the use, development, interpretation, and preservation of each particular park. Graphics and narrative specify the objectives of management. In a sense, these Master Plans are zoning plans. They not only define the areas for developments, they also define the areas in which no developments are to be permitted.

Parks do not exist in a vacuum. It is important in planning for a park that the team take into account the total environment in which the park exists. Of particular significance are the plans for and the availability of other park and recreation facilities within the region at the Federal, State, and local levels, as well as those of the private sector for the accommodation of visitors, access to the national parks, the roads within them, wildlife habitat, etc. Accordingly, the Master Plan Team first analyzes the entire region in which the park is located and the many factors that influence its management.

Moreover, where national parks and national forests adjoin, such as Mount Rainier, Yellowstone, and Grand Teton National Parks, the National

Park Service and the U.S. Forest Service formalized, in 1963, a joint effort to analyze the resources and visitor needs and develop cooperative plans for the accommodation of these requirements which will best insure the achievement of both of our missions. This program formalizes and broadens the informal efforts made for many years by many park superintendents and forest supervisors to coordinate management programs, including visitor facilities and services. Such cooperative programs are authorized by section 2 of the act of August 25, 1916, establishing the National Park Service.

ADMINISTRATIVE POLICIES

Master Plan

A Master Plan will be prepared for each area to cover specifically all Resource Management, Resource Use, and Physical Development programs. An approved Master Plan is required before any development program may be executed in an area. (See also *Research*, p. 44, *Resource Use Policy* section, and p. 56, *Wilderness Use and Management Policy* section.)

Master Plan Teams

All Master Plan Teams should be composed of members having different professional backgrounds, such as ecology, landscape architecture, architecture, natural history, park planning, resource management, engineering, archeology, and history. Where available funds and program needs permit, the study teams for the national parks should include outstanding conservationists, scientists, and others who possess special knowledge of individual parks. Also, the teams should consult with authorized concessioners during the Master Plan study.

Architectural Theme

(See p. 60, *Physical Developments Policy* section.)

Land Classification

A sound system of evaluation and classification for lands and waters in a park or monument is a prerequisite for master planning. This is necessary to provide proper recognition and protection of park resources and to plan for visitor enjoyment of the values of the area. The system serves, also, as a basis for recommending lands for "wilderness" classification in accordance with the Wilderness Act and provides a basis for making many other Master Plan judgments.

The land classification system to be used is similar to that proposed by the Outdoor Recreation Resources Review Commission and prescribed for application to Federal lands by the Bureau of Outdoor Recreation. Under this system, lands may be segregated into any one of six classes:

Class I—high density recreation areas; Class II—general outdoor recreation areas; Class III—natural environment areas; Class IV—outstanding natural areas; Class V—primitive areas, including, but not limited to, those recommended for designation under the Wilderness Act; and Class VI—historic and cultural areas. Consistent with the congressionally stated purpose of national parks, a park contains lands falling into three or more of these classes.

Classes I and II identify the lands reserved for visitor accommodations (*both existing and proposed*), for administrative facilities, formal campgrounds, two-way roads, etc., of varying intensities. Class I and II lands occupy relatively little space in any of the national parks.

Class III identifies the “natural environment areas.” As the name of the category implies, these are “natural environment” lands. These lands are important to the proper preservation, interpretation, and management of the irreplaceable resources of the National Park System. These irreplaceable resources are identified in Class IV, V, and VI categories of lands. It is the existence of unique features (Class IV), or primitive lands, including wilderness (Class V), or historical or cultural lands (Class VI) in combination with a suitable environment (Class III) and with sufficient lands “for the accommodation of visitors” (Classes I and II) that distinguishes natural and historical areas of the National Park System from other public lands providing outdoor recreation.

In the natural areas (national parks and national monuments of scientific significance), Class III lands often provide the “transition” or “setting” or “environment” or “buffer” between intensively developed portions of the park or monument (Classes I and II) and (a) the primitive or wilderness (Class V) areas; and (b) the unique natural features (Class IV) or areas of historic or cultural significance (Class VI) when these two categories exist outside the Class V lands.

In the historical areas (the administrative policies for which are included in a separate booklet), the “environmental” lands (Class III) serve a similar role in providing the “setting” or “atmosphere” essential to preserving and presenting the national significance of historic properties included in the National Park System.

Often, Classes III and V lands both represent significant natural values. Generally, these values are different in type, quality, or degree. Accordingly, lands having natural values that do not meet Service criteria for primitive or wilderness designation may be classified as Class III even when they do not involve the environment of either Class IV, Class V, or Class VI lands. In natural areas, “natural environment” lands are sometimes referred to additionally as “wilderness threshold” when they abut or surround wilderness.

The “wilderness threshold” lands afford the newcomer an opportunity to explore the mood and the temper of the wild country before venturing into the wilderness beyond. Here, in the wilderness threshold, is an unequalled opportunity for interpretation of the meaning of wilderness.

Class III lands also serve important research needs of the Service, as well

as of many independent researchers and institutions of higher learning.

The only facilities planned in these "natural environment" lands are the minimum required for public enjoyment, health, safety, preservation, and protection of the features, such as one-way motor nature trails, small visitor overlooks, informal picnic sites, short nature walks, and wilderness-type uses. Such limited facilities must be in complete harmony with the natural environment.

Class IV lands are those which contain unique natural features. These lands usually represent the most fragile and most precious values of a natural area. Class IV identifies the terrain and objects of scenic splendor, natural wonder, or scientific importance that are the heart of the park. These are the lands which must have the highest order of protection so that they will remain "unimpaired for the enjoyment of future generations." Nothing in the way of human use should be permitted on Class IV lands that intrudes upon or may in any way damage or alter the scene. The sites and features are irreplaceable. They may range in size from large areas within the Grand Canyon to small sites such as Old Faithful Geyser or a sequoia grove.

Class V are the primitive lands that have remained pristine and undisturbed as a part of our natural inheritance. They include in some instances, moreover, lands which, through National Park Service management, have been restored by the healing processes of nature to a primeval state. There are no mining, domestic stock grazing, water impoundments, or other intrusions of man to mar their character and detract from the solitude and quiet of the natural scene. The protection and maintenance of natural conditions and a wilderness atmosphere are paramount management objectives. The only facilities allowed in these lands are of the type mentioned in the *Wilderness Use and Management Policy* section, p. 54.

Class VI are the lands, including historic structures, of historical or cultural significance, such as the agricultural community of Cades Cove in Great Smoky Mountains National Park.

Wilderness Hearings

One of the finest new public land planning procedures introduced by the Wilderness Act is the opportunity for the public to express its views on the preliminary wilderness proposals prior to these proposals' being firmly established for recommendations to the Congress. These hearings are held in the State in which the wilderness is proposed.

Notice of such public hearings is published in the "Federal Register" and newspapers having general circulation in the area of the park at least 60 days prior to the hearings. During this 60-day period, the Master Plan documents are available for public review at the park, in the appropriate Regional Office, and in the Washington Office. Moreover, public information packets explaining national park wilderness proposals are available at the same time for distribution to all those requesting them.

The Wilderness Act requires that the public hearing be held on the wilder-

ness proposals only. However, it is the practice of the National Park Service to make available the general development plan for the park or monument at the time the preliminary wilderness proposal is released. The Service welcomes public comments and views on these plans. Moreover, once the Congress has defined the wilderness areas within the national parks and monuments, it shall be the practice of the National Park Service to give public notice of 60 days on any proposal to change the classification of any Class I, Class II, or Class III lands within the park or monument. In this way, the Service shall afford the public a continuing opportunity to participate in the planning and management of its national parks and monuments.

RESEARCH STATION POLICY

DISCUSSION

The Secretary's Advisory Board on National Parks, Historic Sites, Buildings, and Monuments, at its 55th meeting in Washington, D.C., October 3-6, 1966, considered the matter of research stations in the national parks.

In its memorandum to the Secretary of October 6, 1966, recommending the establishment of research stations at appropriate locations in the National Park System, the Board stated, in part, as follows:

The Board is familiar with the Jackson Hole Biological Station in Grand Teton National Park, the Archeological Research Station in Mesa Verde, operated by the University of Colorado, the Volcano Observatory in Hawaii National Park, operated by U.S. Geological Survey, and with proposals to establish similar research stations in other parks. The Board favors the establishment of such stations, entirely or partially financed and operated by others. Such stations, it believes, can do much to focus research effort in the national parks in support of park management, and to encourage the use of park resources for basic research by others. At the same time, the Board recognizes that such operations and developments must remain within the purview and control of the National Park Service and the Department.

The Board's memorandum was approved on October 26, 1966.

ADMINISTRATIVE POLICIES

Research Program

The Service encourages and will participate in appropriate ways in the establishment in natural areas of research stations which focus significantly upon studies of park resources. The research programs of such stations should include research within the scope of the management-oriented park natural sciences research plan. The research programs may also embrace basic research independently conceived.

The foregoing does not necessarily exclude research reaching beyond the boundaries of the park. However, research stations sponsoring research programs which are primarily nonpark oriented may not be located in natural areas. (See also *Wildlife Management Program*, p. 25, *Fish and Wildlife Management Policy* section; and *Research*, p. 44, *Resource Use Policy* section, and p. 56, *Wilderness Use and Management Policy* section.)

Research Station Criteria

Proposals for a research station within a park should demonstrate that:

- A. The sponsoring institution is one of stability and competence.
- B. The research plan and the development plan are adequate and consistent with the objectives and policies of the park concerned.
- C. The financial plan is sound and promises fruition of the enterprise.
- D. The nature of the proposed research program in some cases will indicate a location for the station within the boundaries of a park. Where this is not the case, the research station may well be located outside the park boundary; this would be consistent with the Service's present practice of encouraging the location of service and accommodation facilities outside the park.
- E. Where the research station is to be located within the park:
 1. It should be of a nature and in a location that do not impinge upon the scene, the ecology of the area, or come into conflict with visitor use.
 2. The research station development should be consistent with the Master Plan, taking into account location, development plan, design, and the like.
 3. An understanding should be reached as to the degree to which the Service will provide utilities, road access, trails, and provide for maintenance of the same. Service participation will quite likely vary from project to project, depending in part upon the benefits expected to accrue to park management from the station.
 4. Modest research stations are favored, and limitations should be agreed upon as to the eventual size of the development, the scope of

the research contemplated, and upon the number of personnel to be served by the station.

Research Station Administration

In the administration of the station, appropriate representation on the governing board should give the Service a voice on matters of research policy, research orientation, and in the operating policy of the station.

Such stations should not be closed institutions restricting participation to associates of the sponsoring institution. Rather, acceptance of applicants for use of the facilities should generally be based upon conformance of the proposed research to the research orientation and program agreed upon for the station.

Whenever possible, the Service will provide as liaison with each research station an on-site research biologist to facilitate the operation of the research station in the area. (See also *Research Program* and *Research Station Criteria*, p. 37, this section; and *Research*, p. 56, *Wilderness Use and Management Policy* section.)

CAMPING AND CAMPGROUNDS POLICY

DISCUSSION

Commencing with the establishment of the first national park, camping has been an accepted and desirable use of the natural areas of the National Park System. With blanket or bedroll, an individual or a family or a group sought, through camping, the refreshing experience of a trip in the out-of-doors. No modern comfort facilities were available and oftentimes no formal campgrounds were needed or provided.

With increasing leisure time, growing affluence, easier accessibility, and greater mobility, camping has become more popular in recent years. The increasing numbers of campers have required that formal campgrounds be established and modern sanitation facilities be provided. Moreover, the rapid rise in popularity of recreation vehicles—many equipped as a self-contained base of living—has put new pressures on campground development and management. For example, demand is great now for individual hookups for power, water, and waste disposal. Indeed, these innovations are not only changing the camping patterns of the past, but also are challenging the capability of many of our national parks to accommodate their insatiable demands for space and capital investment in much the same way as do permanent overnight facilities. Moreover, the increasing size of recreational vehicles exerts added pressure to widen, straighten, and upgrade park roads to accommodate these vehicles safely.

The natural areas offer unique scenic grandeur and scientific and other natural values for the inspiration and re-creation of man. Accordingly, the national parks and monuments are destinations for tens of thousands of citizens seeking to benefit from and enjoy the values of a park experience. Some wish to backpack and camp in the high country; others seek accommodation in permanent facilities, i.e., hotels, lodges, and cabins; while ever-increasing numbers seek accommodations in formal campgrounds equipped for the modern conveniences of an urban society. Formal camping accommodations, including facilities for recreation vehicles, in these circumstances, are a means to an end in much the same manner as permanent lodges, hotels, or cabins.

The mandate “* * * promote and regulate the use of the * * * national parks [and] monuments * * * and to provide for the enjoyment of the same * * *” is compelling. The mandate to “* * * leave them [national parks and national monuments] unimpaired for the enjoyment of future generations” is inescapable.

The solution to the growing problems related to camping and campground development in the natural areas does not entail the prohibition of all but primitive or backpack camping. It is essential, however, to plan and manage camping and campground development in restrained and creative ways if camping is to continue to provide a quality park experience and if the integrity of the natural areas is to be preserved.

ADMINISTRATIVE POLICIES

Campground Location

Camping accommodations are necessary and desirable to permit public use and enjoyment of the natural areas of the National Park System. Camping accommodations should provide for a range of camping experiences from the primitive campground offering minimum facilities to the campground offering full utility hookups for recreation vehicles. Where such camping accommodations, facilities, and services to meet this need exist in adequate supply outside of a natural area, or where it is feasible for them to be developed by other Government agencies or private enterprise for this purpose outside a natural area, such accommodations, facilities, and services should not be provided within the area. (See also *Campground Operation*, p. 41, this section.)

Among other considerations, sites of campgrounds for recreation vehicles or group camping should be selected with due regard for the capability of the park road access thereto to accommodate the camping or recreation vehicle safely within prescribed park road standards. It is not an acceptable practice to locate such campgrounds within the interior of an area if to do so requires that the approved standard of the road be upgraded in order to accommodate the camping vehicle.

Campground Size, Design, and Facilities

Such camping accommodations, facilities, and services as may be provided within a natural area for public use and enjoyment of the area will be located and designed with the greatest care for the preservation of park values. Except as may be approved by the Director in specific locations, campgrounds should be limited to 250 sites and designed so as to permit areas of separation between campsites which can be managed to retain as much as possible of the natural environment. Play areas for tots and pre-school-age children may be provided. Campground design should make provision for the use of charcoal or other fuels or central cook sheds on those occasions when, and at locations where, it may be necessary by reason of fire danger, air pollution, or other hazards to limit the use of wood for fires at individual campsites. Where feasible, tent camping should be provided in separate campgrounds or in separately designated areas within campgrounds.

Provision should be made for accommodating organized camping groups, particularly touring youth groups, either in separate campgrounds or in camping sites adjacent to, but separated from individual sites within formal campgrounds. However, such accommodations should not be assigned to the continuous and exclusive use of any one particular special-interest group. Permanent facilities for group camping should be limited to those necessary for group cooking, sanitation, and interpretive programs.

Each campground should have such interpretive facilities as may be required for the camper's appreciation and understanding of park values.

Campground Operation

Each campground shall be operated and maintained within its design capacity. Individual sites or entire loops should be rested and, if necessary, renovated on a rotational basis. Innovative and creative use of modern techniques is encouraged, including periodic restoration of native plant material, reseeding with native grasses, use of commercial fertilizers, portable irrigation systems, and surfacing of heavy-use areas with inert materials.

No overflow or excess use of a campground or an individual campsite will be permitted. To accommodate visitation, advance reservation of campsites and limitations on length of continuous use by one camping party may be imposed. Generally, such limitations on continuous use should be related to the time needed to see the park.

Backpack camping by individuals, families, and groups is encouraged. Fire permits and registration, consistent with minimum standards of safety, may be required. Where intensity of use threatens park values, designated campsites, trailside shelters, and minimum sanitary facilities will be provided. (See also *Visitor Use Structures and Facilities*, p. 57, *Wilderness Use and Management Policy* section.) Moreover, limitations on size of groups and frequency of trips to specific locations may be imposed. Campers, also,

may be required to pack out noncombustible trash. (See also *Trail Use*, p. 66, *Road and Trail Policy* section.)

Sites or facilities within campgrounds may not be utilized as permanent or seasonal residences by persons not engaged in on-site public services or protection of property within the area. (See also *Residential Facilities*, p. 61, *Physical Developments Policy* section.)

Chalets

High-country chalets or camps—such as those in Glacier, Yosemite, and Great Smoky Mountains National Parks, which offer minimum shelter, family-style meals, and primitive sanitary facilities—are encouraged.

part II

RESOURCE USE POLICY

DISCUSSION

Explicit in the several congressional enactments is that national parks are established for the “benefit and enjoyment of the people” of this and future generations. The mission of a national park is achieved as it provides enjoyment, refreshment, and knowledge. Implicit in these legislative mandates is the concept that use of a park and its resources is to be of a special kind and quality.

Accordingly, it is clear that park forests, waters, wildlife, and minerals are not available for consumptive, exploitative use as a material resource. The features of a park are to be preserved “from injury or spoliation * * *

“Benefit and enjoyment” connote more than recreation. The use of national parks for the advancement of scientific knowledge is also explicit in basic legislation. National parks, preserved as natural, comparatively self-contained ecosystems, have immense and increasing value to civilization as laboratories for serious basic research. Few areas remain in the world today where the process of nature may be studied in a comparatively pure natural situation. Such use of national parks and monuments is to be encouraged to the degree that, in the process, the natural integrity is not itself impaired.

ADMINISTRATIVE POLICIES

Fishing

(See *Fishing*, p. 25, *Fish and Wildlife Management Policy* section.)

Research

The public use, protection, development, interpretation, and management of the natural and cultural resources of a natural area shall be predicated on documented data obtained through appropriate investigation and research. Moreover, the use of the resources in natural areas for study or research purposes by recognized educational and scientific institutions and accredited individuals shall be encouraged. Pursuant to the achievement of these policies, the collection of reasonable numbers of biological and geological specimens and historic artifacts and objects may be permitted.

All research should be in consonance with the purposes of the park and the policies of the Service. Procedures which might result in damage or alteration to Class IV areas will not be permitted. Care should be taken to avoid excessive disturbance or destruction of plantlife, as well as excessive disturbance or harassment of wildlife and aquatic life. In no case will harassment of rare and endangered species be permitted, and undue disturbance thereof must be avoided. (See also *Research Program*, p. 37, *Research Station Policy* section; *Preservation and Display of Natural and Cultural Objects* and *Disposal of Resources*, this page; and *Research*, p. 56, *Wilderness Use and Management Policy* section.)

Preservation and Display of Natural and Cultural Objects

Objects representative of the natural and cultural resources of natural areas may be collected and preserved for study and interpretive purposes. Where objects are not obtainable from the area or additional objects are needed to supplement existing collections, such may be acquired by gift, loan, exchange, purchase, etc., in conformance with legal authorization and existing procedures.

Disposal of Resources

Natural products salvaged as a result of resource management activities and physical development projects that are excess to the management needs of a natural area shall be disposed of in accordance with Federal laws and procedures. Also, natural products salvaged from natural phenomena which adversely affect, or impair, the management of a natural area and which are excess to the management needs of the area, shall be disposed of in accordance with Federal laws and procedures. (See also Act of August 25, 1916, 16 U.S.C. 3; and *Plant and Animal Resources*, p. 17, *Resource Management Policy* section.)

Archeological and historic objects and artifacts shall not be disposed of or removed from the jurisdiction of the Service except in connection with approved educational or research programs. Arrangements for their transfer, loan, or other disposal shall be made in accordance with Federal laws and established procedures. (See also *Sale of Native Handicraft and Artifacts*, p. 51, *Visitor Use Policy* section; and Act of June 8, 1906, 16 U.S.C. 431.)

Aircraft Operations

Where aircraft operations adversely affect the environment of a natural area, the cooperation of agencies exerting flight control over public aircraft will be sought to institute such measures as will minimize or eliminate the disturbance. The use of aircraft in natural areas is permissible in emergency situations involving the saving of human life or protection of threatened park resources, or when the use of aircraft offers significant advantages to area management and such can be accomplished with minimum disturbance to visitor enjoyment. Float-equipped or amphibious aircraft may land in designated water-oriented parks to provide visitor access to selected areas. Landings will be restricted to waters especially designated on the park Master Plan for this use. (See also *Fire Control* and *Rescue and Other Emergency Operations*, p. 56, and *Motorized Equipment*, p. 58, *Wilderness Use and Management Policy* section; and *Airports*, p. 60, *Physical Developments Policy* section.)

Berry Picking

Individuals may gather berries, fruits, mushrooms, and similar edibles for consumption in the area, but not for sale or distribution to others.

Official Records

In conformance with legal authorization and existing procedures, the Service shall make available, upon request, those official records affecting the public. (See also Part 2 of Title 43, Code of Federal Regulations, issued pursuant to the Public Information Act of June 5, 1967 (P.L. 90-23).)

VISITOR USE POLICY

DISCUSSION

The Congress, in the act of August 25, 1916, establishing the National Park Service, charged the Service to “promote and regulate” the use of the parks. Moreover, the Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere Between the United States of America and Other American Republics and Annex (see Treaty Series 981, *Appendix C*) provides, among other things, that: “The Contracting Governments further agree to provide facilities for public recreation and education in national parks consistent with the purposes of this Convention.” Secretary Franklin Lane, in his May 13, 1918, letter to Director Stephen T. Mather, included the following comment on interpretation and conservation education in his administrative policy statement:

The educational, as well as the recreational, use of the national parks should be encouraged in every practicable way. University and high school classes in sciences will find special facilities for their vacation-period studies. Museums containing specimens of wild flowers, shrubs, and trees, and mounted animals, birds, and fish native to the parks, and other exhibits of this character will be established as authorized.

Director Mather implemented Secretary Lane’s policy with the following words:

Like other quests for knowledge, an intelligent study of nature is greatly assisted by direction. Many persons who visit the parks are thoroughly responsive to their influences, but they lack the incentive born of knowledge to delve into a real understanding of things.

The quality of park use depends upon a creative understanding of the park and its resources by the visitor. An imaginative and meaningful information and interpretive program which provides this understanding is essential to park management.

A variety of interpretive and informational activities and facilities is needed, including visitor centers, museums, publications, wayside exhibits, overlooks, and trails.

Appropriate visitor use includes both interpretation and wholesome recreation in an outdoor, natural setting. This does not mean, however, that national parks may accommodate all varieties or unlimited volume of recreational use. Outdoor recreation involves a broad spectrum of activities ranging from participation in outdoor sports to moments of quiet meditation in a solitary walk among the big trees.

A national park is not a scenic location for a golf course, amusement park, or a spectator sports event. Such recreational events have their own "built-in" values and rewards, and need not be enjoyed within a national park.

This is the test—is the activity inspired by, and do its rewards derive from, the natural character and features of the park?

Appropriate park use falls dominantly in the esthetic, cultural, and educational end of the recreational spectrum. Park use should lean heavily upon individual participation and response. Individuals engage as individuals, respond as individuals, even when in a crowd viewing an eruption of Old Faithful.

The goal of interpretive programs should be to create greater awareness and understanding of the natural park environment. In general, interpretation of natural features is more effective in an outdoor, onsite setting.

To "promote and regulate" appropriate park use in accordance with the mandate of the Congress, as set forth in the 1916 Act, requires in most parks a variety of related services which satisfy the health, safety, subsistence, and accommodation of the public. Some of these services are provided by other agents, such as concessioners and other Federal agencies. The important considerations in these matters are:

That appropriate use of the park requires the service.

That geographic or other factors require that the service be provided within the park, rather than outside its boundaries.

ADMINISTRATIVE POLICIES

Visitor Centers

For the purpose of providing orientation and interpretation for visitors, and for other management purposes, visitor center facilities may be developed at appropriate locations. Audiovisual programs, publications, manned and

self-help information desks, maps, and museums may be included, as appropriate, among the interpretive activities provided in visitor centers.

Amphitheaters and Wayside Exhibits

Interpretive facilities for outdoor interpretive programs, such as amphitheaters and wayside exhibits, should be provided where visitor-use patterns, particularly evening use, develop a need. All seats will have backrests.

Education

A broad program to promote environmental education should be a part of the interpretive program; and cooperation with schools, colleges, publishers, and other organizations is encouraged for the purpose of communicating an environmental consciousness both within and beyond the park. (See also *Camping and Campgrounds Policy* section, p. 39.)

Wildlife Observation

Opportunities should be provided for visitors to view park wildlife. Park roads with associated parking overlooks, wildlife trails, improved information techniques, and special publications are encouraged. Those activities which harass wildlife and misuse wildlife habitat should be avoided.

