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} REPORT  
No. 676.

## BUREAU OF NATIONAL PARKS.

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APRIL 26, 1912.—Ordered to be printed.

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Mr. SMOOT, from the Committee on Public Lands, submitted the following

### REPORT.

[To accompany S. 3463.]

The Committee on Public Lands, to which was referred the bill (S. 3463) to establish a bureau of national parks, and for other purposes, having given the same careful consideration, beg leave to recommend the following amendments:

On page 1, line 4, strike out the words "bureau of national parks" and insert in lieu thereof the words "national park service."

On page 1, line 7, strike out the word "six" and insert in lieu thereof the word "five."

On page 1, line 9, strike out the word "bureau" and insert the words "service an engineer at a salary of three thousand dollars per annum; an assistant attorney at a salary of three thousand dollars per annum, and."

On page 2, line 7, strike out the words "bureau of national parks" and insert in lieu thereof the words "national park service."

On page 2, line 11, strike out the words "bureau of national parks" and insert in lieu thereof the words "national park service."

On page 2, line 19, after the word management, insert the word "use."

On page 3, line 22, strike out the word "bureau" and insert in lieu thereof the word "service."

At the end of the bill add the following:

SEC. 6. That the parks, monuments, and reservations herein provided for shall not at any time be used in any way contrary to the purpose thereof as agencies for promoting public recreation and public health through the use and enjoyment by the people of such parks, monuments, and reservations, and of the natural scenery and objects of interest therein, or in any way detrimental to the value thereof for such purpose.

SEC. 7. That the publications of the national park service shall be published in such editions as may be recommended by the Secretary of the Interior, but not to exceed 10,000 copies for the first edition.

Amend the title of the bill so as to read: "To establish a national park service, and for other purposes."

As thus amended, the committee recommends that the bill do pass.

The committee deemed it advisable to accept the recommendation of the Secretary of the Interior that the name of the organization should be the national park service instead of bureau of national parks. This change was also urged by the American Civic Association. By inserting the word "use" between the words "management" and "care," in line 19, page 2 of the bill, it is thought that the purposes of section 4 of the bill will be made clearer. The proposed additional section, designated as section 6, was earnestly recommended both by the Secretary of the Interior and by the American Civic Association. This section defines clearly and definitely the purposes for which the public parks shall be maintained and aims to prohibit any uses which would be detrimental to these purposes. There is no provision in the pending bill for the publications of the proposed bureau, and as the committee considers that the work of the bureau could be made more useful if allowed to disseminate proper information regarding the national parks, an amendment (sec. 7) making proper provision for publications is recommended.

At the present time the administration of the national parks and monuments is scattered through three departments of the Government. It is the aim and object of the pending bill to bring the administration of the various parks and monuments under one head, thus substituting uniformity of law and administration for the present disorganized condition. With a more effective administration of our national parks the people of the country will realize their value as recreation grounds and the number of visitors each year to the parks will increase very materially. Very little inducement is made to persons at the present time to visit our national parks, and hence a great many people, who otherwise would, fail to visit the parks.

In a special message to Congress February 3, 1911, President Taft said:

I earnestly recommend the establishment of a bureau of national parks. Such legislation is essential to the proper management of those wondrous manifestations of nature, so startling and so beautiful that everyone recognizes the obligations of the Government to preserve them for the edification and recreation of the people.

The Secretary of the Interior, in his last annual report, made the following statement with regard to a bureau of national parks:

There are 12 national parks, embracing over 4,500,000 acres, which have been set apart from time to time by Congress for the recreation of the people of the Nation. While public interest in, and use of, these reservations is steadily increasing, as shown by the growing number of visitors, adequate provision has not been made for their efficient administration, and sufficient appropriations have not been made for their proper care and development. At present each of these parks is a separate and distinct unit for administrative purposes. The only general supervision which is possible is that obtained by referring matters relating to the national parks to the same officials in the office of the Secretary of the Interior. Separate appropriations are made for each park, and the employment of a common supervising and directing force is impossible. Many of the problems in park management are the same throughout all of the national parks, and a great gain would be obtained and substantial economies could be effected if the national parks and reservations were grouped together under a single administrative bureau. Bills to create a bureau of national parks have heretofore been introduced in Congress, and in my judgment they should immediately receive careful consideration, so that proper legislation for this purpose may be enacted. Adequate appropria-

tion should also be made for the development of these pleasure grounds of the people, especially through the construction of roads and trails and their proper care and maintenance. In several of the national parks there are large private holdings, which should be acquired by the Government.

