

San Mateo Team Meeting Minutes
8/22/13

Date: August 22, 2013 9:30-11am

Location: 201 Fort Mason, Golden Gate Room

Attendees: Aaron Roth (Deputy Superintendent) Daphne Hatch (NR Chief)
Rachel Lewis (LE Ranger) Susie Bennett (NR Specialist)
Dan Collman (Facilities Manager) Sue Gardner (Stewardship)
Mike Coffey (Maint Supervisor) Peter Gavette (CR Archaeologist)
George Durgerian (SPUG/Interp) Shirwin Smith (Dog & Park Mgmt)
Nancy Hornor (Planning Chief) Howard Levitt (Comm./Public Affairs)
Brian Aviles (Senior Planner) Hilary Hobbs (Business Mgmt)
Christine Carey (Coordinator) Keith Stegall (Trails Supervisor)

Meeting Minutes

1. PG&E Projects

PG&E has started work on three projects in San Mateo:

- a) Rancho –Montara Utility Pole Replacement (PEPC [43669](#)). PG&E is reconductoring an existing distribution line through Rancho to provide better service to the Coastside. PG&E contractor started work without PG&E Project Manager's knowledge, before NPS authorization, and violated 13 Right-of-Entry Special Use Permit Conditions. Permit was revoked, and PG&E is conducting Root Cause Analysis (RCA) to determine problem; RCA to be provided to Ranger Mark Warmerdam for LE report and potential citation. New SUP was issued after several meetings with PG&E and Contractor. Field staff – please keep an eye on contractor to ensure they are not damaging park resources as project continues. Construction expected to be completed by end of September.
- b) Rancho – Martin #1 Transmission Line Vegetation Management (PEPC [47449](#)). Purpose of project is to clear vegetation within the utility corridor on Montara Mountain. Corbett observed that PG&E was clearing vegetation out of the utility alignment. Susie and Corbett will investigate to determine if the clearing is consistent with approved project.
- c) Sweeney – Gas Line Vegetation Management (PEPC [47450](#)). Purpose of project is to clear vegetation within the utility corridor through Sweeney Ridge. Project manager is aware of other issues that occurred with PG&E on the Montara project and has been very responsive and accommodating to our requests.
- d) Future Communication Strategy – Given the number of PG&E projects on GGNRA land and recent issues, we will be developing a new strategy to improve communication as well as requesting compensation for impacts/NPS staff time required to monitor and implement mitigations. Potential strategies may include:
 - Designation of one consistent PG&E liaison
 - Designation of NPS ombudsman to oversee all PG&E work by County (funded by PG&E)
 - Request GIS data for all utility lines through GGNRA property
 - Establish bi-annual meeting with PG&E and other Bay Area parks to discuss upcoming projects
 - Compensation for impacts (e.g. endowment mitigation fund for on-going rehab)
 - Others? Send additional recommendations to Christine.

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2. **Dog Planning with San Mateo County** - Frank, Howard, Shirwin, and Christine met with San Mateo County to discuss potential off-leash dog areas in the County to alleviate the pressure to provide off-leash areas at Rancho. County is open to idea and considering potential locations. Ideally would like to have location identified prior to public meetings for Dog Management Plan.
3. **FY 14 Workplan Goals, Objectives & Priorities** – see attached for summary
4. **Upcoming events**
 - 9/21 Coastal Clean-up Day - Rancho
 - 9/28-9/29 Pacifica Fog Fest

Table 1. NEW Action Items

Action Items	Assigned Staff	Due Date	Completion Date	
1. Implement fire breaks/mowing	Mike, Susie, Corbett	8/15/13	8/6/13	✓
2. Monitor PG&E projects	Christine, Larry, field staff	ongoing		✓
3. Address Rancho encroachments	Matt, Rachel, Craig	ongoing	9/6/13	✓
4. Confirm cameral funding	Randy, Matt	10/1/13		

Table 2. Summary of PAST Action Items (completed, outstanding)

Action Items	Assigned Staff	Due Date	Completion Date	
5. Meet with CC to discuss workplans	All Divisions	8/22	8/22/13	✓
6. Install vehicle barriers – Montara	Mike, Corbett	7/1/13		
7. Coordinate vehicle barriers with adjacent property owners	Christine	7/1/13		
8. Identify video camera locations	Rachel, Matt	7/1/13		
9. Coordinate Volunteer discussion w/GGNPC & NPS Sr. Mgmt	Christine	4/15/13	Delayed	
10. Site Visit to Cattle Hill	TBD	2013		
11. Revise Milagra panel	Theresa	2013	Pending funding	
12. DSC data collection for SM	Kevin/Christine	2013	Kurt Veek to schedule	

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13.	Wildlife (bird) education - Rancho	Susie	2013	discuss with Raptor Obs.	
14.	Print padmaps	Christine	2013	Hold - trails plan update	
15.	Finalize Caltrans wetland agreement and revisit Skyridge HOA \$	Alison	2013	Alison & Susie coordinating	
16.	Provide Daly City w/ visitor amenities guide for Mussel Rock	Christine	2013	Guide still being finalized	
17.	Determine management agreement with Daly City for Mussel Rock	Nancy	2013	Will be assigned to Jennifer Chapman in fall	
18.	Work with ETRAC on horse tie locations at Sweeney	Christine & Mike	2013		
19.	Prepare PMIS for 250 th Portola Discovery Site	CC, Steve, George, Interp	2013	Met 1/22 to prep	
20.	Present Stewardship 3-year plan	Sue G.	2013		

DOG MANAGEMENT OPEN HOUSE STAFF TRAINING
November 1, 2013,
1-2:30 p.m., Golden Gate Room

- Welcome and introduction – Howard
- Plan background refresher – Michael Edwards
- Plan overview :
 - SEIS specifics – difference between DEIS and SEIS
 - Review of quick start guide/SEIS sections pertinent to each station
 - FAQs – any questions?
- Helpline – who to look for detailed questions - Michael Edwards
 - Press inquiry (Howard)
 - NEPA process (Michael, Suzie)
 - Dog management plan questions
 - Site specific (Shirwin, Michael, Suzie)
 - NR specific (Daphne, Bill M., Sarah Koser)
- Meeting basics - – Michael and Shirwin
 - Public meeting layout and station assignments review
 - How to take a public comment and other public meeting etiquette
 - Schedule
 - when / where to report for meetings
- Security overview – Shirwin
- Questions?

- *San Mateo station team stay over for additional discussion*

PARK BUDGET/STAFF UPDATES FOR SEIS

OPERATING BUDGET

In fiscal year (FY) 2008, the park had an operating budget of approximately \$24.6 million, consisting of \$23.8 million in base ONPS (operation of national park system) funding.

FY12 - Base ONPS = **\$26,351,700**

FY12 – Nonoperational funding from a variety of park sources, including Concession Franchise Fee, Recreational Fee Park Revenue, Leasing, Special Use Permits, Film Permits, and NPS Service-wide special project funding such as Line Item Construction, Cyclic Maintenance, Environmental Management Program, Equipment Replacement, Repair/Rehabilitation and Volunteers in Parks. **\$28,062,660.** *(Note that much of this funding is required to be used for specific purposes, such as cost recovery or fund-source-specific projects. Suggest we include some wording to clarify that majority of this funding is not available for just any use.)*

VISITOR EDUCATION

The majority of funding for visitor education about dog regulations in recent years has come from the Public Affairs Budget (\$441,000 in FY2007).

Majority of funding for visitor education about dog regulations in recent years has come from the management assistant budget (\$89,606 in FY12), with additional support from Public Affairs (\$429,700 in FY12)

NATURAL RESOURCES

In 2006, total personnel cost for the natural resources staff was \$1,344,392 and total natural resources volunteer time was 142,890 hours. Approximately 5 percent of the natural resources budget was spent on dog management–related activities in 2006 (NPS 2007d, 1).

Natural Resources FY12 budget: \$1,193,000 (\$1,106,000 salary/benefits + \$87,000 Non Personnel)

In FY12 – approximately 1.5% of the total NR budget was spent on dog management-related activities.

FY12 Total Volunteer hours, Natural Resource Management: 181,349

STAFFING

FY12 – total GGNRA staff

Perm - 198

Term - 43

Temp - 70

Alternative A - Personnel cost estimate

Business Management Division			
	Annual Salary	FTE	Salary
			\$0.00
			\$0.00
			\$0.00
Total Field Costs Without Overhead			\$0.00
Total Overhead Costs (*)	\$0.00		\$0.00
Total Alt A Personnel Costs	\$0.00		\$0.00
Total NEW Costs	\$0.00	0.00	\$0.00

Total Alternative A Costs (Personnel and Non-Personnel)

	Business Man. Division
Personnel (FTE)	0.00
Total Personnel Cost	\$0.00
Total NEW Personnel Cost	\$0.00
Total Non-Personnel Cost	\$0.00
Non-personnel Cost Description	
Estimate Source	

Alternative B - Personnel cost estimate			
Business Management Division			
	Annual Salary	FTE	Salary
Total Field Costs Without Overhead	\$0.00	1.00	\$0.00
Total Overhead Costs (*)	\$0.00	0.00	\$0.00
Total Alt A Personnel Costs	\$0.00	1.00	\$0.00
Total NEW Costs	\$0.00	0.50	\$0.00

Total Alternative B Costs - (Personnel and Non-Personnel)

	Business Man. Division
Personnel (FTE)	
Total Personnel Cost	
Total NEW Personnel Cost	
Total Non-Personnel Cost	
Non-personnel Cost Description	
Estimate Source	

Alternative C - Personnel cost estimate

Business Management Division			
	Annual Salary	FTE	Salary/cost
NEW GS 7/4 Bus. Management Specialist STF	\$68,197.00	0.50	\$34,098.50
			\$0.00
			0
			0
Total Field Costs Without Overhead	\$68,197.00	0.50	\$34,098.50
Total Overhead Costs (*)	\$0.00	0.00	\$0.00
Total Alt A Personnel Costs	\$68,197.00	0.50	\$34,098.50
Total NEW Costs	\$68,197.00	0.50	\$34,098.50

Total Alternative C Costs - (Personnel and Non-Personnel)

Business Man. Division	
Personnel (FTE)	0.50
Total Personnel Cost	\$34,098.50
Total NEW Personnel Cost	\$34,098.50
Total Non-Personnel Cost	\$1,745.00
Non-personnel Cost Description	Photo ID Card system, printer supplies, badges, 200+ ID cards, Misc office supplies.
Estimate Source	Staffing needs were based on actual field operations. Cost was generated from FY12 salary tables at a Step 4 Rate and 35% benefits.

Alternative D - Personnel cost estimate

Business Management Division			
	Annual Salary	FTE	Salary
			\$0.00
			\$0.00
Total Field Costs Without Overhead	\$0.00	0.00	\$0.00
Total Overhead Costs (*)	\$0.00	0.00	\$0.00
Total Alt A Personnel Costs	\$0.00	0.00	\$0.00
Total NEW Costs	\$0.00	0.00	\$0.00

Total Alternative D Costs - (Personnel and Non-Personnel)

	Business Man. Division
Personnel (FTE)	0.00
Total Personnel Cost	\$0.00
Total NEW Personnel Cost	\$0.00
Total Non-Personnel Cost	\$0.00
Non-personnel Cost Description	
Estimate Source	

Alternative E - Personnel cost estimate			
Business Management Division			
	Annual Salary	FTE	Salary/cost
NEW GS 7/4 Bus. Management Specialist STF	\$68,197.00	0.50	\$34,098.50
			\$0.00
			0
			0
Total Field Costs Without Overhead	\$68,197.00	1.00	\$34,098.50
Total Overhead Costs (*)	\$0.00	0.00	\$0.00
Total Alt A Personnel Costs	\$68,197.00	1.00	\$34,098.50
Total NEW Costs	\$68,197.00	0.50	\$34,098.50

Total Alternative C Costs - (Personnel and Non-Personnel)

	Business Man. Division
Personnel (FTE)	0.50
Total Personnel Cost	\$34,098.50
Total NEW Personnel Cost	\$34,098.50
Total Non-Personnel Cost	\$1,745.00
Non-personnel Cost Description	Photo ID Card system, printer supplies, badges, 200+ ID cards, Misc office supplies.
Estimate Source	Staffing needs were based on actual field operations. Cost was generated from FY12 salary tables at a Step 4 Rate and 35% benefits.

Alternative F - PREFERRED

Business Management Division			
	Annual Salary	FTE	Salary/cost
NEW GS 7/4 Bus. Management Specialist STF	\$68,197.00	0.50	\$34,098.50
			\$0.00
			0
			0
Total Field Costs Without Overhead	\$68,197.00	1.00	\$34,098.50
Total Overhead Costs (*)	\$0.00	0.00	\$0.00
Total Alt A Personnel Costs	\$68,197.00	1.00	\$34,098.50
Total NEW Costs	\$68,197.00	0.50	\$34,098.50

Total Alternative Preferred Costs - (Personnel and Non-Personnel)

Business Man. Division	
Personnel (FTE)	0.50
Total Personnel Cost	\$34,098.50
Total NEW Personnel Cost	\$34,098.50
Total Non-Personnel Cost	\$1,745.00
Non-personnel Cost Description	Photo ID Card system, printer supplies, badges, 200+ ID cards, Misc office supplies.
Estimate Source	Staffing needs were based on actual field operations. Cost was generated from FY12 salary tables at a Step 4 Rate and 35% benefits.

COVER SHEET

Name of Document:

Notice of Availability of the Supplemental Environmental Impact Statement for the Dog Management Plan, Golden Gate National Recreation Area

Purpose of Document:

Pursuant to the National Environmental Policy Act of 1969, 42 U.S.C. 4332(2)(C), the National Park Service (NPS) announces the availability of a Supplemental Environmental Impact Statement (Plan/SEIS) for the Dog Management Plan, Golden Gate National Recreation Area (GGNRA), located in California. The Plan/~~S~~EIS evaluates the impacts of five action alternatives that address dog management for dog walking both on-leash and off-leash dogwalking under voice and sight control, and is being conducted pursuant to a lawsuit. It also assesses the impacts that could result from continuing ~~the~~ current management ~~framework~~ in the no-action alternative. The purpose of this Plan/SEIS is to determine the manner and extent of dog use in appropriate areas of the park, provide a clear, enforceable dog management policy, preserve and protect natural and cultural resources and natural processes, provide a variety of visitor experiences, improve visitor and employee safety, and reduce user conflicts. A notice of proposed rulemaking will follow this SEIS.

Senior Reviews:

Senior PW Regional Officials: Chris Lehnertz, Regional Director
Ray Sauvajot, Regional Chief of Natural Resources
Alan Schmierer, Regional Environmental Quality Coordinator

Senior Bureau Officials: Jon Jarvis (Director)
Peggy O'Dell (Deputy Director)

Senior Department Officials: Rachel Jacobson (Acting Assistant Secretary for Fish and Wildlife and Parks)
Kevin Jones, (DOI Solicitor)

Alternative A - Personnel cost estimate

CUMULATIVE			
	Annual Salary	FTE	Salary
Park Ranger GS 025-9/3 (Interp)	\$80,887.00	0.10	\$8,088.70
Park Ranger GS 025-9/3 (Interp)	\$80,887.00	0.10	\$8,088.70
Supervisory Park Ranger GS 12 (Interp)	\$109,971.00	0.05	\$5,498.55
Sign worker - WG 9/5 (Maint)	\$89,426.00	0.10	\$8,942.60
Geographer GS-12/4 (NR)	\$114,980.00	0.10	\$11,498.00
Superv. Nat. Res. Mgt. Specialist GS-14/4 (NR)	\$156,120.00	0.20	\$31,224.00
Hydrologist GS 12/5 (NR)	\$123,653.00	0.05	\$6,182.65
Supv. Ecologist (Wildlife) (NR)	\$125,200.00	0.25	\$31,300.00
Nat. Res. Mgt. Specialist GS-9/3 (NR)	\$72,300.00	0.10	\$7,230.00
GS 14/9 Director of Communications (PA)	\$197,736.00	0.15	\$29,660.40
GS 12/6 Public Affairs Specialist (PA)	\$128,299.00	0.25	\$32,074.75
NEW GS 9/1 Media Specialist (PA)	\$75,832.00	0.25	\$18,958.00
Records or Court Liason - OT (USPP)			\$6,000.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
Supervisor GL11/step 10	\$132,524.00	0.30	\$39,757.20
Man. Assistant - GS-12/5	\$124,636.00	0.75	\$93,477.00
Deputy Superintendent GS 15*	\$199,951.00	0.025	\$4,998.78
Total Personnel Costs		3.78	\$455,316.33
Total Non-Personnel Costs (all Divisions)			\$15,000.00
Total Alt A Costs		3.78	\$470,316.33

Alternative B - Personnel cost estimate

CUMULATIVE			
	Annual Salary	FTE	Salary
NEW Park Ranger GS 9/5 (Term) (Interp)	\$85,941.00	0.50	\$42,970.50
NEW Park Ranger GS 9/5 (Term) (Interp)	\$85,941.00	0.50	\$42,970.50
NEW Park Ranger GS 7/1 (Interp)	\$61,996.00	0.50	\$30,998.00
Supervisory Park Ranger GS 12 (Interp)	\$109,971.00	0.15	\$16,495.65
NEW Sign Worker WG 9/5 (Maint)	\$89,425.00	0.75	\$67,068.75
NEW Trail Worker WG 6/5 (Maint)	\$74,606.00	0.50	\$37,303.00
NEW Trail Worker WG 6/5 (Maint)	\$74,606.00	0.50	\$37,303.00
NEW - GS-11/04 Project Mgr.	\$100,923.00	1.00	\$100,923.00
NEW - GS-09/04 Data Manager	\$83,414.00	0.75	\$62,560.50
NEW - GS-07 biotech	\$61,996.00	2.00	\$123,992.00
NEW - GS-05 biotech	\$50,049.00	4.00	\$200,196.00
Geographer GS-12/4	\$114,980.00	0.10	\$11,498.00
Superv. Nat. Res. Mgt. Specialist GS-14/4*	\$156,120.00	0.20	\$31,224.00
Physical Scientist GS 12/5*	\$123,653.00	0.05	\$6,182.65
Supv. Ecologist (Wildlife)*	\$125,200.00	0.30	\$37,560.00
Supv. Ecologist (Vegetation)*	\$125,200.00	0.15	\$18,780.00
Ecologist (Aquatic and T&E)*	\$125,200.00	0.05	\$6,260.00
Nat. Res. Mgt. Specialist GS-9/3*	\$72,300.00	0.25	\$18,075.00
GS 14/9 Director of Communications* (PA)	\$197,736.00	0.25	\$49,434.00
GS 12/6 Public Affairs Specialist (PA)	\$128,299.00	0.25	\$32,074.75
NEW GS 9/1 Media Specialist (PA)	\$75,832.00	0.75	\$56,874.00
NEW GS 7/1 Public Affairs Sp. (Term-1 yr) (PA)	\$61,996.00	1.00	\$61,996.00
NEW GS 5/1 Visitor Use Assists (Term - 1 yr) (PA)	\$50,049.00	10.00	\$500,490.00
NEW Records Assistant - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
NEW Records Assistant - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
NEW Communications Dispatcher - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
NEW Communications Dispatcher - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
O/T 2 Field Officers (40/week @ \$65/hr) (USPP)	\$135,200.00	1.00	\$135,200.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
Supervisor GL11/step 10 (VRPP)	\$132,524.00	0.50	\$66,262.00
Man. Assistant - GS-12/5	\$124,636.00	0.75	\$93,477.00
Deputy Superintendent GS 15/4*	\$199,951.00	0.025	\$4,998.78
Total Personnel Costs	\$3,364,699.00	33.78	\$2,430,122.08
Total Non-Personnel Costs (all Divisions)			\$137,196.00
Total Alt B Costs		33.78	\$2,567,318.08