Interpretive Trails

A variety of interpretive trails—nature and history, self-guiding and motor trails—are desirable. The concept of one-way motor nature trails, with ample turnouts, small overlooks, and short (usually one-quarter of a mile) self-guiding walks shall be encouraged. The use of existing administrative roads for this purpose, either on a self-guiding basis or by personally conducted motor caravans, should be permitted where appropriate. Trailheads, from which trail use can begin, should be provided. (See also *Off-road Use of Motorized Equipment*, p. 18, *Resource Management Policy* section; *Motorized Equipment*, p. 58, *Wilderness Use and Management Policy* section; and *Road and Trail Policy* section, p. 63.)

Recreation Activities

In natural areas, outdoor recreation activities, such as hiking, mountain climbing, bicycling, horseback riding, sightseeing, water-oriented activities, winter-use activities, nature observation, photography, camping, picnicking, and similar activities that can be accommodated without material alteration or disturbance of environmental characteristics or the introduction of undue artificiality into a natural environment are to be encouraged, and provision shall be made to facilitate public participation in them. Water-oriented recreation activities shall be governed by applicable Federal, State, and local laws

and regulations. Vessels that are to be used as residential facilities may not be placed on waters under the jurisdiction of the Service in natural areas. (See also *Boating*, p. 57, *Wilderness Use and Management Policy* section; and *Residential Facilities*, p. 61, *Physical Developments Policy* section.)

Special Events

The use of lands or facilities of natural areas for organized athletic events or competitive recreational events characterized as public spectator attractions should not be permitted. Pageants, anniversary observances, and the like, may be permitted when there is a meaningful association between the area and the event, and its observance contributes significantly to visitor understanding and enjoyment and when it can be staged without undue impact on the area's resources. (See also *Public Assembly*, p. 52, this section.)

Concessions and Concessioners

Concession and other business operations in natural areas are authorized under the act of August 25, 1916 (39 Stat. 535), as amended. The congressionally approved concession policies (P.L. 89-249, 89th Cong.) are set forth in Appendix F. The standard contract language approved by the Secretary is incorporated in the Service's "Concessions Management Handbook." Administrative policies dealing with subjects in addition to those in the congressionally approved policies are as follows:

1. *Site Selection and Construction of Concession Facilities.* (See *Concession Facilities*, p. 61, *Physical Developments Policy* section.)

2. *Government Development of Concession Facilities.* When there is no response from a prospectus, and the facilities are necessary for the accommodation of park visitors, such facilities may be provided by the Government with appropriated funds and made available to responsible private parties for operation. Except in emergency situations, the Government should not engage in the direct operation of concession facilities.

3. *Maintenance of Government-owned Facilities.* Concessioners should be required to maintain all government-owned facilities used in concession operations. To this end, annual maintenance programs shall be required during the term of the contract. Concessioners should not be granted possessory interest in capital improvements made to Government-owned facilities. Where capital improvements, as distinguished from maintenance, are necessary, they may be made by the Government, if adequate funds are available, or, if made by the concessioner, should be amortized to avoid dual ownership interests.

4. *Insurance.* Concessioners should carry such insurance against losses by fire, or other casualty of Government-owned facilities, public liability, employee liability, and other hazards as is customary among prudent operators of similar businesses under comparable circumstances.

5. *Employees.* Concessioners should have affirmative action programs to

assure equal employment opportunities and adhere to the Department's labor standards and to applicable Federal and State labor laws.

6. *Nondiscrimination in Service.* Concessioners and their employees may not discriminate against any individual because of race, creed, color, sex, or national origin.

7. *Advertising of Facilities and Services.* Advertising of facilities and services should be descriptive, accurate, and in good taste. Billboard advertising is discouraged. (See also *Advertising*, p. 51, this section.)

8. *Merchandise.* The merchandise sold in natural areas is to be limited to those items and services appropriate and necessary for public use and enjoyment of the areas. All souvenirs and other merchandise offered for sale to visitors must be in good taste. (See also *Sale of Native Handicraft and Artifacts*, p. 51, this section.)

9. *Alcoholic Beverages.* The sale of alcoholic beverages may be permitted in natural areas, subject to applicable Service regulations and State laws.

10. *Conventions.* The use of concession facilities for conventions, group meetings, and the like, during seasons of heavy vacation travel, should be discouraged.

11. *Overnight Accommodations.* The concessioners shall maintain a reasonable proportion of their accommodations as low-priced accommodations.

12. *Establishment of Concessions.* Concession services and facilities are authorized within the natural areas only when necessary and appropriate for the public use and enjoyment of the area, consistent with their preservation and conservation. Where adequate facilities and services exist or can be developed by private enterprise outside such areas, such shall not be provided within the natural areas.

13. *Quality of Service.* Services offered to the public by concessioners must be satisfactory as judged by recognized standards and the rates for such services must be reasonable as judged by statutory criteria.

Safety and Public Health

The recommended standards for safety and public health prescribed by Federal, State, or local authorities having jurisdiction shall be observed in providing for the health, safety, and well-being of visitors and those employed in natural areas. (See also Recreation Advisory Council Circular No. 3, Policy Governing the Water Pollution and Public Health Aspects of Outdoor Recreation, *Appendix G.*)

Safety equipment such as fire hydrants and standpipes should be carefully planned and located to prevent impairment of the scenic and scientific values of natural areas. Facilities such as viewing platforms, outdoor stairs, trails, and railings, if they are essential, should be as unobtrusive as possible so as to minimize or eliminate the adverse effect of such installations on the integrity and interpretation of the area. Moreover, visitor aids such as handrails and paint strips will be avoided in historic structures unless they are part of the historical architecture or furnishings.

Sale of Native Handicraft and Artifacts

The sale of appropriate handicraft articles associated with or interpretive of an area is encouraged. Such articles shall be clearly labeled as to origin and displayed separately from commercially or mechanically produced souvenirs. Archeological specimens or objects of American Indian origin, such as pottery or arrowheads more than 100 years old, may not be sold regardless of their place of origin. (See also *Concession and Concessioners*, p. 49, this section.)

Motion Pictures and Still Photography

The making of still and motion pictures involving the use of professional casts, settings, and crews may be permitted under conditions which protect and perpetuate the integrity of the area in the end product and minimize the impact on the resources and the public's normal use of the area. (See also Departmental Regulations, Part 5, Title 43, Code of Federal Regulations.)

Advertising

The Service and its concessioners may participate in signing and other public information programs to the extent necessary to acquaint the public with means of access to the areas it administers and with the facilities and services available in them. (See also *Concessions and Concessioners*, p. 49, this section.)

Religious Services

Where facilities for organized worship are not readily available in nearby communities, the Service will cooperate with established groups and organizations by permitting the use of Government-owned facilities for worship services, when it does not interfere with needful use of such facilities for their primary purpose. Concessioners may be permitted to cooperate with such groups in similar circumstances. (See also *Concessions and Concessioners*, p. 49, this section.)

Cooperating Associations

Formation and operation of cooperating associations or agencies of existing associations to facilitate the conservation education and interpretive programs of an area, as authorized under Public Law 633, August 7, 1946, shall be encouraged where they contribute to the management of the area.

Fishing

(See *Fishing*, p. 25, *Fish and Wildlife Management Policy* section; and *Boating*, p. 57, *Wilderness Use and Management Policy* section.)

Public Assembly

The use of natural areas for public gatherings, meetings, and other forms of expressing viewpoints on social, economic, and political questions is guaranteed by the Constitution of the United States. Solicitor Frank J. Barry expressed this guarantee of expression as follows in a memorandum of March 23, 1965 (see *Appendix K* for full text of memorandum):

The First Amendment of the Constitution of the United States expressly forbids legislation by Congress "abridging the freedom of speech, or of the press, or the right of the people peaceably to assemble, and to petition the Government for redress of grievances."

Any authority the Secretary of the Interior has to promulgate Regulations is by delegation from Congress. Any limitations on the power of the Congress to legislate would follow such delegation and limit the power of the Executive Branch.

The Supreme Court has recognized that governments must have police power to prevent violence and to protect the safety of persons, property, and other important public and private interests. Such police power, however, cannot justify denial to anyone of the rights guaranteed by the First Amendment merely because such denial tends to prevent the disorders feared. To hold that all speech or any speech can be suppressed or that all gatherings or any gatherings can be forbidden because speech and public gatherings might start arguments or disrupt traffic, all of which might result in someone being inconvenienced or being made uncomfortable would make the guarantees of the Bill of Rights empty phrases without force.

Consistent with this legal interpretation of constitutionally guaranteed rights, the Service observes the following administrative policy concerning demonstrations and other forms of peaceable assembly and freedom of speech:

1. Demonstrations in the exercise of rights guaranteed by the First Amendment of the Constitution to peaceably assemble and to speak on social, economic, and political matters will be permitted in areas administered by the Department that are open to the public.
2. Demonstrations may include, but need not be limited to, rallies, parades, marches, speeches, or picketing with or without signs.
3. Personnel administering areas shall cooperate with the apparent leadership of demonstrating groups regarding their use of the area. An effort may be made to get the groups to voluntarily agree to limit the number of persons involved, in the interest of minimizing public inconvenience, and to limit the duration of the demonstration.
4. Although law enforcement personnel should be available to maintain law and order, representatives of the Department or its agencies should not initiate any action against demonstrators prior to a breach of the peace, such as overt physical violence against persons or property.
5. Areas shall not be closed during the hours they are normally scheduled to be open, solely to avoid an expected demonstration in the area or to attempt to restrict a demonstration in progress. Demonstrators will not be

forcibly removed in the absence of any breach of the peace committed by them, except after consultation with and approval of the Director.

6. Permits for the use of areas for demonstrations shall be granted on a "first come, first served" basis. Use of a permit system will allow those administering an area to be prepared to accommodate the group which may appear. The issuance of a permit would also serve to avoid possible conflict in the desire of more than one group to use a given area at the same time. Permits will not be denied upon the presumption that speeches or public gatherings would result in a breach of the peace, or would interfere with the comfort, convenience, and interest of the general public, or would disrupt the normal use of the area. Generally, the foregoing will provide every individual or group an opportunity to obtain a permit for a demonstration or assembly. Failure to obtain a permit will not in itself be cause for action leading to prosecution, except after consultation with, and approval of, the Director.

In implementing these policy guidelines, superintendents and their key personnel will develop and maintain close and consistent working relationships with other nearby Federal, State, and local officials and the leadership of local human relations councils in the communities in which they exist. Meetings with law enforcement and other civic officials should be directed to cooperative efforts with them—(a) to exchange information concerning anticipated demonstrations or meetings; (b) to develop arrangements with the leadership of any group planning to demonstrate; (c) to provide for the protection of the rights of participants; and (d) to assure that the demonstration will be conducted in a peaceful and orderly manner. Such contacts will provide an opportunity to explain to community leaders and other officials our policies with respect to demonstrations and meetings.

The Service will be constantly mindful of the responsibility to protect the rights of all visitors and equally alert to provide for the safety of all persons as well as public and private property, in implementing the assurance of the right of peaceable assembly and free speech. Nothing herein contained shall be construed as preventing the arrest by any peace officer of any individual committing or attempting to commit a criminal act. By the same token, Service personnel on duty at an area in which a demonstration is conducted should not in any way associate themselves either with those conducting the demonstration or with those who may oppose it. (See also Title 36, Code of Federal Regulations; and *Special Events*, p. 49, and *Conventions*, p. 50, this section.)

WILDERNESS USE AND MANAGEMENT POLICY

DISCUSSION

From the time that Yellowstone National Park was established in 1872, wilderness preservation has undergirded the management of our National Park System. The national park movement has been a focal point and fountainhead for an evolving wilderness philosophy within our country for almost a century.

It is a fundamental tenet of national park management, moreover, that where other uses have impaired past wilderness values, the national parks and monuments are managed to restore the wilderness character of these areas by the removal of adverse uses.

For example, about 70 years ago the famous wilderness of Sequoia National Park was perilously close to permanent destruction. So thoroughly had sheep done their work that once lush alpine meadows and grasslands were dusty flats. Eroded gullies were everywhere. Much of the climax vegetation was gone, and the High Sierra was virtually impassable to stock parties due to scarcity of feed. In 1893, the acting superintendent of Sequoia National Park recommended that cavalry be replaced by infantry. No natural forage was available for horses!

Today, under National Park Service management, Sequoia National Park contains wilderness comparable to any other national park. And, in spite of increasing public use, these areas are in a less damaged condition today

than they were more than 70 years ago. (See also *Resource Management*, p. 15.)

To become a unit of the National Wilderness Preservation System, each national park or monument wilderness must be designated by the Congress. In order to be so designated, each proposed wilderness unit must be clearly identified so that its boundaries may be legally described in the legislation. Thus, the Wilderness Act requires that the Service, hereafter, clearly identify and appropriately describe the boundaries of those lands that are to be recommended to the Congress for wilderness designation, rather than following past Service practice of referring to all undeveloped lands in a park as "wilderness" or "back country." Importantly, however, the Wilderness Act of 1964 does not establish any new standards or criteria for national park wilderness use and management to replace the old and time-tested concepts enunciated by the Congress for the natural areas of the National Park System and implanted by the Service. For example, the Wilderness Act specifically provides that:

Nothing in this Act shall modify the statutory authority under which units of the National Park System are created.

The Wilderness Act of 1964 recognizes, moreover, that all lands which may be included in the National Wilderness Preservation System are not to be managed alike. For example, the Wilderness Act provides for certain multiple uses in wilderness areas of the national forests designated by the act, such as existing grazing; mineral prospecting until 1984 and mining (with authority to construct transmission lines, waterlines, telephone lines, and utilize timber for such activities); and water conservation and power projects as authorized by the President.

No such lowering of park values is contemplated by the Wilderness Act for national park wilderness, since that act provides, in part, that:

* * * the designation of any area of any park * * * as a wilderness area pursuant to this Act shall in no manner lower the standards evolved for the use and preservation of such park * * * in accordance with the Act of August 25, 1916, [and] the statutory authority under which the area was created * * *.

Moreover, the status of those national parklands not included by the Congress in the National Wilderness Preservation System remains unique pursuant to previously existing National Park Service legislation, for the Wilderness Act does not contemplate the lowering of park values of these remaining parklands not designated legislatively as "wilderness," nor does the management of such lands compete with any other resource use.

Of course, when Congress designates wilderness areas within the national parks and monuments for inclusion in the National Wilderness Preservation System, it may prescribe such standards and criteria for their use and management as it deems advisable.

ADMINISTRATIVE POLICIES

Management Facilities, Practices, and Uses

Only those structures, management practices, and uses necessary for management and preservation of the wilderness qualities of an area will be permitted. These would include, but need not be limited to, patrol cabins and limited facilities associated with saddle and pack stock control. (See also *Physical Developments Policy* section, p. 59, and *Road and Trail Policy* section, p. 63.)

Fire Control

Wildfire will be controlled as necessary to prevent unacceptable loss of wilderness values, loss of life, damage to property, and the spread of wildfire to lands outside the wilderness. Use of fire lookout towers, fire roads, tool caches, aircraft, motorboats, and motorized fire-fighting equipment would be permitted for such control.

Insect and Disease Control

(See *Forest Insect and Disease Control*, p. 20, *Resource Management Policy* section.)

Rescue and Other Emergency Operations

In emergency situations involving the health and safety of persons and to meet recognized management needs, use of aircraft, motorboats, or other motorized or mechanical equipment will be permitted. (See *Aircraft Operations*, p. 45, *Resource Use Policy* section.)

Regulation of Excess Wildlife Population

Population control through natural predation will be encouraged. Trapping and transplanting of excess animals will be practiced by park personnel as necessary. If these prove insufficient, direct reduction by park personnel would be instituted. (See also *Wildlife Management Program*, p. 25, *Fish and Wildlife Management Policy* section.)

Non-native Plants and Animals

Non-native species of plants and animals will be eliminated where it is possible to do so by approved methods which will preserve wilderness qualities.

Research

The Service, recognizing the scientific value of wilderness areas as natural outdoor laboratories, would encourage those kinds of research and data gathering which require such areas for their accomplishment. The Service may establish reasonable limitations to control the size of the area which may be used for varying types of research projects within national park

wilderness, and projects exceeding those limitations would be subject to approval by the Director. (See also *Research Station Policy* section, p. 36.)

Fishing

Fishing is an appropriate use and will be permitted under applicable rules and regulations. (See also *Boating*, this page; and *Fishing*, p. 25, *Fish and Wildlife Management Policy* section.)

Visitor Use Structures and Facilities

Primitive trails for foot and horse travel are acceptable. Narrow trails which blend into the landscape will be allowed in wilderness, with foot-bridges and horsebridges where they are essential to visitor safety. Stock-holding corrals or discreetly placed drift fences will be permissible if needed in the interest of protection of wilderness values. No improvements will be permitted that are primarily for the comfort and convenience of visitors, such as developed campgrounds and picnic facilities. However, trailside shelters may be permitted where they are needed for the protection of wilderness values.

Boating

Boating, except with motorboats and airboats, is an acceptable use of park wilderness. (See also *Recreation Activities*, p. 48, *Visitor Use Policy* section, and *Navigation Aids*, p. 60, *Physical Developments Policy* section.)

Commercial Services

Saddle and pack stock and guided boat trips in water areas are acceptable uses, but the number, nature, and extent of these services will be carefully controlled through regulations and permits so as to protect the wilderness values. (See also *Concessions and Concessioners*, p. 49, *Visitor Use Policy* section.)

Mining and Prospecting

These uses will not be permitted in national park wilderness. Where these activities are expressly authorized by statute, the area in question will be recommended for wilderness only with provisos that such activities be discontinued and the authorization be revoked. Actively operated claims, based on valid existing rights, will be excluded from the proposed wilderness. It will be the policy to phase out existing active mining claims and acquire the lands involved. When this is accomplished, such lands will be proposed for designation as wilderness if they otherwise meet the criteria for such areas. (See also *Mineral Exploration, Mineral Leasing, and Mining*, p. 20, *Resource Management Policy* section.)

Inholdings

Unless acquisition by the United States is assured, inholdings will be excluded from the area classified as wilderness. It will be the policy to acquire such inholdings as rapidly as possible, and as they are acquired, the lands will

be proposed for designation as wilderness if they otherwise meet the criteria for such area. (See also *Land and Water Rights Acquisition Policy* section, p. 27.)

Water Development Projects

Such projects, whether for improvement of navigation, flood control, irrigation, power, or other multiple purposes, are not acceptable in wilderness. Where these activities are authorized by statute, the area in question will be recommended for wilderness only with the proviso that such authorization be discontinued. (See also *Recreation Activities*, p. 48, *Visitor Use Policy* section.)

Grazing

Grazing is not an acceptable use in national park wilderness. Except where grazing is conducted under permits which may be expected to expire at a fixed or determinable date in advance of legislative action on a wilderness proposal, lands utilized for that purpose will not be proposed for wilderness designation. It will be the policy to phase out such operations as rapidly as possible, and as this is done, the lands will be proposed for designation as wilderness if they otherwise meet the criteria for such areas. (See also *Grazing and Agricultural Uses*, p. 18, *Resource Management Policy* section; and *Land Classification*, p. 32, *Master Plan Policy* section.)

Timber Harvesting

This will not be permitted in national park wilderness.

Hunting

Public hunting will not be permitted in national park wilderness. (See also *Fish and Wildlife Management Policy* section, p. 22.)

Motorized Equipment

The use of aircraft for airdrops or for other purposes, and the use of motorized trail vehicles, generators, and similar devices will not be permitted in national park wilderness, except as otherwise provided herein to meet the needs of management. (See also *Fire Control* and *Rescue and Other Emergency Operations*, p. 56, this section; *Off-road Use of Motorized Equipment*, p. 18, *Resource Management Policy* section; *Wildlife Observation and Interpretive Trails*, p. 48, *Visitor Use Policy* section and *Trail Use*, p. 66, *Road and Trail Policy* section.)

Roads and Utilities

Public use roads and utility line rights-of-way are not permitted. (See also *Nonpark Uses and Developments* and *Utilities*, p. 62, *Physical Developments Policy* section.)

part III

PHYSICAL DEVELOPMENTS POLICY

DISCUSSION

Physical developments within natural areas should be limited to those that are necessary for adequate management and appropriate park use and enjoyment. Moreover, these necessary facilities should be provided only under carefully controlled safeguards against unregulated and indiscriminate use so that the least damage to park values will be caused. The location, design, and materials, to the highest practicable degree, should be consistent with the preservation and conservation of the grandeur of the natural environment. (See also *Recreation Activities*, p. 48, *Visitor Use Policy* section.)

Administrative facilities, including roads and trails, are needed in all areas for proper management. In most areas, public accommodations, such as restaurants, overnight lodges, and campgrounds, are needed so that the public may have adequate opportunity to enjoy and use the parks that have been set aside for them by the Congress. The types of physical developments, as well as the extensiveness and intensity of such developments, are discussed under the *Master Plan Policy* section, p. 31, and *Wilderness Use and Management Policy* section, p. 54.

Such appropriate facilities, if wisely located, designed, and constructed, can serve, moreover, to protect park values by focusing and directing the use of the park. For example, a road, a trail, a formal campground, or needed concession facility can serve to channel use in specific locations,

thus preventing indiscriminate use of a larger area which could damage or destroy some of the very values for which the park has been dedicated and set aside.

It is estimated that in Yellowstone National Park—an area larger than Delaware and Rhode Island combined—lands devoted to such physical developments amount to less than 3 percent of park acreage. The road system in Yellowstone National Park is mostly unchanged since 1908. Yet, these limited lands absorb 95 percent, or more, of the public use and visitation to Yellowstone. In Sequoia National Park, lands devoted to such physical developments amount to less than 2 percent of the total acreage and, likewise, absorb 95 percent or more of all public use.

Facilities can be made to be compatible with the natural environment; those which are in discord with their surroundings can be avoided. It is the purpose of the administrative policies which guide the Service in its physical development programs to achieve this objective.

ADMINISTRATIVE POLICIES

Architectural Theme

Only those physical facilities needed for management and appropriate public use and enjoyment shall be provided in a natural area and then only at sites designated on the approved Master Plan for the area. An architectural theme (statement of design philosophy) shall be prepared for each park or monument or, where desirable, for each major development site within each park or monument. Particular attention shall be devoted to the harmonizing of such developments with their natural environment, consistent with utility and with economical construction and maintenance costs. In all cases, maximum creativity in design and materials—preferably those native to the region or locality—shall be used to insure that the manmade facility is subservient to, and not competitive with, or dominant of, the natural features of the area. (See also *Management Facilities, Practices, and Uses*, p. 56, and *Visitor Use Structures and Facilities*, p. 57, *Wilderness Use and Management Policy* section; and *Construction Materials*, p. 61, this section.)

Airports

The Service encourages the location of needed commercial airport facilities and services outside of natural areas. (See also *Aircraft Operations*, p. 45, *Resource Use Policy* section.)

Navigation Aids

Needed navigation aids should be planned in collaboration with the U.S. Coast Guard and should be installed and used in conformity with the standards established by that agency. (See also *Safety and Public Health*, p. 50, *Visitor Use Policy* section; and *Boating*, p. 57, *Wilderness Use and Management Policy* section.)

Memorials

Monuments or plaques of a memorial nature commemorating individuals or events may be erected in a natural area or physical features therein may be named for individuals when the association between the area and the individual or event is of transcendent importance. Except for existing memorializations, generally, no individual should be so honored during his lifetime. (See the statement of policy of U.S. Board of Geographic Names for applying names of persons to natural features, and guidelines of National Park Service for making recommendations on geographic name proposals: *Appendixes I and J*, respectively.)

Construction Materials

Materials recovered from approved construction sites in a natural area may be used for construction or maintenance projects within the area. If such materials are not obtainable from a construction site, they may be obtained from other sites in the area only when local conditions make importation of the materials impractical. (See also *Architectural Theme*, p. 60, this section; and *Borrow Pits*, p. 67, *Road and Trail Policy* section.)

Residential Facilities

The use of Federal lands in natural areas for permanent or seasonal residences shall be permitted only when required to house those persons engaged in onsite public services or protection of property. The provision of housing for Federal employees shall be in accordance with Bureau of the Budget Policy Circular No. 18, October 18, 1957. (See also *Campground Operation*, p. 41, *Camping and Campgrounds Policy* section; and *Recreation Activities*, p. 48, *Visitor Use Policy* section.)