The Secretary of the Interior appeared before the committee on April 17, 1912, in support of the pending bill, and by letter, dated February 6, 1912, to the chairman of the committee, he approved of the legislation.

Following is a list of the national parks and reservations, together with date of establishment of each, total acreage of each, and statements concerning them made by the Secretary of the Interior:

#### NATIONAL PARKS AND RESERVATIONS.

The policy of setting aside tracts of land in various sections of the United States as pleasure grounds for the people was inaugurated by Congress by the act of March 1, 1872, in establishing the Yellowstone National Park in Wyoming and thereafter from time to time other lands in various sections of the country were set aside for such purpose and as a practical means of preserving the wonders of nature therein from desecration. These reservations now aggregate 12 in number, embracing over 4,500,000 acres, to which should be added the Grand Canyon of the Colorado River, with its awe-inspiring gorges, for the creation of which as a national park recommendations have heretofore been submitted.

The areas of these parks, with date of establishment of each, are as follows:

	Acres.
Yellowstone, in Wyoming, Montana, and Idaho, Mar. 1, 1872.....	2, 142, 720. 00
Yosemite, in California, Oct. 1, 1890.....	719, 622. 00
Sequoia, in California, Sept. 25, 1890.....	161, 597. 00
General Grant, in California, Oct. 1, 1890.....	2, 536. 00
Mount Rainier, in Washington, Mar. 2, 1899.....	207, 360. 00
Crater Lake, in Oregon, May 22, 1902.....	159, 360. 00
Wind Cave, in South Dakota, Jan. 9, 1903.....	10, 522. 00
Sullys Hill, in North Dakota, Apr. 27, 1904.....	780. 00
Platt, in Oklahoma, July 1, 1902; Apr. 21, 1904.....	848. 22
Mesa Verde, in Colorado, June 29, 1906.....	42, 376. 00
5-mile strip for protection of ruins, June 29, 1906.....	175, 360. 00
Hot Springs Reservation, in Arkansas, June 16, 1880.....	911. 63
Glacier, in Montana, May 11, 1910.....	981, 681. 00
Total.....	4, 606, 153. 85

Public interest in these national reservations, not only in this country, but abroad, is constantly increasing, as is indicated by the number of visitors thereto. During the past year the total number of visitors to all these parks aggregated approximately 224,000, as against 198,506 in 1910. There is every reason to believe that travel thereto will be greatly augmented in the future, especially during 1915, when the Panama-Pacific International Exposition will be held in San Francisco, and the various transcontinental roads will doubtless provide a transportation rate calculated to induce visitors to visit the various reservations as well as the exposition.

For the purpose of bringing together the superintendents of the various parks, and discussing the many difficult problems presented in the administration of the affairs of each, a conference was held, under my direction, in the Yellowstone National Park, in September, 1911, at which there were in attendance in addition to myself, the Assistant Secretary, the chief clerk, and other representatives of this department, representatives of the Departments of Agriculture and War, the various transcontinental railroads, and of concessionaires in the several reservations. Many phases of park administration were discussed, including hotel accommodations, public transportation, construction of roads, trails and bridges, fire protection, forestry, protection of game, and the enforcement of the park regulations generally, which, in the light of the information acquired, will doubtless result in more effective administration than it has heretofore been practicable to secure. The consensus of opinion, however, at this conference was that development of the national reservations should proceed along more liberal lines than has heretofore obtained, and that the supervision of the activities of the various parks should be centralized in a bureau especially charged with such work.