Alternative C - Personnel cost estimate

CUMULATIVE	Annual Salary	FTE	Salary
NEW GS 7/4 Bus. Management Specialist STF	\$68,197.00	0.50	\$34,098.50
NEW Park Ranger GS 9/5 (Term) (Interp)	\$85,941.00	0.50	\$42,970.50
NEW Park Ranger GS 9/5 (Term) (Interp)	\$85,941.00	0.50	\$42,970.50
NEW Park Ranger GS 7/1 (Term) (Interp)	\$61,996.00	0.50	\$30,998.00
NEW Park Ranger GS 5/1 (Term) (Interp)	\$50,049.00	0.50	\$25,024.50
Supervisory Park Ranger GS 12 (Interp)	\$109,971.00	0.15	\$16,495.65
NEW Sign Worker WG 9/5 (Maint)	\$89,425.00	0.75	\$67,068.75
NEW Trail Worker WG 6/5 (Maint)	\$74,606.00	0.75	\$55,954.50
NEW Trail Worker WG 6/5 (Maint)	\$74,606.00	0.75	\$55,954.50
NEW - GS-11/04 Project Mgr.	\$100,923.00	1.00	\$100,923.00
NEW - GS-09/04 Data Manager	\$83,414.00	0.75	\$62,560.50
NEW - GS-07 biotech	\$61,996.00	2.00	\$123,992.00
NEW - GS-05 biotech	\$50,049.00	4.00	\$200,196.00
Geographer GS-12/4	\$114,980.00	0.10	\$11,498.00
Superv. Nat. Res. Mgt. Specialist GS-14/4*	\$156,120.00	0.20	\$31,224.00
Physical Scientist GS 12/5*	\$123,653.00	0.05	\$6,182.65
Supv. Ecologist (Wildlife)*	\$125,200.00	0.30	\$37,560.00
Supv. Ecologist (Vegetation)*	\$125,200.00	0.15	\$18,780.00
Ecologist (Aquatic and T&E)*	\$125,200.00	0.05	\$6,260.00
Nat. Res. Mgt. Specialist GS-9/3*	\$72,300.00	0.25	\$18,075.00
GS 14/9 Director of Communications* (PA)	\$197,736.00	0.25	\$49,434.00
GS 12/6 Public Affairs Specialist (PA)	\$128,299.00	0.25	\$32,074.75
NEW GS 9/1 Media Specialist (PA)	\$75,832.00	1.00	\$75,832.00
NEW GS 7/1 Public Affairs Sp. (Term-1 yr) (PA)	\$61,996.00	1.00	\$61,996.00
NEW GS 5/1 Visitor Use Assist (Term - .5 yr) (PA)	\$50,049.00	2.50	\$125,122.50
NEW Records Assistant - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
NEW Records Assistant - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
NEW Communications Dispatcher - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
NEW Communications Dispatcher - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
O/T 2 Field Officers (40/week @ \$65/hr) (USPP)	\$135,200.00	1.00	\$135,200.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
Supervisor GL11/step 10 (VRPP)	\$132,524.00	0.75	\$99,393.00
Man. Assistant - GS-12/5	\$124,636.00	0.75	\$93,477.00
Deputy Superintendent GS 15/4*	\$199,951.00	0.05	\$9,997.55
Total Personnel Costs		29.30	\$2,320,605.35
Total Non-Personnel Costs (all Divisions)			\$266,589.00
Total Alt C Costs		29.30	\$2,587,194.35

Alternative D - Personnel cost estimate

CUMULATIVE			
	Annual salary	FTE	Salary
NEW Park Ranger GS 9/5 (Term)	\$85,941.00	1.00	\$85,941.00
NEW Park Ranger GS 9/5 (Term)	\$85,941.00	1.00	\$85,941.00
NEW Park Ranger GS 7/1 (Term)	\$61,996.00	0.50	\$30,998.00
Supervisory Park Ranger GS 12*	\$109,971.00	0.25	\$27,492.75
NEW Sign Worker WG 9/5 (Maint)	\$89,426.00	0.75	\$67,069.50
NEW Trail Worker WG 6/5 (Maint)	\$74,606.00	0.50	\$37,303.00
NEW Trail Worker WG 6/5 (Maint)	\$74,606.00	0.50	\$37,303.00
NEW - GS-11/04 Project Mgr.	\$100,923.00	1.00	\$100,923.00
NEW - GS-09/04 Data Manager	\$83,414.00	0.75	\$62,560.50
NEW - GS-07 biotech	\$61,996.00	2.00	\$123,992.00
NEW - GS-05 biotech	\$50,049.00	4.00	\$200,196.00
Geographer GS-12/4	\$114,980.00	0.10	\$11,498.00
Superv. Nat. Res. Mgt. Specialist GS-14/4*	\$156,120.00	0.20	\$31,224.00
Physical Scientist GS 12/5*	\$123,653.00	0.05	\$6,182.65
Supv. Ecologist (Wildlife)*	\$125,200.00	0.30	\$37,560.00
Supv. Ecologist (Vegetation)*	\$125,200.00	0.15	\$18,780.00
Ecologist (Aquatic and T&E)*	\$125,200.00	0.05	\$6,260.00
Nat. Res. Mgt. Specialist GS-9/3*	\$72,300.00	0.25	\$18,075.00
NEW GS 9/1 Media Specialist (PA)	\$75,832.00	0.50	\$37,916.00
NEW GS 7/1 Public Affairs Sp. (Term-1 yr) (PA)	\$61,996.00	1.00	\$61,996.00
NEW GS 5/1 Visitor Use Assist (Term - 1 yr) (PA)	\$50,049.00	5.00	\$250,245.00
GS 14/9 Director of Communications*	\$197,736.00	0.25	\$49,434.00
GS 12/6 Public Affairs Specialist	\$128,299.00	0.25	\$32,074.75
NEW Records Assistant - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
NEW Records Assistant - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
NEW Communications Dispatcher - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
NEW Communications Dispatcher - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
O/T 2 Field Officers (40/week @ \$65/hr) (USPP)	\$135,200.00	1.00	\$135,200.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
Supervisor GL11/step 10 (VRPP)	\$132,524.00	0.50	\$66,262.00
Man. Assistant - GS-12/5	\$124,636.00	0.75	\$93,477.00
Deputy Superintendent GS 15/4*	\$199,951.00	0.05	\$9,997.55
Total Personnel Costs		29.65	\$2,262,856.70
Total Non-Personnel Costs (all Divisions)			\$135,844.00
Total Alt D Costs		29.65	\$2,398,700.70

Alternative E - Personnel cost estimate

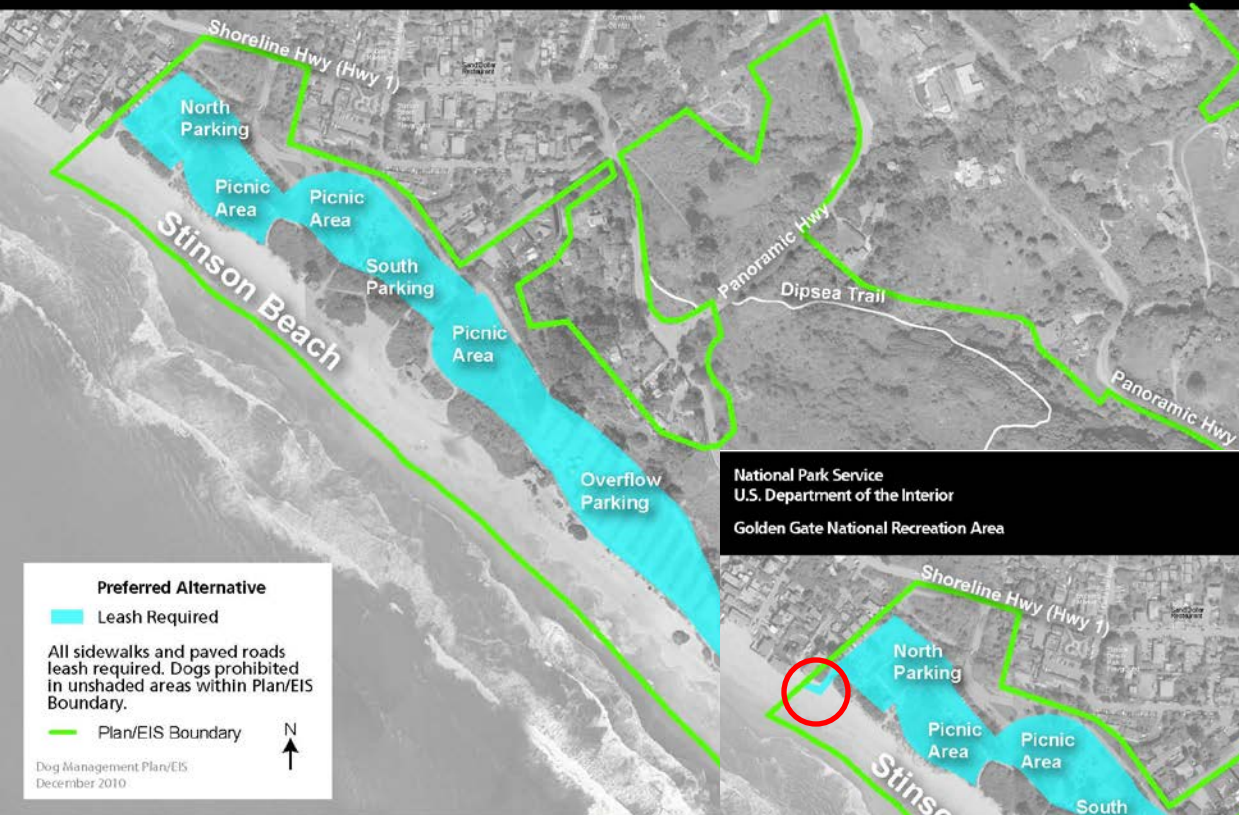
CUMULATIVE	Annual Salary	FTE	Salary
NEW GS 7/4 Bus. Management Specialist STF	\$68,197.00	0.50	\$34,098.50
NEW Park Ranger GS 9/5 (Term) (Interp)	\$85,941.00	0.50	\$42,970.50
NEW Park Ranger GS 9/5 (Term) (Interp)	\$85,941.00	0.50	\$42,970.50
NEW Park Ranger GS 7/1 (Term) (Interp)	\$61,996.00	0.50	\$30,998.00
NEW Park Ranger GS 5/1 (Term) (Interp)	\$50,049.00	0.50	\$25,024.50
Supervisory Park Ranger GS 12 (Interp)	\$109,971.00	0.15	\$16,495.65
NEW Sign Worker WG 9/5 (Maint)	\$89,425.00	0.75	\$67,068.75
NEW Trail Worker WG 6/5 (Maint)	\$74,606.00	0.75	\$55,954.50
NEW Trail Worker WG 6/5 (Maint)	\$74,606.00	0.75	\$55,954.50
NEW - GS-11/04 Project Mgr.	\$100,923.00	1.00	\$100,923.00
NEW - GS-09/04 Data Manager	\$83,414.00	0.75	\$62,560.50
NEW - GS-07 biotech	\$61,996.00	2.00	\$123,992.00
NEW - GS-05 biotech	\$50,049.00	4.00	\$200,196.00
Geographer GS-12/4	\$114,980.00	0.10	\$11,498.00
Superv. Nat. Res. Mgt. Specialist GS-14/4*	\$156,120.00	0.20	\$31,224.00
Physical Scientist GS 12/5*	\$123,653.00	0.05	\$6,182.65
Supv. Ecologist (Wildlife)*	\$125,200.00	0.30	\$37,560.00
Supv. Ecologist (Vegetation)*	\$125,200.00	0.15	\$18,780.00
Ecologist (Aquatic and T&E)*	\$125,200.00	0.05	\$6,260.00
Nat. Res. Mgt. Specialist GS-9/3*	\$72,300.00	0.25	\$18,075.00
NEW GS 9/1 Media Specialist (PA)	\$75,832.00	1.00	\$75,832.00
NEW GS 7/1 Public Affairs Sp. (Term-1 yr) (PA)	\$61,996.00	1.00	\$61,996.00
NEW GS 5/1 Visitor Use Assist (Term - .5 yr) (PA)	\$50,049.00	2.50	\$125,122.50
GS 14/9 Director of Communications*	\$197,736.00	0.25	\$49,434.00
GS 12/6 Public Affairs Specialist	\$128,299.00	0.25	\$32,074.75
NEW Records Assistant - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
NEW Records Assistant - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
NEW Communications Dispatcher - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
NEW Communications Dispatcher - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
O/T 2 Field Officers (40/week @ \$65/hr) (USPP)	\$135,200.00	1.00	\$135,200.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
Supervisor GL11/step 10 (VRPP)	\$132,524.00	1.00	\$132,524.00
Man. Assistant - GS-12/5	\$124,636.00	0.75	\$93,477.00
Deputy Superintendent GS 15/4*	\$199,951.00	0.05	\$9,997.55
Total Personnel Costs		31.55	\$2,578,410.35
Total Non-Personnel Costs (all Divisions)			\$287,789.00
Total Alt. E Costs		31.55	\$2,866,199.35

PREFERRED Alternative F - Personnel cost estimate

CUMULATIVE			
	Annual Salary	FTE	Salary
NEW GS 7/4 Bus. Management Specialist STF	\$68,197.00	0.50	\$34,098.50
NEW Park Ranger GS 9/5 (Term) (Interp)	\$85,941.00	0.50	\$42,970.50
NEW Park Ranger GS 9/5 (Term) (Interp)	\$85,941.00	0.50	\$42,970.50
NEW Park Ranger GS 7/1 (Term) (Interp)	\$61,996.00	0.50	\$30,998.00
NEW Park Ranger GS 5/1 (Term) (Interp)	\$50,049.00	0.50	\$25,024.50
Supervisory Park Ranger GS 12 (Interp)	\$109,971.00	0.15	\$16,495.65
NEW Sign Worker WG 9/5 (Maint)	\$89,425.00	0.75	\$67,068.75
NEW Trail Worker WG 6/5 (Maint)	\$74,606.00	0.75	\$55,954.50
NEW Trail Worker WG 6/5 (Maint)	\$74,606.00	0.75	\$55,954.50
NEW - GS-11/04 Project Mgr.	\$100,923.00	1.00	\$100,923.00
NEW - GS-09/04 Data Manager	\$83,414.00	0.75	\$62,560.50
NEW - GS-07 biotech	\$61,996.00	2.00	\$123,992.00
NEW - GS-05 biotech	\$50,049.00	4.00	\$200,196.00
Geographer GS-12/4	\$114,980.00	0.10	\$11,498.00
Superv. Nat. Res. Mgt. Specialist GS-14/4*	\$156,120.00	0.20	\$31,224.00
Physical Scientist GS 12/5*	\$123,653.00	0.05	\$6,182.65
Supv. Ecologist (Wildlife)*	\$125,200.00	0.30	\$37,560.00
Supv. Ecologist (Vegetation)*	\$125,200.00	0.15	\$18,780.00
Ecologist (Aquatic and T&E)*	\$125,200.00	0.05	\$6,260.00
Nat. Res. Mgt. Specialist GS-9/3*	\$72,300.00	0.25	\$18,075.00
NEW GS 9/1 Media Specialist (PA)	\$75,832.00	1.00	\$75,832.00
NEW GS 7/1 Public Affairs Sp. (Term-1 yr) (PA)	\$61,996.00	1.00	\$61,996.00
NEW GS 5/1 Visitor Use Assist (Term - .5 yr) (PA)	\$50,049.00	2.50	\$125,122.50
GS 14/9 Director of Communications*	\$197,736.00	0.25	\$49,434.00
GS 12/6 Public Affairs Specialist	\$128,299.00	0.25	\$32,074.75
NEW Records Assistant - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
NEW Records Assistant - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
NEW Communications Dispatcher - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
NEW Communications Dispatcher - GS 5/1 (USPP)	\$49,986.00	1.00	\$49,986.00
O/T 2 Field Officers (40/week @ \$65/hr) (USPP)	\$135,200.00	1.00	\$135,200.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
New GL 9 step 10 (VRPP)	\$112,337.00	1.00	\$112,337.00
Supervisor GL11/step 10 (VRPP)	\$132,524.00	0.75	\$99,393.00
Man. Assistant - GS-12/5	\$124,636.00	0.75	\$93,477.00
Deputy Superintendent GS 15/4*	\$199,951.00	0.05	\$9,997.55
Total Personnel Costs		29.30	\$2,320,605.35
Total Non-Personnel Costs (all Divisions)			\$266,589.00
Total Alt F Costs		29.30	\$2,587,194.35

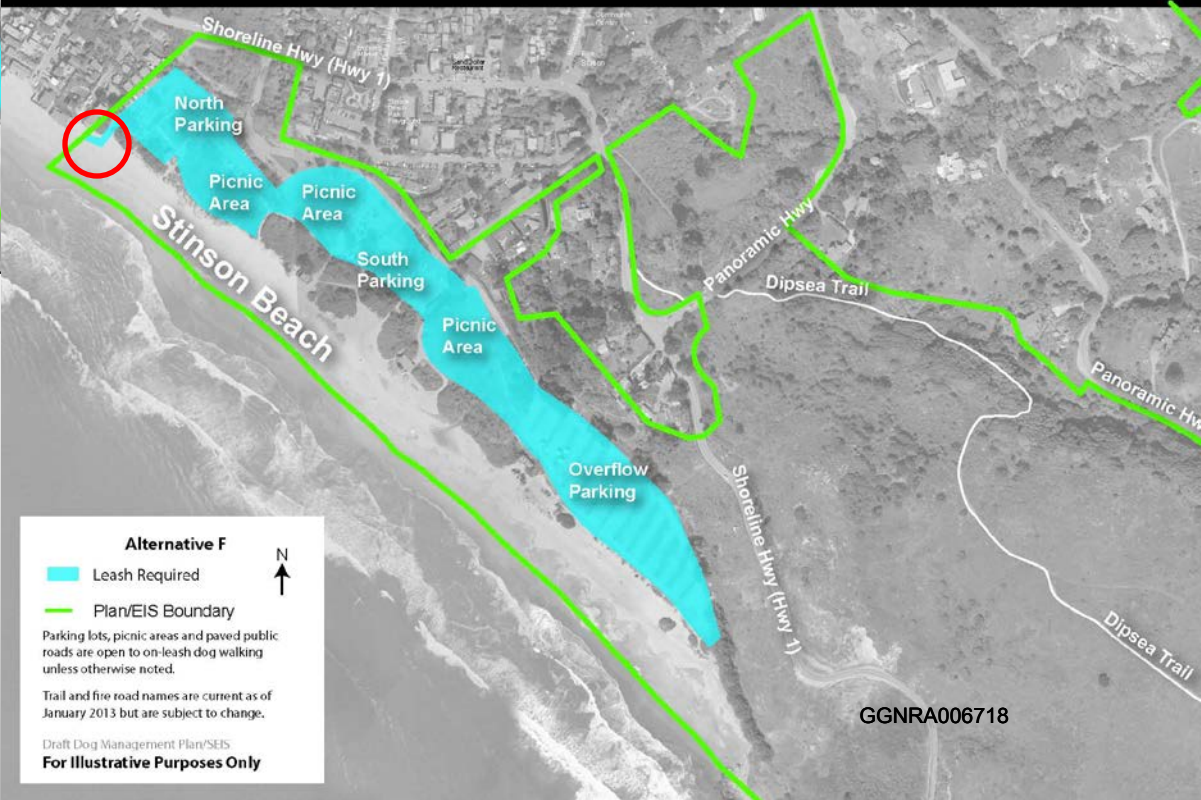
How Did Alternatives Change Between the DEIS and the SEIS?

Map 2-Preferred Alternative: Stinson Beach

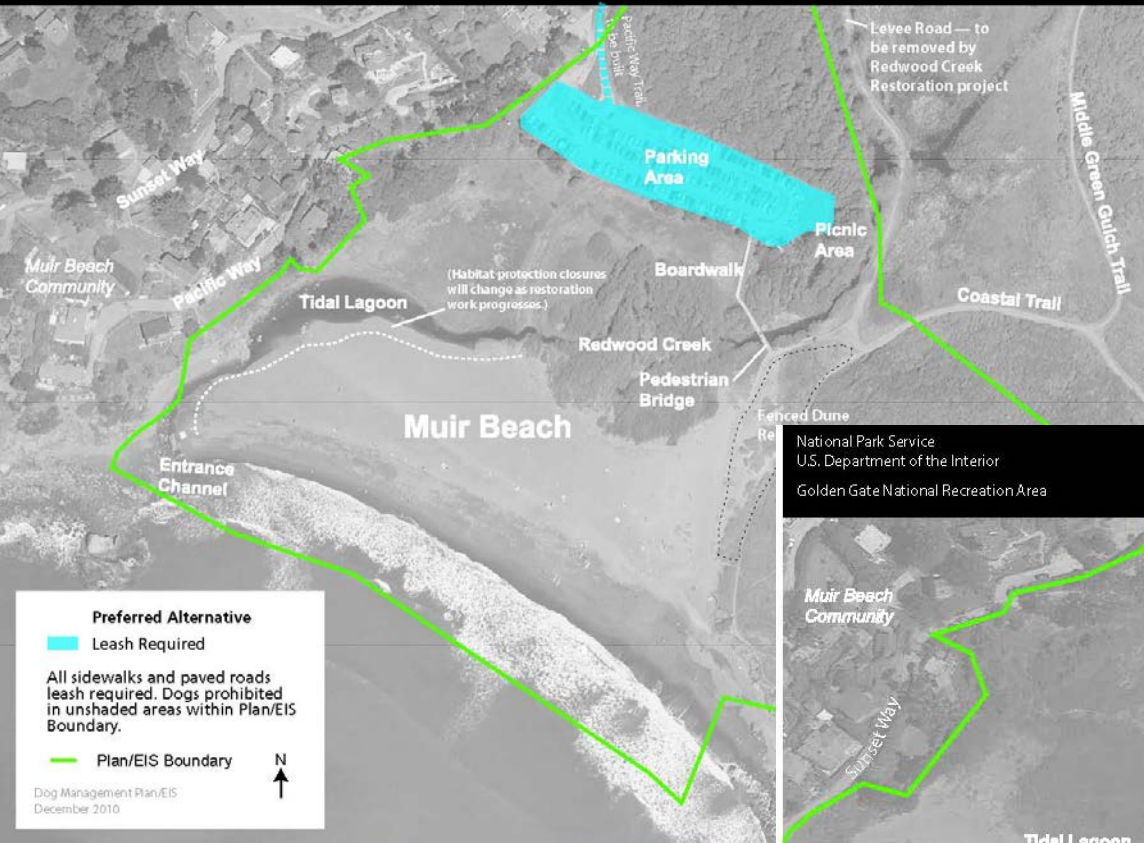


National Park Service
 U.S. Department of the Interior
 Golden Gate National Recreation Area

Map 2-F: Stinson Beach



Map 5 Preferred Alternative: Muir Beach



National Park Service
 U.S. Department of the Interior
 Golden Gate National Recreation Area

Map 5-F: Muir Beach



Alternative F

- Leash Required
- Plan/EIS Boundary

Parking lots, picnic areas and paved public roads are open to on-leash dog walking unless otherwise noted.