Concession Facilities

The number of sites and the locations and sizes of the tracts of land assigned for necessary accommodations shall be held to the minimum essential to the proper and satisfactory operation of the accommodations authorized to be installed and operated. Moreover, such developments as are permitted shall be constructed so as to be as harmonious as possible with their surroundings. To this end, plans and specifications for buildings and other structures to be erected by the concessioners shall be prepared at the expense of the concessioners and submitted to the Service for approval before construction is begun. Such plans, when approved, shall be adhered to by the concessioners in erecting the structures authorized. (See also *Concessions and Concessioners*, p. 49, *Visitor Use Policy* section.)

Maintenance

Physical facilities shall be maintained and operated in the condition or state equivalent to that existing when the facility was completed, or the state to which subsequently modified by alteration or betterment to the end that such physical facilities may be continuously used for their intended purpose.

Landscape Management

(See *Landscape Management*, p. 19, *Resource Management Policy* section.)

Utilities

Utility lines should be placed underground, except where to do so causes excessive damage to the natural ecological associations of the area. When placed above ground, utility lines and appurtenant structures should be carefully planned and located to minimize their impact on park resources and visitor enjoyment of the natural esthetic scene. Wherever possible, utilities should be included in the transportation corridor. (See also *Roads and Utilities*, p. 58, *Wilderness Use and Management Policy* section.)

Nonpark Uses and Developments

Except where they involve existing rights recognized in legislation or agreement prior to the establishment of the area, or where they are authorized as being clearly in the national interest after all reasonable alternatives have been exhausted, the installation of electrical power transmission lines, gas and oil pipelines, railroads, nonpark roads and highways, and other structures and facilities not directly related to park management and visitor use should be discouraged. When it is necessary to authorize electrical power transmission lines, the authorization will conform to the applicable requirements and stipulations of Section 2234.4, Title 43, Code of Federal Regulations. Where such nonpark uses exist, or where they may be authorized in the foregoing circumstances, they should be eliminated as rapidly as possible through orderly and cooperative procedures with the permittees concerned. (See also *Roads and Utilities and Water Development Projects*, p. 58, *Wilderness Use and Management Policy* section.)

Special Uses of Government-owned Property

Authorizations for special uses of Government-owned property (lands, structures, or other facilities) administered by the Service shall be reduced to writing, utilizing forms prescribed by the Service for such purposes. (See also *Concessions and Concessioners*, p. 49, *Visitor Use Policy* section; *Nonpark Uses and Developments*, this page; and *Appendix F*.)

Fees

Except for exclusions specifically authorized, appropriate fees shall be charged for authorizations for special uses of Government-owned property administered by the Service. (See also Bureau of the Budget Circular No. A-25, September 23, 1959; *Concessions and Concessioners*, p. 49, *Visitor Use Policy* section; *Appendix F*; and applicable volumes of the National Park Service handbook series.)

ROAD AND TRAIL POLICY

DISCUSSION

In his letter of May 13, 1918, to Director Mather, Secretary Lane directed that "Every opportunity should be afforded the public, wherever possible, to enjoy the national parks in the manner that best satisfies the individual taste. Automobiles and motorcycles will be permitted in all of the national parks; in fact, the parks will be kept accessible by any means practicable."

In an interpretation of this policy many years ago, Director Mather stated:

It is not the plan to have the parks gridironed by roads, but in each it is desired to make a good sensible road system so that visitors may have a good chance to enjoy them. At the same time, large sections of each park will be kept in a natural wilderness state without piercing feeder roads and will be accessible by trails by the horseback rider and hiker.

When Secretary Lane issued his directive, the National Park System contained 39 national parks and monuments. Annual visits to all areas of the System were approximately 455,000. There were about 5,500,000 automobiles in the United States, and our annual rate of production was about 940,000. Our population was estimated at 103,000,000. The workweek averaged more than 46 hours. Ease of travel by air and overland via the Interstate Highway System did not exist.

The National Park System now includes more than 275 areas. Annual visitation approaches 150,000,000. With increasing leisure time, expanding population, improved transcontinental highways, and the growing popularity of recreational driving, it is to be expected that visits to the parks

will continue to increase. Admittedly, automobile crowding during short periods in some of the Nation's parklands impairs a meaningful, quality park experience on such occasions.

Of equal significance, horseback use of the trails in many parks is increasing at a rate as rapidly as, or more than, automobile traffic. Moreover, the parties are increasing in size. The extensiveness of this use, as well as its intensity, is having a serious impact on the park values of many areas. To preserve park values, some regulatory controls may be necessary.

The Director of the National Park Service, on September 8, 1967, asked a committee of distinguished scientists, conservationists, and park planners to undertake a study of this critical segment of park management. The committee report is included in Appendix H. The report, approved by the Director and by the Secretary of the Interior, deserves careful study by all park planners and managers.

ADMINISTRATIVE POLICIES

Road System

In each area there should be a "good, sensible road system" to serve the needs of management and the reasonable requirements of appropriate park visitor use and enjoyment. Within the road system may be provided: major park roads; minor park roads; special-purpose roads; interpretive (motor nature) roads; administrative roads, and parkways. Two-way roads should be deemphasized and one-way roads should be emphasized. (See also *One-way Roads* and *Interpretive (Motor Nature) Roads*, p. 67, this section.)

Nonpark Roads and Highways

(See *Nonpark Uses and Developments*, p. 62, *Physical Developments Policy* section.)

Traffic Management

The aim of traffic management of park roads should be to enhance the quality of a park experience to be derived from viewing natural features and not to expedite the maximum flow of automobile traffic through an area. To this end, every effort shall be made in cooperation with the States and the Bureau of Public Roads to eliminate designated U.S. highways from the parks and minimize the impact of cross-country through traffic. Where traffic volumes and safety standards indicate the necessity therefor, speed limits should be lowered below design speed to achieve safe travel. Moreover, existing two-way roads may be converted to one-way roads to achieve safe travel. During the short periods when automotive traffic may exceed the safe capacity of the road system, shuttle-bus service should be instituted to relieve the congestion in places of heavy visitor concentrations. Arrangements for such service shall be made with authorized transportation concessioners. (See *Concessions*

and Concessioners, p. 49, *Visitor Use Policy* section.) To facilitate traffic movement and to achieve safe travel, special-purpose vehicles may be required by regulation to use park roads during hours other than peak travel hours. Vehicles that cannot safely negotiate park roads—either because of size or length of vehicle—should be prohibited by regulation.

Routing of Roads

In deciding upon road locations, maximum advantage should be taken of interpretive and scenic values. A professional ecological determination must be made that the resulting effects on park values—including such aspects as wildlife habitat and mobility, drainage, stream flow, and the climatic effects of paved areas—will be minimal. A professional determination must be made that the means of transportation, and its location, will provide maximum opportunity for visitor enjoyment and appreciation of park resources. The encouragement of such activities as viewing wildlife, photography, hiking, and nature walks will be influential in determining actual locations. The routing of all roads and the plans for construction and reconstruction of all roads shall be guided by field determinations of the Chief Scientist and the Director, Harpers Ferry Center.

Alternative Methods of Transportation

Analysis of all potentially useful modes of transportation should be continued. Feasible alternatives to road transportation should receive experimentation in areas in which serious circulation problems now exist or in which access has not yet been provided. Opportunity should be taken also to encourage the safe use of waterways for access.

Road Design

An esthetically pleasing road is one which lies lightly upon the land utilizing natural support wherever possible. Moreover, heavy cuts and fills must be avoided. In effect, the road is molded to the terrain through which and upon which it is passing. Monotony is avoided, and maximum advantage taken of park values, by eliminating long tangents, by changes in elevation, and by developing viewpoints and overlooks, as well as by providing close-range views of local scenes. The road should, in fact, strive to maintain a continuing sense of intimacy with the countryside through which it is passing.

In forested terrain, clearing limits should be carefully controlled and selective cutting should be used to produce variation and indentation in the tree line. Retaining walls can reduce the height and extent of cut-and-fill slopes. In heavy mountainous terrain and under certain other conditions, serious consideration should be given to the use of trestles or bridges, tunnels, and half-viaduct sections to reduce scarring.

Ample turnouts, overlooks, and trail connections should be provided to facilitate leisurely visitor enjoyment of natural features and to encourage visitors to leave their automobiles to more thoroughly experience the park.

Ditches, slopes, structures, vertical alignment, design speed, and roadway widths shall not exceed the standards set forth in Appendix H.

With respect to design speed standards, curves having a design speed of less than 25 miles per hour are to be encouraged when their use will reduce scarring or enhance visitor enjoyment of scenic or other natural resources. Moreover, a design objective for roads in natural areas is to achieve a roadway that restricts speed of passenger automobiles on all sections to not more than 35 miles per hour. Creative use should be made of vertical alignment, curve layout, and other engineering techniques to accomplish this objective. Special-purpose vehicles which cannot safely and conveniently negotiate such park roads may be required by park regulation to travel at other than peak travel hours or they may be prohibited from using such roads. (See also *Road Surfaces and Materials*, this page.)

Interpretive Trails

(See *Interpretive Trails*, p. 48, *Visitor Use Policy* section.)

Trail Use

Where volume of use warrants, separate trails should be provided for foot and horse use. Moreover, where intensity of use threatens park values, limitations on size of parties and on frequency of trips to specific locations may be imposed. (See also *Off-road Use of Motorized Equipment*, p. 18, *Resource Management Policy* section; *Campground Operation*, p. 41, *Camping and Campgrounds Policy* section; *Wildlife Observation*, p. 48, *Visitor Use Policy* section; and *Motorized Equipment*, p. 58, *Wilderness Use and Management Policy* section.)

Parking Areas

The placement of parking areas where they intrude, by sight or sound, on significant features, must be avoided. Moreover, the size of parking areas should be as small as possible while still allowing for effective operation. Where large parking areas are needed, they should be broken up with plantings and screenings, if possible. (See also *Road Surfaces and Materials*, this page.)

Signs

Roadside signing, whether regulatory, informational, or interpretive, is an integral part of the visitor experience, as well as road design. Care should be exercised to insure that the quality and design of all signing enhance the visitor experience.

Road Surfaces and Materials

The color of materials used in road construction will be chosen to harmonize with the general character of the landscape. Chips used for periodic sealing

and repair should be selected from appropriate rock material sources. A particular effort should be made to avoid “black top” in sensitive areas, such as in the vicinity of cultural resources and natural features. The above is equally applicable to parking areas.

Trail Surfaces and Materials

(See *Road Surfaces and Materials*, p. 66, this section.) Additionally, elevated boardwalks, such as Anhinga Trail, are effective solutions.

Borrow Pits

Only when economic factors make it totally impractical to import road material will borrow pits be created in the parks, or present pits further utilized, unless located in washes or other places where natural factors will eradicate the scar. (See also *Construction Materials*, p. 61, *Physical Developments Policy* section.)

One-way Roads

In general, the philosophy should be followed that the primary park purposes of preservation, enjoyment, and interpretation are collectively served better by one-way roads than by two-way roads (major and minor park roads and parkways). Accordingly, one-way roads should be constructed in preference to two-way roads wherever practicable. (See also *Road System*, p. 64, this section.)

Interpretive (Motor Nature) Roads

To disperse the traffic load and to increase visitor enjoyment, efforts should be made to convert existing roadbeds—such as abandoned roads and railroads, fire roads, administrative roads—into interpretive roads or motor nature trails. Their use for this purpose is encouraged. These low-speed, often one-way roads, with ample parking, viewing, and trail opportunities, encourage visitors to explore the scenery and features at a leisurely pace. (See also *Road System*, p. 64, this section.)

appendix A-1

**UNITED STATES
DEPARTMENT OF THE INTERIOR
Washington, D.C.**

May 13, 1918

Mr. Stephen T. Mather
Director
National Park Service

Dear Mr. Mather:

The National Park Service has been established as a bureau of this Department just one year. During this period our efforts have been chiefly directed toward the building of an effective organization while engaged in the performance of duties relating to the administration, protection, and improvement of the national parks and monuments, as required by law. This constructive work is now completed. The New Service is fully organized; its personnel has been carefully chosen; it has been conveniently and comfortably situated in the new Interior Department Building; and it has been splendidly equipped for the quick and effective transaction of its business.

For the information of the public, an outline of the administrative policy to which the new Service will adhere may now be announced. This policy is based on three broad principles: First, that the national parks must be maintained in absolutely unimpaired form for the use of future generations as well as those of our own time; second, that they are set apart for the use, observation, health, and pleasure of the people; and third, that the national interest must dictate all decisions affecting public or private enterprise in the parks.

Every activity of the Service is subordinate to the duties imposed upon it to faithfully preserve the parks for posterity in essentially their natural state. The commercial use of these reservations, except as specially authorized by law, or such as may be incidental to the accommodation and entertainment of visitors, will not be permitted under any circumstances.

In all of the national parks except Yellowstone you may permit the grazing of cattle in isolated regions not frequented by visitors, and where no injury to the natural features of the parks may result from such use. The grazing of sheep, however, must not be permitted in any national park.

In leasing lands for the operation of hotels, camps, transportation facilities, or other public service under strict Government control, concessioners should be confined to tracts no larger than absolutely necessary for the purpose of their enterprises.

You should not permit the leasing of park lands for summer homes. It is conceivable, and even exceedingly probable, that within a few years under a policy of permitting the establishment of summer homes in national parks, these reservations might become so generally settled as to exclude the public from convenient access to their streams, lakes, and other natural features, and thus destroy the very basis upon which this national playground system is being constructed.

You should not permit the cutting of trees except where timber is needed in the construction of buildings or other improvements within the park and can be removed without injury to the forests or disfigurement of the landscape, where the thinning of forests or cutting of vistas will improve the scenic features of the parks, or where their destruction is necessary to eliminate insect infestations or diseases common to forests and shrubs.

In the construction of roads, trails, buildings, and other improvements, particular attention must be devoted always to the harmonizing of these improvements with the landscape. This is a most important item in our program of development and requires the employment of trained engineers who either possess a knowledge of landscape architecture or have a proper appreciation of the esthetic value of park lands. All improvements will be carried out in accordance with a preconceived plan developed with special reference to the preservation of the landscape, and comprehensive plans for future development of the national parks on an adequate scale will be prepared as funds are available for this purpose.

Wherever the Federal Government has exclusive jurisdiction over national parks, it is clear that more effective measures for the protection of the parks can be taken. The Federal Government has exclusive jurisdiction over the national parks in the States of Arkansas, Oklahoma, Wyoming, Montana, Washington, and Oregon, and also in the Territories of Hawaii and Alaska. We should urge the cession of exclusive jurisdiction over the parks in the other States, and particularly in California and Colorado.

There are many private holdings in the national parks, and many of these seriously hamper the administration of these reservations. All of them should be eliminated as far as it is practicable to accomplish this purpose in the course of time, either through Congressional appropriation or by acceptance of donations of these lands. Isolated tracts in important scenic areas should be given first consideration, of course, in the purchase of private property.

Every opportunity should be afforded the public, wherever possible, to enjoy the national parks in the manner that best satisfies the individual taste. Automobiles and motorcycles will be permitted in all of the national parks; in fact, the parks will be kept accessible by any means practicable.

All outdoor sports which may be maintained consistently with the obser-

vation of the safeguards thrown around the national parks by law will be heartily endorsed and aided wherever possible. Mountain climbing, horse-back riding, walking, motoring, swimming, boating, and fishing will ever be the favorite sports. Winter sports will be developed in the parks that are accessible throughout the year. Hunting will not be permitted in any national park.

The educational, as well as the recreational, use of the national parks should be encouraged in every practicable way. University and high-school classes in science will find special facilities for their vacation period studies. Museums containing specimens of wild flowers, shrubs, and trees and mounted animals, birds, and fish native to the parks, and other exhibits of this character, will be established as authorized.

Low-priced camps operated by concessioners should be maintained, as well as comfortable and even luxurious hotels wherever the volume of travel warrants the establishment of these classes of accommodations. In each reservation, as funds are available, a system of free camp sites will be cleared, and these grounds will be equipped with adequate water and sanitation facilities.

As concessions in the national parks represent in most instances a large investment, and as the obligation to render service satisfactory to the Department at carefully regulated rates is imposed, these enterprises must be given a large measure of protection, and, generally speaking, competitive business should not be authorized where a concession is meeting our requirements, which, of course, will as nearly as possible coincide with the needs of the traveling public.

All concessions should yield revenue to the Federal Government, but the development of the revenues of the parks should not impose a burden upon the visitor.

Automobile fees in the park should be reduced as the volume of motor travel increases.

For assistance in the solution of administrative problems in the parks relating both to their protection and use, the scientific bureaus of the Government offer facilities of the highest worth and authority. In the protection of the public health, for instance, the destruction of insect pests in the forests, the care of wild animals, and the propagation and distribution of fish, you should utilize their hearty cooperation to the utmost.

You should utilize to the fullest extent the opportunity afforded by the Railroad Administration in appointing a committee of western railroads to inform the traveling public how to comfortably reach the national parks; you should diligently extend and use the splendid cooperation developed during the last three years among chambers of commerce, tourist bureaus, and automobile highway associations, for the purpose of spreading information about our national parks and facilitating their use and enjoyment; you should keep informed of park movements and park progress, municipal, county, and State, both at home and abroad, for the purpose of adapting, whenever practicable, the world's best thought to the needs of the national

parks. You should encourage all movements looking to outdoor living. In particular you should maintain close working relationship with the Dominion Parks Branch of the Canadian Department of the Interior, and assist in the solution of park problems of an international character.

The Department is often requested for reports on pending legislation proposing the establishment of new national parks or the addition of lands to existing parks. Complete data on such park projects should be obtained by the National Park Service and submitted to the Department in tentative form of report to Congress.

In studying new park projects, you should seek to find scenery of supreme and distinctive quality or some national feature so extraordinary or unique as to be of national interest and importance. You should seek distinguished examples of typical forms of world architecture; such, for instance, as the Grand Canyon, as exemplifying the highest accomplishment of stream erosion, and the high, rugged portion of Mount Desert Island as exemplifying the oldest rock forms in America and the luxuriance of deciduous forests.

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

It is not necessary that a national park should have a large area. The element of size is of no importance as long as the park is susceptible of effective administration and control.

You should study existing national parks with the idea of improving them by the addition of adjacent areas which will complete their scenic purposes or facilitate administration. The addition of the Teton Mountains to the Yellowstone National Park, for instance, will supply Yellowstone's greatest need, which is an uplift of glacier-bearing peaks; and the addition to the Sequoia National Park of the Sierra summits and slopes to the north and east, as contemplated by pending legislation, will create a reservation unique in the world, because of its gigantic trees, extraordinary canyons, and mountain masses.

In considering projects involving the establishment of new national parks or the extension of existing park areas by delimitation of national forests, you should observe what effect such delimitation would have on the administration of adjacent forest lands, and wherever practicable you should engage in an investigation of such park projects jointly with officers of the Forest Service, in order that questions of national park and national forest policy as they affect the lands involved may be thoroughly understood.

FRANKLIN K. LANE, *Secretary of the Interior.*

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THE SECRETARY OF THE INTERIOR WASHINGTON March 11, 1925

STATEMENT OF NATIONAL PARK POLICY

Memorandum for the Director,
National Park Service.

Owing to changed conditions since the establishment in 1917 of the National Park Service as an independent bureau of the Department of the Interior, I find it advisable to restate the policy governing the administration of the national park system to which the Service will adhere.

This policy is based on three broad, accepted principles:

First, that the national parks and national monuments must be maintained untouched by the inroads of modern civilization in order that unspoiled bits of native America may be preserved to be enjoyed by future generations as well as our own;

Second, that they are set apart for the use, education, health and pleasure of all the people;

Third, that the national interest must take precedence in all decisions affecting public or private enterprise in the parks and monuments.

The duty imposed upon the National Park Service in the organic act creating it to faithfully preserve the parks and monuments for posterity in essentially their natural state is paramount to every other activity.

The commercial use of these reservations, except as specially authorized by law, or such as may be incidental to the accommodation and entertainment of visitors, is not to be permitted.

In national parks where the grazing of cattle has been permitted in isolated regions not frequented by visitors, such grazing is to be gradually eliminated.

Lands leased for the operation of hotels, camps, transportation facilities, or other public service under strict Government control, should be confined to tracts no larger than absolutely necessary for the purposes of their enterprises.

The leasing of park and monument lands for summer homes will not be permitted. Under a policy of permitting the establishment of summer homes, these reservations might become so generally settled as to exclude the public

from convenient access to their streams, lakes, or other natural features, and thus destroy the very basis upon which this national playground system is being constructed.

The cutting of trees is not to be permitted except where timber is needed in the construction of buildings or other improvements within a park or monument and only when the trees can be removed without injury to the forests or disfigurement of the landscape; where the thinning of forests or cutting of vistas will reveal the scenic features of a park or monument; or where their destruction is necessary to eliminate insect infestations or diseases common to forests and shrubs.

In the construction of roads, trails, buildings and other improvements, these should be harmonized with the landscape. This important item in our program of development requires the employment of trained engineers who either possess a knowledge of landscape architecture or have a proper appreciation of the esthetic value of parks and monuments. All improvements should be carried out in accordance with a preconceived plan developed with special reference to the preservation of the landscape. The over-development of parks and monuments by the construction of roads should be zealously guarded against.

Exclusive jurisdiction over national parks and monuments is desirable as more effective measures for their protection can be taken. The Federal Government has exclusive jurisdiction over the national parks in the States of Arkansas, Oklahoma, Wyoming, Montana, Washington, and Oregon, and of three of the parks in California; also in the Territories of Hawaii and Alaska. The cession of exclusive jurisdiction over the parks in the other States, and particularly in Arizona and Colorado, is urged, as over all the national monuments.

There still remain many private holdings in the national parks, although through the generosity of public-spirited citizens many of these which seriously hampered their administration have been donated to the Federal Government. All of them should be eliminated as far as it is practicable to accomplish this purpose in the course of time, either through Congressional appropriation or by acceptance of donations of these lands. Isolated tracts in important scenic areas should be given first consideration, of course, in the purchase of private property.

The public should be afforded every opportunity to enjoy the national parks and monuments in the manner that best satisfies the individual taste. Automobiles and motorcycles operated for pleasure but not for profit, except automobiles used by transportation companies operating under Government franchise, are permitted in the national parks. The parks and monuments should be kept accessible by any means practicable.

All outdoor sports within the safeguards thrown around the national parks by law, should be heartily endorsed and aided wherever possible. Mountain climbing, horseback riding, walking, motoring, swimming, boating, and fishing will ever be the favorite sports. Winter sports are being rapidly developed in the parks and this form of recreation promises to become an

important recreational use. Hunting is not permitted in any national park or monument except in Mount McKinley National Park, Alaska, in accordance with the provisions of the organic act creating it.

The educational use of the national parks should be encouraged in every practicable way. University and high school classes in science will find special facilities for their vacation period studies. Museums containing specimens of wild flowers, shrubs, and trees, and mounted animals, birds, and fish native to the parks and monuments, and other exhibits of this character, should be established as funds are provided.

Low-priced camps operated under Government franchise are maintained, as well as comfortable and even luxurious hotels. Free camp grounds equipped with adequate water and sanitation facilities are provided in each reservation. These camp grounds should be extended as travel warrants and funds are available.

As franchises for the operation of public utilities in the national parks represent in most instances a large investment, and as the obligation to render service satisfactory to the Department at carefully regulated rates is imposed, these enterprises must be given a large measure of protection, and generally speaking competitive business is not authorized where an operator is meeting service requirements, which coincide as nearly as possible with the needs of the traveling public.

All franchises yield revenues to the Federal Government which, together with automobile license fees collected in the parks where a license fee is charged, are deposited to the credit of miscellaneous receipts in the Treasury of the United States. Due allowance is made by Congress for revenues collected in appropriating funds for the upkeep and improvement of the parks and monuments.

In the solution of administrative problems in the parks and monuments relating both to their protection and use, the scientific bureaus of the Government are called upon for assistance. For instance, in the protection of public health, the Public Health Service of the Treasury Department cooperates; in the destruction of insect pests in the forests, the Bureau of Entomology of the Department of Agriculture is called upon; and in the propagation and distribution of fish, the Bureau of Fisheries of the Department of Commerce gives its hearty cooperation.

In informing the traveling public how to reach the parks and monuments comfortably, the splendid cooperation given by the railroads, automobile highway associations, chambers of commerce and tourist bureaus is acknowledged and should be furthered for the purpose of spreading information about the national parks and monuments and facilitating their use and enjoyment. Every effort should be made to keep informed of park movements and park progress, municipal, county, and State, both at home and abroad, for the purpose of adapting, whenever practicable, the world's best thought to the needs of the national park system. All movements looking to outdoor living should be encouraged. A close working relationship with the Dominion Parks Branch of the Canadian Department of the Interior should be

maintained to assist in the solution of park problems of an international character.