There is hereto appended tables giving the location, date of establishment, area, private holdings, if any, the number of visitors, and the special characteristics of the various national parks under the supervision of the Secretary of the Interior; the appropriations made by Congress for the protection and improvements thereof during 1911 and for five years prior thereto, as well as the revenues derived from leases, privileges, and concessions in said reservations received during the said period.

#### BIRD RESERVES.

One new reserve for the protection of native wild birds was created during the year, to wit, the Clear Lake Reservation, in California, which was set aside by Executive order of April 11, 1911. A number of these reservations lie within tracts reserved or set aside for purposes other than the protection of birds, such as reclamation with drawals and naval reserves, but in all such cases the administration of the bird reservation is made subject to the use of the reservation under the primary and more important segregation. The reservations now existing, which are being administered under the direction of the Biological Survey, Department of Agriculture, are 52 in number, a full table of which will be found in the appendix.

The first law of Congress providing for the protection of bird reserves was approved June 28, 1906 (34 Stat., 536). This act made it unlawful to kill birds, to take their eggs, or willfully disturb birds upon the reservation, and provides a fine not exceeding \$500 or imprisonment for not exceeding six months, or both fine and imprisonment for each conviction secured. This act was reenacted in the new penal code approved March 4, 1909 (35 Stat., 1104), in the following language:

"SEC. 84. Whoever shall hunt, capture, willfully disturb, or kill any bird of any kind whatever, or take the eggs of any such bird, on any lands of the United States which have been set apart or reserved as breeding grounds for birds, by any law, proclamation, or Executive order, except under such rules and regulations as the Secretary of Agriculture may from time to time prescribe, shall be fined not more than five hundred dollars or imprisoned not more than six months, or both."

#### NATIONAL MONUMENTS AND PRESERVATION OF AMERICAN ANTIQUITIES.

By an act approved June 8, 1906, entitled "An act for the preservation of American antiquities," the President of the United States is authorized, "in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments." Under such authority the President has created the following monuments:

#### *National monuments administered by Interior Department.*

Name.	State.	Date.	Area.
			<i>Acres.</i>
Devils Tower.....	Wyoming.....	Sept. 24, 1906	1,152
Montezuma Castle.....	Arizona.....	Dec. 8, 1906	160
El Morro.....	New Mexico.....	do.....	160
Chaco Canyon.....	do.....	Mar. 11, 1907	20,629
Muir Woods <sup>1</sup> .....	California.....	Jan. 9, 1908	295
Pinnacles.....	do.....	Jan. 16, 1908	22,080
Tumacacori.....	Arizona.....	Sept. 15, 1908	10
Navajo <sup>2</sup> .....	do.....	Mar. 20, 1909	4,600
Mukuntuweap.....	Utah.....	July 31, 1909	15,840
Shoshone Cavern.....	Wyoming.....	Sept. 21, 1909	210
Natural Bridges <sup>3</sup> .....	Utah.....	Sept. 25, 1909	22,740
Gran Quivira.....	New Mexico.....	Nov. 1, 1909	2,160
Sitka.....	Alaska.....	Mar. 23, 1910	57
Rainbow Bridge <sup>4</sup> .....	Utah.....	May 30, 1910	160
Lewis and Clark Cavern.....	Montana.....	May 16, 1911	160
Colorado.....	Colorado.....	May 24, 1911	13,883
Petrified Forest.....	Arizona.....	July 31, 1911	25,625

<sup>1</sup> Donated to the United States.

<sup>2</sup> Estimated area.

<sup>3</sup> Within an Indian reservation.

<sup>4</sup> Based on 15 known ruins, with a reserved area of 40 acres surrounding each ruin. Exterior limits of tract specified in proclamation contain 918,310 acres.

<sup>5</sup> Originally set aside by proclamation of Apr. 16, 1908, and contained only 120 acres.