Trail and fire road names are current as of 1/15/10 but are subject to change.

Draft Dog Management Plan/EIS
For Illustrative Purposes Only

GGNR006719

Preferred Alternative

- Leash Required

All sidewalks and paved roads leash required. Dogs prohibited in unshaded areas within Plan/EIS Boundary.

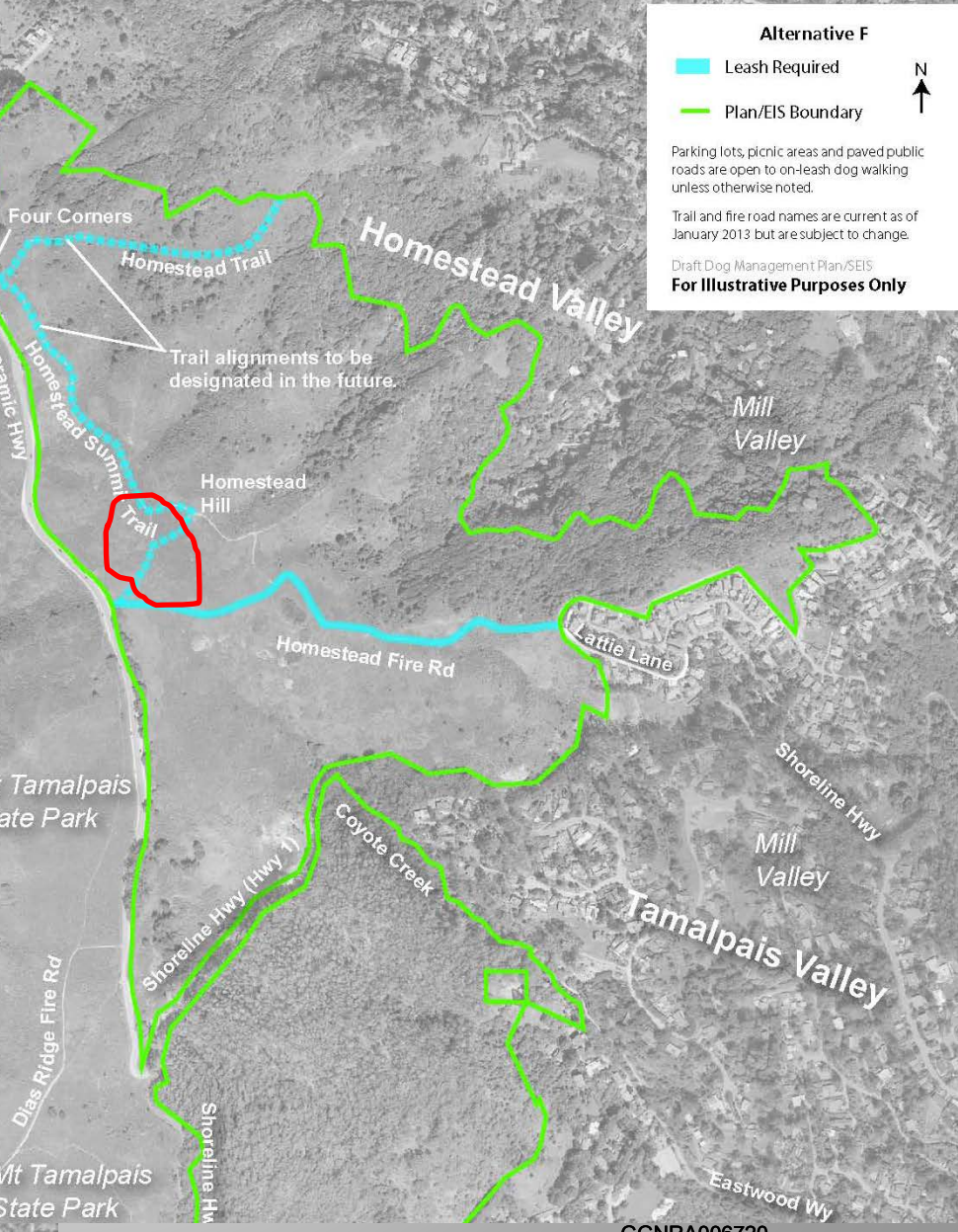
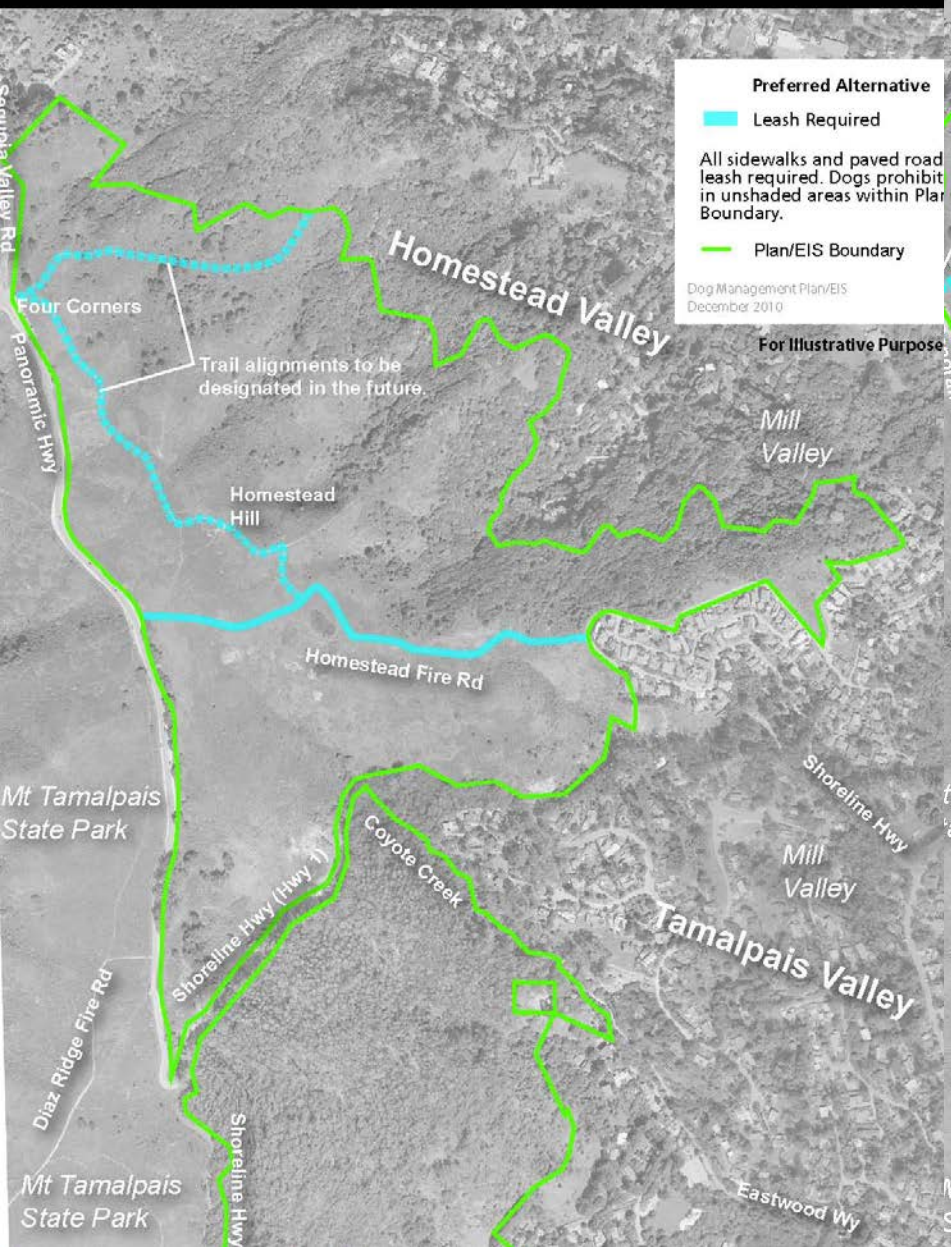
- Plan/EIS Boundary

Dog Management Plan/EIS
 December 2010

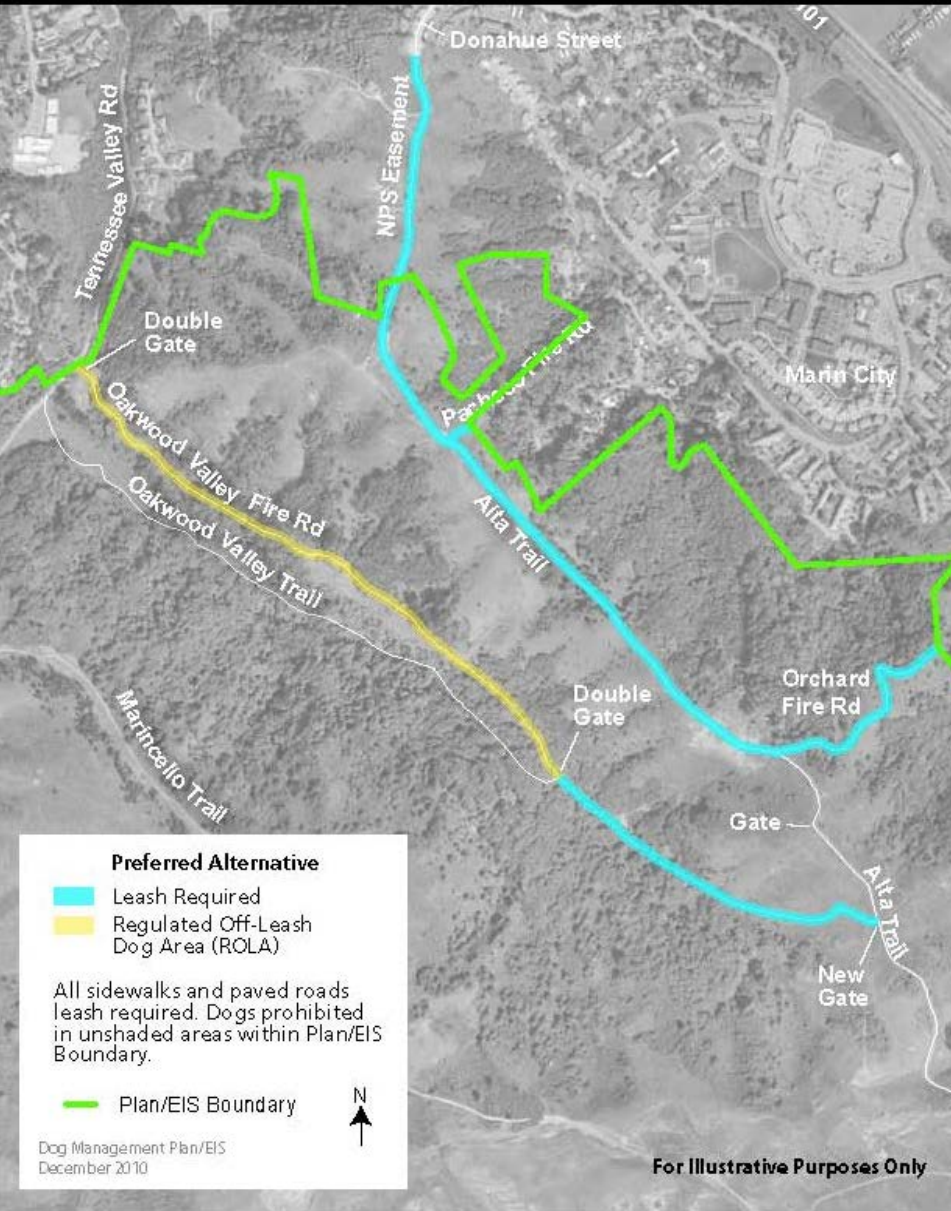


Map 3 Preferred Alternative: Homestead Valley

Map 3-F: Homestead Valley



Map 4 Preferred Alternative: Oakwood Valley / Alta Trail



Preferred Alternative

- Leash Required
- Regulated Off-Leash Dog Area (ROLA)

All sidewalks and paved roads leash required. Dogs prohibited in unshaded areas within Plan/EIS Boundary.

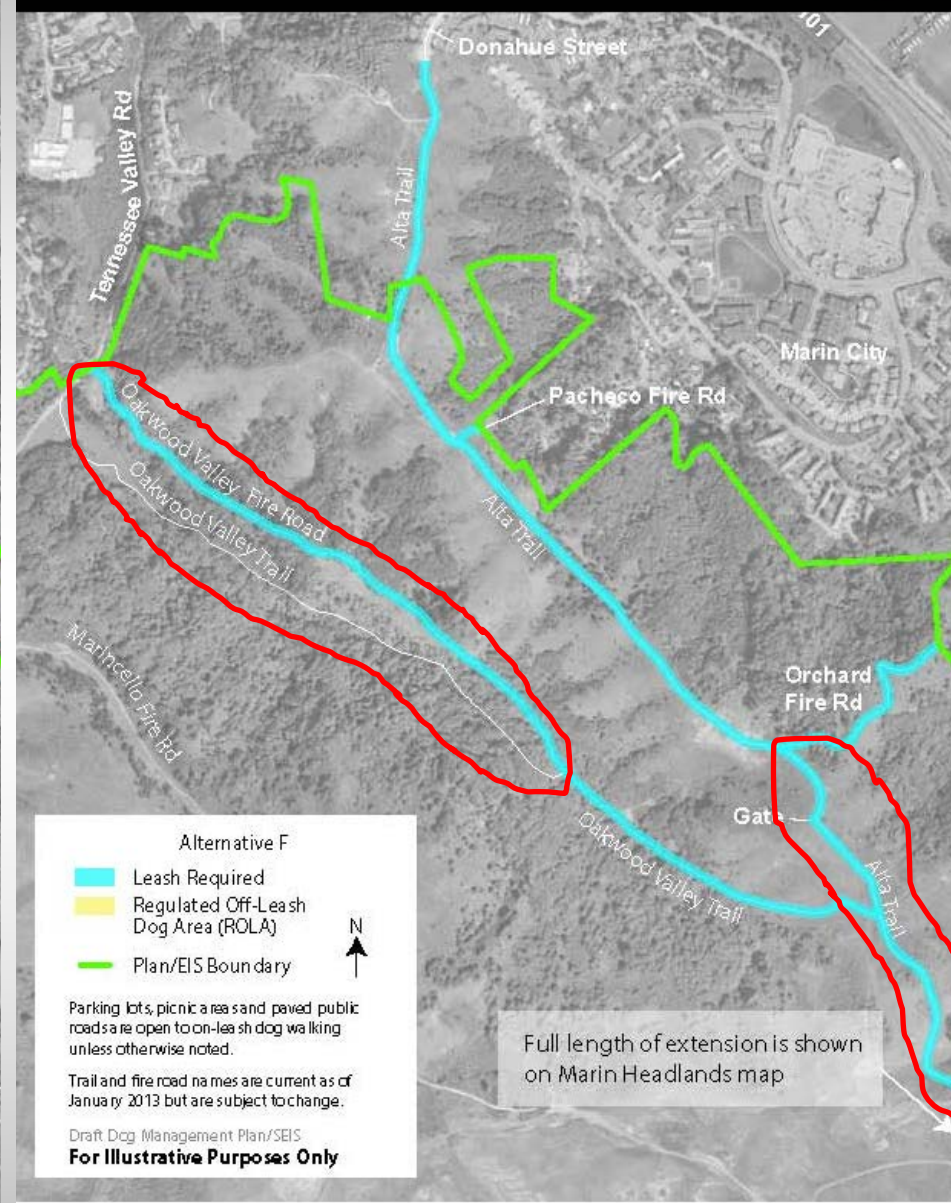
- Plan/EIS Boundary

North Arrow: N

Dog Management Plan/EIS
 December 2010

For Illustrative Purposes Only

Map 4-F: Oakwood Valley / Alta Trail



Alternative F

- Leash Required
- Regulated Off-Leash Dog Area (ROLA)
- Plan/EIS Boundary

North Arrow: N

Parking lots, picnic areas and paved public roads are open to on-leash dog walking unless otherwise noted.

Trail and fire road names are current as of January 2013 but are subject to change.

Draft Dog Management Plan/EIS
For Illustrative Purposes Only

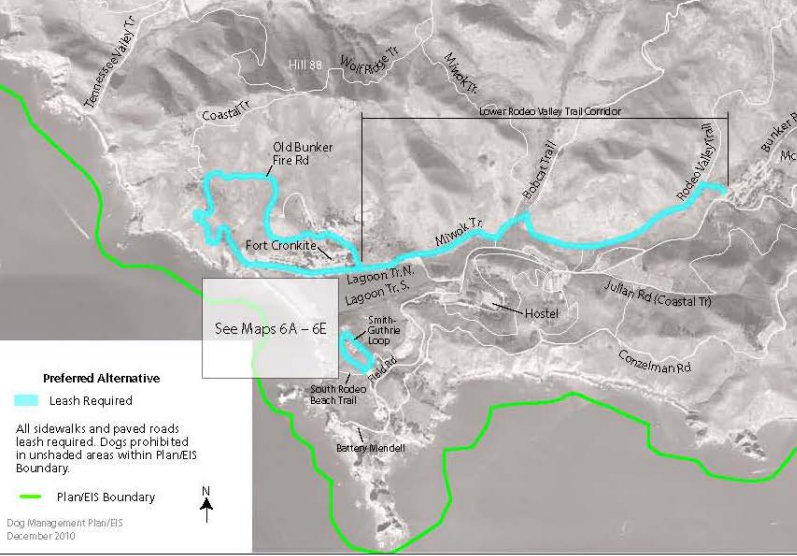
Full length of extension is shown on Marin Headlands map

Map 7 Preferred Alternative: Marin Headlands Trails



National Park Service
 U.S. Department of the Interior
 Golden Gate National Recreation Area

Map 7-F: Marin Headlands Trails



Preferred Alternative
 Cyan line: Leash Required
 All sidewalks and paved roads
 require leash required. Dogs prohibited
 in unshaded areas within Plan/EIS
 Boundary.