Our existing national park system is unequalled for grandeur. Additional areas when chosen should in every respect measure up to the dignity, prestige, and standard of those already established. Proposed park projects should contain scenery of distinctive quality or some natural features so extraordinary or unique as to be of national interest and importance, such as typical forms of natural architecture as those only found in America. Areas considered for national parks should be extensive and susceptible of development so as to permit millions of visitors annually to enjoy the benefits of outdoor life and contact with nature without confusion from overcrowding.

In considering projects involving the establishment of national parks or the extension of existing park areas by transfer of lands from national forests the effect such change of status would have on the administration of adjacent forest lands should be carefully considered. It might be well to point out the basic difference between national parks and national forests. National forests are created to administer lumbering and grazing interests for the people, the trees being cut in accordance with the principles of scientific forestry, conserving the smaller trees until they grow to a certain size, thus perpetuating the forests. Grazing is permitted in national forests under governmental regulations, while in the national parks grazing is only permitted where not detrimental to the enjoyment and preservation of the scenery and may be entirely prohibited. Hunting is permitted in season in the national forests but never in the national parks, which are permanent game sanctuaries. In short, national parks unlike national forests, are not properties in a commercial sense, but natural preserves for the rest, recreation and education of the people. They remain under Nature's own chosen conditions. Therefore, in an investigation of such park projects the cooperation of officers of the Forest Service should be sought in accordance with the recommendations of the President's Committee on Outdoor Recreation in order that questions of national park and national forest policy as they affect the lands involved may be thoroughly understood.

HUBERT WORK, *Secretary*

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**UNITED STATES
DEPARTMENT OF THE INTERIOR
Office of the Secretary
Washington, D.C. 20240**

July 10, 1964

Memorandum

To: Director, National Park Service
From: Secretary of the Interior
Subject: Management of the National Park System

As the golden anniversary of the National Park Service draws near, and we approach the final years of the MISSION 66 program, it is appropriate to take stock of the events of the past and to plan for the future. The accomplishments of the past are not only a source of pride—they are also a source of guidance for the future.

The accelerating rate of change in our society today poses a major challenge to the National Park Service and its evolving responsibilities for the management of the National Park System. The response to such changes calls for clarity of purpose, increasing knowledge, speedier action and adaptability to changing needs and demands upon our diverse resources.

In recognition of this need, a year ago I approved a comprehensive study of the long-range objectives, organization and management of the National Park Service. Moreover, I was pleased to have had the opportunity to participate in the CONFERENCE OF CHALLENGES at Yosemite National Park, at which this study was discussed by the personnel of the Service.

In looking back at the legislative enactments that have shaped the National Park System, it is clear that the Congress has included within the growing System three different categories of areas—natural, historical, and recreational.

Natural areas are the oldest category, reaching back to the establishment of Yellowstone National Park almost a century ago. A little later historical areas began to be authorized, culminating in the broad charter for historical preservation set forth in the Historic Sites Act of 1935. In recent decades,

with exploding population and diminishing open space, the urgent need for national recreation areas is receiving new emphasis and attention.

The long-range study has brought into sharp focus the fact that a single, broad management concept encompassing these three categories of areas within the System is inadequate either for their proper preservation or for realization of their full potential for public use as embodied in the expressions of Congressional policy. Each of these categories requires a separate management concept and a separate set of management principles coordinated to form one organic management plan for the entire System.

Following the Act of August 25, 1916, establishing the National Park Service, the then Secretary of the Interior Franklin K. Lane, in a letter of May 13, 1918, to the first Director of the National Park Service, Stephen T. Mather, outlined the management principles which were to guide the Service in its management of the areas then included within the System. That letter, sometimes called the Magna Carta of the National Parks, is quoted, in part, as follows:

For the information of the public an outline of the administrative policy to which the new Service will adhere may now be announced. This policy is based on three broad principles: First, that the national parks must be maintained in absolutely unimpaired form for the use of future generations as well as those of our own time; second, that they are set apart for the use, observation, health, and pleasure of the people; and third, that the national interest must dictate all decisions affecting public or private enterprise in the parks.

The principles enunciated in this letter have been fully supported over the years by my predecessors. They are still applicable for us today, and I reaffirm them.

Consistent with specific Congressional enactments, the following principles are approved for your guidance in the management of the three categories of areas now included within the System. Utilizing the results of the new broad program of resource studies, you should proceed promptly to develop such detailed guidelines as may be needed for the operation of each of these categories of areas.

NATURAL AREAS

Resource Management: The management and use of natural areas shall be guided by the 1918 directive of Secretary Lane. Additionally, management shall be directed toward maintaining, and where necessary reestablishing, indigenous plant and animal life, in keeping with the March 4, 1963, recommendations of the Advisory Board on Wildlife Management.

In those areas having significant historical resources, management shall be patterned after that of the historical areas category to the extent compatible with the primary purpose for which the area was established.

Resource Use: Provide for all appropriate use and enjoyment by the people, that can be accommodated without impairment of the natural values. Park

management shall recognize and respect wilderness as a whole environment of living things whose use and enjoyment depend on their continuing interrelationship free of man's spoliation.

Physical Developments: They shall be limited to those that are necessary and appropriate, and provided only under carefully controlled safeguards against unregulated and indiscriminate use, so that the least damage to park values will be caused. Location, design, and material, to the highest practicable degree, shall be consistent with the preservation and conservation of the grandeur of the natural environment.

HISTORICAL AREAS

Resource Management: Management shall be directed toward maintaining and where necessary restoring the historical integrity of structures, sites and objects significant to the commemoration or illustration of the historical story.

Resource Use: Visitor uses shall be those which seek fulfillment in authentic presentations of historic structures, objects and sites, and memorialization of historic individuals or events. Visitor use of significant natural resources should be encouraged when such use can be accommodated without detriment to historical values.

Physical Developments: Physical developments shall be those necessary for achieving the management and use objectives.

RECREATIONAL AREAS

Resource Management: Outdoor recreation shall be recognized as the dominant or primary resource management objective. Natural resources within the area may be utilized and managed for additional purposes where such additional uses are compatible with fulfilling the recreation mission of the area. Scenic, historical, scientific, scarce, or disappearing resources within recreational areas shall be managed compatible with the primary recreation mission of the area.

Resource Use: Primary emphasis shall be placed on active participation in outdoor recreation in a pleasing environment.

Physical Developments: Physical developments shall promote the realization of the management and use objectives. The scope and type of developments, as well as their design, materials, and construction, should enhance and promote the use and enjoyment of the recreational resources of the area.

LONG-RANGE OBJECTIVES

While the establishment of management principles to guide the operation of the three categories of areas within the System is vital, I believe it is of equal consequence that we now identify the long-range objectives of the National Park Service. The objectives developed by the Service have been

recommended to me by my Advisory Board on National Parks, Historic Sites, Buildings and Monuments. I am approving these objectives, as follows:

1. To provide the highest quality of use and enjoyment of the National Park System by increased millions of visitors in years to come.
2. To conserve and manage for their highest purpose the Natural, Historical and Recreational resources of the National Park System.
3. To develop the National Park System through inclusion of additional areas of scenic, scientific, historical and recreational value to the Nation.
4. To participate actively with organizations of this and other Nations in conserving, improving and renewing the total environment.
5. To communicate the cultural, inspirational, and recreational significance of the American Heritage as represented in the National Park System.
6. To increase the effectiveness of the National Park Service as a "people serving" organization dedicated to park conservation, historical preservation, and outdoor recreation.

You should develop such goals and procedures as may be necessary to implement these objectives.

In the development of these goals and procedures, I think it is important to emphasize that effective management of the National Park System will not be achieved by programs that look only within the parks without respect to the pressures, the influences, and the needs beyond park boundaries. The report of my Advisory Board on Wildlife Management emphasizes this observation.

The concern of the National Park Service is the wilderness, the wildlife, the history, the recreational opportunities, etc., within the areas of the System and the appropriate uses of these resources. The responsibilities of the Service, however, cannot be achieved solely within the boundaries of the areas it administers.

The Service has an equal obligation to stand as a vital, vigorous, effective force in the cause of preserving the total environment of our Nation. The concept of the total environment includes not only the land, but also the water and the air, the past as well as the present, the useful as well as the beautiful, the wonders of man as well as the wonders of nature, the urban environment as well as the natural landscape. I am pleased that among its contributions, the Service is identifying National Historic and Natural History Landmarks throughout the country and is cooperating in the Historic American Buildings Survey.

It is obvious that the staggering demand for outdoor recreation projected for this country will eventually inundate public park areas unless public and private agencies and individuals join in common effort. National park administrators must seek methods to achieve close cooperation with all land-managing agencies, considering broad regional needs, if lands for public outdoor recreation sufficient to the future needs of the Nation are to be provided.

The national parklands have a major role in providing superlative opportunities for outdoor recreation, but they have other “people serving” values. They can provide an experience in conservation education for the young people of the country; they can enrich our literary and artistic consciousness; they can help create social values; contribute to our civic consciousness; remind us of our debt to the land of our fathers.

Preserving the scenic and scientific grandeur of our Nation, presenting its history, providing healthful outdoor recreation for the enjoyment of our people, working with others to provide the best possible relationships of human beings to their total environment; this is the theme which binds together the management principles and objectives of the National Park Service—this, for the National Park Service, is the ROAD TO THE FUTURE.

STEWART L. UDALL, *Secretary of the Interior*

GEORGE B. HARTZOG, JR.,
Director, National Park Service

appendix A-4

UNITED STATES
DEPARTMENT OF THE INTERIOR
Office of the Secretary
Washington, D.C. 20240

January 15, 1969

Memorandum

To: Director, National Park Service
From: Secretary of the Interior
Subject: The National Park Service

In my memorandum of July 10, 1964, I set forth management principles, consistent with specified Congressional enactments, for the three categories of areas now included in the National Park System—natural, historical and recreational.

Before establishing these management guides, I restated the “Magna Carta” of the National Parks, enunciated in a letter of May 13, 1918, from Secretary of the Interior Franklin K. Lane to the first Director of the National Park Service, Stephen T. Mather. I would like to quote again the statement of Secretary Lane, and to emphasize my support for the philosophy:

For the information of the public an outline of the administrative policy to which the new Service will adhere may now be announced. This policy is based on three broad principles: First, that the national parks must be maintained in absolutely unimpaired form for the use of future generations as well as those of our own time; second, that they are set apart for the use, observation, health, and pleasure of the people; and third, that the national interest must dictate all decisions affecting public or private enterprise in the parks.

For Natural Areas, in addition to the guidelines in the 1918 directive of Secretary Lane, I stipulated that indigenous plant and animal life should be protected and if need be, reestablished; that where significant historical resources exist in natural areas, management of those resources should be along historical management lines to the extent compatible with the primary purpose of the area; that provisions be made only for those appropriate visitor activities *that can be accommodated without impairment of the natural values*, that park management recognize and respect wilderness as a total

environmental value in itself; and that physical developments be carefully regulated and controlled, to insure the least possible damage to park values will result.

The italics are mine, added four and one-half years later, to underscore the absolute need to seek new solutions in such areas as the search for alternate means of transportation into and through the parks; the establishment of one-way roads where roads are necessary; the development of "carrying capacities" for parks (here the wild river float trips down the Snake River in Grand Teton and the Colorado River in Grand Canyon immediately come to mind)—the determination of visitor loads that can be handled "without impairment of the natural values"—and the limitation of development or organized activities in accordance with these carrying capacities.

Other immensely important and significant steps in natural area management have been taken since the 1964 memorandum, and because they follow logically the guidelines set forth in 1964 and because the pressures dictating their necessity are so profound, I want to review their policy implications with you before I leave office.

We have established the limits of development through master planning; we have eliminated artificial attractions such as the Yosemite Firefall; we have established standards to guide the construction of park roads; we have begun to turn over campground operations to concessioners and set limits on the numbers of campers that can be served; we have established multidisciplinary study teams to conduct master planning; we have made regional planning a part of master planning; and we have instituted alternative studies as a preliminary to master planning of new areas prior to authorization.

In the management of historical and cultural sites of outstanding significance, we have continued to build and strengthen programs of cooperation with the several states and private organizations also interested in restoring and maintaining these values. While the scenic grandeur of our natural park areas gives sweeping breadth to our national landscape, it is the historic structures, sites and objects that provide cultural depth. Management, use and development of the resources that make up this vital dimension of our country must continue to follow the dictates of authenticity and integrity. We are well set on the correct course; we need however to intensify our efforts.

Recreation areas are those in which outdoor recreation is the primary resource management objective. With growing numbers of people, increased mobility, higher income, and longer leisure hours, usage in this category has swelled enormously. You should continue and expand your efforts to provide high-quality diversified recreational programs in these areas.

We have progressed in cooperation with our concessioners to maintain high standards, compatible with the excellence which must be the overriding mandate in all national park operations. I endorse the recent report of the Souvenir Committee which recommended that all souvenirs sold in National Parks should relate to the interpretive and environmental themes of the National Park System. These in-park concessions must serve to up-

grade the out-park competition and further the attainment of a new mission—that of improving the overall national environment.

It is in discharging your interpretive responsibility, where the most dramatic strides have been made in recent years. A maturing concept of the Service's role in interpreting the National Park System has led to the acceptance of a broader, deeper mission—the development of an acute environmental awareness among park visitors. The inspirational and educational resources inherent in our park areas are basic ingredients in the development of our national culture. Consequently, we have given new focus to our environmental responsibilities by looking at all of our park operations and activities through the lens of environmental awareness.

The long-range objectives stated in the memorandum of July 10, 1964, remain essentially the same. The new emphasis on environmental education is simply a critically needed approach to accomplish each of these objectives in the most effective and rational way.

The stimulation among all people of environmental awareness may, in the long run, prove to be the highest function of the National Park System. In effect, it gathers together all the cultural, historic and natural strands of the System to make man aware of his priceless heritage and his own environmental responsibilities to it.

I am particularly pleased over recent moves to establish the National Environmental Education Development program within certain areas of the Park System and to make it available to the Nation's classrooms. The use of certain parklands as Environmental Study Areas for organized environmental study activities is another excellent advance.

What we have added, basically, in the last four and one-half years, is the realization that if we do not inculcate in the American people a determination to preserve and restore a quality environment, then all of the National Park values which are an indivisible part of the total environment, will slowly erode and eventually disappear.

STEWART L. UDALL, *Secretary of the Interior*

appendix B

**UNITED STATES
DEPARTMENT OF THE INTERIOR
Office of the Secretary
Washington, D.C. 20240**

June 18, 1969

Memorandum

To: Director, National Park Service
From: Secretary of the Interior
Subject: Management of the National Park System

I have now had the opportunity to review with you the administrative policies, management principles, and long-range objectives for the operation of the National Park System. During this review, I have considered the letter of May 13, 1918, sometimes referred to as the Magna Carta of the National Parks, from former Secretary Franklin K. Lane to Mr. Stephen T. Mather, the first Director of the National Park Service; the memorandum to Mr. Mather of March 11, 1925, from former Secretary Hubert Work; and the memoranda of July 10, 1964, and January 15, 1969, to you from former Secretary Stewart L. Udall.

The broad guidelines established by Secretary Lane still undergird the management philosophy of the Service. Each successive policy statement has reconfirmed this philosophy, adding new guidelines and new program emphasis to reflect the changing role of the National Park System in response to the needs of our society.

For the information of the public and for your guidance in the management of the National Park System, it is appropriate that I should outline my views on this important area of Departmental responsibility.

1. I wish to make it clear that, except in one minor instance, I support the administrative policies, management principles, and long-range objectives of my predecessors. The exception relates to the operation of campgrounds by concessioners. I believe that the camping experience, even though more sophisticated equipment is being used, is still a meaningful part of the Government-operated visitor services program. Therefore, as a general policy, the National Park Service should operate campgrounds and not lease them to concessioners. Appropriate charges should be made for camping, except for backpack camping. Backpack camping is an historic program of

the National Park Service and it should be encouraged.

You should also emphasize a program of providing low-cost and rustic back-country facilities such as the chalets in Glacier National Park and the High Sierra Camps in Yosemite National Park. At these facilities the visitor can obtain a hot meal, a bunk, or throw his sleeping bag on the floor. Such operations are small—usually a man and wife management team—and are accessible only on foot or by horseback. They enable an urban society—growing numbers of which are not prepared to cope with wilderness camping—to enjoy the scenic grandeur and re-creative values of a quality park experience at minimum cost and with minimum intrusion in the physical environment.

I am especially interested in your seeing that, to the greatest extent feasible, camping opportunities are made available to the youth of our Nation. To this end, I wish you to give emphasis in your management to an expanded program of hostels and group camps, especially in those areas near urban centers.

Also, I wish you would explore further the potential that might exist for the development of hostel facilities and organized camping on public and private lands surrounding park areas.

In connection with the camping program of the Service, I suggest that there might be considerable benefit in having the long-range objectives of this program considered by a Joint Task Force of outside citizens and National Park Service personnel.

2. Well before the birth of this Nation's system of National Parks, the belief that parks are vital to the physical and mental health of the people was eloquently expressed by Frederick Law Olmsted. In an 1865 Report to the California Legislature, recommending the policy which should govern the Yosemite Valley and the neighboring Mariposa Big Tree Grove, Olmsted wrote:

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

To secure these values and benefits in our predominantly urban society, we must bring PARKS TO PEOPLE.

I wish you to initiate, in cooperation with the Bureau of Outdoor Recreation, a study of what opportunities exist for an expanded program of Federal acquisition and Federally-assisted-acquisition of park and recreation lands in the large urban centers of our Nation. Specifically, I have in mind such studies as the one now under way by the National Park Service and the Bureau of Outdoor Recreation of the proposed Gateway National Recreation Area in New York and New Jersey. In your study, emphasis should be

placed upon the strategic location and quality of the lands involved and not simply on the quantity.

Your study should also include proposals for financing such a program.

Time is of the essence in formulating an action program. Opportunities are being lost daily to acquire such lands. Once lost these opportunities can seldom be retrieved. The environmental health of our Nation and the well being of our society, consequently, will suffer.

3. The National Park Service now manages more significant parklands in and near large urban centers than any other agency of Government at any level. It is imperative that you inaugurate programs that will make these areas a more vital and meaningful part of the total environment of these urban centers.

I have reviewed with you the Living History programs now under way and the Summer-in-the-Parks program initiated for the urban parks in the National Capital Region. I am pleased and encouraged that the Congress has authorized the busing of youngsters from the District of Columbia to participate in educational and recreational programs in our Nation's parklands in this metropolitan area.

Program innovation such as this is a desirable—indeed, an essential—part of making our parks more meaningful to people. Accordingly, I ask you to experiment further with methods and programs of enhancing the educational, inspirational, and recreational values of all parks, especially for our youth.

4. I wish you to develop in cooperation with neighboring school districts a positive program for the use of park facilities, such as visitor centers and museums. You should work closely with school districts to encourage them to use these facilities as a part of their on-going school curriculum. In this connection, I am pleased to learn of your program to designate Environmental Study Areas as “outdoor laboratories” within the National Park System for the use of educational groups. As rapidly as funding permits and public demand exists, you should expand this program. The development of cultural centers to perpetuate native crafts, and artists-in-residence programs, for example, should be encouraged. A vigorous, creative program of environmental education is essential if we are to build environmental awareness into our society.

5. The National Park idea was first articulated in the Yellowstone National Park legislation of 1872. The Congress set aside this national treasure for preservation in perpetuity as a “public park or pleasuring ground.” During the intervening decades it has become clear that the natural areas of the System (National Parks and National Monuments of scientific significance) are valuable to the Nation, additionally, for their inspirational and educational benefits. True, they still offer and should provide special experiences in quality outdoor recreation. However, to protect the fragile resources of these areas, recreational opportunities must be planned with due regard for their natural values and beauty.

It has become increasingly obvious in many parks, especially in Yosemite

National Park during the height of the summer season, that the private automobile is impairing the quality of the park experience. As our population continues to increase in the decades ahead, accompanied by the growth in private automobile ownership, this condition will worsen unless we begin to deal with it now. Mass transportation facilities, such as shuttle buses, tramways, etc., will not only transport more people—they will also better protect the resources of the park. Moreover, mass transportation facilities in many instances will enhance the quality of the park experience.

In this connection, before major park road construction is initiated in the future in any natural area, I wish a thorough study to be made of alternative methods of access and transportation.

I am encouraged by the steps you have taken to plan jointly with other Federal land managing agencies, the States and the private sector to share the recreation load in the vicinity of the areas of the National Park System. I would like to see you, however, increase the emphasis on joint regional planning because in the long run the total environment in which the park is located depends on vigorous and coordinated action. The recent grant by the Department of Housing and Urban Development to the State of Pennsylvania to aid in planning the area related to Gettysburg National Military Park is an example of what can be done. I would hope that you would work closely with HUD to assure that similar grants are made available to help plan communities in the vicinity of other park units.

You should take steps to broaden citizen participation, especially of our youth, in planning for the National Park System.

6. New partnership relations involving Federal, State and local governments and private organizations should be explored and encouraged. For example, the National Landmarks program recognizes those natural areas, historic places, and environmental education sites that possess national significance. They offer incomparable opportunities for research and environmental education. Many, especially the National Historic Landmarks, provide opportunities for communicating the significance of our cultural inheritance. At these places, one can learn of the courage, ingenuity, personal sacrifice and perseverance of hard-working and creative ancestors who built the foundations of our way of life.

Most of these areas are in private ownership and management. In far too many cases, private enterprise is finding it increasingly difficult to maintain these landmarks. In some cases, land values escalate by reason of urban growth or the restoration of historic treasures, resulting in assessment valuation increases and mounting taxes. When private citizens can no longer shoulder the burden, the property is lost to an incompatible development or the whole burden is transferred to the taxpayers.

You should explore programs, including legislation if necessary, that will encourage the continued participation of private citizens, the business community, and organizations involved with natural and historic preservation.

7. While I wish to move rapidly to bring PARKS TO PEOPLE and to

innovate programs in parks for people, I am also deeply interested in preserving the wilderness of our National Park System. In this connection, I note that you are behind schedule in your wilderness studies of roadless areas of the National Park System. It is important that we get this program on track.

8. The National Park System should protect and exhibit the best examples of our great national landscapes, riverscapes and shores and undersea environments; the processes which formed them; the life communities that grow and dwell therein; and the important landmarks of our history. There are serious gaps and inadequacies which must be remedied while opportunities still exist if the System is to fulfill the people's need always to see and understand their heritage of history and the natural world.

You should continue your studies to identify gaps in the System and recommend to me areas that would fill them. It is my hope that we can make a significant contribution to rounding out more of the National Park System in these next few years.

9. With accelerating leisure time for recreational pursuits by our highly mobile society, there is a growing shortage of trained park and recreational personnel. As rapidly as funding permits, you should work with colleges and universities to develop joint training opportunities for State and local park and recreation staffs. You should, also, in cooperation with the Bureau of Outdoor Recreation, work with technical and professional institutions to broaden training and educational opportunities to encourage young people to seek careers in park and recreation programs. The training facilities of the National Park Service should be made available for these purposes as opportunities permit.

10. The National Park idea is a unique contribution of this Nation to world culture. More than 90 nations have been inspired by this idea to establish National Parks and similar preserves. You should initiate studies as to ways and means of improving our cooperation and assistance with these Nations.

I would like to see, for example, a park and recreation plan for the North American Continent developed by this country and our neighbors by 1972, the 100th anniversary of the establishment of Yellowstone—the world's first National Park. Also, you should plan for a Second World Conference on National Parks to be held at Yellowstone and Grand Teton National Parks in 1972 and for other appropriate activities to commemorate the centennial of National Parks.

A quality environment knows no national boundary. National Parks will become increasingly important keystones for building environmental awareness into the hearts and minds of the world community.

11. You know of my great interest in improving the economy of the Indians. In this respect, lands on many of the Indian Reservations comprise outstanding recreational outlets for the people of this country as well as potential means of improving the Indian economy in that particular area. Neither the Indian people nor the Bureau of Indian Affairs has sufficient

expertise for planning and developing recreation areas and parks. I wish you would take the lead in working cooperatively with the Bureau of Indian Affairs and the Bureau of Outdoor Recreation in developing a joint proposal, including proposed legislation if necessary, for utilizing the expertise of the National Park Service in furthering the economy of the Indian Reservations by developing their recreational and cultural resources.