The following regulations for the protection of national monuments were promulgated on November 19, 1910:

1. Fires are absolutely prohibited.
2. No firearms are allowed.
3. No fishing permitted.
4. Flowers, ferns, or shrubs must not be picked, nor may any damage be done to the trees.
5. Vehicles and horses may be left only at the places designated for this purpose.
6. Lunches may be eaten only at the spots marked out for such use, and all refuse and litter must be placed in the receptacles provided.
7. Pollution of the water in any manner is prohibited; it must be kept clean enough for drinking purposes.
8. No drinking saloon or barroom will be permitted.
9. Persons rendering themselves obnoxious by disorderly conduct or bad behavior, or who may violate any of the foregoing rules, will be summarily removed.

By proclamation of May 24, 1911, one new national monument under the department has been created during the year, designated as the Colorado National Monument, Colorado. The lands embraced within this reservation are in part identical with those included within the boundaries of the Monument National Park proposed in H. R. 22549, introduced in the Sixty-first Congress, and which failed of passage. The monument, however, contains nearly 5,000 acres of land less than the area proposed to be segregated by the national-park bill.

In the case of the Lewis and Clark Cavern Monument, Montana, set aside by proclamation of May 11, 1908, a new proclamation was issued on May 16, 1911, more specifically defining the boundaries thereof.

The Pinnacles National Monument, California, was set aside by proclamation dated January 16, 1908, at which time it was under the supervision of the Secretary of Agriculture, being within a national forest. By proclamation dated December 12, 1910, the lands on which this monument is located were eliminated from the national forest, and since that date it has been under supervision of the Secretary of the Interior.

The Petrified Forest National Monument, Arizona, was originally set aside on December 8, 1906, with an area of 60,776 acres. The definite location of the principal deposits of silicified wood was not known, the intention being to reduce the area after the lands could be examined and the location of the valuable deposits determined. During the year Dr. George P. Merrill, head curator of geology, National Museum, visited the reservation at the instance of this department and submitted a report thereon recommending the reduction of the metes and bounds of the reservation and suggesting the segregation of such portions thereof as are desirable for the use of collectors having permits under the act of June 8, 1908, to take specimens of silicified wood from the reservation. This report met with the approval of the department, and accordingly on July 31, 1911, a new proclamation was issued reducing the area of the Petrified Forest National Monument to 25,625 acres.

The supervision of these various monuments has, in the absence of any specific appropriation for their protection and improvements, necessarily been intrusted to the field officers of the department having charge of the territory in which the several monuments are located. This supervision in many instances is necessarily limited, and considerable difficulty has been experienced in protecting the monuments from vandalism, unauthorized exploration, and spoliation. It is recommended that adequate appropriation be made by Congress for the protection and improvement of these reservations, only such monuments as in the judgment of the Secretary of the Interior are subject to depredations by vandals and unauthorized collections on the part of the public to be provided with a custodian or superintendent.

## BUREAU OF NATIONAL PARKS.

*National monuments administered by Department of Agriculture.*

Name.	State.	Date.	Area.
			<i>Acres.</i>
Cinder Cone.....	California.....	May 6, 1907	<sup>1</sup> 5,120
Lassen Peak.....	do.....	do.....	<sup>1</sup> 1,280
Gila Cliff Dwellings.....	New Mexico.....	Nov. 16, 1907	160
Tonto.....	Arizona.....	Dec. 19, 1907	<sup>1</sup> 640
Grand Canyon.....	do.....	Jan. 11, 1908	<sup>1</sup> 806,400
Jewel Cave.....	South Dakota.....	Feb. 7, 1908	<sup>1</sup> 1,280
Wheeler.....	Colorado.....	Dec. 17, 1908	300
Mount Olympus.....	Washington.....	Mar. 2, 1909	<sup>1</sup> 608,640
Oregon Caves.....	Oregon.....	July 12, 1909	490
Devils Postpile.....	California.....	July 6, 1911	800

<sup>1</sup> Estimated area.*National monument administered by War Department.*

Name.	State.	Date.	Area.
			<i>Acres.</i>
Big Hole Battlefield.....	Montana.....	June 23, 1910	<sup>1</sup> 5

<sup>1</sup> Set aside by Executive order.