Green line: Plan/EIS Boundary
 N
 Dog Management Plan/SEIS
 December 2010



Alternative F
 Cyan line: Leash Required
 Green line: Plan/EIS Boundary
 All sidewalks and paved public roads are
 leash dog walking unless otherwise noted.
 Road names are current as of
 but are subject to change.
 Dog Management Plan/SEIS
 Alternative Purposes Only
 N

GGNRA006722



Preferred Alternative

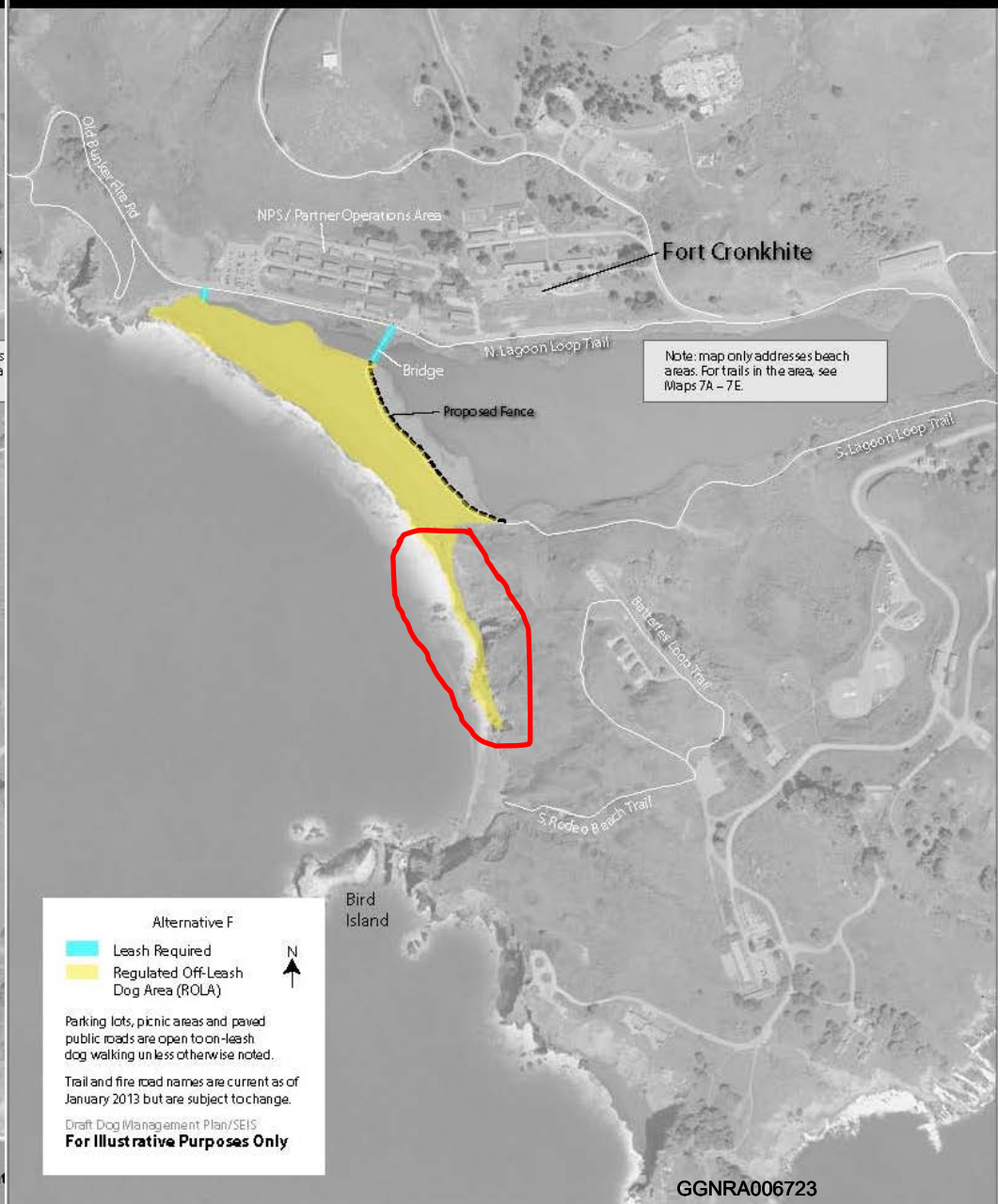
- Leash Required
- Regulated Off-Leash Dog Area (ROLA)

All sidewalks and paved roads leash required. Dogs prohibited in unshaded areas.

Dog Management Plan/SEIS
 December 2010

N ↑

For Illustrat



Alternative F

- Leash Required
- Regulated Off-Leash Dog Area (ROLA)

N ↑

Parking lots, picnic areas and paved public roads are open to on-leash dog walking unless otherwise noted.

Trail and fire road names are current as of January 2013 but are subject to change.

Draft Dog Management Plan/SEIS
For Illustrative Purposes Only

GGNRA006723

Map 8 Preferred Alternative: Fort Baker



Map 8-F: Fort Baker



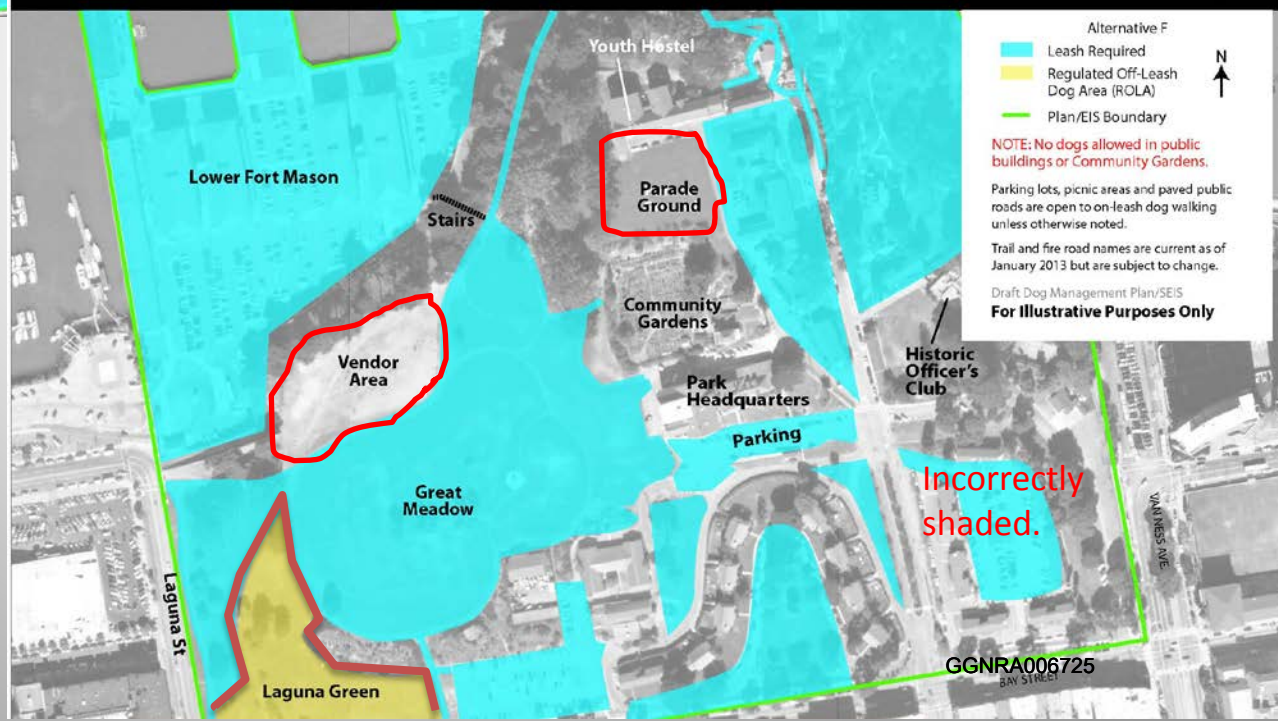
Parking lots, picnic areas and paved public roads are open to on-leash dog walking unless otherwise noted.

Trail and fire road names are current as of January 2013 but are subject to change.

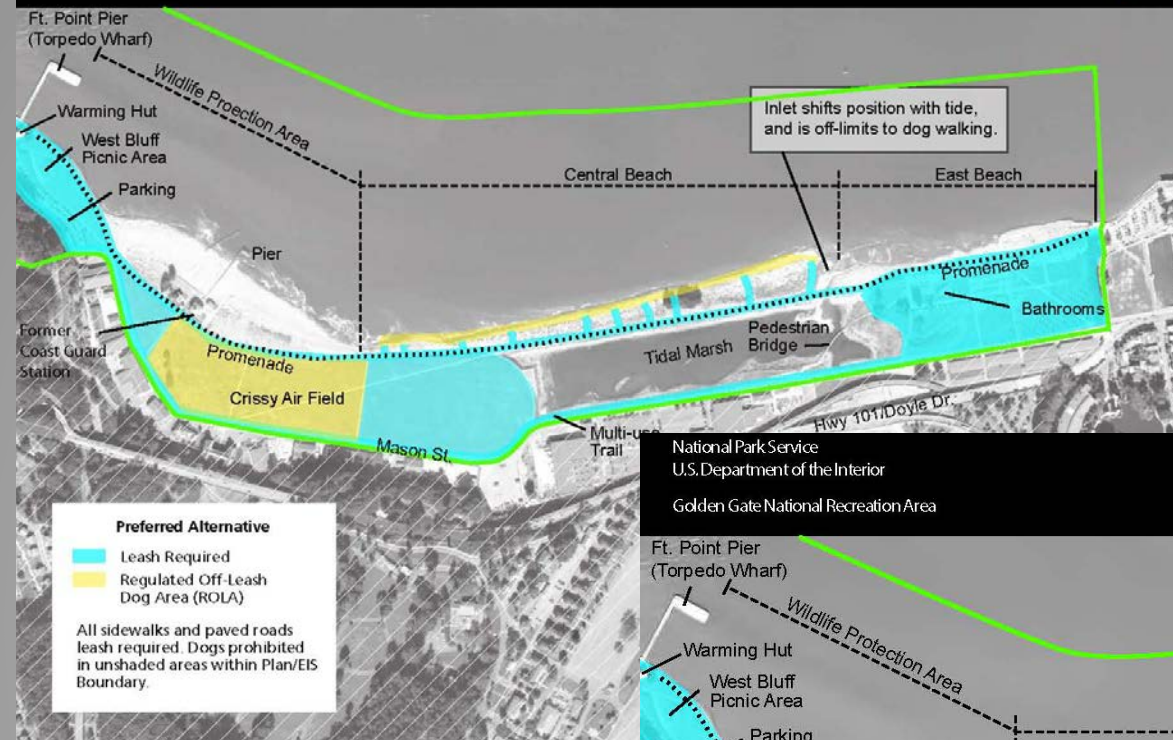
Map 9 Preferred Alternative Upper Fort Mason



Map 9-F: Upper Fort Mason



Map 10 Preferred Alternative: Crissy Field

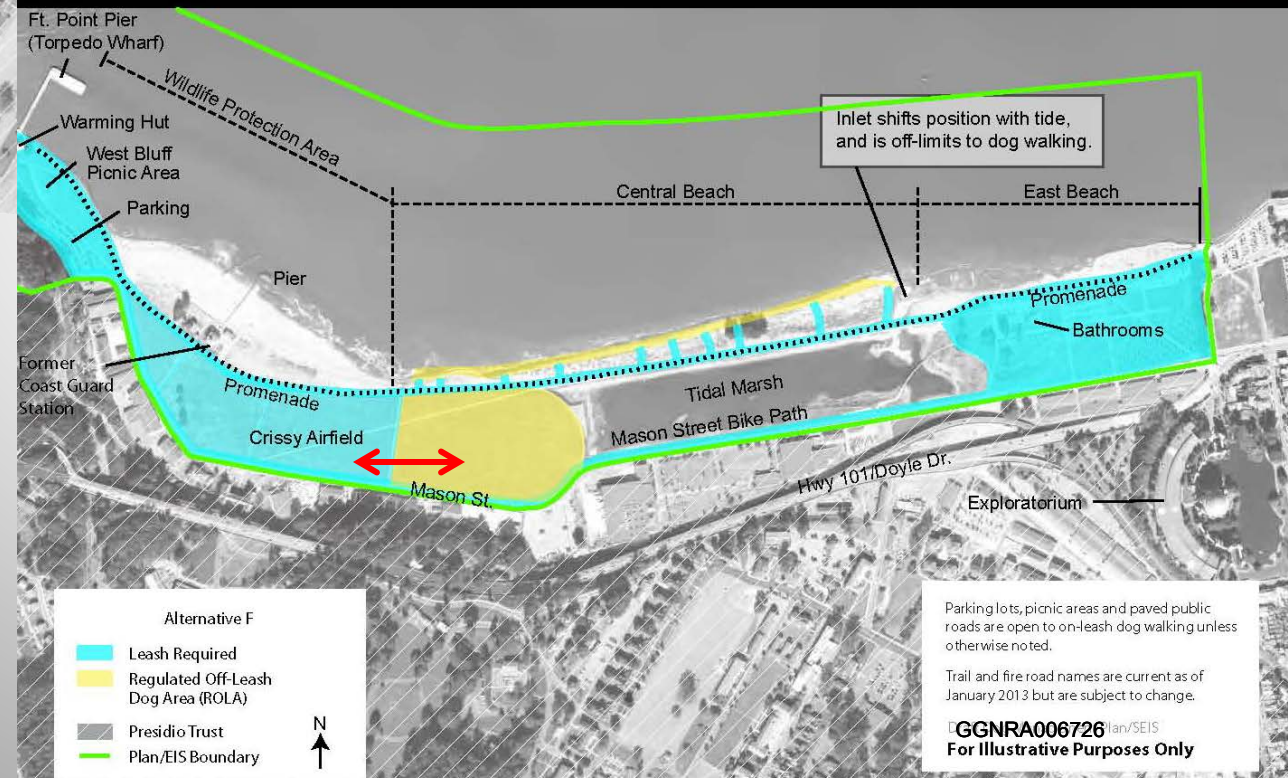


Preferred Alternative

- Leash Required
- Regulated Off-Leash Dog Area (ROLA)

All sidewalks and paved roads leash required. Dogs prohibited in unshaded areas within Plan/EIS Boundary.

Map 10-F: Crissy Field



Alternative F

- Leash Required
- Regulated Off-Leash Dog Area (ROLA)
- Presidio Trust
- Plan/EIS Boundary

N ↑

Parking lots, picnic areas and paved public roads are open to on-leash dog walking unless otherwise noted.

Trail and fire road names are current as of January 2013 but are subject to change.

GGNRA006726 Plan/SEIS
For Illustrative Purposes Only



Preferred Alternative
Required
Off-Leash Area (ROLA)
Project Boundary
Beach Access

Alternative F
Required
Off-Leash Area (ROLA)
Project Boundary
Beach Access
Closure

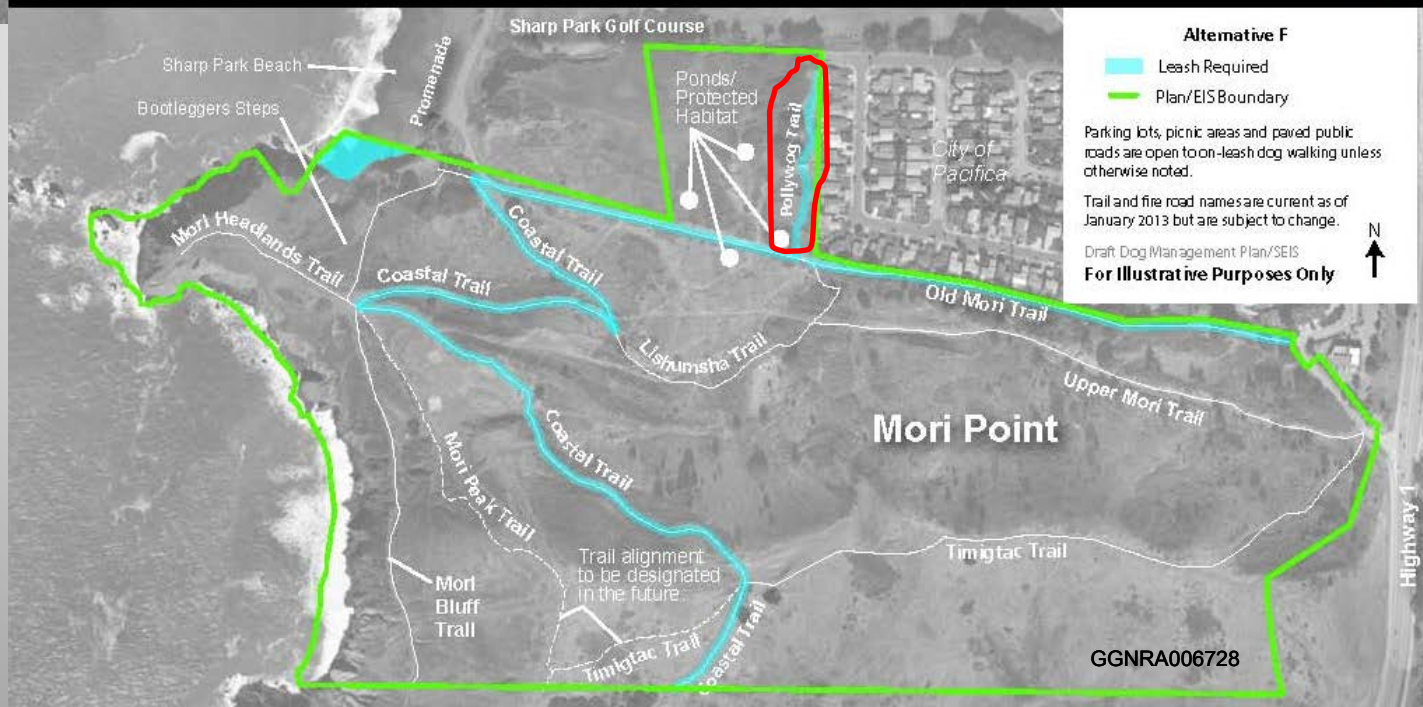
GNRA006727

Map 17 Preferred Alternative: Mori Point



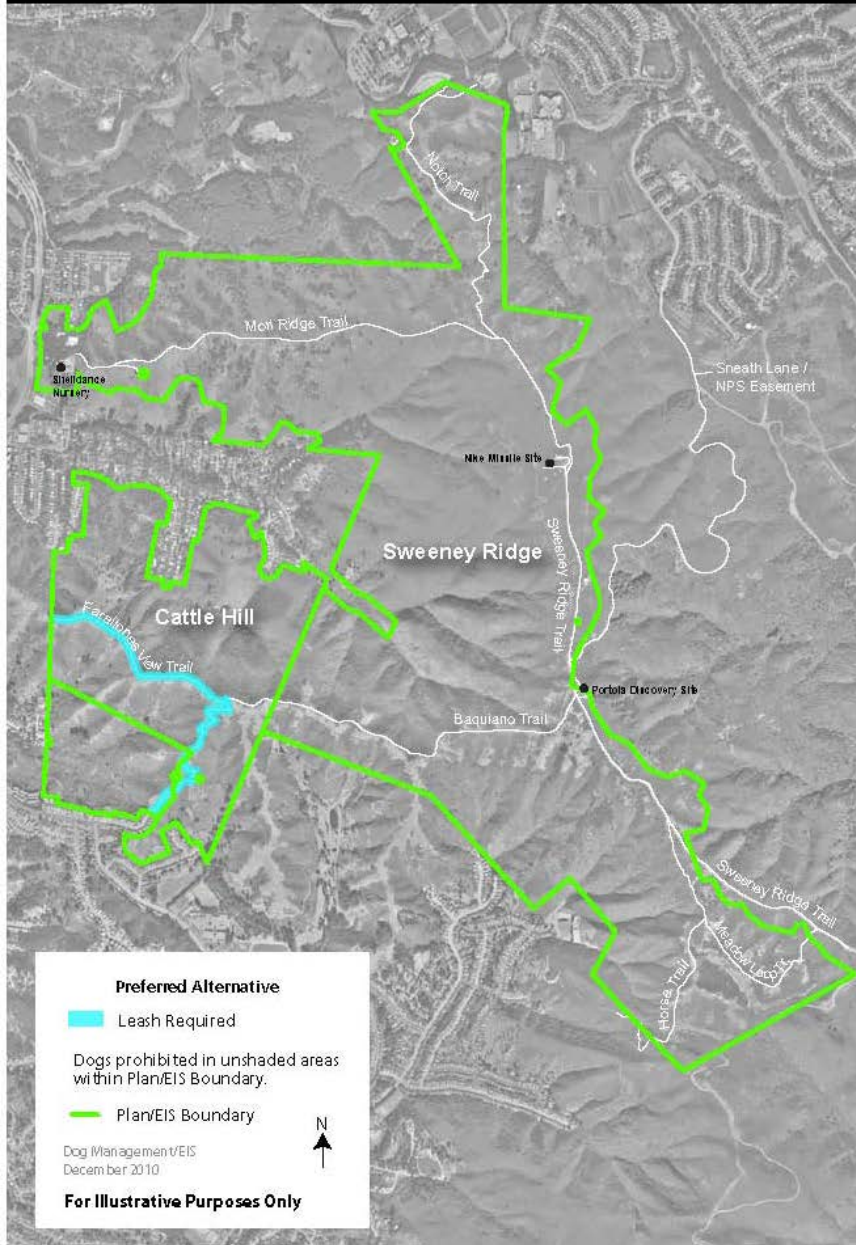
National Park Service
 U.S. Department of the Interior
 Golden Gate National Recreation Area