In summary, the National Park System represents those precious and irreplaceable remnants of our natural world and the landmarks of our cultural inheritance. To understand the strands of our heritage is to have pride in, and love for, our country. Recognition and appreciation of these roots of our society will generate a sense of stability and continuity among our citizens, increasing millions of whom are isolated by asphalt and concrete in our metropolitan centers.

Through program innovation in response to the changing needs of our society and by sensitive management, the National Park System can contribute enormously to our national goals of enhancing the life of every American and supporting the effort to articulate an environmental ethic as a rule of human conduct. Let this be your constant guide as we approach the decade of the seventies.

WALTER J. HICKEL, *Secretary of the Interior*

appendix C

(Treaty Series 981)

NATURE PROTECTION AND WILDLIFE PRESERVATION IN THE WESTERN HEMISPHERE

Convention Between the United States of America and Other American Republics and Annex

Convention between the United States of America and other American Republics respecting nature protection and wildlife preservation in the Western Hemisphere. Opened for signature at the Pan American Union at Washington October 12, 1940; signed for the United States of America October 12, 1940; ratification advised by the Senate of the United States of America April 7, 1941; ratified by the President of the United States April 15, 1941; ratification of the United States deposited with the Pan American Union at Washington April 28, 1941; proclaimed by the President of the United States April 30, 1942.

By the President of the United States of America

A P R O C L A M A T I O N

Whereas a convention on nature protection and wildlife preservation in the Western Hemisphere was opened for signature at the Pan American Union on October 12, 1940, and was on that day signed by the respective plenipotentiaries of the United States of America, Bolivia, Cuba, the Dominican Republic, Ecuador, El Salvador, Nicaragua, Peru, and Venezuela and was subsequently signed on behalf of Costa Rica on October 24, 1940, Mexico on

November 20, 1940, Uruguay on December 9, 1940, Brazil on December 27, 1940, Colombia on January 17, 1941, Chile on January 22, 1941, Guatemala on April 9, 1941, Haiti on April 29, 1941, and Argentina on May 19, 1941, the original of which convention, being in English, * * * languages, is word for word as follows:

P R E A M B L E

The governments of the American Republics, wishing to protect and preserve in their natural habitat representatives of all species and genera of their native flora and fauna, including migratory birds, in sufficient numbers and over areas extensive enough to assure them from becoming extinct through any agency within man's control; and

Wishing to protect and preserve scenery of extraordinary beauty, unusual and striking geologic formations, regions and natural objects of aesthetic, historic or scientific value, and areas characterized by primitive conditions in those cases covered by this Convention; and

Wishing to conclude a convention on the protection of nature and the preservation of flora and fauna to effectuate the foregoing purposes, have agreed upon the following Articles:

A R T I C L E I

Description of terms used in the wording of this Convention.

1. The expression NATIONAL PARKS shall denote:

Areas established for the protection and preservation of superlative scenery, flora and fauna of national significance which the general public may enjoy and from which it may benefit when placed under public control.

2. The expression NATIONAL RESERVE shall denote:

Regions established for conservation and utilization of natural resources under government control, on which protection of animal and plant life will be afforded in so far as this may be consistent with the primary purpose of such reserves.

3. The expression NATURE MONUMENTS shall denote:

Regions, objects, or living species of flora or fauna of aesthetic, historic or scientific interest to which strict protection is given. The purpose of nature monuments is the protection of a specific object, or a species of flora or fauna, by setting aside an area, an object, or a single species, as an inviolate nature monument, except, for duly authorized scientific investigations or government inspection.

4. The expression STRICT WILDERNESS RESERVES shall denote:

A region under public control characterized by primitive conditions of flora, fauna, transportation and habitation wherein there is no provision for the

passage of motorized transportation and all commercial developments are excluded.

5. The expression **MIGRATORY BIRDS** shall denote:

Birds of those species, all or some of whose individual members, may at any season cross any of the boundaries between the American countries. Some of the species of the following families are examples of birds characterized as migratory: Charadriidae, Scolopacidae, Caprimulgidae, Hirundinidae.

ARTICLE II

1. The Contracting Governments will explore at once the possibility of establishing in their territories national parks, national reserves, nature monuments, and strict wilderness reserves as defined in the preceding article. In all cases where such establishment is feasible, the creation thereof shall be begun as soon as possible after the effective date of the present Convention.

2. If in any country the establishment of national parks, national reserves, nature monuments, or strict wilderness reserves is found to be impractical at present, suitable areas, objects or living species of fauna or flora, as the case may be, shall be selected as early as possible to be transformed into national parks, national reserves, nature monuments or strict wilderness reserves as soon as, in the opinion of the authorities concerned, circumstances will permit.

3. The Contracting Governments shall notify the Pan American Union of the establishment of any national parks, national reserves, nature monuments, or strict wilderness reserves, and of the legislation, including the methods of administrative control, adopted in connection therewith.

ARTICLE III

The Contracting Governments agree that the boundaries of national parks shall not be altered, or any portion thereof be capable of alienation, except by the competent legislative authority. The resources of these reserves shall not be subject to exploitation for commercial profit.

The Contracting Governments agree to prohibit hunting, killing and capturing of members of the fauna and destruction or collection of representatives of the flora in national parks except by or under the direction or control of the park authorities, or for duly authorized scientific investigations.

The Contracting Governments further agree to provide facilities for public recreation and education in national parks consistent with the purposes of this Convention.

ARTICLE IV

The Contracting Governments agree to maintain the strict wilderness reserves inviolate, as far as practicable, except for duly authorized scientific investigations or government inspection, or such uses as are consistent with the purposes for which the area was established.

ARTICLE V

1. The Contracting Governments agree to adopt, or to propose such adoption to their respective appropriate law-making bodies, suitable laws and regulations for the protection and preservation of flora and fauna within their national boundaries, but not included in the national parks, national reserves, nature monuments, or strict wilderness reserves referred to in Article II hereof. Such regulations shall contain proper provisions for the taking of specimens of flora and fauna for scientific study and investigation by properly accredited individuals and agencies.

2. The Contracting Governments agree to adopt, or to recommend that their respective legislatures adopt, laws which will assure the protection and preservation of the natural scenery, striking geological formations, and regions and natural objects of aesthetic interest or historic or scientific value.

ARTICLE VI

The Contracting Governments agree to cooperate among themselves in promoting the objectives of the present Convention. To this end they will lend proper assistance, consistent with national laws, to scientists of the American Republics engaged in research and field study; they may, when circumstances warrant, enter into agreements with one another or with scientific institutions of the Americas in order to increase the effectiveness of this collaboration; and they shall make available to all American Republics equally through publication or otherwise the scientific knowledge resulting from such cooperative effort.

ARTICLE VII

The Contracting Governments shall adopt appropriate measures for the protection of migratory birds of economic or aesthetic value to prevent the threatened extinction of any given species. Adequate measures shall be adopted which will permit, in so far as the respective governments may see

fit, a rational utilization of migratory birds for the purpose of sports as well as food, commerce, and industry, and for scientific study and investigation.

ARTICLE VIII

The protection of the species mentioned in the Annex to the present Convention,* is declared to be of special urgency and importance. Species included therein shall be protected as completely as possible, and their hunting, killing, capturing, or taking, shall be allowed only with the permission of the appropriate government authorities in the country. Such permission shall be granted only under special circumstances, in order to further scientific purposes, or when essential for the administration of the area in which the animal or plant is found.

ARTICLE IX

Each Contracting Government shall take the necessary measures to control and regulate the importation, exportation and transit of protected fauna or flora or any part thereof by the following means:

1. The issuing of certificates authorizing the exportation or transit of protected species of flora or fauna, or parts thereof.

2. The prohibition of the importation of any species of fauna or flora or any part thereof protected by the country of origin unless accompanied by a certificate of lawful exportation as provided for in Paragraph 1 of this Article.

ARTICLE X

1. The terms of this convention shall in no way be interpreted as replacing international agreements previously entered into by one or more of the High Contracting Powers.

2. The Pan American Union shall notify the Contracting Parties of any information relevant to the purposes of the present Convention communicated to it by any national museums or by any organizations, national or

* The Annex comprises the lists of species transmitted by interested Governments to the Pan American Union, Washington, D.C., depository for the Convention. These lists are printed in Treaty Series 981, pages 27-77. It is understood by this Government that such lists are to be considered as flexible rather than permanent in character and may from time to time be altered by the respective Governments by the addition or removal of such species from their several lists as changes and conditions may seem to warrant.

international, established within their jurisdiction and interested in the purposes of the Convention.

ARTICLE XI

1. The original of the present Convention in Spanish, English, Portuguese and French shall be deposited with the Pan American Union and opened for signature by the American Governments on October 12, 1940.

2. The present Convention shall remain open for signature by the American Governments. The instruments of ratification shall be deposited with the Pan American Union, which shall notify their receipt and the dates thereof, and the terms of any accompanying declarations or reservations, to all participating Governments.

3. The present Convention shall come into force three months after the deposit of not less than five ratifications with the Pan American Union.

4. Any ratification received after the date of the entry into force of the Convention, shall take effect three months after the date of its deposit with the Pan American Union.

ARTICLE XII

1. Any Contracting Government may at any time denounce the present Convention by a notification in writing addressed to the Pan American Union. Such denunciation shall take effect one year after the date of the receipt of the notification by the Pan American Union, provided, however, that no denunciation shall take effect until the expiration of five years from the date of the entry into force of this Convention.

2. If, as the result of simultaneous or successive denunciations, the number of Contracting Governments is reduced to less than three, the Convention shall cease to be in force from the date on which the last of such denunciations takes effect in accordance with the provisions of the preceding Paragraph.

3. The Pan American Union shall notify all of the American Governments of any denunciations and the date on which they take effect.

4. Should the Convention cease to be in force under the provisions of Paragraph 2 of this article, the Pan American Union shall notify all of the American Governments, indicating the date on which this will become effective.

IN WITNESS WHEREOF, the undersigned Plenipotentiaries, having deposited their full powers found to be in due and proper form, sign this Convention at the Pan American Union, Washington, D.C., on behalf of

their respective Governments and affix thereto their seals on the dates appearing opposite their signatures.

* * * * *

WHEREAS it is stipulated in section 3 of article XI of the said convention that the convention shall come into force three months after the deposit of not less than five ratifications with the Pan American Union; and in section 4 of the said article XI that any ratification received after the date of the entry into force of the convention shall take effect three months after the date of its deposit with the Pan American Union;

WHEREAS the said convention has been ratified on the parts of the Governments of the United States of America, Guatemala, Venezuela, El Salvador, Haiti, the Dominican Republic, and Mexico, and the respective instruments of ratification of the Governments of those countries were deposited with the Pan American Union on days as follows, by the United States of America on April 28, 1941, by Guatemala on August 14, 1944, by Venezuela on November 3, 1941, by El Salvador on December 2, 1941, by Haiti on January 31, 1942, by the Dominican Republic on March 3, 1942, and by Mexico on March 27, 1942; and

WHEREAS pursuant to the aforesaid provision of section 3 of article XI of the said convention, the convention will come into force on April 30, 1942, three months after January 31, 1942, the date of deposit of the ratification of Haiti;

NOW, THEREFORE, be it known that I, Franklin D. Roosevelt, President of the United States of America, have caused the said convention to be made public to the end that the same and every article and clause thereof may be observed and fulfilled with good faith by the United States of America and the citizens thereof on and after April 30, 1942.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the United States of America to be affixed.

Done at the City of Washington this thirtieth day of April in the year of our Lord one thousand nine hundred and forty-two, and of the Independence of the United States of America the one hundred and sixty-sixth.

FRANKLIN D. ROOSEVELT

By the President:
CORDELL HULL
Secretary of State

appendix D

**UNITED STATES
DEPARTMENT OF THE INTERIOR
Office of the Secretary
Washington, D.C. 20240**

May 2, 1963

Memorandum

To: Director, National Park Service
From: Secretary of the Interior
Subject: Report of the Advisory Board on Wildlife Management

The report of the Advisory Board on Wildlife Management of the National Parks, dated March 4, 1963, has been reviewed. It emphasizes clearly the ecological principles involved, defines the esthetic, historical and scientific values of the parks, and sets forth the philosophy of management thus called for.

You should, accordingly, take such steps as appropriate to incorporate the philosophy and the basic findings into the administration of the National Park System.

STEWART L. UDALL, *Secretary of the Interior*

March 4, 1963

The Honorable Stewart Udall
Secretary of the Interior
Washington 25, D.C.

Dear Mr. Secretary:

Your Advisory Board on Wildlife Management transmits herewith a report entitled "*Wildlife Management in the National Parks.*"

In formulating the conclusions presented in this report, the Board made a major effort to familiarize itself with actual conditions in the parks and monuments. The full Board visited Yellowstone and Grand Teton National Parks where the elk situation has been acute. Individual Board members inspected a number of other parks which in the judgment of the National Park Service have current wildlife problems. Between us in the last few years we have seen nearly all of the major parks and monuments, including those in Hawaii and Alaska. Our recommendations are based principally upon our knowledge of the parks and their problems.

Additionally, we have endeavored to understand and to evaluate the full spectrum of opinions and viewpoints on park management. In September at Jackson Hole the Board met with five directors of state game departments. In December in Washington we met with five executive officers of conservation organizations. Many other individuals and groups have offered advice and information. All of this was informative and helpful, but we want to make clear to you that our conclusions were not reached by weighing opinions and counter-opinions. The conclusions represent our own collective thinking.

The report as here presented is conceptual rather than statistical in approach. We read thousands of pages of reports, documents, and statistical tables, but used these data only sparingly to illustrate specific points. Emphasis is placed on the philosophy of park management and the ecologic principles involved. Our suggestions are intended to enhance the esthetic, historical, and scientific values of the parks to the American public, vis-a-vis the mass recreational values. We sincerely hope that you will find it feasible and appropriate to accept this concept of park values.

Respectfully submitted,

STANLEY A. CAIN
CLARENCE M. COTTAM
IRA N. GABRIELSON
THOMAS L. KIMBALL
A. STARKER LEOPOLD,
Chairman

WILDLIFE MANAGEMENT IN THE NATIONAL PARKS

ADVISORY BOARD ON WILDLIFE MANAGEMENT APPOINTED BY SECRETARY OF THE INTERIOR UDALL

**A. S. Leopold (Chairman), S. A. Cain, C. M. Cottam, I. N. Gabrielson,
T. L. Kimball**

March 4, 1963

Historical

In the Congressional Act of 1916 which created the National Park Service, preservation of native animal life was clearly specified as one of the purposes of the parks. A frequently quoted passage of the Act states “. . . which purpose is to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.”

In implementing this Act, the newly formed Park Service developed a philosophy of wildlife *protection*, which in that era was indeed the most obvious and immediate need in wildlife conservation. Thus the parks were established as refuges, the animal populations were protected from wildfire. For a time predators were controlled to protect the “good” animals from the “bad” ones, but this endeavor mercifully ceased in the 1930's. On the whole, there was little major change in the Park Service practice of wildlife management during the first 40 years of its existence.

During the same era, the concept of wildlife management evolved rapidly among other agencies and groups concerned with the production of wildlife for recreational hunting. It is now an accepted truism that maintenance of suitable habitat is the key to sustaining animal populations, and that protection, though it is important, is not of itself a substitute for habitat. Moreover, habitat is not a fixed or stable entity that can be set aside and pre-

served behind a fence, like a cliff dwelling or a petrified tree. Biotic communities change through natural stages of succession. They can be changed deliberately through manipulation of plant and animal populations. In recent years the National Park Service has broadened its concept of wildlife conservation to provide for purposeful management of plant and animal communities as an essential step in preserving wildlife resources "...unimpaired for the enjoyment of future generations." In a few parks active manipulation of habitat is being tested, as for example in the Everglades where controlled burning is now used experimentally to maintain the open glades and piney woods with their interesting animal and plant life. Excess populations of grazing ungulates are being controlled in a number of parks to preserve the forage plants on which the animals depend. The question already has been posed—how far should the National Park Service go in utilizing the tools of management to maintain wildlife populations?

The Concept of Park Management

The present report proposes to discuss wildlife management in the national parks in terms of three questions which shift emphasis progressively from the general to the specific:

- 1) What should be the *goals* of wildlife management in the national parks?
- 2) What general *policies* of management are best adapted to achieve the pre-determined goals?
- 3) What are some of the *methods* suitable for on-the-ground implementation of policies?

It is acknowledged that this Advisory Board was requested by the Secretary of the Interior to consider particularly one of the methods of management, namely, the procedure of removing excess ungulates from some of the parks. We feel that this specific question can only be viewed objectively in the light of goals and operational policies, and our report is framed accordingly. In speaking of national parks we refer to the whole system of parks and monuments; national recreation areas are discussed briefly near the end of the report.

As a prelude to presenting our thoughts on the goals, policies, and methods of managing wildlife in the parks of the United States we wish to quote in full a brief report on "Management of National Parks and Equivalent 'Areas'" which was formulated by a committee of the First World Conference on National Parks that convened in Seattle in July, 1962. The committee consisted of 15 members of the Conference, representing eight nations; the chairman was François Bourlière of France. In our judgment this report suggests a firm basis for park management. The statement of the committee follows:

"1. Management is defined as an activity directed toward achieving or maintaining a given condition in plant and/or animal populations and/or habitats in accordance with the conservation plan for the area.

A prior definition of the purposes and objectives of each park is assumed.

Management may involve active manipulation of the plant and animal communities, or protection from modification or external influences.

"2. Few of the world's parks are large enough to be in fact self-regulatory ecological units; rather, most are ecological islands subject to direct or indirect modification by activities and conditions in the surrounding areas. These influences may involve such factors as immigration and/or emigration of animal and plant life, changes in the fire regime, and alterations in the surface or subsurface water.

"3. There is no need for active modification to maintain large examples of the relatively stable 'climax' communities which under protection perpetuate themselves indefinitely. Examples of such communities include large tracts of undisturbed rain-forests, tropical mountain paramos, and arctic tundra.

"4. However, most biotic communities are in a constant state of change due to natural or man-caused processes of ecological succession. In these 'successional' communities it is necessary to manage the habitat to achieve or stabilize it at a desired stage. For example, fire is an essential management tool to maintain East African open savanna or American prairie.

"5. Where animal populations get out of balance with their habitat and threaten the continued existence of a desired environment, population control becomes essential. This principle applies, for example, in situations where ungulate populations have exceeded the carrying capacity of their habitat through loss of predators, immigration from surrounding areas, or compression of normal migratory patterns. Specific examples include excess populations of elephants in some African parks and of ungulates in some mountain parks.

"6. The need for management, the feasibility of management methods, and evaluation of results must be based upon current and continuing scientific research. Both the research and management itself should be undertaken only by qualified personnel. Research, management, planning, and execution must take into account, and if necessary regulate, the human uses for which the park is intended.

"7. Management based on scientific research is, therefore, not only desirable but often essential to maintain some biotic communities in accordance with the conservation plan of a national park or equivalent area."

The Goal of Park Management

Item 1 in the report just quoted specifies that "a prior definition of the purposes and objectives of each park is assumed." In other words, the goal must first be defined.

As a primary goal, we would recommend that the biotic associations within each park be maintained, or where necessary recreated, as nearly as possible in the condition that prevailed when the area was first visited by the white man. A national park should represent a vignette of primitive America.

The implications of this seemingly simple aspiration are stupendous. Many of our national parks—in fact most of them—went through periods of indiscriminate logging, burning, livestock grazing, hunting and predator control. Then they entered the park system and shifted abruptly to a regime of equally unnatural protection from lightning fires, from insect outbreaks, absence of natural controls of ungulates, and in some areas elimination of normal fluctuations in water levels. Exotic vertebrates, insects, plants, and plant diseases have inadvertently been introduced. And of course lastly there is the factor of human use—of roads and trampling and camp grounds and pack stock. The resultant biotic associations in many of our parks are artifacts, pure and simple. They represent a complex ecologic history but they do not necessarily represent primitive America.

Restoring the primitive scene is not done easily nor can it be done completely. Some species are extinct. Given time, an eastern hardwood forest can be regrown to maturity but the chestnut will be missing and so will the roar of pigeon wings. The colorful drapanid finches are not to be heard again in the lowland forests of Hawaii, nor will the jack-hammer of the ivory-bill ring in southern swamps. The wolf and grizzly bear cannot readily be reintroduced into ranching communities, and the factor of human use of the parks is subject only to regulation, not elimination. Exotic plants, animals, and diseases are here to stay. All these limitations we fully realize. Yet, if the goal cannot be fully achieved it can be approached. A reasonable illusion of primitive America could be recreated, using the utmost in skill, judgment, and ecologic sensitivity. This in our opinion should be the objective of every national park and monument.

To illustrate the goal more specifically, let us cite some cases. A visitor entering Grand Teton National Park from the south drives across Antelope Flats. But there are no antelope. No one seems to be asking the question—why aren't there? If the mountain men who gathered here in rendezvous fed their squaws on antelope, a 20th century tourist at least should be able to see a band of these animals. Finding out what aspect of the range needs rectifying, and doing so, would appear to be a primary function of park management.

When the forty-niners poured over the Sierra Nevada into California, those that kept diaries spoke almost to a man of the wide-spaced columns of mature trees that grew on the lower western slope in gigantic magnificence. The ground was a grass parkland, in springtime carpeted with wildflowers. Deer and bears were abundant. Today much of the west slope is a dog-hair thicket of young pines, white fir, incense cedar, and mature brush—a direct function of overprotection from natural ground fires. Within the four national parks—Lassen, Yosemite, Sequoia, and Kings Canyon—the thickets are even more impenetrable than elsewhere. Not only is this accumulation of fuel dangerous to the giant sequoias and other mature trees but the animal life is meager, wildflowers are sparse, and to some at least the vegetative tangle is depressing, not uplifting. Is it possible that the primitive open forest could be restored, at least on a local scale? And

if so, how? We cannot offer an answer. But we are posing a question to which there should be an answer of immense concern to the National Park Service.

The scarcity of bighorn sheep in the Sierra Nevada represents another type of management problem. Though they have been effectively protected for nearly half a century, there are fewer than 400 bighorns in the Sierra. Two-thirds of them are found in summer along the crest which lies within the eastern border of Sequoia and Kings Canyon National Parks. Obviously, there is some shortcoming of habitat that precludes further increase in the population. The high country is still recovering slowly from the devastation of early domestic sheep grazing so graphically described by John Muir. But the present limitation may not be in the high summer range at all but rather along the eastern slope of the Sierra where the bighorns winter on lands in the jurisdiction of the Forest Service. These areas are grazed in summer by domestic livestock and large numbers of mule deer, and it is possible that such competitive use is adversely affecting the bighorns. It would seem to us that the National Park Service might well take the lead in studying this problem and in formulating cooperative management plans with other agencies even though the management problem lies outside the park boundary. The goal, after all, is to restore the Sierra bighorn. If restoration is achieved in the Sequoia-Kings Canyon region, there might follow a program of reintroduction and restoration of bighorns in Yosemite and Lassen National Parks, and Lava Beds National Monument, within which areas this magnificent native animal is presently extinct.

We hope that these examples clarify what we mean by the goal of park management.

Policies of Park Management

The major policy change which we would recommend to the National Park Service is that it recognize the enormous complexity of ecologic communities and the diversity of management procedures required to preserve them. The traditional, simple formula of protection may be exactly what is needed to maintain such climax associations as arctic-alpine heath, the rain forests of Olympic peninsula, or the Joshua trees and saguaros of southwestern deserts. On the other hand, grasslands, savannas, aspen, and other successional shrub and tree associations may call for very different treatment. Reluctance to undertake biotic management can never lead to a realistic presentation of primitive America, much of which supported successional communities that were maintained by fires, floods, hurricanes, and other natural forces.

A second statement of policy that we would reiterate—and this one conforms with present Park Service standards—is that management be limited to native plants and animals. Exotics have intruded into nearly all of the parks but they need not be encouraged, even those that have interest or ecologic values of their own. Restoration of antelope in Jack-

son Hole, for example, should be done by managing native forage plants, not by planting crested wheat grass or plots of irrigated alfalfa. Gambel quail in a desert wash should be observed in the shade of a mesquite, not a tamarisk. A visitor who climbs a volcano in Hawaii ought to see mamane trees and silver-swords, not goats.

Carrying this point further, observable artificiality in any form must be minimized and obscured in every possible way. Wildlife should not be displayed in fenced enclosures; this is the function of a zoo, not a national park. In the same category is artificial feeding of wildlife. Fed bears become bums, and dangerous. Fed elk deplete natural ranges. Forage relationships in wild animals should be natural. Management may at times call for the use of the tractor, chain-saw, rifle, or flame-thrower but the signs and sounds of such activity should be hidden from visitors insofar as possible. In this regard, perhaps the most dangerous tool of all is the roadgrader. Although the American public demands automotive access to the parks, road systems must be rigidly prescribed as to extent and design. Roadless wilderness areas should be permanently zoned. The goal, we repeat, is to maintain or create the mood of wild America. We are speaking here of restoring wildlife to enhance this mood, but the whole effect can be lost if the parks are overdeveloped for motorized travel. If too many tourists crowd the roadways, then we should ration the tourists rather than expand the roadways.

Additionally in this connection, it seems incongruous that there should exist in the national parks mass recreation facilities such as golf courses, ski lifts, motorboat marinas, and other extraneous developments which completely contradict the management goal. We urge the National Park Service to reverse its policy of permitting these non-conforming uses, and to liquidate them as expeditiously as possible (painful as this will be to concessionaires). Above all other policies, the maintenance of naturalness should prevail.

Another major policy matter concerns the research which must form the basis of all management programs. The agency best fitted to study park management problems is the National Park Service itself. Much help and guidance can be obtained from ecologic research conducted by other agencies, but the objectives of park management are so different from those of state fish and game departments, the Forest Service, etc., as to demand highly skilled studies of a very specialized nature. Management without knowledge would be a dangerous policy indeed. Most of the research now conducted by the National Park Service is oriented largely to interpretive functions rather than to management. We urge the expansion of the research activity in the Service to prepare for future management and restoration programs. As models of the type of investigation that should be greatly accelerated we cite some of the recent studies of elk in Yellowstone and of bighorn sheep in Death Valley. Additionally, however, there are needed equally critical appraisals of ecologic relationships in various plant as-

sociations and of many lesser organisms such as azaleas, lupines, chipmunks, towhees, and other non-economic species.

In consonance with the above policy statements, it follows logically that every phase of management itself be under the full jurisdiction of biologically trained personnel of the Park Service. This applies not only to habitat manipulation but to all facets of regulating animal populations. Reducing the numbers of elk in Yellowstone or of goats on Haleakala Crater is part of an overall scheme to preserve or restore a natural biotic scene. The purpose is single-minded. We cannot endorse the view that responsibility for removing excess game animals be shared with state fish and game departments whose primary interest would be to capitalize on the recreational value of the public hunting that could thus be supplied. Such a proposal imputes a multiple use concept of park management which was never intended, which is not legally permitted, nor for which we can find any impelling justification today.

Purely from the standpoint of how best to achieve the goal of park management, as here defined, unilateral administration directed to a single objective is obviously superior to divided responsibility in which secondary goals, such as recreational hunting, are introduced. Additionally, uncontrolled public hunting might well operate in opposition to the goal, by removing roadside animals and frightening the survivors, to the end that public viewing of wildlife would be materially impaired. In one national park, namely Grand Teton, public hunting was specified by Congress as the method to be used in controlling elk. Extended trial suggests this to be an awkward administrative tool at best.

Since this whole matter is of particular current interest it will be elaborated in a subsequent section on methods.

Methods of Habitat Management

It is obviously impossible to mention in this brief report all the possible techniques that might be used by the National Park Service in manipulating plant and animal populations. We can, however, single out a few examples. In so doing, it should be kept in mind that the total area of any one park, or of the parks collectively, that may be managed intensively is a very modest part indeed. This is so for two reasons. First, critical areas which may determine animal abundance are often a small fraction of total range. One deer study on the west slope of the Sierra Nevada, for example, showed that important winter range, which could be manipulated to support the deer, constituted less than two per cent of the year-long herd range. Roadside areas that might be managed to display a more varied and natural flora and fauna can be rather narrow strips. Intensive management, in short, need not be extensive to be effective. Secondly, manipulation of vegetation is often exorbitantly expensive. Especially will this be true when the objective is to manage "invisibly"—that is, to conceal the signs of management. Controlled burning is the only method that may have extensive application.

The first step in park management is historical research, to ascertain as accurately as possible what plants and animals and biotic associations existed originally in each locality. Much of this has been done already.

A second step should be ecologic research on plant-animal relationships leading to formulation of a management hypothesis.

Next should come small scale experimentation to test the hypothesis in practice. Experimental plots can be situated out of sight of roads and visitor centers.

Lastly, application of tested management methods can be undertaken on critical areas.

By this process of study and pre-testing, mistakes can be minimized. Likewise, public groups vitally interested in park management can be shown the results of research and testing before general application, thereby eliminating possible misunderstandings and friction.

Some management methods now in use by the National Park Service seem to us potentially dangerous. For example, we wish to raise a serious question about the mass application of insecticides in the control of forest insects. Such application may (or may not) be justified in commercial timber stands, but in a national park the ecologic impact can have unanticipated effects on the biotic community that might defeat the overall management objective. It would seem wise to curtail this activity, at least until research and small scale testing have been conducted.

Of the various methods of manipulating vegetation, the controlled use of fire is the most "natural" and much the cheapest and easiest to apply. Unfortunately, however, forest and chaparral areas that have been completely protected from fire for long periods may require careful advance treatment before even the first experimental blaze is set. Trees and mature brush may have to be cut, piled, and burned before a creeping ground fire can be risked. Once fuel is reduced, periodic burning can be conducted safely and at low expense. On the other hand, some situations may call for a hot burn. On Isle Royale, moose range is created by periodic holocausts that open the forest canopy. Maintenance of the moose population is surely one goal of management on Isle Royale.

Other situations may call for the use of the bulldozer, the disc harrow, or the spring-tooth harrow to initiate desirable changes in plant succession. Buffalo wallows on the American prairie were the propagation sites of a host of native flowers and forbs that fed the antelope and the prairie chicken. In the absence of the great herds, wallows can be simulated.

Artificial reintroduction of rare native plants is often feasible. Overgrazing in years past led to local extermination of many delicate perennials such as some of the orchids. Where these are not reappearing naturally they can be transplanted or cultured in a nursery. A native plant, however small and inconspicuous, is as much a part of the biota as a redwood tree or a forage species for elk.

In essence, we are calling for a set of ecologic skills unknown in this country today. Americans have shown a great capacity for degrading and

fragmenting native biotas. So far we have not exercised much imagination or ingenuity in rebuilding damaged biotas. It will not be done by passive protection alone.

Control of Animal Populations

Good park management requires that ungulate populations be reduced to the level that the range will carry in good health and without impairment to the soil, the vegetation, or to habitats of other animals. This problem is world-wide in scope, and includes non-park as well as park lands. Balance may be achieved in several ways.

(a) *Natural predation*—Insofar as possible, control through natural predation should be encouraged. Predators are now protected in the parks of the United States, although unfortunately they were not in the early years and the wolf, grizzly bear, and mountain lion became extinct in many of the national parks. Even today populations of large predators, where they still occur in the parks, are kept below optimal level by programs of predator control applied outside the park boundaries. Although the National Park Service has attempted to negotiate with control agencies of Federal and local governments for the maintenance of buffer zones around the parks where predators are not subject to systematic control, these negotiations have been only partially successful. The effort to protect large predators in and around the parks should be greatly intensified. At the same time, it must be recognized that predation alone can seldom be relied upon to control ungulate numbers, particularly the larger species such as bison, moose, elk, and deer; additional artificial controls frequently are called for.

(b) *Trapping and transplanting*—Traditionally in the past the National Park Service has attempted to dispose of excess ungulates by trapping and transplanting. Since 1892, for example, Yellowstone National Park alone has supplied 10,478 elk for restocking purposes. Many of the elk ranges in the western United States have been restocked from this source. Thousands of deer and lesser numbers of antelope, bighorns, mountain goats, and bison also have been moved from the parks. This program is fully justified so long as breeding stocks are needed. However, most big game ranges of the United States are essentially filled to carrying capacity, and the cost of a continuing program of trapping and transplanting cannot be sustained solely on the basis of controlling populations within the parks. Trapping and handling of a big game animal usually costs from \$50 to \$150 and in some situations much more. Since annual surpluses will be produced indefinitely into the future, it is patently impossible to look upon trapping as a practical plan of disposal.

(c) *Shooting excess animals that migrate outside the parks*—Many park herds are migratory and can be controlled by public hunting outside the park boundaries. Especially is this true in mountain parks which usually consist largely of summer game range with relatively little winter range. Effective application of this form of control frequently calls for special

regulations, since migration usually occurs after normal hunting dates. Most of the western states have cooperated with the National Park Service in scheduling late hunts for the specific purpose of reducing park game herds, and in fact most excess game produced in the parks is so utilized. This is by far the best and the most widely applied method of controlling park populations of ungulates. The only danger is that migratory habits may be eliminated from a herd by differential removal, which would favor survival of non-migratory individuals. With care to preserve, not eliminate, migratory traditions, this plan of control will continue to be the major form of herd regulation in national parks.

(d) *Control by shooting within the parks*—Where other methods of control are inapplicable or impractical, excess park ungulates must be removed by killing. As stated above in the discussion of park policy, it is the unanimous recommendation of this Board that such shooting be conducted by competent personnel, under the sole jurisdiction of the National Park Service, and for the sole purpose of animal removal, not recreational hunting. If the magnitude of a given removal program requires the services of additional shooters beyond regular Park Service personnel, the selection, employment, training, deputization, and supervision of such additional personnel should be entirely the responsibility of the National Park Service. Only in this manner can the primary goal of wildlife management in the parks be realized. A limited number of expert riflemen, properly equipped and working under centralized direction, can selectively cull a herd with a minimum of disturbance to the surviving animals or to the environment. General public hunting by comparison is often non-selective and grossly disturbing.

Moreover, the numbers of game animals that must be removed annually from the parks by shooting is so small in relation to normally hunted populations outside the parks as to constitute a minor contribution to the public bag, even if it were so utilized. All of these points can be illustrated in the example of the North Yellowstone elk population which has been a focal point of argument about possible public hunting in national parks.

(e) *The case of Yellowstone*—Elk summer in all parts of Yellowstone Park and migrate out in nearly all directions, where they are subject to hunting on adjoining public and private lands. One herd, the so-called Northern Elk Herd, moves only to the vicinity of the park border where it may winter largely inside or outside the park, depending on the severity of the winter. This herd was estimated to number 35,000 animals in 1914 which was far in excess of the carrying capacity of the range. Following a massive die-off in 1919-20 the herd has steadily decreased. Over a period of 27 years, the National Park Service removed 8,825 animals by shooting and 5,765 by live-trapping; concurrently, hunters took 40,745 elk from this herd outside the park. Yet the range continues to deteriorate. In the winter of 1961-62 there were approximately 10,000 elk in the herd and carrying capacity of the winter range was estimated at 5,000.

So the National Park Service at last undertook a definite reduction program, killing 4,283 elk by shooting, which along with 850 animals removed in other ways (hunting outside the park, trapping, winter kill) brought the herd down to 5,725 as censused from helicopter. The carcasses of the elk were carefully processed and distributed to Indian communities throughout Montana and Wyoming; so they were well used. The point at issue is whether this same reduction could or should have been accomplished by public hunting.

In autumn during normal hunting season the elk are widely scattered through rough inaccessible mountains in the park. Comparable areas, well stocked with elk, are heavily hunted in adjoining national forests. Applying the kill statistics from the forests to the park, a kill of 200-400 elk might be achieved if most of the available pack stock in the area were used to transport hunters within the park. Autumn hunting could not have accomplished the necessary reduction.

In mid-winter when deep snow and bitter cold forced the elk into the lower country along the north border of the park, the National Park Service undertook its reduction program. With snow vehicles, trucks, and helicopters they accomplished the unpleasant job in temperatures that went as low as -40° F. Public hunting was out of the question. Thus, in the case most bitterly argued in the press and in legislative halls, reduction of the herd by recreational hunting would have been a practical impossibility, even if it had been in full conformance with park management objectives.

From now on, the annual removal from this herd may be in the neighborhood of 1,000 to 1,800 head. By January 31, 1963, removals had totalled 1,300 (300 shot outside the park by hunters, 600 trapped and shipped, and 400 killed by park rangers). Continued special hunts in Montana and other forms of removal will yield the desired reduction by spring. The required yearly maintenance kill is not a large operation when one considers that approximately 100,000 head of big game are taken annually by hunters in Wyoming and Montana.

(f) *Game control in other parks*—In 1961-62, excluding Yellowstone elk, there were approximately 870 native animals transplanted and 827 killed on 18 national parks and monuments. Additionally, about 2,500 feral goats, pigs and burros were removed from three areas. Animal control in the park system as a whole is still a small operation. It should be emphasized, however, that removal programs have not in the past been adequate to control ungulates in many of the parks. Future removals will have to be larger and in many cases repeated annually. Better management of wildlife habitat will naturally produce larger annual surpluses. But the scope of this phase of park operation will never be such as to constitute a large facet of management. On the whole, reductions will be small in relation to game harvests outside the parks. For example, from 50 to 200 deer a year are removed from a problem area in Sequoia National Park; the deer kill in California is 75,000 and should be much

larger. In Rocky Mountain National Park 59 elk were removed in 1961-62 and the trim should perhaps be 100 per year in the future; Colorado kills over 10,000 elk per year on open hunting ranges. In part, this relates to the small area of the national park system which constitutes only 3.9 per cent of the public domain; hunting ranges under the jurisdiction of the Forest Service and Bureau of Land Management make up approximately 70 per cent.

In summary, control of animal populations in the national parks would appear to us to be an integral part of park management, best handled by the National Park Service itself. In this manner excess ungulates have been controlled in the national parks of Canada since 1943, and the same principle is being applied in the parks of many African countries. Selection of personnel to do the shooting likewise is a function of the Park Service. In most small operations this would logically mean skilled rangers. In larger removal programs, there might be included additional personnel, selected from the general public, hired and deputized by the Service or otherwise engaged, but with a view to accomplishing a task, under strict supervision and solely for the protection of park values. Examples of some potentially large removal programs where expanded crews may be needed are mule deer populations on plateaus fringing Dinosaur National Monument and Zion National Park (west side), and white-tailed deer in Acadia National Park.

Wildlife Management on National Recreation Areas

By precedent and logic, the management of wildlife resources on the national recreation areas can be viewed in a very different light than in the park system proper. National recreation areas are by definition multiple use in character as regards allowable types of recreation. Wildlife management can be incorporated into the operational plans of these areas with public hunting as one objective. Obviously, hunting must be regulated in time and place to minimize conflict with other uses, but it would be a mistake for the National Park Service to be unduly restrictive of legitimate hunting in these areas. Most of the existing national recreation areas are Federal holdings surrounding large water impoundments; there is little potentiality for hunting. Three national seashore recreational areas on the East Coast (Hatteras, Cape Cod, and Padre Island) offer limited waterfowl shooting. But some of the new areas being acquired or proposed for acquisition will offer substantial hunting opportunity for a variety of game species. This opportunity should be developed with skill, imagination, and (we would hopefully suggest) with enthusiasm.

On these areas as elsewhere, the key to wildlife abundance is a favorable habitat. The skills and techniques of habitat manipulation applicable to parks are equally applicable on the recreation areas. The regulation of hunting, on such areas as are deemed appropriate to open for such use, should be in accord with prevailing state regulations.

New National Parks

A number of new national parks are under construction. One of the critical issues in the establishment of new parks will be the manner in which the wildlife resources are to be handled. It is our recommendation that the basic objectives and operating procedures of new parks be identical with those of established parks. It would seem awkward indeed to operate a national park system under two sets of ground rules. On the other hand, portions of several proposed parks are so firmly established as traditional hunting grounds that impending closure of hunting may preclude public acceptance of park status. In such cases it may be necessary to designate core areas as national parks in every sense of the word, establishing protective buffer zones in the form of national recreation areas where hunting is permitted. Perhaps only through compromises of this sort will the park system be rounded out.

Summary

The goal of managing the national parks and monuments should be to preserve, or where necessary to recreate, the ecologic scene as viewed by the first European visitors. As part of this scene, native species of wild animals should be present in maximum variety and reasonable abundance. Protection alone, which has been the core of Park Service wildlife policy, is not adequate to achieve this goal. Habitat manipulation is helpful and often essential to restore or maintain animal numbers. Likewise, populations of the animals themselves must sometimes be regulated to prevent habitat damage; this is especially true of ungulates.

Active management aimed at restoration of natural communities of plants and animals demands skills and knowledge not now in existence. A greatly expanded research program, oriented to management needs, must be developed within the National Park Service itself. Both research and the application of management methods should be in the hands of skilled park personnel.

Insofar as possible, animal populations should be regulated by predation and other natural means. However, predation cannot be relied upon to control the populations of larger ungulates, which sometimes must be reduced artificially.

Most ungulate populations within the parks migrate seasonally outside the park boundaries where excess numbers can be removed by public hunting. In such circumstances the National Park Service should work closely with state fish and game departments and other interested agencies in conducting the research required for management and in devising co-operative management programs.

Excess game that does not leave a park must be removed. Trapping and transplanting has not proven to be a practical method of control, though it is an appropriate source of breeding stock as needed elsewhere.

Direct removal by killing is the most economical and effective way of

regulating ungulates within a park. Game removal by shooting should be conducted under the complete jurisdiction of qualified park personnel and solely for the purpose of reducing animals to preserve park values. Recreational hunting is an inappropriate and non-conforming use of the national parks and monuments.

Most game reduction programs can best be accomplished by regular park employees. But as removal programs increase in size and scope, as well may happen under better wildlife management, the National Park Service may find it advantageous to employ or otherwise engage additional shooters from the general public. No objection to this procedure is foreseen so long as the selection, training, and supervision of shooting crews is under rigid control of the Service and the culling operation is made to conform to primary park goals.

Recreational hunting is a valid and potentially important use of national recreation areas, which are also under jurisdiction of the National Park Service. Full development of hunting opportunities on these areas should be provided by the Service.

appendix E

UNITED STATES
DEPARTMENT OF THE INTERIOR
National Park Service
Washington, D.C. 20240

September 22, 1967

Memorandum

To: All Field Offices
From: Director
Subject: Implementation of the Leopold Committee Report, "Wildlife Management in the National Parks"

As a result of the report and recommendations of the Secretary's Advisory Board on Wildlife Management in the National Parks, approved by the Secretary on May 2, 1963, the following administrative policies have been adopted by the Service:

* * * * *

(For full text of policies see *Fish and Wildlife Management Policy* section.)

Among its recommendations, the Leopold Committee stated, in part, as follows:

Most game reduction programs can best be accomplished by regular park employees. *But as removal programs increase in size and scope, as well may happen under better wildlife management, the National Park Service may find it advantageous to employ or otherwise engage additional shooters from the general public.* No objection to this procedure is foreseen so long as the selection, training, and supervision of shooting crews is under rigid control of the Service and the culling operation is made to conform to primary park goals. (Emphasis supplied.)

Wildlife management programs of the Service, for the most part, involve indigenous animals, such as deer, elk, and other native ungulates; and feral animals, such as goats, pigs, and burros. Most of these animals are subject to public hunting outside of the national parks and national monuments.

The wildlife management programs carried on by the Service to date have been of the size and scope that can best be accomplished by regular, full-time park employees. It is evident, however, that we are not going to be able to continue to achieve our objectives, particularly with respect to the management of feral animals, solely through the use of permanent, full-time park employees. As a result, in the future we will utilize part-time Deputy Park Rangers to assist in this program, as recommended by the Secretary's Advisory Board, and as approved by the Secretary. When such personnel are used, they will carry on these functions "under rigid control of the Service * * *." Moreover, no part of the direct reduction program will have any aspect of sport or recreational public hunting. To insure this result such specially engaged personnel shall operate as a part of a crew under the supervision of a permanent, full-time Park Ranger of the Service.

Such personnel as are needed, from time to time, will be recruited as follows:

Personnel needed will be secured and appointed locally as Deputy Park Rangers, WOC (without compensation), under Schedule A. 213.3102(k) authority which is Title 5 U.S.C. 3320—the Act of August 25, 1916 (39 Stat. 535). Prior clearance from the Regional or Washington Office is not necessary in making these appointments. The Form 52 supporting each appointment should include under remarks a simple statement as to the purpose for which the appointment is made, to support the conclusion that it is in the Government interest.

State game management personnel also may be engaged (without compensation) under the foregoing arrangements. Their involvement in the direct reduction program oftentimes may be advantageous in the interest of continuing Federal-State cooperation in all facets of the park program.

Of course, part-time Park Ranger personnel employed in these programs may be compensated, when necessary. In this case appointments may be made in accordance with the usual procedure for employing seasonal part-time uniformed personnel.

All personnel engaged in the wildlife reduction program must be highly skilled in firearms safety, animal identification and marksmanship.

Such personnel as may be engaged under the foregoing arrangement may prefer to utilize their own weapons and ammunition. This is acceptable. On the other hand, if they desire Government weapons and ammunition, these may be furnished. Government ammunition may be supplied for private weapons when engaged in the management program, if preferred.

The carcasses of animals killed by such personnel are Government-owned personal property and are to be disposed of in accordance with applicable regulations governing the disposition of surplus property. The pertinent regulations are contained in Title 41 of the Code of Federal Regulations, Subparts 101-43.3, 101-44.3, 101-44.5, 101-45.3 and 101-45.5, issued pursuant to the provisions of the Federal Property and Administrative Services Act of 1949, 63 Stat. 378, as amended, 40 U.S.C. 471.

The regulations are rather voluminous and it is impracticable to duplicate them here. All regional offices and many of the larger areas have copies of the complete Title 41 of the Code of Federal Regulations. Any Superintendent not having a copy of the regulations and needing them may obtain, on loan, a copy through the appropriate Regional Director.

The carcasses of animals killed in a reduction program are perishable personal property. Accordingly, the carcasses do not have to be reported to the General Services Administration (GSA). 41 CFR 101-43.312. Moreover, in connection with the preparation of this memorandum we consulted with GSA officials in Washington who advise that there is no need to inform GSA Regional Offices of the availability of the carcasses, as suggested in Section 101-43.306 of the regulations. Accordingly, if there is no use for them by the National Park Service for maintenance of the ecosystem, research or other Federal purposes, the carcasses may be disposed of by several methods, discussed below, depending upon their value.

I. Although it is very unlikely, some reduction programs may involve animal carcasses having an economic value that would justify the sale of carcasses in accordance with the regulations of Subpart 101-45.3. This possibility should be explored before the reduction program is commenced in order that there will be sufficient time to comply with the appropriate regulatory requirements should it be in the best interests of the Government to sell the carcasses.

II. If it is determined by the Superintendent that the carcasses have no commercial value or that the estimated costs of handling, transportation and storage would exceed the estimated proceeds from a sale, the carcasses may be donated to public bodies—including Indian tribes. 41 CFR Subpart 101-44.5. When it is determined to donate carcasses to public bodies, the agreement of November 4, 1965, between the Service and the Bureau of Indian Affairs commits the Service to donate as many carcasses as possible to the Indian tribes (Chapter 1, Section 5.9, Part 10, of the Organization Volume). Where suitable arrangements can be made with public bodies for the donation of the carcasses, consistent with reasonable costs to the Service, this method of disposal is preferred, when commercial sale is not practicable.

III. If it is infeasible to donate the animal carcasses to public bodies because of (1) lack of interest by public or charitable groups to receive them; or (2) excessive costs to the Government in removing and preparing the carcasses in a manner suitable for donation (field dressing, etc.); or (3) other good reason such as isolation of carcasses in remote areas, etc., the carcasses may be abandoned in accordance with the provisions of Subpart 101-45.5. The determination of the infeasibility of donation will be made by the Superintendent.

When it is determined to abandon the animal carcasses, the carcasses may be removed and utilized by the part-time Deputy Park Ranger personnel engaged (without compensation) in the management program. In connection with the removal of the abandoned carcasses from a Federal

area and their utilization outside of such areas, all part-time Deputy Park Rangers should be cautioned as to the possible need for a state transportation permit, or state hunting license, as appropriate under state law, permitting them to have in their possession, to transport, or otherwise utilize carcasses of the animals outside the national park or national monument. A state hunting license is not required, of course, by federally appointed personnel (with or without compensation) engaged in carrying out the Federal functions of wildlife reduction in the national parks and monuments, except at Grand Teton National Park, which is the subject of special Federal legislation in this regard.