Map 17-F: Mori Point

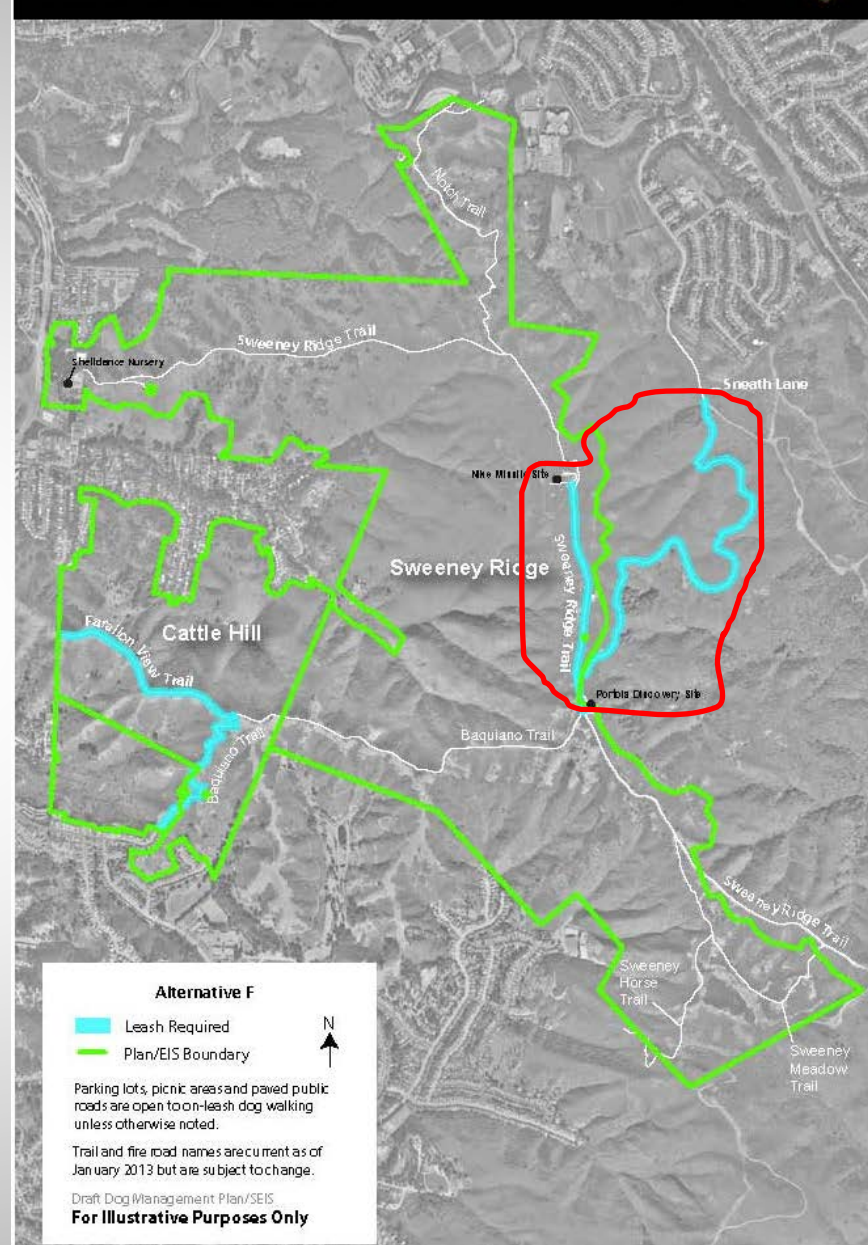


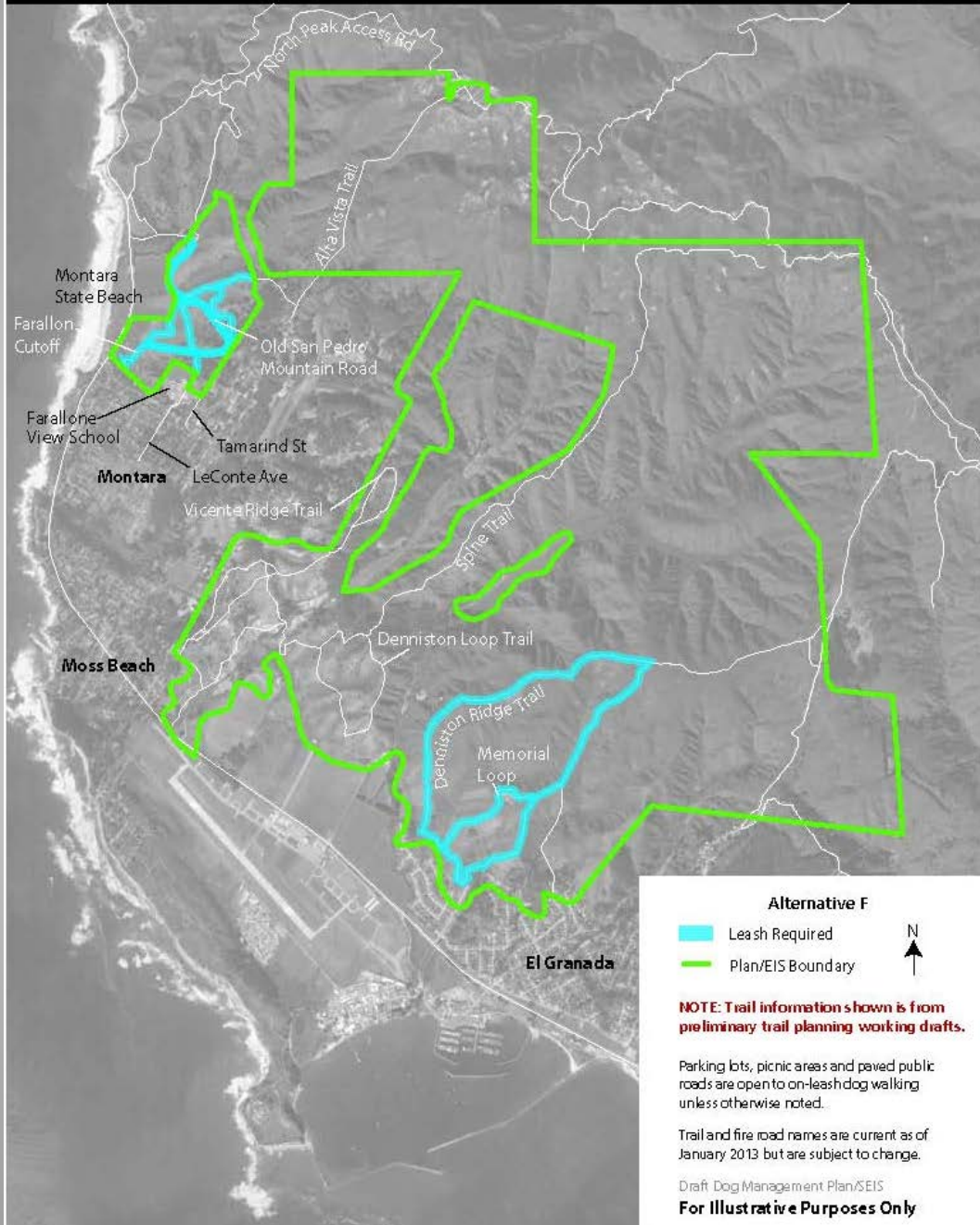
GGNRA006728

**Map 19 Preferred Alternative:
 Cattle Hill / Sweeney Ridge**



**Map 19-F:
 Cattle Hill / Sweeney Ridge**





Bay Area Dog Management Zones: Extent of On-leash, Off-leash, and Prohibited Areas

Jurisdiction	City/County of San Francisco	San Mateo County	Marin County Parks	Marin County Open Space	Marin Water District	Point Reyes National Seashore	State of CA	Mid-peninsula Regional Open Space	East Bay Regional Parks	San Francisco Watershed
Area of Managed Land	3,300 acres	16,000 acres; 190 miles of trail	700 acres	15,000 acres; 190 miles of trail and fire road	21,000 acres; 130 miles of trail	71,000 acres	12,000 acres near, adjacent to GGNRA	50,000 acres; 220 miles of trail	95,000 acres; 1,150 miles of trail	63,000 acres; 210 miles of rights-of-way
Areas where dogs permitted On-Leash	3,300 acres minus athletic fields/courts; playgrounds; sensitive habitat areas	None	None	190 miles of trails and fire roads	21,000 acres; 130 miles of trail	150 acres of beach (approx.); most 'developed' areas; 15 miles of trail	Parking lots and paved roads only; no beaches or trails	17.5 acres; 50 miles of trail	Approx. 90,000 acres	None
Areas where dogs permitted Off-Leash	114 acres; .2 miles of trail	None	None	70 miles of fire roads	None	None	None	17.5 acres	Most areas, excluding parking lots, picnic areas, camping, etc.	None
Areas where dogs prohibited	Athletic fields/courts; playgrounds; sensitive habitat areas	16,000 acres; 190 miles of trail	700 acres	Approx. 14,800 acres (all areas except trails and fire roads)	None	All undeveloped areas; most beaches and trails	All areas except parking lots and paved roads	Approx. 48,930 acres	Approx. 5000 acres of beaches, wetlands, nature areas/preserves and golf courses	63,000 acres; 210 miles of rights-of-way

Bay Area Dog Management Zones: Extent of On-leash, Off-leash, and Prohibited Areas

Jurisdiction	City/County of San Francisco	San Mateo County	Marin County Parks	Marin County Open Space	Marin Water District	Point Reyes National Seashore	State of CA	Mid-peninsula Regional Open Space	East Bay Regional Parks	San Francisco Watershed
Area of Managed Land	3,300 acres	16,000 acres; 190 miles of trail	700 acres	15,000 acres; 190 miles of trail and fire road	21,000 acres; 130 miles of trail	71,000 acres	12,000 acres near, adjacent to GGNRA	50,000 acres; 220 miles of trail	95,000 acres; 1,150 miles of trail	63,000 acres; 210 miles of rights-of-way
Areas where dogs permitted On-Leash	3,300 acres minus athletic fields/courts; playgrounds; sensitive habitat areas	None	None	190 miles of trails and fire roads	21,000 acres; 130 miles of trail	150 acres of beach (approx.); most 'developed' areas; 15 miles of trail	Parking lots and paved roads only; no beaches or trails	17.5 acres; 50 miles of trail	Approx. 90,000 acres	None
Areas where dogs permitted Off-Leash	114 acres; .2 miles of trail	None	None	70 miles of fire roads	None	None	None	17.5 acres	Most areas, excluding parking lots, picnic areas, camping, etc.	None
Areas where dogs prohibited	Athletic fields/courts; playgrounds; sensitive habitat areas	16,000 acres; 190 miles of trail	700 acres	Approx. 14,800 acres (all areas except trails and fire roads)	None	All undeveloped areas; most beaches and trails	All areas except parking lots and paved roads	Approx. 48,930 acres	Approx. 5000 acres of beaches, wetlands, nature areas/preserves and golf courses	63,000 acres; 210 miles of rights-of-way

**BATES RANGE
FOFUAR**

00001 TO 00614

Draft Index
Fort Funston 12 acres

Fort Funston

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Fort Funston 12 acres

F + Funston

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(FOFUAR00021 – FOFUAR00148)

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FOFAR00149 – FOFUAR00153

Quintex - file

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FOFUAR00351 – FOFUAR00374
(FOFUAR00352 – FOFUAR00357)

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Miscellaneous Correspondence – file	FOFUAR00407 – FOFUAR00419
NPCA – file	FOFUAR00420 – FOFUAR00427
SPCA/SF Dog Waterbird Protection Crissy Field/Fort Funston	FOFUAR00428 – FOFUAR00490
Articles – file	FOFUAR00491 – FOFUAR00529
City Attorney – file	FOFUAR00529 – FOFUAR00549
Dec. 5 1979 letter from city to Superintendent regarding the GMP	(FOFUAR00530 – FOFUAR00531)
Jan. 2, 2001 letter from city to Superintendent	(FOFUAR00532 – FOFUAR00549)
Fort Funston City Plans – file	FOFUAR00550 – FOFUAR00556
Fort Funston Deed – file	FOFUAR00557 – FOFUAR00573
Fort Funston MOA and Background – file	FOFUAR00573 – FOFUAR00593
Fort Funston – SF Supervisors – file	FOFUAR00594 – FOFUAR00608
Cliff Rescues Calendar Year 2000 – file	FOFUAR00609 – FOFUAR00614
Dec.18, 2000 Decision Document – file	FOFUAR00615 – FOFUAR00669
Dec. 14, 2000 Memo to Files From Superintendent entitled “Decision Regarding Fort Funston Habitat Protection Closure”	(FOFUAR00616 – FOFUAR00620)
Proposed Habitat Protection Closure	(FOFUAR00621 – FOFUAR00636)
Nov. 22, 2000 Review Committee Recommendations for Approval	(FOFUAR00637 – FOFUAR00643)
Memo from Superintendent to	(FOFUAR00644 – FOFUAR00651)

Chief of Natural Resources, subject:
Completion of Certification for Project
Through Preservation Assessment Form (5x)

GGNRA's Citizens Advisory Commission (FOFUAR00652)
Resolution regarding closure of 12 acres
At Fort Funston

GGNRA's CAC resolution #2 (FOFUAR00653)

Public Response to the NPS' Proposed (FOFUAR00654 – FOFUAR00661)
Habitat Protection Closure at Fort Funston
Nov. 28, 2000

Director's Order 55: Interpreting the (FOFUAR00662 – FOFUAR00667)
National Park Service Organic Act
Nov. 17, 2000

Federal Register Notice (FOFUAR00668 – FOFUAR00669)
Notice of New Policy
Sept. 15, 2000

Chief Natural Resources Division files

Fort Funston Files and Email – file (FOFUAR00670 – FOFUAR00785)
CY2000 Monitoring Data (FOFUAR00672 – FOFUAR00718)

Golden Gate Audubon letter (FOFUAR00719 – FOFUAR00742)
Requesting important bird area
designation

Email and monitoring data (FOFUAR00742 – FOFUAR00777)

Notes (FOFUAR00778 – FOFUAR00785)

Chief of Public Affairs files

Rich Weideman's files (FOFUAR00786 – FOFUAR00865)
Press release regarding Dec. 18 closure (FOFUAR00835 – FOFUAR00836)

Dec. 21, 2000 letter requesting (FOFUAR00837 – FOFUAR00839)
Federal register notice of closure

Minutes of the August 29, 2000 (FOFUAR00840 – FOFUAR00844)
Advisory Commission Meeting

Minutes of the Sept. 26, 2000 (FOFUAR00845 – FOFUAR00849)

Advisory Commission Meeting

Minutes of the Oct. 17, 2000
Advisory Commission Meeting (FOFUAR00850 – FOFUAR00859)

Minutes of the San Francisco Committee
Meetings of the Advisory Commission (FOFUAR00860 – FOFUAR00865)

Public Affairs Specialist files

Michael Feinstein's clippings – file FOFUAR00865.1 – FOFUAR01340

Media clippings (FOFUAR00866 – FOFUAR00886)

Superintendent's Reports (FOFUAR00887 – FOFUAR00889)

Transcript of the August 29, 2000
Citizens Advisory Commission Meeting (FOFUAR00890 – FOFUAR01104)

Transcript of the Sept. 26, 2000
Citizens Advisory Commission Meeting (FOFUAR01105 – FOFUAR01181)

Transcript of the Nov. 28, 2000
Citizens Advisory Commission Meeting (FOFUAR01182 – FOFUAR01340)

Superintendent's Files

Fort Funston Closures/Regulation Enforcement
Comment Letters/Cards - file FOFUAR01341 – FOFUAR01566

Public Affairs Specialist Files

Roger Scott's articles – file FOFUAR01567 – FOFUAR01587

Miscellaneous Correspondence – file FOFUAR01588 – FOFUAR01601

Ft. Funston January 2001 – file FOFUAR01602 – FOFUAR01613

Keating Letters Ft. Funston - file FOFUAR01614 – FOFUAR01618

FY2000 Natural Resources Plan - document FOFUAR01619 – FOFUAR01727

Supervisor Yee Hearing – file FOFUAR01728 – FOFUAR01769

Ft. Funston Press Release – file FOFUAR01770 – FOFUAR01771

List of Speakers for Sept. 26 Commission Meeting - file	FOFUAR01772 – FOFUAR01802
Advisory Commission Resolutions On Ft. Funston - file	FOFUAR01803 – FOFUAR01806
Judge's Order to Preserve Documents - file	FOFUAR01807 – FOFUAR01812
City of SF Letters on Ft. Funston – file	FOFUAR01813 – FOUAR01858
Fort Funston Miscellaneous – file	FOFUAR01859 – FOFUAR01860
Lydia Boesch's letters – file	FOFUAR01861 – FOFUAR01871
Federal Register Notice July 14 – file	FOFUAR01872 – FOFUAR01877
Fort Funston Nov. 2000 – file	FOFUAR01878 – FOFUAR01881
Ft. Funston Sept/Oct. 2000 – file	FOFUAR01882 – FOFUAR01898
Ft. Funston sign Jan. 2001 – file	FOFUAR01899 – FOFUAR01900
Public Comment	
Packet 1 – Public Comment - file	FOFUAR01901 – FOFUAR02052
Packet 2 – Public Comment – file	FOFUAR02052 – FOFUAR02233
Packet 3 – Public comment – file	FOFUAR02234 – FOFUAR02550
Packet 4 – Public Comment – file	FOFUAR02551 - FOFUAR02693
Packet 5 – Public comment – file	FOFUAR02694 – FOFUAR02836
Packet 6 – Public Comments – file	FOFUAR02837 – FOFUAR03054
Packet 7 – Public Comment – file	FOFUAR03055 – FOFUAR03212
Packet 8 – Public comment – file	FOFUAR03213 – FOFUAR03394
Packet 9 – Public comment – file	FOFUAR03395 – FOFUA03590
Packet 10 – Public Comment – file	FOFUAR03591 – FOFUAR03729
Packet 11 – Public Comment – file	FOFUAR03730 – FOFUAR03891

Packet 12 – Public Comment – file	FOFUAR03892 – FOFUAR03967
Packet 13 – Public Comment – file	FOFUAR03968 – FOFUAR04030
Packet 14 – Public Comment – file	FOFUAR04301 – FOFUAR04314
Packet 15 – Public comment – file	FOFUAR04315 – FOFUAR04415
Packet 16 – Public Comment – file	FOFUAR04416 – FOFUAR04517
Packet 17 – Public Comment – file	FOFUAR04518 - FOFUAR04780
Packet 18 – Public Comment – file	FOFUAR04781 – FOFUAR04844
Packet 19 – Public Comment – petitions – file	FOFUAR04845 – FOFUAR05128
Notebook of website – public comment	FOFUAR05129 – FOFUAR05245
Notebook from SFDOG – Public Comment	FOFUAR05246 – FOFUAR05364
Notebook from SPCA – Public Comment	FOFUAR05365 – FOFUAR06429

FOUO
RE
ADDRESS

FOFUAR00001

The DPlans/DEIS will be available for review at the public libraries and National Park Service sites listed below:

St. Marys Public Library, 101 Herb Bauer Drive, St. Marys, Georgia 31558

Jacksonville Library, 122 North Ocean Street, Jacksonville, Florida 32202

Atlanta-Fulton County Library, Sandy Springs Branch, 395 Mount Vernon Highway, Atlanta, Georgia 30328

Camden County Library, 1410 Highway 40 East, Kingsland, Georgia 31548

Fernandina Beach Library, 25 North 4th Street, Fernandina Beach, Florida 32034

Cumberland Island National Seashore, Museum-Conference Room, 129 Osborne Street, St. Marys, Georgia 31558

Brunswick (Glynn County) Library, 208 Gloucester Street, Brunswick, Georgia 31250

Atlanta-Fulton County Library, 1 Margaret Mitchell Square, 2nd Floor, Atlanta, Georgia 30303

Cumberland Island National Seashore Visitor Center, 107 St. Marys Street, St. Marys, Georgia 31558

St. Simons Library, 530 Beachview Drive, Unit A, St. Simons Island, Georgia 31522

Southeast Regional Office, National Park Service, 1924 Building, 100 Alabama Street, SW, Atlanta, Georgia 30303

Atlanta-Fulton County Library, Buckhead Branch, 269 Buckhead Avenue, Atlanta, Georgia 30305

Cumberland Island National Seashore, Sea Camp Ranger Station, On the Island

FOR FURTHER INFORMATION CONTACT: Arthur Frederick, Superintendent, Cumberland National Seashore, P.O. Box 806, St. Marys, Georgia 31558, telephone (912) 882-4336.

SUPPLEMENTARY INFORMATION: Our practice is to make comments, including names and home addresses of respondents, available for public review during regular business hours. If you wish for us to withhold your name and/or address, you must state this prominently at the beginning of your comment. However, we will not consider anonymous comments. We will make all submissions from organizations or businesses, and from individuals identifying themselves as representatives or officials of organizations or businesses, available for public inspection in their entirety.

Dated: December 19, 2000.

Charlie L. Powell,
Regional Director, Southeast Region.
[FR Doc. 01-213 Filed 1-3-01; 8:45 am]
BILLING CODE 4310-70-M

DEPARTMENT OF THE INTERIOR

National Park Service

Notice of Year-Round Closure at Fort Funston, Golden Gate National Recreation Area

DATE: December 21, 2000.

ACTION: Notice of closure.

SUMMARY: In accordance with the resource protection mandate of the National Park Service (NPS), the Golden Gate National Recreation Area, NPS, is announcing its decision to close year-round approximately 12 acres of Fort Funston to off-trail recreational use by the public. The closure is located in the northwest portion of Fort Funston. This closure is necessary to protect habitat for the California threatened bank swallows (*Riparia riparia*), enhance significant native plant communities, improve public safety and reduce human-induced impacts to the coastal bluffs and dunes, a significant geological feature.

Background: Consistent with section 1.5 of Title 36 of the Code of Federal Regulations, authorizing the Superintendent to effect closures and public use permits within a national park unit, the proposed 12-acre year-round closure and solicitation of comments was noticed by publication in the *Federal Register* on July 18, 2000 (65 FR 44546). Details of the proposed closure were made available to the public in the form of a public document entitled "Proposed Habitat Protection Closure, Fort Funston, Golden Gate National Recreation Area," as stated in the *Federal Register* on July 18, 2000 (65 FR 44546). The public comment period closed on October 6, 2000. The public provided approximately 1,500 comments on the proposed closure. Upon consideration of the public comments, and the recommendations of the Golden Gate National Recreation Area Advisory Commission, NPS has determined that the proposed year-round 12-acre closure is the least restrictive means to meet the four goals and objectives for the project and that the project will be implemented as described in the document entitled, "Proposed Habitat Protection Closure, Fort Funston, Golden Gate National Recreation Area."

Reference: Public Law 92-589 of October 27, 1972, as amended, as codified in Title 16 United States Code Sections 460bb through 460bb-5. Title 16 United States Code Sections 1 and 1a-1. Title 36 Code of Federal Regulations sections 1.5, 1.7, 2.1, and 2.15. *Ft. Funston Dog Walkers v.*

Babbitt, No. C00-00877 WHA, N.D. Cal., Preliminary Injunction, May 16, 2000.

FOR FURTHER INFORMATION CONTACT: Rich Weideman, Office of Public Affairs, Golden Gate National Recreation Area at 415-561-4730.

Dated: December 21, 2000.

George Turnbull,
Acting General Superintendent, Golden Gate National Recreation Area.

[FR Doc. 01-187 Filed 1-3-01; 8:45 am]

BILLING CODE 4310-70-P

INTERNATIONAL TRADE COMMISSION

[Investigations Nos. 731-TA-404-408 (Preliminary) and 731-TA-898-908 (Preliminary)]

Hot-Rolled Steel Products from Argentina, China, India, Indonesia, Kazakhstan, Netherlands, Romania, South Africa, Taiwan, Thailand, and Ukraine

Determinations

On the basis of the record¹ developed in the subject investigations, the United States International Trade Commission determines, pursuant to section 703(a) of the Tariff Act of 1930 (the "Act") (19 U.S.C. 1671b(a)), that there is a reasonable indication that an industry in the United States is materially injured by reason of imports from Argentina, India, Indonesia, South Africa, and Thailand of hot-rolled steel products that are alleged to be subsidized by the Governments of Argentina, India, Indonesia, South Africa, and Thailand. The Commission also determines, pursuant to section 733(a) of the Act (19 U.S.C. 1673b(a)), that there is a reasonable indication that an industry in the United States is materially injured by reason of imports from Argentina, China, India, Indonesia, Kazakhstan, the Netherlands, Romania, South Africa, Taiwan, Thailand, and Ukraine of hot-rolled steel products that are alleged to be sold in the United States at less than fair value (LTFV).

Commencement of Final Phase Investigations

Pursuant to section 207.18 of the Commission's rules, the Commission also gives notice of the commencement of the final phase of its investigations. The Commission will issue a final phase notice of scheduling which will be published in the *Federal Register* as provided in section 207.21 of the

¹ The record is defined in sec. 207.2(f) of the Commission's Rules of Practice and Procedure (19 CFR 207.2(f)).



United States Department of the Interior

NATIONAL PARK SERVICE
Golden Gate National Recreation Area
Fort Mason, San Francisco, California 94123

IN REPLY REFER TO:

A22 (GOGA-PASE)

December 21, 2000

Memorandum

To: Debra Melton, Administrative Program Center

From: General Superintendent, Golden Gate N R A

Subject: Notice of Year-Round Closure at Fort Funston, Golden Gate National Recreation Area for inclusion in the *Federal Register*.

Enclosed in quadruplicate are copies of the Notice of Year-Round Closure at Fort Funston, Golden Gate National Recreation Area to be printed in the *Federal Register*. Please print this notice no later than **January 12, 2001**.

Enclosures

**DEPARTMENT OF THE INTERIOR (DOI)
National Park Service (NPS)**

**Notice of Year-Round Closure at Fort Funston,
Golden Gate National Recreation Area**

DATE: December 21, 2000

ACTION: Notice of Closure

SUMMARY: In accordance with the resource protection mandate of the National Park Service (NPS), the Golden Gate National Recreation Area, NPS, is announcing its decision to close year-round approximately 12 acres of Fort Funston to off-trail recreational use by the public. The closure is located in the northwest portion of Fort Funston. This closure is necessary to protect habitat for the California threatened bank swallows (*Riparia riparia*), enhance significant native plant communities, improve public safety and reduce human-induced impacts to the coastal bluffs and dunes, a significant geological feature.

BACKGROUND: Consistent with Section 1.5 of Title 36 of the Code of Federal Regulations, authorizing the Superintendent to effect closures and public use permits within a national park unit, the proposed 12-acre year-round closure and solicitation of comments was noticed by publication in the Federal Register on July 18, 2000 (65 Fed. Reg. 44546). Details of the proposed closure were made available to the public in the form of a public document entitled "Proposed Habitat Protection Closure, Fort Funston, Golden Gate National Recreation Area," as stated in the Federal Register on July 18, 2000 (65 Fed. Reg. 44546). The public comment period closed on October 6, 2000. The

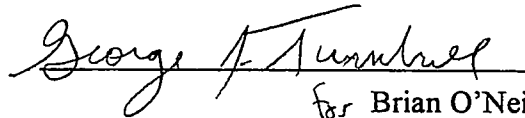
public provided approximately 1,500 comments on the proposed closure.

Upon consideration of the public comments, and the recommendations of the Golden Gate National Recreation Area Advisory Commission, NPS has determined that the proposed year-round 12-acre closure is the least restrictive means to meet the four goals and objectives for the project and that the project will be implemented as described in the document entitled, "Proposed Habitat Protection Closure, Fort Funston, Golden Gate National Recreation Area."

REFERENCE: Public Law 92-589 of October 27, 1972, as amended, as codified in Title 16 United States Code Sections 460bb through 460bb-5. Title 16 United States Code Sections 1 and 1a-1. Title 36 Code of Federal Regulations Sections 1.5, 1.7, 2.1, and 2.15. Ft. Funston Dog Walkers v. Babbitt, No. C00-00877 WHA, N.D. Cal., Preliminary Injunction, May 16, 2000.

CONTACT: For further information, contact Rich Weideman, Office of Public Affairs, Golden Gate National Recreation Area at 415-561-4730.

Date: December 21, 2000


for Brian O'Neill
General Superintendent
Golden Gate National Recreation Area

Author: Michael Feinstein at NP-GOGA

Date: 1/4/01 9:10 AM

Normal

TO: Rich WeidemanTO: Chris PowellTO: Roger ScottTO: Mary Gibson ScottTO: Brian O'NeillTO:
Nicole Walthall at NP-GOGA-PRESSubject: Closure Notice-----
Message Contents

Attached is the official Federal Register Notice on the Fort Funston
Year-Round Closure published this morning.

Michael

[Federal Register: January 4, 2001 (Volume 66, Number 3)]
[Notices]
[Page 805]
From the Federal Register Online via GPO Access [wais.access.gpo.gov]
[DOCID:fr04ja01-73]

DEPARTMENT OF THE INTERIOR

National Park Service

Notice of Year-Round Closure at Fort Funston, Golden Gate
National Recreation Area

DATE: December 21, 2000.

ACTION: Notice of closure.

SUMMARY: In accordance with the resource protection mandate of the National Park Service (NPS), the Golden Gate National Recreation Area, NPS, is announcing its decision to close year-round approximately 12 acres of Fort Funston to off-trail recreational use by the public. The closure is located in the northwest portion of Fort Funston. This closure is necessary to protect habitat for the California threatened bank swallows (*Riparia riparia*), enhance significant native plant communities, improve public safety and reduce human-induced impacts to the coastal bluffs and dunes, a significant geological feature.

Background: Consistent with section 1.5 of Title 36 of the Code of Federal Regulations, authorizing the Superintendent to effect closures and public use permits within a national park unit, the proposed 12-acre year-round closure and solicitation of comments was noticed by publication in the Federal Register on July 18, 2000 (65 FR 44546). Details of the proposed closure were made available to the public in the form of a public document entitled "Proposed Habitat Protection Closure, Fort Funston, Golden Gate National Recreation Area," as stated in the Federal Register on July 18, 2000 (65 FR 44546). The public comment period closed on October 6, 2000. The public provided approximately 1,500 comments on the proposed closure. Upon consideration of the public comments, and the recommendations of the Golden Gate National Recreation Area Advisory Commission, NPS has determined that the proposed year-round 12-acre closure is the least restrictive means to meet the four goals and objectives for the project and that the project will be implemented as described in the document entitled, "Proposed Habitat Protection Closure, Fort Funston, Golden Gate National Recreation Area."

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FOR FURTHER INFORMATION CONTACT: Rich Weideman, Office of Public Affairs, Golden Gate National Recreation Area at 415-561-4730.

Dated: December 21, 2000.

FOFUAR00007

GGNRA006748

George Turnbull,
Acting General Superintendent, Golden Gate National Recreation Area.
[FR Doc. 01-187 Filed 1-3-01; 8:45 am]
BILLING CODE 4310-70-P

FOFUAR00008

GGNRA006749

Author: Mary Gibson Scott at NP-GOGA
Date: 7/21/00 7:07 PM
Format
From: Roger Scott at NP-GOGA
Subject: Re: Fort Funston questions

----- Message Contents -----

make sure that the postcard is sent first class

----- Reply Separator -----

Subject: Fort Funston questions
Author: Roger Scott at NP-GOGA
Date: 7/20/00 11:01 AM

N

Redrafted the notice we want to mail out to the commission's mailing list after the correction is published (supposed to be Fri-21) to reflect the closure of the Marina Branch Library--Could you review the attached notice and let me know it is okay then I can just plug in the date and page for the correction notice so we can get it to the printers ASAP.

Also, we are trying to get the document on the website and I need to know if we have to scan the two Fed Register notices which are signed and dated or whether we can use unsigned copies that have "signed original" typed in.

It is no trouble to scan the signed docs in, but may take some time to get it done as we have to go through JR & Co downstairs.

I'll be out tomorrow (FRI) but will be available via phone 883-8772

Thanks

Rog

FOFUAR00009

GGNRA006750

Public Comment
Summary

FOFUAR00010

Public Response to National Park Service's Proposed Habitat Protection Closure at Fort Funston

October 24, 2000

Overview

Goals and Project Description:

As part of the resource protection mandate of the National Park Service (NPS), approximately 12-acres of Fort Funston is being closed year-round to off-trail recreational use by the public. This action will protect habitat for a nesting colony of California state-threatened bank swallows (*Riparia riparia*), a migratory bird species once more common along the California coast that has declined significantly due to habitat conversion and increased recreational use. This closure is also necessary to enhance significant native plant communities, improve public safety, and reduce human-induced impacts to the coastal bluffs and dunes, a significant geological feature.

The entire 12-acre project area will be closed year-round to visitor access. There is a portion of one designated trail located within the footprint of this closure. This trail, known as the "Spur trail", will be closed to visitor use because southern sections of this trail have become unusable due to increased sand deposition on the trail surface. This has compounded the establishment and use of unauthorized "social" trails in the northern section of the project area. Visitor use of and access to all "social" trails including "the Gap" within the project footprint will be prohibited by this closure.

Schedule and Process for Public Comment: The announcement of the proposed closure and solicitation of comments was published in the Federal Register on July 18, 2000 and on the GGNRA's web page. Also, local newspapers were notified via a NPS press release. The original closing date for comments was September 18, 2000. The closing date was extended to October 6, 2000.

By October 6, 2000, over 1,500 submissions were received, including letters, postcards, videos, signed petitions, court documents and facsimile messages. Comments were also accepted at two public meetings. The first was at the Advisory Commission meeting on August 29, 2000, at park headquarters, at which 37 people spoke on this issue. Because of the late hour of this agenda item (beginning at 10:30 P.M. and continuing until 12:30 A.M.), 14 people who had signed-up to speak had left the meeting. Those people were invited to speak at the next Advisory Commission meeting that was held at Fort Mason on September 26, 2000.

Comment Summary

The remainder of this document summarizes the comments received regarding the National Park Service's proposed closure of a 12-acre area at Fort Funston. Of the approximately 1,500 submissions received, about 1,100 were opposed to the proposed closures. About 400 submissions supported the proposed closing.

FOFUAR00011

Comments opposing the proposed closure are divided into the following categories:

- Discussions regarding NPS's Closure Justifications
- Established Uses of Fort Funston (i.e., dog walking)
- Suggestions
- Other Comments

Comments supporting the proposed closure are divided into the following categories:

- NPS has a Responsibility to Protect Habitat
- Public Safety
- Resource Protection and Recreation Use Conflicts

The methodology used to summarize these comments was a three-step process.

- The first step was to record chronologically all original comments (comments were paraphrased or quoted);
- The second-step was to categorize the comments and eliminate those comments that duplicated the same sentiment in another comment and;
- The third-step was to summarize the general theme of each category of comments. Those comments that best expressed points or ideas of each category were selected as examples, as well as those frequently stated or those expressing a unique concern.

In Opposition to Fort Funston Closures

Discussions Regarding NPS's Closure Justifications

The closure notice stated four justifications for the proposed action. Comments addressing these four justifications follow. The general theme of the comments described in this section was that "bad science" was used in making the decision and that there was insufficient justification to support the closures.

General Discussion:

- *Limiting recreation areas in a crowded city is not good management*
- *...support(s) setting aside tracts of land large enough to support a wide variety of species, with populations large enough for genetic health. However, setting aside wee scraps of land inside an urban area, like Fort Funston, represents excessive zeal, a kind of environmental Puritanism.*
- *An ecosystem cannot be ignored or off-handedly replaced simply because it incorporates humans and pets. The removal of these "non-natural" components will increase the use of the area by other "non-natural" components endemic to an urban environment -- like rats, cats, other feral animals and urban birds.*
- *Public notice inadequate and no provision for public review of the documents relied on for the proposal. Over 20% of the Funston has been closed to public without due process*
- *Wants to know if there is an EIR on this policy decision. NPS should have conducted environmental impact studies before taking action.*
- *I am demanding a thorough public investigation into your agencies behavior and activities that are directed against the park using public (funds?).*
- *If areas must be closed due to environmental concerns than adequate studies must be performed and an open forum must be held to allow for demonstration of these studies, discussion and feedback.*
- *Pressure from Audubon and Native Plant Society caused the NPS to propose closure, rather than the facts.*
- *GGNRA is being influenced by the environmentalists to the exclusion of other constituencies*

Bank Swallows:

- *California Department of Fish and Game advised that only the cliff face fence is all that is necessary to protect swallows.*
- *Install fences on the cliff face to protect swallows.*
- *Studies have shown that closing areas does not help populations of bank swallows and in fact their population has gone down since the closures.*
- *Believes that swallows are not shy and can live harmoniously with humans and dogs.*
- *NPS's argument that human shadows cast on the cliff borroughs is not supported by science. To say that swallows need the plant growth areas as their "habitat" for nesting, etc, is false -- pure pretense.*
- *... we should be saying that it's amazing that we have these two strange bank swallow colonies... We should be looking at that more (as) and anomaly instead of an alarm.*

- *The NPS has failed to analyze...the impact of unleashed dogs on controlling predators of bank swallows... there were fewer predators at Fort Funston than existed at other colonies...(Fort Funston) predators may (have been) less in evidence than at some more typical locations.*
- *People need open space as well as birds.*

Geology and Erosion:

- *Dogs are not de-stabilizing the cliffs.*
- *Removing ice plant and trees will hasten process. Native planting has increased erosion.*
- *The amount of material lost through cliff retreat and land sliding dwarfs any impact from people walking along the cliff.*

Dune Restoration and Native Plants:

- *Does not believe that the closure is about swallow protection, but "native plants." It appears that the native plants are not recreation friendly the way that the ice plants are.*
- *Native vegetation is only for swallows, and therefore not needed.*
- *Dunes were never filled with native plants...they were 90% dunes with a bit of brush.*
- *...the removal of the iceplant will erode the history of the California coast. I see the iceplant as a part of our heritage, a remnant of the war years. Growing up, I learned that without the iceplant the military would have had major erosion problems and had difficulty maintaining camouflage for the bunkers and batteries, installed to protect our coastline.*
- *People cause more damage than dogs do...*
- *NPS's true plan is to blanket the entire area with thick, 2-4 foot-high plant growth, until all open areas of the Fort are unusable to people and pets and to severely regulate all access to the park by people and pets to strictly designated trails lined with restraining fences on both sides and posted with signs threatening fines for those who trespass.*

Public Safety:

- *Believes that the closed areas should be open and that other areas closed.*
- *If safety is a concern, why not just install a barrier instead of closing the entire area.*
- *The responsibility for safety should be determined by the individual not the NPS.*

Established Uses of Fort Funston

Comments noted the importance of Fort Funston as one of the few remaining places within San Francisco and the Bay Area where dogs can play off-leash and frolic with other dogs. The mental and physical benefits to both dogs and people of providing a place for dogs and their owners were noted. Fort Funston's importance as being one of a few places within San Francisco where a single woman can enjoy the outdoors and feel safe was also noted. Many people commented on the recent history of the area and that dog walking has been an ongoing recreation pursuit since parts of Fort Funston became a public area in the 1960s and a unit of the National Park in 1972. Other comments described the purpose of the park, namely recreation not preservation of a natural area. Many letters also provided information on how monthly-organized clean-up days are held

by an association of dog owners who use the park for their recreation. Other letters suggested that the park be taken back by the City of San Francisco. Examples of comments included:

- *Off-leash areas are essential for the health and social well being of dogs, and of people.*
- *Walking a dog off-leash is mandatory to maintain its physical and mental health.*
- *I feel safe when I walk my dogs.*
- *Years ago, Fort Funston was unsafe, frequented by "homeless people, drunken people, (and) people on drugs... This has all changed. Today--Fort Funston is a clean, safe place to walk-- esp. for a single woman." It is safe and clean due in large part to the dog owners.*
- *Seeing dogs run free is a great way to relieve stress.*
- *Enjoy seeing hundreds of dogs playing.*
- *There are fewer and fewer places to go and enjoy nature with dogs.*
- *Well-exercised, well-socialized dogs are good dogs.*
- *Dogs make people happy - not Birds!!!*
- *Fort Funston is considered the Disneyland of the canine world. Can you imagine what it would feel like if Disneyland no longer allowed children to visit?*
- *I don't know where to else to take my dog to socialize. Without the socializing my Rottwieller would probably be mean and wouldn't get along with other humans either. Dogs not allowed to run off leash develop social problems.*
- *Fort Funston is important to non-dog owners who wish to have a sense of the wild and a sense of protection.*
- *Protesting closing of sand dunes, previously used for sliding.*
- *A 1999 NPS study shows 74% thought off-leash dogs is what makes Fort Funston "special." Less than 2% had concerns about dogs.*
- *Don't turn Fort Funston into a botanical, nature, or wilderness preserve – it is not Yosemite or a pristine place.*
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- *The NPS should not have removed the Sunset Trail. An asphalt trail should be replaced so that those who frequent the area with strollers, wheelchairs, or who need a firm surface to walk on can once again enjoy the area.*
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The park received a number of letters with suggestions regarding other approaches to managing the area besides restricting dog-walkers.