To insure the orderly implementation of this program, each Superintendent carrying on a wildlife management program in which direct reduction of animals is required shall submit a plan of the proposed reduction to this office, not less than 90 days in advance of undertaking the reduction. This plan shall include, among other things, the numbers and kinds of animals to be reduced; the period of time during which the reduction is to take place; and, the personnel to be engaged in the reduction (the number of regular permanent employees to be involved, as well as an estimate of the number of part-time personnel (with and without compensation) to be involved). Likewise, when wildlife management programs do not require direct reduction of animal populations in areas that have had such reductions in the past, a report so stating, and the reasons therefor, must be submitted to this office at least 90 days in advance of the month in which reduction would normally take place.

Thank you very much.

GEORGE B. HARTZOG, JR.

appendix F

PUBLIC LAW 89-249
89th Congress, H.R. 2091
OCTOBER 9, 1965

AN ACT

Relating to the establishment of concession policies in the areas administered by National Park Service and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in furtherance of the Act of August 25, 1916 (39 Stat. 535), as amended (16 U.S.C.1), which directs the Secretary of the Interior to administer national park system areas in accordance with the fundamental purpose of conserving their scenery, wildlife, natural and historic objects, and providing for their enjoyment in a manner that will leave them unimpaired for the enjoyment of future generations, the Congress hereby finds that the preservation of park values requires that such public accommodations, facilities, and services as have to be provided within those areas should be provided only under carefully controlled safeguards against unregulated and indiscriminate use, so that the heavy visitation will not unduly impair these values and so that development of such facilities can best be limited to locations where the least damage to park values will be caused. It is the policy of the Congress that such development shall be limited to those that are necessary and appropriate for public use and enjoyment of the national park area in which they are located and that are consistent to the highest practicable degree with the preservation and conservation of the areas.

SEC. 2. Subject to the findings and policy stated in section 1 of this Act,

the Secretary of the Interior shall take such action as may be appropriate to encourage and enable private persons and corporations (hereinafter referred to as "concessioners") to provide and operate facilities and services which he deems desirable for the accommodation of visitors in areas administered by the National Park Service.

SEC. 3. (a) Without limitation of the foregoing, the Secretary may include in contracts for the providing of facilities and services such terms and conditions as, in his judgment, are required to assure the concessioner of adequate protection against loss of investment in structures, fixtures, improvements, equipment, supplies, and other tangible property provided by him for purposes of the contract (but not against loss of anticipated profits) resulting from discretionary acts, policies, or decisions of the Secretary occurring after the contract has become effective under which acts, policies, or decisions the concessioner's authority to conduct some or all of his authorized operations under the contract ceases or his structures, fixtures, and improvements, or any of them, are required to be transferred to another party or to be abandoned, removed, or demolished. Such terms and conditions may include an obligation of the United States to compensate the concessioner for loss of investment, as aforesaid.

(b) The Secretary shall exercise his authority in a manner consistent with a reasonable opportunity for the concessioner to realize a profit on his operation as a whole commensurate with the capital invested and the obligations assumed.

(c) The reasonableness of a concessioner's rates and charges to the public shall, unless otherwise provided in the contract, be judged primarily by comparison with those current for facilities and services of comparable character under similar conditions, with due consideration for length of season, provision for peakloads, average percentage of occupancy, accessibility, availability and costs of labor and materials, type of patronage, and other factors deemed significant by the Secretary.

(d) Franchise fees, however stated, shall be determined upon consideration of the probable value to the concessioner of the privileges granted by the particular contract or permit involved. Such value is the opportunity for net profit in relation to both gross receipts and capital invested. Consideration of revenue to the United States shall be subordinate to the objectives of protecting and preserving the areas and of providing adequate and appropriate services for visitors at reasonable rates. Appropriate provisions shall be made for reconsideration of franchise fees at least every five years unless the contract is for a lesser period of time.

SEC. 4. The Secretary may authorize the operation of all accommodations, facilities, and services for visitors, or of all such accommodations, facilities, and services of generally similar character, in each area, or portion thereof, administered by the National Park Service by one responsible concessioner and may grant to such concessioner a preferential right to provide such new or additional accommodations, facilities, or services as the Secretary may consider necessary or desirable for the accommodation and convenience of

the public. The Secretary may, in his discretion, grant extensions or renewals of new contracts to present concessioners, other than the concessioner holding a preferential right, for operations substantially similar in character and extent to those authorized by their current contracts or permits.

SEC. 5. The Secretary shall encourage continuity of operation and facilities and services by giving preference in the renewal of contracts or permits and in the negotiation of new contracts or permits to the concessioners who have performed their obligations under prior contracts or permits to the satisfaction of the Secretary. To this end, the Secretary, at any time in his discretion, may extend or renew a contract or permit, or may grant a new contract or permit to the same concessioner upon the termination or surrender before expiration of a prior contract or permit. Before doing so, however, and before granting extensions, renewals or new contracts pursuant to the last sentence of section 4 of this Act, the Secretary shall give reasonable public notice of his intention so to do and shall consider and evaluate all proposals received as a result thereof.

SEC. 6. A concessioner who has heretofore acquired or constructed or who hereafter acquires or constructs, pursuant to a contract and with the approval of the Secretary, any structure, fixture, or improvement upon land owned by the United States within an area administered by the National Park Service shall have a possessory interest therein, which shall consist of all incidents of ownership except legal title, and except as hereinafter provided, which title shall be vested in the United States. Such possessory interest shall not be construed to include or imply any authority, privilege, or right to operate or engage in any business or other activity, and the use or enjoyment of any structure, fixture, or improvement in which the concessioner has a possessory interest shall be wholly subject to the applicable provisions of the contract and of laws and regulations relating to the area. The said possessory interest shall not be extinguished by the expiration or other termination of the contract and may not be taken for public use without just compensation. The said possessory interest may be assigned, transferred, encumbered, or relinquished. Unless otherwise provided by agreement of the parties, just compensation shall be an amount equal to the sound value of such structure, fixture, or improvement at the time of taking by the United States determined upon the basis of reconstruction cost less depreciation evidenced by its condition and prospective serviceability in comparison with a new unit of like kind, but not to exceed fair market value. The provisions of this section shall not apply to concessioners whose current contracts do not include recognition of a possessory interest, unless in a particular case the Secretary determines that equitable considerations warrant recognition of such interest.

SEC. 7. The provisions of section 321 of the Act of June 30, 1932 (47 Stat. 412; 40 U.S.C. 303(b)), relating to the leasing of buildings and properties of the United States, shall not apply to privileges, leases, permits, and contracts granted by the Secretary of the Interior for the use of lands and improvements thereon, in areas administered by the National Park

Service, for the purpose of providing accommodations, facilities, and services for visitors thereto, pursuant to the Act of August 25, 1916 (39 Stat. 535), as amended, or the Act of August 21, 1935, chapter 593 (49 Stat. 666; 16 U.S.C. 461-467), as amended.

SEC. 8. Subsection (h) of section 2 of the Act of August 21, 1935, the Historical Sites, Buildings, and Antiquities Act (49 Stat. 666; 16 U.S.C. 462 (h)), is amended by changing the provision therein to read as follows: "Provided, That the Secretary may grant such concessions, leases, or permits and enter into contracts relating to the same with responsible persons, firms, or corporations without advertising and without securing competitive bids."

SEC. 9. Each concessioner shall keep such records as the Secretary may prescribe to enable the Secretary to determine that all terms of the concession contract have been and are being faithfully performed, and the Secretary and his duly authorized representatives shall, for the purpose of audit and examination, have access to said records and to other books, documents, and papers of the concessioner pertinent to the contract and all the terms and conditions thereof.

The Comptroller General of the United States or any of his duly authorized representatives shall, until the expiration of five (5) calendar years after the close of the business year of each concessioner or subconcessioner, have access to and the right to examine any pertinent books, documents, papers, and records of the concessioner or subconcessioner related to the negotiated contract or contracts involved.

Approved October 9, 1965, 6:35 a.m.

LEGISLATIVE HISTORY:

HOUSE REPORT NO. 591 (Comm. on Interior & Insular Affairs).

SENATE REPORT NO. 765 (Comm. on Interior & Insular Affairs).

CONGRESSIONAL RECORD, Vol. 111 (1965):

Sept. 14: Considered and passed House.

Sept. 23: Considered and passed Senate.

appendix G

RECREATION ADVISORY COUNCIL—POLICY GOVERNING THE WATER POLLUTION AND PUBLIC HEALTH ASPECTS OF OUTDOOR RECREATION, WASHINGTON, D.C.

April 9, 1964, Circular No. 3

P R E A M B L E

The conservation, development, and wise use of outdoor recreation resources are of great importance in satisfying the social and health goals of our population. For many people, outdoor recreation involves water; they swim and fish in it, hunt and boat on it, picnic beside it. The demands for water-based recreation are expected to expand materially in the next few years and more and more people will be competing for the privilege of using available water areas.

There is no question that increasing pollution is a major factor making water areas unsuitable for recreation and other uses. Pollution not only drives people away, it also destroys large areas of fish and wildlife habitat. There is also no question that the increasing number of visitors to outdoor recreation areas emphasizes the need for planning and constructing adequate sanitary facilities at public recreation areas, including the need for research which will assist in the solution of sanitary engineering problems peculiar to outdoor recreation activities.

The Recreation Advisory Council, recognizing the demand for water-oriented outdoor recreation and the need for immediate and positive action to protect not only the resource being used, but more importantly, the health and safety of the American people, hereby sets forth the guidelines it believes necessary (1) to prevent and control future water pollution and to restore existing bodies of polluted water to the highest quality practicable, and (2) to govern

the planning, provision, and maintenance of sanitary facilities at outdoor recreation areas.¹

I. WATER POLLUTION

A. Declaration of Policy

It shall be the Recreation Advisory Council policy that (1) recreation be recognized as a full partner with other beneficial water uses in water quality management policies and programs, (2) the water resources of the Nation be maintained as clean as possible in order to provide maximum recreation opportunities, and (3) all users of public water have a responsibility for keeping these waters clean. This Declaration of Policy recognizes the primary responsibility of the Department of Health, Education, and Welfare for the reinforcement of Federal laws relating to the prevention of water pollution.

All Federal agencies having responsibilities in the field of water pollution should coordinate such activities with each other. In turn, these activities should be coordinated wherever possible with State and local agencies having responsibilities in the field of water pollution in order to further a unified and effective effort in the following endeavors:

1. Development of comprehensive river basin water pollution control programs that protect outdoor recreation water uses;
2. Development of a set of principles for water quality standards for outdoor recreation, wildlife, fish, and other aquatic uses which could be applied where appropriate for the particular use involved;
3. Development of water quality monitoring systems for the protection of outdoor water recreation areas;
4. Development of water pollution research programs benefiting outdoor recreation, wildlife, fish, and other aquatic life;
5. Provision of technical services in water pollution prevention and control relating to outdoor recreation, wildlife, fish, and other aquatic life; and
6. Development of a set of principles as guides to the adoption of local standards by the appropriate State agencies to protect outdoor recreation uses and Federal investments for recreation in water resource developments.

B. Policy Implementation

Federal, State and local governments should assume their respective responsibilities for controlling water pollution to conserve and improve water for all uses, including recreation.

Federal agencies shall make every effort to implement the President's policy that "* * * Government should set an example in the abatement of water pollution * * *" ² by:

¹ Recreation Advisory Council Circular No. 2, General Policy Guidelines for Outdoor Recreation, Federal Role, Item G, April 1964.

² Excerpt from letter from President Kennedy to the Secretary of Health, Education, and Welfare, dated December 14, 1962.

1. Demonstrating leadership in adopting pollution control programs to assure that Federal activity, or other activities on federally owned lands, does not pollute waters associated with such areas;
2. Promulgating effective rules and regulations for controlling water pollution on lands under their management;
3. Including adequate safeguards in comprehensive water resource developments to enhance and protect recreation waters and to assure that the recreation benefits assigned to the developments will not be impaired by pollution;
4. Utilizing acceptable principles of water quality standards in programing water pollution control measures and managing water pollution control programs benefiting recreation;
5. Establishing reliable monitoring systems to provide the data needed to make the water quality management decisions required to protect water recreation uses and investments;
6. Informing the public of damages to recreation values resulting from water pollution; and
7. Encouraging and supporting adequate State, interstate, and local water pollution control programs and cooperating fully with the appropriate agency in their implementation and management.

To discharge their responsibilities, State and local governments are encouraged to:

1. Enact and enforce adequate water pollution control legislation;
2. Develop programs to control pollution originating on publicly owned lands under their jurisdiction;
3. Participate in interstate or regional compacts to develop pollution control programs for interstate waters;
4. Cooperate with the responsible Federal water pollution control agency in the adoption and vigorous enforcement of adequate water quality standards for recreation and fish and wildlife; and
5. Develop and sustain a program of public information so that an enlightened public opinion can be brought to bear on the problems of pollution abatement and control.

II. PUBLIC HEALTH

A. Declaration of Policy

It shall be the Recreation Advisory Council policy that it is incumbent upon agencies responsible for the planning, development, and operation of outdoor recreation areas to provide the health and sanitation safeguards required to protect the health, safety, and well-being of the recreation users.

To achieve that objective, agencies responsible for the management of outdoor recreation areas shall utilize the recommended health standards of the Federal, State, or local public health authority having jurisdiction; and they shall maintain close cooperation and consultation with the appropriate public health authority. At the Federal level, the broad respon-

sibility and legislative authority of the Public Health Service, Department of Health, Education, and Welfare, for protecting the public health, is recognized.

B. Guidelines

The following guidelines describe the measures which Federal agencies developing, operating, and maintaining outdoor recreation facilities should adopt to protect the health and safety of the recreation user.

1. New Recreation Developments

Plans and specifications covering health and sanitation facilities and services in outdoor recreation areas must satisfy the requirements of the health agency having jurisdiction. The plans shall include provisions for the following:

- a. Investigating and identifying health information and environmental problems relating to the acquisition, planning, and development of outdoor recreation areas.
- b. Developing and providing necessary treatment of all sources of water supply for domestic and culinary purposes to meet Public Health Service Drinking Water Standards or equivalent.
- c. Preparing and maintaining grounds and facilities to assure adequate vector control.
- d. Proper sewage collection, treatment and disposal facilities to prevent defilement of land and water areas, and to prevent pollution of surface or underground water or other conditions conducive to the transmission of communicable diseases.
- e. Proper storage, collection, and disposal of refuse and other wastes accumulated in outdoor recreation areas.
- f. Proper buildings, equipment, and facilities for storage, preparation, and serving of food and drink to the public.
- g. Plan for and delineate responsibilities for a system of policing and inspecting recreation developments.
- h. Facilities which would protect the safety of recreation users.

2. Operation and Maintenance of Recreation Areas

The agency having administrative responsibility for an area should consult and cooperate with qualified health personnel of the health agency having jurisdiction to:

- a. Insure that the operation and maintenance of sanitary facilities are in accordance with applicable requirements or regulations of Federal, State, and local health departments.
- b. Certify the quality of all food and drink products served to the visiting public.
- c. Control animals and insects harboring disease vectors or capable of transmitting diseases to humans.
- d. Control environmental factors relating to communicable diseases.
- e. Provide accident prevention services.
- f. Prevent air and water pollution arising from recreation facilities.
- g. Detect and control all other environmental hazards.

h. Train and periodically inspect personnel responsible for the operation and maintenance of concessioner and sanitary facilities in order to insure compliance with applicable health regulations.

i. Assure implementation of adequate water safety measures.

There are guides available which list health standards or codes relating to the management of outdoor recreation areas. Several of these are [in the attached list]. Environmental Health Practice in Recreation Areas, reference No. 1 in [the list, contains] information on health problems and guidelines, not currently available in a single publication. The other codes and guides are in general use by Federal, State, and local agencies.

In addition to the internal inspections by the administering agency, sanitary surveys of proposed developments and periodic inspection of existing areas by health authorities having jurisdiction are recommended to detect and eliminate existing or potential environmental health hazards.

Reports, including recommendations covering these activities, should be referred for action to authorities responsible for the administration and operation of the outdoor recreation areas.

III. ACTIVATION OF POLICY

Under authority bestowed upon the Council by Executive Order 11017, as amended, the Council commends this policy to all concerned Federal agencies. Upon approval of this statement, the member agencies of the Recreation Advisory Council become responsible for observing the foregoing policy and for giving it force and effect.

Approved by:

STEWART L. UDALL

Secretary of the Interior, Chairman

ORVILLE L. FREEMAN

Secretary of Agriculture

ANTHONY J. CELEBREZZE

Secretary of Health, Education, and Welfare

LUTHER M. HODGES

Secretary of Commerce

NORMAN S. PAUL

Assistant Secretary of Defense

ROBERT R. WEAVER

Administrator, Housing and Home Finance Agency

LIST OF GUIDES AND REFERENCE MATERIALS ON ENVIRONMENTAL HEALTH ASPECTS OF RECREATION

1. *Environmental Health Practice in Recreation Areas*. [Reprinted 1966. Public Health Service Publication No. 1195, U.S. Department of Health, Education, and Welfare, Public Health Service, Washington, D.C.]

2. *Public Health Service Administrative Guide Covering National Park Service Activities*, 1956. U.S. Department of Health, Education, and Welfare, Public Health Service, Washington, D.C.
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appendix H

**UNITED STATES
DEPARTMENT OF THE INTERIOR
National Park Service
Washington, D.C. 20240**

April 11, 1968

Memorandum

To: Director, National Park Service
From: Chairman, Park Road Standards Committee
Subject: Final Report

On September 8, 1967, as a result of your deep concern "that the National Park Service develop standards which will guide and control the construction and use of park roads," you appointed a Committee on Park Road Standards: Joseph Penfold, Conservation Director, Izaak Walton League of America; Ira Gabrielson, President, Wildlife Management Institute; Ansel Adams, Photographer and NPS Collaborator; and from the National Park Service, Charles E. Krueger, Assistant Director, Design and Construction; Robert Linn, Deputy Chief Scientist; and as Chairman, William C. Everhart, Assistant Director, Interpretation.

The Committee was asked to review the status of road construction, to define the purposes of such roads, and to establish guidelines for their design and construction. The report which follows expresses our conviction on the philosophy which should guide those responsible for policy decisions, as well as those who have design and construction responsibility.

In the quest to insure that National Parks remain places to which people go for a special kind of experience, rather than merely places for viewing famous natural wonders, the park road system is an essential key.

It is our hope that this report will be of help to you in a most difficult and complex area of park management. The opportunity to serve on the Committee, we believe, was a distinct honor.

WILLIAM C. EVERHART,
Assistant Director, Interpretation

PARK ROADS STANDARDS

A REPORT TO THE DIRECTOR OF THE NATIONAL PARK SERVICE

THE PURPOSE OF PARK ROADS

Among all public preserves, those of the National Park System are distinguished by the quality of their natural, historical, and recreational resources—dedicated and set aside unimpaired for the benefit and enjoyment of the people.

These national parklands—mountains, deserts, seashores, lakes, forests—increasingly have become places of escape from the monotony and frustrations of urban life. And the astounding mobility of vacation travellers has brought the most remote wilderness areas within reach of millions.

Major destination points for this seasonal migration are the well-known National Parks, which are now asked to serve a volume of visitors that seemed inconceivable as recently as 10 years ago.

In 1956, there were 61 million park visits; in 1966, 103 million; in 1977, the total will be more than 300 million.

This flood of park users represents either a profound threat to park values—or an extraordinary opportunity to make those values a more meaningful part of this nation's cultural inheritance.

The single abiding purpose of National Parks is to bring man and his environment into closer harmony. It is thus the *quality* of the park experience—and not the statistics of travel—which must be the primary concern.

Full enjoyment of a National Park visit is remarkably dependent on its being a leisurely experience, whether by automobile or on foot. The distinc-

tive character of the park road plays a major role in setting this essential unhurried pace.

The design and location of park roads must be in accordance with the philosophy that *how* a person views the park can be as significant as *what* he sees, thereby insuring that National Parks remain places to which people go for a special kind of experience, rather than merely places to view famous scenic wonders.

Since 1915, when the early motorists in Yellowstone were no longer required to chain their cars to logs and turn over their keys to the park superintendent, visitor activities in the parks have been geared to the automobile. Although, by an accident of history, the National Park concept reached its development stage at about the same time as did the automobile, there is no everlasting and indissoluble relationship between the two.

But in some ways, the National Parks stand at the same crossroads as do the American cities—some of which seem on the verge of choking on their automobiles. Just as noise, congestion, and pollution threaten the quality of urban life, they have begun to erode the quality of the park experience.

Many park roads are now congested, particularly around points of great interest; others have a predictably brief grace time.

There is no reason to expect that the construction of a new park road, by itself, will always relieve this congestion.

The effective size and capacity of the parks are diminished or expanded by the means of access. Paul Brooks put it this way:

If you are in a canoe traveling at three miles an hour, the lake on which you are paddling is ten times as long and ten times as broad as it is to the man in a speedboat going thirty—every road that replaces a footpath, every outboard motor that replaces a canoe paddle, shrinks the area of the park.

In many locations it is impossible to construct roads—of whatever standard—without damaging, enduring scars and obstructing the natural movement of wildlife. While many park administrators and conservationists in the past have been unalterably opposed to replacing roads with tramways, funiculars, and other such developments, in many cases these would have done far less permanent damage to the park environment.

The Service is presently conducting extensive research into the capabilities, cost, and possible effects on the terrain and equilibrium of nature, of many different methods of transporting people, including tramways, monorails, rail conveyor systems, buses, helicopters, and hydrofoils. Research on this technology—and the development of pilot programs—should be given high priority.

These forms of transportation are adaptable to park use, and many can be built without damaging resources or even tree cutting. They can also provide experiences for visitors otherwise unobtainable. The intrusiveness of roads—their cuts and fills, traffic noise and the consequent ecological barrier—can often be avoided completely.

When the Service is faced with a choice between creating a severe road

scar in order to bring visitors close to a destination point, or requiring visitors to walk a considerable distance—or considering an alternate transportation system—the decision should be against the road scar.

It is quite possible that, at this point in the history of National Parks, new roads should be considered the last resort in seeking solutions to park access.

In the older parks, the road systems have been established, and solutions to circulation problems must start with this situation. Desirable solutions do exist: speed limits can be reduced; two-way roads may convert into a total or partial one-way system; existing administrative or service roads may provide for leisurely one-way nature roads or other uses; automobiles may be limited to certain portions of a park, and bus, mini-train, or other transportation furnished.

The search for new solutions is imperative, and must not be crippled by those well-worn shibboleths dealing with human behavior: “people won’t walk,” “they won’t leave their cars,” “they won’t accept restrictions.” The good humor of those who stood in the long, long lines at EXPO 67, and the acceptance of an advance reservation system for guided tours of the Mesa Verde cliff dwellings in 1967, effectively contradict such assertions.

Inevitably, if the park experience is to maintain its distinctive quality, the number of people and their methods of access and circulation will necessarily have to be more closely controlled.

Park roads cannot accommodate all types of vehicles. While the travel industry continues to develop new kinds of mobile camping vehicles, the Service must not be obligated to construct roads, or to manage traffic in order that modern transportation technology can be accommodated. The development of parking areas for trailers at park entrances and the exclusion of these vehicles from those park roads not capable of handling them are appropriate solutions.

Existing park roads should be analyzed to determine the size and type of vehicles that can be accommodated. Vehicles exceeding these standards must be excluded, rather than reconstructing the roads to ever higher standards.

In this era of enormously increasing vacation traffic, it must be assumed that those who visit the National Parks do so for the purpose of enjoying a unique experience, and are therefore willing to accept necessary restrictions, including those regulating numbers of people and their means of travel. Such regulations, as necessary, may deepen the awareness of visitors that they are truly in places of special importance.

Today the facts are these: unless an open-end road-construction program were to be carried out, the National Parks cannot indefinitely accommodate every person who wants to drive an automobile without restriction through a National Park.

This does not constitute a value judgment that those who seek a hurried trip through a park are less desirable visitors and should be excluded.

Obviously, many who first visited a National Park in haste have returned to enjoy leisurely visits.

The Service needs to communicate widely that parks are for leisurely travel and that park roads are purposely designed for low speeds. This information should appear on oil company road maps and in automobile association literature, as well as NPS signs and publications.

People need also to appreciate that the purposes of park roads are completely different from those of the Federal and State systems. Park roads are not continuations of the State and Federal network. They should neither be designed—nor designated—to serve as connecting links. Motorists should not be routed through parks roads to reach ultimate destinations.

Within parks, no road or other circulation system should be designed simply as a connecting device to link points of interest. Every segment of every park road should relate to the environment through which it passes in a meaningful way, and should, to the extent possible, constitute an enjoyable and informative experience in itself.