- *Supports finding a compromise to allow protection and people walking their dogs in a responsible manner . . . native planting and swallow nests restoration can be done successfully without taking more than 75% of the beach cliff trails away from the dogs and people that enjoy this park. "Please don't take our cliffs away!"*
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- *...the problems facing the Fort are due to the person(s) taking out herds of dogs... I have been charged by masses of uncontrollable animals, and I, as a dog person, find this difficult to handle, even with the non-aggressive dogs that I own. The dog walkers with the uncontrollable numbers of dogs seem to be oblivious of this problem. The numbers of dogs per handler needs to be limited to 2-3! These "professionals" need to take out only a few dogs at a time to exercise, not 10-15 at a time as they are now doing.*
- *We will enthusiastically support a balanced policy and urge you not to impose onerous restrictions that would make Funston "off-limits" to us.*
- *Has no problem with being restricted to trails, but objects to the closure of 12 acres.*

Other Comments in Opposition to the Proposed Closure

Some comments did not fit into the major categories above. A sample of those comments follows:

- *The handling of the public comments at the GGNRA's Citizen's Advisory Commission September meeting was criticized. The closure was not the first thing on the agenda and the testimony was not heard until 10:45 P.M.*
- *Fence posts are treated with cancer causing chemicals.*
- *Hang-glider users do not disturb swallows.*

In Support of Fort Funston Closures

NPS has a Responsibility to Protect Habitat

Comments noted that the NPS has a mandate to protect natural and historic resources.

- *Preservation of the colony of threatened bank swallows must be a top priority in the management of Fort Funston.*
- *The park service should close the maximum area necessary to protect them.*
- *Existing laws that require all dogs to be on leash in national parks should be firmly enforced.*
- *Because of the unique nature of the (bank swallow) colony the park will designate it as a research natural area. This designation protects the area from any development and will receive special management attention (1982, GGNRA resource management plan)*
- *As one of the last remnants of land that approximates San Francisco's natural pre-settlement landscape, the Fort Funston dunes have tremendous importance both historically and ecologically.*
- *... (iceplant) is a species that is "actively smothering native California wildflowers while converting pristine coastal dune, cliff and prairie habitats into desolate biological wastelands that our native flora and fauna cannot survive in..."*
- *(NPS's proposal) will undoubtedly provide a vast improvement to the habitat.*
- *The (dune) scrub is an incredibly rich environment, supporting a wealth of plant species, many endangered, butterflies, due rabbits, field mice, and the hawks that hunt them...*
- *The proposed habitat protection closure is consistent with the recent order issued by the Director of the NPS, indicating that protection of natural resources is the priority in national parks and recreation areas... This order indicates "that when there is conflict between conserving resources and values and providing for enjoyment of them, conservation is to be predominant."*
- *I have been a volunteer at the Fort Funston nursery for the last 12 years. During that time I have seen the gradual degradation of the non-fenced dune landscape caused by the increased number of dogs. This makes me feel that my work is useless...*
- *Children sliding down Joey's Hill is destructive to (the) sand dune.*
- *This (NPS closure proposal) is an entirely reasonable proposal: indeed, the proposed closure would still leave over 80% of Fort Funston available for recreational activities.*
- *The closure notice also documents the alarming increases in cliff rescues of dog and human visitors in the Fort Funston area...*
- *The cliff climbing and cliff rescues clearly are a direct threat to the swallow colony and every measure must be taken to eliminate this situation.*
- *... It is unclear how the Park Service intends to protect the swallows from harassment and activities on the beach beneath the colony...*
- *It is also questionable whether the continued allowance of off-leash dog running and social trail construction will not lead to a general disrespect for the resources of Fort Funston.*
- *It (Fort Funston) must be managed for its biological and historical features, not as a "dog run"...*
- *As a public entity you are charged with serving the broader public, not just those who have the means to launch a malicious campaign of self-interest.*

Public Safety

Many letters expressed concern that they were not able to fully enjoy the park because of the presence of loose dogs.

- *People are not being protected from the dogs that are not on leash.*
- *Is there anything that the park service can do to make these dog owners control these dogs so the rest of us can again enjoy the park?*
- *Dogs have stolen the park from us.*

- *I no longer take my students to Funston since a large out of control dog knocked one of the children over and thoroughly frightened the rest during a field trip two years ago. The owner did not yell until I pushed the dog away, and as you might guess, she yelled at me.*
- *My Husband and I tried to take our young son there (Fort Funston) a few weeks ago to walk and watch the hang gliders. We had to leave because we could not walk two feet without dogs jumping up on us. ... it was not safe for our 3-year old. I asked owners, when they were close enough to see to please hold the dogs back. But they could not. Often the owners were nowhere near their dogs.*
- *7 or 8 years ago I use to walk at Fort Funston with friends and the children- the only dogs I remember were on (leashes), controlled by their owners.*

Resource Protection and Recreation Use Conflicts

Numerous comments indicated concern about recreation use in relation to resource protection.

- *I have lost nearly all fondness for dogs after watching them...degrade habitat, destroy sand dunes, chase birds and pee on children.*
- *The park is dirty with dog hair and poop everywhere.*
- *It is a shame for the dogs and the owners, but it is NOT the responsibility of a national park to accommodate them.*
- *...(data) showed that 86% of the use at Fort Funston were dog walkers. And, to me, that begs the question: If Fort Funston is such a unique and beautiful place, why is its use being dominated by a predominantly single, special-interest group?*
- *...we applaud the GGNRA for attempting to protect what little wildlife that remains at Fort Funston.*
- *Unfortunately, GGNRA has curried the favor of the small off-leash dog-user group, to the detriment of the park' resources and a vastly superior number of other park users, whose activities do not come in conflict with park regulations.*
- *Need a comprehensive management plan for Fort Funston.*
- *...forbid professional dog walkers from using Fort Funston.*



United States Department of the Interior

NATIONAL PARK SERVICE
Golden Gate National Recreation Area
Fort Mason, San Francisco, California 94123

COPY

IN REPLY REFER TO:
August 22, 2000

MEMORANDUM

To: Golden Gate National Recreation Area Advisory Commission
From: Scalla Sheen, Public Affairs Intern
Subject: Summary of Public Comments on Proposed Closure of Fort Funston

As of August 22, 2000 a total of 245 letters have been received.

- 16~~8~~⁵ letters expressed objection to the proposed closure = *CON*
- 67 letters expressed support for the proposed closure = *PRO*
- 15 letters expressed assorted views on the proposal, such as:
 - limiting restoration projects to the fringes of the property
 - keeping ice plant in areas that can save the cliff from further erosion
 - all parties involved should openly discuss this issue
 - thank-you letters regarding the newly constructed water fountain
 - complaint about lack of dog owners' control
 - complaint about litter and unleashed dogs at Rodeo Lagoon
 - believing dog owners should govern dogs' behaviors
 - finding a solution where everybody wins
 - bringing groups together to work out solutions
 - having public involvement in running public lands
 - a remedy allowing park visitors to enjoy their recreational activities
 - having only the cliff face and cliff tops as off-limits

I have enclosed 13 letters that offer a sample of the range of topics discussed. One set of letters comes from private citizens and the second set comes from organizations/departments.

Sincerely,

Scalla Sheen
Office of Public Affairs

Enclosures

FOFUAR00019

GGNRA006760



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Enclosures

FOFUAR00020

GGNRA006761

**RESOURCE PROTECTION
EFFORTS AT
FORT FUNSTON**

(PROPOSED CLOSURES)

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Section A Bank Swallow Biology

Section B Summary of Public Response to National Park Service's Proposed Habitat Protection Closure at Fort Funston

Section C October 10 and 17 Draft Summary of Public Response to National Park Service's Proposed Habitat Protection Closure at Fort Funston

Section D Comment Summary of Pro-Closure Letters

Section E Comment Summary of Anti-Closure Letters

Section F Summary of Comments Presented at Advisory Commission Meeting

Section G Comment Compilation "Word" Version

Section H Comment Compilation "Excel" Version

Introduction

The documents that follow this introduction are a result of reading and summarizing over 1,500 comment letters and other documents submitted to the Superintendent at Golden Gate National Recreation Area. This effort resulted in a summary of those comments. That document is found in Section B.

The process used to summarize the comments was one of initially reading the comments, capturing the substantive comments, and indicating its file location, author, and reviewer's comments (see Sections H and I). The next step was to read the extracted comments, develop categories representing those comments, and to sort the comments into those categories. In addition, when there was more than one comment with a similar point of view, duplicative comments were eliminated. Sections D and E are the output from this effort.

The comment summaries in Sections D and E were further summarized into the draft documents found in Section C and the final summary that is reproduced in Section B.

Observations, facts, and anecdotes regarding the barn swallow are included as Section A.

File Notes

Excel folders number 4, 5, and 7 were corrupted and the data were unable to be read. These data from these folders were again gathered from the original letters and were recorded on "Word" files. No usable "Excel" files exist for folders 4, 5, and 7.

The files entitled "Combined folder" and "work folder" are a result of an aborted attempt to develop a process of summarizing the documents. Duplicative materials are found in these two folders.

Mary,

For your information, I think some nice things about one of the resources you are protecting should be said. The following is from Alfred Bent's *Life Histories of North American Flycatchers, Larks, Swallows and The Allies*. 1942USGPO, Smithsonian Institution United States Museum Bulletin 179. Bent's wonderful book contains many eloquent statements and with additional quotes from many others who also appreciated this great resource.

Bank Swallows

Other common names include sand swallow, ground swallow, bank martin, and sand martin. Bent points out that these names suggest the characteristic nesting habitat of this swallow.

Behavior: "(Swallows) emerge from the nesting holes and tussle with each other in the air, sometimes falling together to the base of the nesting bank and there apparently going through the act of copulation.

"One day early in June I saw a white feather floating high in the air just above a bank where a large colony of Bank Swallows was located. Suddenly a swallow darted at the feather, caught it for a short distance and then released it. Another bird caught the feather and released it and then another and another...They seem to like to poise on beating wings before the face of the bank where the nests are located, holding their position for a few seconds and then wheeling away out over the nearby fields, only to return soon again to repeat the performance. This they do in companies of eight to a dozen or more."

"There are few ornithological experiences that provide a greater thrill than the arrival of the birds in spring. Swallows like other gregarious birds, attract unusual attention because of their numbers, and this fact coupled with their extraordinary exhibitions of flight makes their appearance an event of unusual significance."

"They exhibit little inclination for human society and have not departed from their primitive nesting habit to accept new environmental conditions provided by man, as have the barn, cliff, and tree swallows."

The depth of nests is from 15- 48 inches. The nesting cavity is about 4 inches higher than the entrance tunnel.

Both birds of a pair took part in the work. A bird would begin by clinging to the vertical face of the bank with feet and tail and pecking at the dirt with a side-to-side motion of the head. When the opening was deep enough for it to get partly inside it would use its feet also, kicking the loosened sand backward in vigorous little spurts. As the tunnel became deeper the bird disappeared from sight, but still the sand came spurting out as evidence of the work of the little miner inside.

Bank swallows seem to take the work of excavating their burrows very lightly, more like play than work. Indeed, an eager holiday spirit seems to pervade the flock. A swallow will work vigorously for a few minutes, the while many of its comrades are circling about over, the bank talking to each other in their reedy, buzzing twitter. Soon it can no longer resist the temptation and it flies out for a ride though the air with them. But usually not for long, and after a few minutes it returns to its job. These activities continue throughout the day, though at intervals the entire flock may leave the bank for a time. As evening comes on they fly away to some favorite roosting place in a nearby marsh.

Grass and feathers are used in nest building. "...frequently they may be seen of the ground near the nesting colony picking up dried weed and grass stalks." (Mary, please note that there is no mention of ice plant).

Incubation is about 14- 16 days, counting from the date on which the last egg was laid to that of the first hatching. Fledgling occurs 14-18 days latter.

Usually one brood sometimes two. Usual clutch size is 4-5 eggs.

Birds banded in Indiana were found in Peru. Other wintering sites include Brazil, Bolivia, Columbia, Venezuela, and =Argentina

Arrive in early April (3rd) –leave on fall migration as late as mid-September (12)

The average life span of a barn swallow is 2-3 years old with a maximum life span of 6 years.



Public Response to National Park Service's Proposed Habitat Protection Closure at Fort Funston

October 24, 2000

Overview

Goals and Project Description:

As part of the resource protection mandate of the National Park Service (NPS), approximately 12-acres of Fort Funston is being closed year-round to off-trail recreational use by the public. This action will protect habitat for a nesting colony of California state-threatened bank swallows (*Riparia riparia*), a migratory bird species once more common along the California coast that has declined significantly due to habitat conversion and increased recreational use. This closure is also necessary to enhance significant native plant communities, improve public safety, and reduce human-induced impacts to the coastal bluffs and dunes, a significant geological feature.

The entire 12-acre project area will be closed year-round to visitor access. There is a portion of one designated trail located within the footprint of this closure. This trail, known as the "Spur trail", will be closed to visitor use because southern sections of this trail have become unusable due to increased sand deposition on the trail surface. This has compounded the establishment and use of unauthorized "social" trails in the northern section of the project area. Visitor use of and access to all "social" trails including "the Gap" within the project footprint will be prohibited by this closure.

Schedule and Process for Public Comment: The announcement of the proposed closure and solicitation of comments was published in the Federal Register on July 18, 2000 and on the GGNRA's web page. Also, local newspapers were notified via a NPS press release. The original closing date for comments was September 18, 2000. The closing date was extended to October 6, 2000.

By October 6, 2000, over 1,500 submissions were received, including letters, postcards, videos, signed petitions, court documents and facsimile messages. Comments were also accepted at two public meetings. The first was at the Advisory Commission meeting on August 29, 2000, at park headquarters, at which 37 people spoke on this issue. Because of the late hour of this agenda item (beginning at 10:30 P.M. and continuing until 12:30 A.M.), 14 people who had signed-up to speak had left the meeting. Those people were invited to speak at the next Advisory Commission meeting that was held at Fort Mason on September 26, 2000.

Comment Summary

The remainder of this document summarizes the comments received regarding the National Park Service's proposed closure of a 12-acre area at Fort Funston. Of the approximately 1,500 submissions received, about 1,100 were opposed to the proposed closures. About 400 submissions supported the proposed closing.

Comments opposing the proposed closure are divided into the following categories:

- Discussions regarding NPS's Closure Justifications
- Established Uses of Fort Funston (i.e., dog walking)
- Suggestions
- Other Comments

Comments supporting the proposed closure are divided into the following categories:

- NPS has a Responsibility to Protect Habitat
- Public Safety
- Resource Protection and Recreation Use Conflicts

The methodology used to summarize these comments was a three-step process.

- The first step was to record chronologically all original comments (comments were paraphrased or quoted);
- The second-step was to categorize the comments and eliminate those comments that duplicated the same sentiment in another comment and;
- The third-step was to summarize the general theme of each category of comments. Those comments that best expressed points or ideas of each category were selected as examples, as well as those frequently stated or those expressing a unique concern.

In Opposition to Fort Funston Closures

Discussions Regarding NPS's Closure Justifications

The closure notice stated four justifications for the proposed action. Comments addressing these four justifications follow. The general theme of the comments described in this section was that "bad science" was used in making the decision and that there was insufficient justification to support the closures.

General Discussion:

- *Limiting recreation areas in a crowded city is not good management*
- *...support(s) setting aside tracts of land large enough to support a wide variety of species, with populations large enough for genetic health. However, setting aside wee scraps of land inside an urban area, like Fort Funston, represents excessive zeal, a kind of environmental Puritanism.*
- *An ecosystem cannot be ignored or off-handedly replaced simply because it incorporates humans and pets. The removal of these "non-natural" components will increase the use of the area by other "non-natural" components endemic to an urban environment -- like rats, cats, other feral animals and urban birds.*
- *Public notice inadequate and no provision for public review of the documents relied on for the proposal. Over 20% of the Funston has been closed to public without due process*
- *Wants to know if there is an EIR on this policy decision. NPS should have conducted environmental impact studies before taking action.*
- *I am demanding a thorough public investigation into your agencies behavior and activities that are directed against the park using public (funds?).*
- *If areas must be closed due to environmental concerns than adequate studies must be performed and an open forum must be held to allow for demonstration of these studies, discussion and feedback.*
- *Pressure from Audubon and Native Plant Society caused the NPS to propose closure, rather than the facts.*
- *GGNRA is being influenced by the environmentalists to the exclusion of other constituencies*

Bank Swallows:

- *California Department of Fish and Game advised that only the cliff face fence is all that is necessary to protect swallows.*
- *Install fences on the cliff face to protect swallows.*
- *Studies have shown that closing areas does not help populations of bank swallows and in fact their population has gone down since the closures.*
- *Believes that swallows are not shy and can live harmoniously with humans and dogs.*
- *NPS's argument that human shadows cast on the cliff borroughs is not supported by science. To say that swallows need the plant growth areas as their "habitat" for nesting, etc, is false -- pure pretense.*
- *...we should be saying that it's amazing that we have these two strange bank swallow colonies... We should be looking at that more (as) and anomaly instead of an alarm.*

- *The NPS has failed to analyze...the impact of unleashed dogs on controlling predators of bank swallows... there were fewer predators at Fort Funston than existed at other colonies...(Fort Funston) predators may (have been) less in evidence than at some more typical locations.*
- *People need open space as well as birds.*

Geology and Erosion:

- *Dogs are not de-stabilizing the cliffs.*
- *Removing ice plant and trees will hasten process. Native planting has increased erosion.*
- *The amount of material lost through cliff retreat and land sliding dwarfs any impact from people walking along the cliff.*

Dune Restoration and Native Plants:

- *Does not believe that the closure is about swallow protection, but "native plants." It appears that the native plants are not recreation friendly the way that the ice plants are.*
- *Native vegetation is only for swallows, and therefore not needed.*
- *Dunes were never filled with native plants...they were 90% dunes with a bit of brush.*
- *...the removal of the iceplant will erode the history of the California coast. I see the iceplant as a part of our heritage, a remnant of the war years. Growing up, I learned that without the iceplant the military would have had major erosion problems and had difficulty maintaining camouflage for the bunkers and batteries, installed to protect our coastline.*
- *People cause more damage than dogs do...*
- *NPS's true plan is to blanket the entire area with thick, 2-4 foot-high plant growth, until all open areas of the Fort are unusable to people and pets and to severely regulate all access to the park by people and pets to strictly designated trails lined with restraining fences on both sides and posted with signs threatening fines for those who trespass.*

Public Safety:

- *Believes that the closed areas should be open and that other areas closed.*
- *If safety is a concern, why not just install a barrier instead of closing the entire area.*
- *The responsibility for safety should be determined by the individual not the NPS.*

Established Uses of Fort Funston

Comments noted the importance of Fort Funston as one of the few remaining places within San Francisco and the Bay Area where dogs can play off-leash and frolic with other dogs. The mental and physical benefits to both dogs and people of providing a place for dogs and their owners were noted. Fort Funston's importance as being one of a few places within San Francisco where a single woman can enjoy the outdoors and feel safe was also noted. Many people commented on the recent history of the area and that dog-walking has been an ongoing recreation pursuit since parts of Fort Funston became a public area in the 1960s and a unit of the National Park in 1972. Other comments described the purpose of the park, namely recreation not preservation of a natural area. Many letters also provided information on how monthly-organized clean-up days are held

by an association of dog owners who use the park for their recreation. Other letters suggested that the park be taken back by the City of San Francisco. Examples of comments included:

- *Off-leash areas are essential for the health and social well being of dogs, and of people.*
- *Walking a dog off-leash is mandatory to maintain its physical and mental health.*
- *I feel safe when I walk my dogs.*
- *Years ago, Fort Funston was unsafe, frequented by "homeless people, drunken people, (and) people on drugs...This has all changed. Today--Fort Funston is a clean, safe place to walk-- esp. for a single woman." It is safe and clean due in large part to the dog owners.*
- *Seeing dogs run free is a great way to relieve stress.*
- *Enjoy seeing hundreds of dogs playing.*
- *There are fewer and fewer places to go and enjoy nature with dogs.*
- *Well-exercised, well-socialized dogs are good dogs.*
- *Dogs make people happy - not Birds!!!*
- *Fort Funston is considered the Disneyland of the canine world. Can you imagine what it would feel like if Disneyland no longer allowed children to visit?*
- *I don't know where to else to take my dog to socialize. Without the socializing my Rottwieller would probably be mean and wouldn't get along with other humans either. Dogs not allowed to run off leash develop social problems.*
- *Fort Funston is important to non-dog owners who wish to have a sense of the wild and a sense of protection.*
- *Protesting closing of sand dunes, previously used for sliding.*
- *A 1999 NPS study shows 74% thought off-leash dogs is what makes Fort Funston "special." Less than 2% had concerns about dogs.*
- *Don't turn Fort Funston into a botanical, nature, or wilderness preserve – it is not Yosemite or a pristine place.*
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- *Children sliding down Joey's Hill is destructive to (the) sand dune.*
- *This (NPS closure proposal) is an entirely reasonable proposal: indeed, the proposed closure would still leave over 80% of Fort Funston available for recreational activities.*
- *The closure notice also documents the alarming increases in cliff rescues of dog and human visitors in the Fort Funston area...*
- *The cliff climbing and cliff rescues clearly are a direct threat to the swallow colony and every measure must be taken to eliminate this situation.*
- *...It is unclear how the Park Service intends to protect the swallows from harassment and activities on the beach beneath the colony...*
- *It is also questionable whether the continued allowance of off-leash dog running and social trail construction will not lead to a general disrespect for the resources of Fort Funston.*
- *It (Fort Funston) must be managed for its biological and historical features, not as a "dog run"...*
- *As a public entity you are charged with serving the broader public, not just those who have the means to launch a malicious campaign of self-interest.*

Public Safety

Many letters expressed concern that they were not able to fully enjoy the park because of the presence of loose dogs.