For this reason long tangents which encourage faster speeds—and fleeting views of kinetic “scenery”—should always be avoided. The horizontal and vertical alinement should respect the terrain, so that the road is laid lightly onto the land. In deciding upon road locations, maximum advantage should be taken of interpretive and scenic values.

And, the design and location of the road should constantly encourage people to leave their automobiles to more thoroughly experience the park, by providing pullouts, parking, scenic overlooks, and trail connections.

Every opportunity should be taken also to encourage the safe use of waterways for access to park features. Few resources lend themselves so well to human use, and sustained penetration of natural areas, without serious impairment of natural values. Careful consideration must be given to regulation of motorboats, for sound pollution is as destructive to the values of natural waterways as are water pollution and waterfront buildings.

The purposes of roads differ in the natural, historical, and recreational areas of the National Park System, and design standards must recognize these differences. However, the damaging effects of road construction are generally as disruptive to the historical scene as they are to the natural setting—and the effects of roads on integral values of natural features in recreational areas must be fully considered.

In summary, a road should not be considered until a most thorough and thoughtful determination has been made of the most meaningful way in which people can experience the park.

APPROVAL OF DESIGN AND CONSTRUCTION

To insure that all National Park roads, or other circulation systems, are in harmony with fundamental park purposes, the following considerations must precede approval of design and construction:

1. A professional ecological determination must be made that the resulting effects on park values—including such aspects as wildlife habitat and mobility, drainage, stream flow, and the climatic effects of paved areas—will be minimal.
2. A professional determination must be made that the means of transportation, and its location, will provide maximum opportunity for visitor enjoyment and appreciation of park resources. The encouragement of such activities as viewing wildlife, photography, and hiking and nature walks, will be influential in determining actual locations and standards.

A park road is not one that merely conforms to standards of technical road-building excellence. Preserving the integrity of the landscape, respecting ecological processes, insuring a fully rewarding visitor experience—these are the elements which dictate the means of visitor access and the development of design standards.

DESIGN STANDARDS

There are five types of park roads—major, minor, special-purpose, interpretive (motor nature), and administrative—as well as parkways.

Park roads, of these varying types, are built over terrain and under climatic conditions which approach the infinite in variety: On high mountain ridges in rugged terrain—along seashores and lakeshores—from the permafrost of Alaska to the deserts of the Southwest and the Everglades of Florida—over lava fields and through rain forests. Each road problem must be influenced by the specific local conditions of climate and topography, as well as ecological and interpretive factors.

This requires maximum flexibility in working out design features, which does not permit the establishment of arbitrary standards. Instead, the following guidelines are provided, within which necessary flexibility can be reached.

Design

An esthetically pleasing road is one which lies lightly upon the land, utilizing natural support wherever possible. Moreover, heavy cuts and fills must be avoided. In effect, the road is molded to the terrain through which and upon which it is passing. Monotony is avoided, and maximum advantage taken of park values, by eliminating long tangents, by changes in elevation, by developing viewpoints and overlooks, as well as providing close-range views of local scenes. The road should, in fact, strive to maintain a continuing sense of intimacy with the countryside through which it is passing.

In forested terrain, clearing limits should be carefully controlled and selected cutting should be used to produce variation and indentation in the tree line. Retaining walls can reduce the height and extent of cut-and-fill slopes. In heavy mountainous terrain and under certain other conditions,

Roadway Structures

The design of all structures—bridges, tunnel portals, grade separation structures, and retaining walls—should be esthetically pleasing as well as functional and easily maintained.

Engineering

Working within the guidelines established by scientific, interpretive, and esthetic considerations, the engineer is responsible for providing expert engineering advice in road planning, and for constructing a road which is safe, has adequate foundation and drainage, and will require a minimum of maintenance. Engineering also includes thorough soils analysis by borings and other necessary geological determinations to assure roadbed stability.

Vertical Alinement

On parkways, major and minor park roads, and administrative two-way roads, grades of 7 percent are normally a desirable maximum, but grades of 8, 9, or even 10 percent should be considered for relatively short

serious consideration should be given to the use of trestles or bridges, tunnels and half-viaduct sections to reduce scarring and permit movement of wildlife.

Ditches and Slopes

The immediate roadside setting must exemplify the highest design quality in terms of blending ditches and shoulders and related tree and other vegetative cover. The objective should be a natural and attractive setting. To minimize maintenance problems, cut-and-fill slopes should be rounded, warped at the ends for transition, and properly seeded, fertilized, and mulched for early recovery and to control erosion.

distances to avoid excessive cuts and fills or to reach desirable points of interest. On one-way roads where vertical sight distance is not a problem, these requirements can be further relaxed and a more undulating grade-line used to reduce cuts and fills to a minimum and to provide for leisurely driving.

Design Speed

The maximum degree of curvature permitted on a road is generally expressed in terms of "design speed" which represents the maximum speed at which a curve can be safely driven. Thus a road with a 25-mile-per-hour design speed has no curves which cannot be safely negotiated at 25 miles per hour.

Except in special cases approved by the Director, major and minor roads in natural and historical areas should have a design speed not to exceed 25 miles per hour, parkways and major roads in recreation areas, 45 miles per hour, and special-purpose or interpretive roads, 15 miles per hour.

Rigidity in laying out horizontal alinement to a uniform design speed should be avoided, by reducing the design speed to fit the terrain, with the proviso that drastic reductions in design speed should be properly signed for the safety of the driver.

Roadway Widths

Roadway width constitutes the width of the final completed roadway extending from edge of shoulder to edge of shoulder. A road having 22 feet of pavement and 3-foot shoulders would have a roadway width of 28 feet.

Selection of the proper roadway width is made on the basis of numerous factors including existing and anticipated traffic volumes, safety, type of terrain, engineering requirements, design speed—and the purpose for which the road is being built. Pavement widths that are too narrow can defeat their own function.

The extreme outer edge of the pavement, the weakest point, carries the wheel load and tends to break down and create a raveled edge which requires constant patching and maintenance.

The width of shoulders is equally important. Shoulders which are too narrow do not provide good support for the edge of the pavement nor adequate space for pull-off in case of emergency.

Except as may be approved by the Director, roadway widths in natural areas shall be as follows:

1. Major two-way park roads should have a pavement not to exceed 22 feet plus shoulders not to exceed 3 feet.
2. Minor two-way park roads should have a pavement width not to exceed 20 feet with shoulders not to exceed 3 feet.
3. Major, minor, and special-purpose one-way park roads should have a pavement width not to exceed 12 feet with shoulders not to exceed 2 feet.
4. Interpretive (motor nature) roads should have an overall width not in excess of 14 feet.
5. Administrative roads should be of the minimum width necessary to serve the purpose of the road. In no event may they exceed the guidelines for minor park roads.
6. Where guardrails or guideposts are required for reasons of safety two additional feet of shoulder will be permitted.

The foregoing standards will not permit certain oversize vehicles to use such roads safely, and such vehicles should be prohibited by regulation.

Recreation Areas

As a rule, two-way parkways and two-way major roads in recreation areas serve functions broader than roads in natural areas, such as driving for pleasure and providing access for recreational vehicles and boats. Accordingly, where necessary to accommodate such use, roadway widths for two-way roads in recreation areas may be 24 feet of pavement and shoulders

not to exceed 4 feet. Roadway widths in excess of the foregoing should be approved by the Director. In those recreation areas where the road is part of a through highway, no higher standard should be approved within the area than exists for the roadway outside the area.

Other type roads (minor two-way roads, interpretive and administrative roads) in recreation areas should be of widths specified for similar roads in natural areas.

Parking

Parking areas, either within the system or at terminal points, are an integral part of the circulation system. The placement of parking areas where they intrude, by sight or sound, on significant features, must be avoided. Moreover, the size of parking areas should be limited to the greatest extent possible for effective operation. Where large parking areas are necessary they should be broken up with plantings and screenings, if possible.

Signs

Roadside signing, whether regulatory, informational, or interpretive, is an integral part of the visitor experience, as well as road design. Care should be exercised to insure that the quality and design of all signing enhances the visitor experience.

Road Surfaces and Materials

Wherever appropriate, the color of materials used in road construction will be chosen to harmonize with the general character of the landscape. Chips used for periodic sealing and repair should be selected from appropriate rock material sources. The above is equally applicable to parking areas.

Trail Surfaces and Materials

A particular effort shall be made to avoid the construction of black-top trails in sensitive areas such as Indian ruins and natural features, and the above guidelines for road materials will apply to trails. Elevated boardwalks, such as the Anhinga Trail, are often effective solutions, and methods of stabilizing soils should be investigated.

Borrow Pits

Only when economic factors make it totally impractical to import road material will borrow pits be created in the parks, or present pits further utilized, unless located in washes or other places where natural factors will eradicate the scar.

One-Way Roads

In general, the philosophy should be followed that the primary park purposes of preservation, enjoyment, and interpretation are collectively served

better by one-way roads than by two-way roads (major and minor park roads and parkways). Accordingly, one-way roads should be constructed in preference to two-way roads wherever practicable, when in keeping with the purpose of the road and these guidelines.

Interpretive (Motor Nature) Roads

An often overlooked opportunity to disperse the traffic load and to increase visitor enjoyment is to convert existing roadbeds—such as abandoned roads and railroads, fire roads, and administrative roads—into interpretive roads or motor nature trails. Their use for this purpose is encouraged. These low-speed, often one-way roads, with ample parking, viewing, and trail opportunities, encourage visitors to explore the scenery and features at a leisurely pace.

Alternative Methods of Transportation

The Service must avail itself of an up-to-date, continuing analysis of all potentially useful modes of transportation. Feasible alternatives to road transportation should receive experimentation in parks or recreation areas in which serious circulation problems now exist or in which access has not yet been provided.

appendix I

**UNITED STATES
DEPARTMENT OF THE INTERIOR
Board of Geographic Names
Washington, D.C. 20240
March 5, 1946**

STATEMENT OF POLICY FOR APPLYING NAMES OF PERSONS TO NATURAL FEATURES

This statement of policy is for the guidance of the Board in deciding cases and for the guidance of organizations and individuals who propose personal names for natural features. The policy with reference to place names in Antarctica is stated elsewhere.

It should be understood that the various factors involved in the policy outlined below are relative. Peaks which are major features in eastern United States would be secondary features in western United States and minor features in Alaska.

Features which are prominent in the public mind by reason of accessibility, outstanding natural beauty, or other special attribute should be placed in the category next higher than their magnitude alone would warrant.

Features in areas where many features are unnamed should be considered in the category next lower than their magnitude alone would warrant.

An existing name should not be replaced unless it is a duplicate or is inappropriate.

Names of men who qualify for features of one order of magnitude may be applied to features of a lower order if such application is particularly appropriate.

I. MAJOR FEATURES

With the following qualifications, the Board will consider applying the name of a deceased person to a natural feature of the first order of

magnitude, such as a mountain range or group; a high, massive, or spectacular mountain, summit, peak, or ridge; a large river, a major island; or a prominent cape:

1. Only one major feature of a kind should be named for a particular individual, and few features of first order of magnitude of different kinds should be named for any individual.
2. Only one whose public service, achievements, and fame are likely to be enduring should have his name applied to a feature of first order magnitude.
3. A feature of first order of magnitude, except in an area where few features are named, should be named only for a person whose public service and achievements are likely to be more than regional in effect, though his work and reputation may be only regional in scope.
4. In applying the name of an individual to any feature, and particularly to a first-order feature, a clear distinction should be made between honorable fame and mere notoriety.
5. The importance of the public service or achievements of the person whose name is proposed should be commensurate with the magnitude or grandeur of the feature.
6. In areas where few features are named, a major feature may be named for a person associated with it or with the region in one or more of the following ways:
 - a. Through exploration, survey, or scientific investigation resulting in contributions to the knowledge of the feature in question or of the region that encompasses it.
 - b. Through personal efforts resulting in conservation of the natural heritage of the place or region or in its long-range development.
 - c. Through long association with the feature, such as residence or work in the locality.
 - d. Through outstanding public service to the residents and the region.

II. SECONDARY FEATURES

With the following qualifications, the Board will consider applying the name of a deceased person to a natural feature of the second-order of magnitude, such as a mountain other than that of the greatest size, a ridge, a small glacier, a valley, a medium-to-small island, a medium-sized river.

1. The person whose name is proposed should have been associated with the feature or region in one or more of the following ways:
 - a. Through exploration, survey, or scientific investigation resulting in contributions to the knowledge of the feature in question or of the region that encompasses it.
 - b. Through personal efforts resulting in conservation of the natural heritage of the place or region or in its long-range development.

- c. Through long association with the feature, such as residence or work in the locality.
 - d. Through outstanding public service to the residents and the region.
2. The name of a deceased member of the armed forces will be considered for application to a feature on or near which he met death in line of duty or engaged in heroic action. The name of a member of the armed forces who died in line of duty anywhere will be considered for application to an unnamed feature with which he was associated.

III. MINOR FEATURES

With the following qualifications, the Board will consider applying the name of a person, living or deceased, to a relatively small natural feature, such as a hill, watercourse, or cove:

1. If the name is well established in local usage.
2. Name of an early occupant or owner.
3. The name of a member of the armed forces who died in the line of duty anywhere will be considered for application to a feature with which he was associated.
4. The name of a person who died on or near the feature.

appendix J

**UNITED STATES
DEPARTMENT OF THE INTERIOR
National Park Service
Washington, D.C. 20240**

**NATIONAL PARK SERVICE GUIDELINES FOR MAKING
RECOMMENDATIONS ON GEOGRAPHIC NAME PROPOSALS**

**Supplementing United States Board on Geographic Names Guidelines
of March 5, 1946**

These guidelines are intended to supplement the United States Board on Geographic Names guidelines of March 5, 1946. The Board, conjointly with the Secretary of the Interior, formulates Federal Government principles, policies, and procedures related to both domestic and foreign geographic names and determines the choice, spelling and application of these names for official use.

The Service guidelines consist essentially of two sets of criteria and some general principles designed to guide the National Park Service Committee on Geographic Names in formulating its recommendations to the United States Board on Geographic Names on proposals to name geographic features in the areas administered by the Service for individuals, including its former or deceased employees. The two sets of criteria are subdivided for convenience into Classifications A and B. The numbered criteria under Classification A closely relate to those correspondingly numbered under Classification B, differing principally in the higher degree of importance of those in Classification A.

CLASSIFICATION A

A proposal will, as a general rule, be recommended by the Service Committee for adoption by the Board on Geographic Names if the individual qualifies under *one* or more of the following criteria:

1. His public service, achievements, or fame are of transcendent national importance and are recognized as enduring in character.

2. He contributed in substantial degree to the knowledge of the feature itself, or the general area in which it is located, through discovery, exploration, survey, or scientific investigation.
3. His personal efforts resulted in the conservation of the feature or the area in which it is situated, or both, or contributed to their proper long-range preservation, or development for appropriate public enjoyment and use.
4. He died in the line of duty while performing an act of heroism resulting in the granting of a posthumous Valor Award or for which the Valor Award in all probability would have been granted had provision for it existed at the time the act of heroism was performed.
5. He was an early occupant or owner of recognized historical note himself, particularly in relation to the feature proposed to be named for him.
6. His name is already firmly established by local usage and tradition with respect to the feature.

CLASSIFICATION B

If the individual does not qualify under at least *one* of the criteria under Classification A, his name may receive further consideration if it meets *two* or more of the following requirements under classification B:

1. His public service, achievements, or fame are recognized and will likely endure in the locality or region in which the feature proposed to be named for him is located.
2. He donated land, structures, or historical or scientific objects or collections of recognized value to the administration, management, or interpretation of the area in which the feature proposed to bear his name is located.
3. He, as a former or deceased employee of the Service, made lasting contributions for transcending the normal requirements of his position.
4. He died upon, or in proximity to, the feature, or met death in line of duty, including service in the armed forces, through no negligence of his own, and was formerly associated with the feature, or its immediate vicinity.
5. He was an early occupant or owner of, or was associated in some other manner such as through work or residence with, the feature or the immediate area for a considerable period of time.

GENERAL PRINCIPLES

Several compelling reasons exist as to why proposals to name features in areas administered by the Service for its former or deceased employees should be critically evaluated. The simple fact that the unnamed geographic features yet available are becoming progressively more scarce is one good reason for this. Another is that a highly sensitive matter of propriety is in-

volved in taking actions which tend to preempt the remaining unnamed features in areas the Service administers for its former or deceased employees at the exclusion of other individuals.

It is also important to recognize that it is not an objective of the program on geographic names proposals to name features in the areas administered by the Service for every individual whose qualifications meet the criteria. Moreover, an individual may already be adequately memorialized in other ways and in other locations. For example, the great naturalist, John Muir, has probably been sufficiently memorialized, though not every area the Service administers with which John Muir was significantly associated contains a feature named for him.

Some additional general principles which will prove helpful to the committee in its deliberations appear in the numbered sections below:

1. *Suggested Five-year Waiting Period.* The Board on Geographic Names adheres to the following quoted policy statement in connection with proposals to name geographic features for individuals:

An existing name of a geographic feature should not be replaced unless it is a duplicate or is inappropriate. Descriptive names or names associated with nearby features are preferred in naming unnamed natural features. These features may be named for individuals when the association between the areas or feature and the individual is of transcending importance. The individual should not be so honored during his lifetime, or, except in extremely unusual situations, within the five-year period after the death of the individual.

Observance of a five-year waiting period after the death of an individual before considering proposals to name geographic features for him resolves some of the inherent difficulties. In any event, the waiting period should extend beyond the emotion-charged interval which usually follows an untimely death.

A minimum of five years generally allows sufficient time for a sober evaluation of the contribution the individual has made and of the other aspects relating to his overall worthiness for memorialization.

2. *Use of Unnamed Category.* Opportunities exist in some areas to promote an atmosphere of complete naturalness by retaining single natural features. Therefore, considerable latitude exists in the choice of names for features, or clusters of such features, in a nameless category. As an illustration, it has been found that "Unnamed Wilderness Peaks" of the Alaskan Range rival Mount McKinley in visitor interest. The fact that the peaks are unnamed, and that they are so designated, contributes much to the feeling and atmosphere of wilderness associated with them.

3. *Latitude in Naming Manmade Features.* The jurisdiction of the Board on Geographic Names does not cover proposals for the naming of manmade features such as buildings, bridges, roads, and trails except for those officially named in legislation pertaining to them. The dedication of suitable memorial markers or plaques erected for features in this category can be made the occasion for appropriate ceremonies. Whether it be a proposal to name

a manmade or a natural feature, a reasonable degree of consistency should prevail between the significance or magnitude of the feature on the one hand and the qualifications of the person for whom it would be named on the other.

The Statement of Policy for Applying Names of Persons to Natural Features, issued on March 5, 1946, is used by the United States Board on Geographic Names in considering proposals.

Approved:
12-12-66

GEORGE B. HARTZOG, JR.,
Director

appendix K

**UNITED STATES
DEPARTMENT OF THE INTERIOR
Office of the Solicitor
Washington, D.C. 20240**

March 23, 1965

Memorandum

To: Secretary of the Interior
From: Solicitor
Subject: Regulations prohibiting public gatherings: 36 CFR sec. 3.22

I gave my opinion orally that it would be contrary to law to refuse to grant a permit for a public meeting in Lafayette Park in the City of Washington on Sunday afternoon, March 14, 1965. This memorandum is for the purpose of giving that opinion in writing and stating my reasons therefor.

36 CFR sec. 3.22 reads as follows:

Parades, public gatherings of any kind, and the making of speeches are prohibited in the following places because of traffic conditions, or because the particular purpose to which the area is primarily devoted makes its use for public gatherings contrary to the comfort, convenience and interest of the general public:

- (a) Lafayette Park.
- (b) . . .

The First Amendment of the Constitution of the United States expressly forbids legislation by Congress "abridging the freedom of speech, or of the press, or the right of the people peaceably to assemble, and to petition the Government for redress of grievances."

Any authority the Secretary of the Interior has to promulgate Regulations is by delegation from Congress. Any limitations on the power of the Congress to legislate would follow such delegation and limit the power of the Executive Branch.

The Supreme Court has recognized that governments must have police power to prevent violence and to protect the safety of persons, property, and other important public and private interests. Such police power, however, cannot justify denial to anyone of the rights guaranteed by the First Amendment merely because such denial tends to prevent the disorders feared. To hold that all speech or any speech can be suppressed or that all gatherings or any gatherings can be forbidden because speech and public gatherings might start arguments or disrupt traffic, all of which might result in someone being inconvenienced or being made uncomfortable, would make the guarantees of the Bill of Rights empty phrases without force.

The Regulation forbidding meetings in Lafayette Park in Washington has been supported on the ground that Lafayette Park is too close to the White House, and good taste requires more reverence and decorum in that place.

But the White House is the residence and office of the President of the United States, head of the Executive Branch of the Government referred to in the First Amendment. It is reasonable to suppose that the First Amendment was intended to include just such assemblies and it cannot be fairly construed to defeat their purpose by requiring them to be held out of sight and hearing of the very person to whom such petitions are directed.

A general revision of National Park Service Regulations has been underway for some time. New Regulations respecting public gatherings will eventually be submitted for your approval. Meanwhile, 36 CFR sec. 3.22 must be held to be unconstitutional. Permits must be granted—on terms substantially in accord with those included in the permits issued for the meeting last March 14th, and meeting the standards of Sec. 3.23(a) and (b).

FRANK J. BARRY, *Solicitor*

appendix L

UNITED STATES
DEPARTMENT OF THE INTERIOR
National Park Service
Washington, D.C. 20240

October 28, 1969

PROCEDURES FOR PUBLIC REVIEW OF DRAFT MASTER PLANS

General

A public meeting will be held for the purpose of soliciting comments on drafts of master plans prepared for all existing areas of the National Park System. This procedure does not preclude the holding of meetings to obtain public reaction at an earlier stage in planning studies.

Purpose of Meeting

The meeting will provide opportunities for local residents, representatives of private organizations, and other Governmental agencies to participate in the park planning process. Such participation should result in helpful suggestions for park management and should contribute to an approved master plan which has a broad base of public understanding and support. Also, the meeting will focus more attention on the interrelationships between the park and its surrounding region.

Scope and Type of Meeting

The meeting will be "informal" and will not require a formal notice, such as publication in the "Federal Register" and recorded transcript, although an official transcript may be taken if the Regional Director determines that the size of the area or scope of the planning problems warrant.

The scope of the meeting is to discuss the proposed master plan—not wilderness proposals. Wilderness proposals will be presented later at a *formal public hearing in conformance with the requirements of the Wilderness Act*.

Scheduling and Notification

Master plans are ready for consideration at a public meeting or public meetings when the Regional Director has determined that they satisfactorily

reflect the approved management objectives, the administrative policies of the Service, and the mandates of Congress. The Regional Director is responsible for preparing press releases and notifying all interested organizations and other Federal, State and local agencies of the public meeting. The public will be given 30 days before and 15 days after the date of the last public meeting, if a series of meetings are held, to review and comment on the working draft master plans. Copies of the draft plan will be available in the affected parks, the Regional Office, and the State Coordinator's Office, and in the Washington Office of the National Park Service.

The Superintendent will review the master plan with the local area Advisory Committee, where such exists, prior to the public meeting.

Conduct of the Public Meeting

The Superintendent in consultation with the Regional Director and Chief, Office of Resource Planning, will make local arrangements for the meeting. The meeting will be held in the immediate vicinity of the area under consideration. A suitable meeting place will be secured which is large enough to accommodate the number of persons expected to attend.

The Regional Director or his designee will conduct the public meeting. He will explain the ground rules of the meeting and make other appropriate remarks regarding the purpose of the meeting and the planning procedures of the National Park Service.

The Team Captain, who was responsible for field studies and preparation of the master plan, will make a succinct, informative presentation and provide technical backup assistance. His presentation will be an objective explanation of the rationale of the master plan. The reaction of the public will be sincerely sought and questions and answers will be encouraged.

Follow Up

Following each meeting (including the 15-day post-meeting period), a résumé will be prepared by the Superintendent which indicates the number in attendance, the names and affiliations of those who actively participated, a summary of major suggestions presented at the meeting as well as correspondence received before and after, and other pertinent factors. In cases where a transcript or tape recording is made, it must be summarized.

An evaluation of the public meeting and all related materials will be made by the Regional Director, Superintendent, Team Captain, local area Advisory Committee (if one exists), and Regional Advisory Committee, to determine what changes, if any, should be made to the proposed master plan before approval by the Regional Director.

The Regional Director will notify, by appropriate means, organizations, agencies and other interested parties of the approval of the master plan and the location where copies will be available for examination.