- *People are not being protected from the dogs that are not on leash.*
- *Is there nothing that the park service can do to make these dog owners control these dogs so the rest of us can again enjoy the park?*
- *Dogs have stolen the park from us.*

- *I no longer take my students to Funston since a large out of control dog knocked one of the children over and thoroughly frightened the rest during a field trip two years ago. The owner did not yell until I pushed the dog away, and as you might guess, she yelled at me.*
- *My Husband and I tried to take our young son there (Fort Funston) a few weeks ago to walk and watch the hang gliders. We had to leave because we could not walk two feet without dogs jumping up on us. ... it was not safe for our 3-year old. I asked owners, when they were close enough to see to please hold the dogs back. But they could not. Often the owners were nowhere near their dogs.*
- *7 or 8 years ago I use to walk at Fort Funston with friends and the children- the only dogs I remember were on (leashes), controlled by their owners.*

Resource Protection and Recreation Use Conflicts

Numerous comments indicated concern about recreation use in relation to resource protection.

- *I have lost nearly all fondness for dogs after watching them...degrade habitat, destroy sand dunes, chase birds and pee on children.*
- *The park is dirty with dog hair and poop everywhere.*
- *It is a shame for the dogs and the owners, but it is NOT the responsibility of a national park to accommodate them.*
- *...(data) showed that 86% of the use at Fort Funston were dog walkers. And, to me, that begs the question: If Fort Funston is such a unique and beautiful place, why is its use being dominated by a predominantly single, special-interest group?*
- *...we applaud the GGNRA for attempting to protect what little wildlife that remains at Fort Funston.*
- *Unfortunately, GGNRA has curried the favor of the small off-leash dog-user group, to the detriment of the park' resources and a vastly superior number of other park users, whose activities do not come in conflict with park regulations.*
- *Need a comprehensive management plan for Fort Funston.*
- *...forbid professional dog walkers from using Fort Funston.*

10/12⁶² 17/00

Public Response to National Park Service's Proposed Habitat Protection Closure at Fort Funston

Introduction: This section is a summary of the comments received as a result of the National Park Service's solicitation for comments and announcement of the proposed closure of a 12-acre area at Fort Funston. The announcement and solicitation was published in the Federal Register (July 18, 2000) and on the GGNRA's web page. Also, local newspapers were notified via a NPS press release. The closing date for comments was October 6, 2000.

By October 6, 2000 this office received and read over 1,500 letters, postcards, video tapes (September 20, 2000 Finance and Labor Committee of the San Francisco Board of Supervisors, and March 17, 1995 and May 14, 1992 Fort Funston meetings) and facsimile messages. In addition, a public hearing were held on August 29, 2000, at Fort Baker. Because of the late hour of the first hearing (10:30 P.M. until 12:30 A.M.) 14 people had signed-up and but left before speaking. Those people were invited to speak at the next Advisory Commission meeting that was held at Fort Mason on September 26, 2000.

Substantive comments were extracted from the above sources and summarized. This section presents the summarization of those public comments.

Over 1,100 letters and FAXes, along with other submissions such as video tapes, copies of court proceedings, petitions that were opposed to the proposed closures were received. About 400 letters, FAXes, and postcards were received that supported the proposed closing.

The process used in summarizing these comments included sorting them into two groups (one pro- and one anti-proposal), extracting substantive comments, categorizing these comments and finally, writing this statement that summarizes these all of comments.

The categories that were assigned for the comments opposing the proposed closure are:

- Health, Enjoyment, Behavior, and Traditional Use
- History and Purpose of Park, Management Practices
- Discussions regarding NPS's Closure Justifications
- Suggestions
- Other Comments

The categories that were assigned for the comments supporting the proposed closure are:

- NPS has a Responsibility to Protect Habitat
- Public Safety
- Resource Protection and Recreation Use Conflicts

This summary begins with the comments opposed to the proposed closure. Immediately following this section is the summary of comments supporting the proposed closure.

Opposes Fort Funston Closures

Health, Enjoyment, Behavior, and Traditional Use

Health: Comments noted the importance of Fort Funston as one of the few remaining places within San Francisco and the Bay Area where dogs can play off-leash. The mental and physical benefits to both dogs and people of providing a place for dogs and their owners were noted. Some examples of those comments include:

- *Off-leash areas are essential for the health and social well being of dogs, and of people.*
- *Walking a dog off-leash is mandatory to maintain its physical and mental health.*
- *Seeing dogs run free is a great way to relieve stress*

Enjoyment: Many comments provided examples of how Fort Funston provides a rich resource for the dogs, their owners, and other park visitors.

- *Enjoy the pleasure of seeing hundreds of dogs playing*
- *There are fewer and fewer places to go and enjoy nature with dogs*
- *Well-exercised, well-socialized dogs are good dogs.*
- *Dogs make people happy - not Birds!!!*
- *Fort Funston is considered the Disneyland of the canine world. Can you imagine what it would feel like if Disneyland no longer allowed children to visit?*

Behavior: Some of those opposed to the proposed closure provided comments on the importance of Fort Funston being one of a few places where dogs can frolic, un-leashed, with other dogs. Fort Funston importance as being one of a few places within San Francisco where a single woman can enjoy the outdoors and feel safe was also noted.

- *I don't know where to else to take my dog to socialize. Without the socializing my Rottwieller would probably be mean and wouldn't get along with other humans either." Dogs not allowed to run off leash develop social problems*
- *I feel safe when I walk my dogs*
- *Fort Funston is important to non-dog owners who wish to have a sense of the wild and a sense of protection.*

Tradition Use: Many people commented on the history of the area. They wrote that dog walking has been an ongoing recreation pursuit at Fort Funston since it became a public area in the early 1970s. A common sentiment was that Fort Funston should remain as is without closures and fences so that their dogs could run free. Many letters also provided information on how monthly-organized clean-up days are held by an association of dog owners who use the park for their recreation. Other comments included:

- *Don't turn Fort Funston into a botanical, nature, or wilderness preserve – it is not*

Yosemite or a pristine place.

- *Don't want to be confined to narrow trail only to observe "native vegetation"*
- *The NPS should not have removed the Sunset Trail. An asphalt trail should be replaced so that those who frequent the area with strollers, wheelchairs, or who need a firm surface to walk on can once again enjoy the area*
- *Years ago, Fort Funston was unsafe, frequented by "homeless people, drunken people, (and) people on drugs... This has all changed. Today--Fort Funston is a clean, safe place to walk--esp. for a single woman". It is safe and clean due in large part to the dog owners.*
- *Areas where dogs can run free are being eliminated. In SF space is at a premium and open space for recreation is valuable.*
- *My primary concern is that the Park service ultimately intends to close the park to pets*

History and Purpose of Park, Management Practices: Comments addressed the history of the area, describing the purpose of the park, viz. recreation not preservation of a natural area. Many letters suggested that the park be given to our taken back by the city of San Francisco.

- *Public notice inadequate and no provision for public review of the documents relied on for the proposal. Over 20% of the Funston has been closed to public w/o due process*
- *Given the fact that even the bank swallows are moving away from the "protected" area, it is clear that the GGNRA has to reexamine its options and its priorities.*
- *Fort Funston is not Mount Rushmore. It is a city park...*

Discussions regarding NPS's Closure Justifications: For ease of discussion this section has been divided into five sub-sections. The general theme of the comments described in this section was that "bad science" was used in making the decision and that there was insufficient justification to support the closures.

General Discussion:

- *Limiting recreation areas in a crowded city is not good management*
- *...support(s) setting aside tracts of land large enough to support a wide variety of species, with populations large enough for genetic health. However, setting aside wee scraps of land inside an urban area, like Fort Funston, represents excessive zeal, a kind of environmental Puritanism.*
- *An ecosystem cannot be ignored or off-handedly replaced simply because it incorporates humans and pets. The removal of these "non-natural" components will increase the use of the area by other "non-natural" components endemic to an urban environment -- like rats, cats, other feral animals and urban birds.*

Bank Swallows:

- *California Department of Fish and Game advised that only the cliff face fence is all that is necessary to protect swallows*

- *Install fences on the cliff face to protect swallows*
- *Studies have shown that closing areas does not help populations of bank swallows and in fact their population has gone down since the closures.*
- *Believes that swallows are not shy and can live harmoniously with humans and dogs.*
- *NPS's argument that human shadows cast on the cliff borroughs is not supported by science To say that swallows need the plant growth areas as their "habitat" for nesting, etc, is false – pure pretense.*
- *...we should be saying that it's amazing that we have these two strange bank swallow colonies... We should be looking at that more (as) and anomaly instead of an alarm.*
- *The NPS has failed to analyze...the impact of unleashed dogs on controlling predators of bank swallows... there were fewer predators at Fort Funston than existed at other colonies...(Fort Funston) predators may (have been) less in evidence than at some more typical locations.*

Geology and Erosion:

- *Dogs are not de-stabilizing the cliffs.*
- *Removing ice plant and trees will hasten process. Native planting has increased erosion*
- *The amount of material lost through cliff retreat and land sliding dwarfs any impact from people walking along the cliff.*

Conservation and Dune Restoration:

- *Does not believe that the closure is about swallow protection, but "native plants. It appears that the native plants are not recreation friendly the way that the ice plants are.*
- *Native vegetation is only for swallows, and therefore not needed*
- *Dunes were never filled with native plants...they were 90% dunes with a bit of brush.*
- *...the removal of the iceplant will erode the history of the California coast. I see the iceplant as a part of our heritage, a remnant of the war years. Growing up, I learned that without the iceplant the military would have had major erosion problems and had difficulty maintaining camouflage for the bunkers and batteries, installed to protect our coastline.*

Public Safety:

- *Believes that the closed areas should be open and that other areasx closed.*
- *If safety is a concern, why not just install a barrier instead of closing the entire area.*
- *The responsibility for safety should be determined by the individual not the NPS.*

Suggestions: The park received a number of letters with suggestion regarding other approaches to managing the area besides restricting dog-walkers.

- *Supports finding a compromise to allow protection and people walking their dogs in a responsible manner. E.g. Feels that native planting and swallow nests restoration can be done successfully without taking more than 75% of the beach cliff trails away from the dogs and people that enjoy this park. "Please don't take our cliffs away!"*
- *Wants to know if there is an EIR on this policy decision.*

- *If Fort Funston is closed to off leash then another area that is open to off leash dog walking should be identified*
- *Supports seasonal closing of area (and limiting of days dogs are off leash?)*
- *I am demanding a thorough public investigation into your agencies behavior and activities that are directed against the park using public (funds?).*
- *If areas must be closed due to environmental concerns than adequate studies must be performed and an open forum must be held to allow for demonstration of these studies, discussion and feedback.*
- *Design a comprehensive plan with native plants in low or no traffic areas, with swallow protection, if they need it, and with the rest of us left alone to enjoy what remains of the evolution of the Army's work.*
- *(vegetation) restoration should be limited to the fringes of the property*
- *...the problems facing the Fort are due to the person(s) taking out herds of dogs... I have been charged by masses of uncontrollable animals, and I, as a dog person, find this difficult to handle, even with the non-aggressive dogs that I own. The dog walkers with the uncontrollable numbers of dogs seem to be oblivious of this problem. The numbers of dogs per handler needs to be limited to 2-3! These "professionals" need to take out only a few dogs at a time to exercise; not 10-15 at a time as they are now doing.*

Other Comments: Many comments did not fit into the above categorizations. A sample of some of those comments follows:

- *Pressure from Audubon and Native Plant Society causing closure not facts*
- *Hang-glider users do not disturb swallows*
- *NPS should have conducted environmental impact studies before taking action*
- *People cause more damage than dogs do...*
- *SPCA calls it the Peoples Park*
- *We have had to go to the East Bay where they seem able to adequately protect the environment and give pleasure to dogs and owners. Regional Parks have "enlightened" off-leash policy*
- *Nature intends that we live in a multi-species world; let us keep Fort Funston open to all species.*
- *Protesting closing of sand dunes, previously used for sliding*
- *(GGNRA) was not created just for a small, well funded vocal claue that seeks to reproduce esoteric California plant life in what has always been sand dunes or to protect the Bank Swallow that fled this area some time ago because of land clearing and replanting activities undertaken by your agency.*
- *We will enthusiastically support a balanced policy and urge you not to impose onerous restrictions that would make Funston "off-limits" to us.*
- *Has no problem with being restricted to trails, but objects to the closure of 12 acres.*
- *GGNRA is being influenced by the environmentalists to the exclusion of other constituencies*
- *Fence posts are treated with cancer causing chemicals*
- *NPS's true plan is to blanket the entire area with thick, 2-4 foot-high plant growth, until all open areas of the Fort are unusable to people and pets and to severely regulate all access to the park by people and pets to strictly designated trails lined with restraining fences on both sides and posted with signs threatening fines for those who trespass.*

- *"...people need open space as well as birds."*
- *A 1999 NPS study shows 74% thought off-leash dogs is what makes Fort Funston "special". Less than 2% had concerns about dogs*
- *The handling of the public comments at the September meeting of GGNRA's Citizen's Advisory Committee was criticized. The closure was not the first thing on the agenda and the testimony was not heard until "10:45 P.M." (the testimony began shortly before 10:30 P.M.).*
- *Inner city kids need a good place to camp, such as Fort Funston. Don't close off the park to these kids.*
- *Put the fun back into Funston*

Supports Fort Funston Closures

NPS has a Responsibility to Protect Habitat: Comments noted that the NPS has a mandate to protect natural and historic resources.

- *Preservation of the colony of threatened bank swallows must be a top priority in the management of Fort Funston. The park service should close the maximum area necessary to protect them.*
- *Existing laws that require all dogs to be on leash in national parks should be firmly enforced.*
- *In the 1982 GGNRA resource management plan: "Because of the unique nature of the (bank swallow) colony the park will designate it as a research natural area. This designation protects the area from any development and will receive special management attention."*
- *As one of the last remnants of land that approximates San Francisco's natural pre-settlement landscape, the Fort Funston dunes have tremendous importance both historically and ecologically.*
- *...(iceplant is) a species that is "actively smothering native California wildflowers while converting pristine coastal dune, cliff and prairie habitats into desolate biological wastelands that our native flora and fauna cannot survive in....(NPS's proposal)... will undoubtedly provide a vast improvement to the habitat (The (dune) scrub is an incredibly rich environment, supporting a wealth of plant species, many endangered, butterflies, two rabbits, field mice, and the hawks that hunt them...)...*
- *The proposed habitat protection closure is consistent with the recent order issued by the Director of the NPS, indicating that protection of natural resources is the priority in national parks and recreation areas...This order indicates "that when there is conflict between conserving resources and values and providing for enjoyment of them, conservation is to be predominate."*
- *I have been a volunteer at the Fort Funston nursery for the last 12 years. During that time I have seen the gradual degradation of the non-fenced dune landscape caused by the increased number of dogs. This makes me feel that my work is useless...*
- *Children sliding down Joey's Hill is destructive to sand dune*
- *NPCA, NRDC, Sierra Club, and The Wilderness Society...strongly support the proposed action to protect the bank swallow colony, enhance native plant communities and reduce human-caused impacts to the coastal bluffs and dunes. This (NPS closure proposal) is an entirely reasonable proposal: indeed, the proposed closure would still leave over 80% of Fort Funston available for recreational activities.*
- *The closure notice also documents the alarming increases in cliff rescues of dog and human visitors in the Fort Funston area... The cliff climbing and cliff rescues clearly are a direct threat to the swallow colony and every measure must be taken to eliminate this situation."*
- *...It is unclear how the Park Service intends to protect the swallows from harassment and activities on the beach beneath the colony... It is also questionable whether the continued allowance of off-leash dog running and social trail construction will not lead to a general disrespect for the resources of Fort Funston.*

- *(Fort Funston) It must be managed for its biological and historical features, not as a "dog run"...As a public entity you are charged with serving the broader public, not just those who have the means to launch a malicious campaign of self-interest.*

Public Safety: Many letters expressed concern that they were not able to fully enjoy the park because of the presence of loose dogs.

- *People are not being protected from the dogs that are not on leash. Is there nothing that the park service can do to make these dog owners control these dogs so the rest of us can again enjoy the park? Dogs have stolen the park from us*
- *I'm a teacher, and have been a dog owner and bird watcher for most of my life...I no longer take my students to Funston since a large out of control dog knocked one of the children over and thoroughly frightened the rest during a field trip two years ago. The owner did not yell until I pushed the dog away, and as you might guess, she yelled at me.*
- *I am writing to complain about the lack of control of the dogs by their owners at Fort Funston. My Husband and I tried to take our young son there a few weeks ago to walk and watch the hang gliders. We had to leave because we could not walk two feet without dogs jumping up on us. ... it was not safe for our 3-year old. I asked owners, when they were close enough to see to please hold the dogs back. But they could not. Often the owners were nowhere near their dogs. 7 or 8 years ago I use to walk at Fort Funston with friends and the children- the only dogs I remember were on (leashes), controlled by their owners.*

Resource Protection and Recreation Use Conflicts:

- *I have lost nearly all fondness for dogs after watching them, day in and day out for years, degrade habitat, destroy sand dunes, chase birds and pee on children... I am convinced that habitat protection cannot be achieved until dogs are restrained.*
- *The park is dirty with dog hair and poop everywhere.*
- *It is a shame for the dogs and the owners, but it is NOT the responsibility of a national park to accommodate them.*
- *(data)...showed that 86% of the use at Fort Funston were dog walkers. And, to me, that begs the question: If Fort Funston is such a unique and beautiful place, why is its use being dominated by a predominantly single, special-interest group? I believe that Fort Funston needs to be seen as something greater than a sandbox, with a wonderful view. It's a very valuable natural resource, and it's absolutely the last remnant that we have to pass onto future generations of what the land was like before it was settled by so many people.*
- *...we applaud the GGNRA for attempting to protect what little wildlife that remains at Fort Funston.*
- *Unfortunately, GGNRA has curried the favor of the small off-leash dog-user group, to the detriment of the park's resources and a vastly superior number of other park users, whose activities do not come in conflict with park regulations.*
- *Need a comprehensive management plan for Fort Funston, forbid professional dog walkers from using Fort Funston*

Public Response to National Park Service's Proposed Habitat Protection Closure at Fort Funston

Overview

Description of Project and Goals: [insert here]

Schedule and Process for Public Comment: The announcement of the proposed closure and solicitation of comments was published in the Federal Register on July 18, 2000 and on the GGNRA's web page. Also, local newspapers were notified via a NPS press release. The original closing date for comments was September 18, 2000. The closing date was extended to October 6, 2000.

By October 6, 2000 over 1,500 submissions were received, including letters, postcards, videos, court documents and facsimile messages. Comments were provided at two public hearing. The first was at the Advisory Committee meeting on August 29, 2000, at Fort Mason, at which 37 people spoke on this issue. Because of the late hour of this agenda item (beginning at 10:30 P.M. and continuing until 12:30 A.M.), 14 people who had signed-up had left before speaking. Those people were invited to speak at the next Advisory Commission meeting that was held at Fort Mason on September 26, 2000.

Comment Summary

The remainder of this document summarizes the comments received as a result of the National Park Service's proposed closure of a 12-acre area at Fort Funston. Of the approximately 1,500 submissions received, about 1,100 were opposed to the proposed closures. About 400 submissions supported the proposed closing.

Comments opposing the proposed closure are divided into the following categories:

- Health and Safety, Enjoyment, and Traditional Use of Fort Funston
- History and Purpose of Fort Funston, Management Practices
- Discussions regarding NPS's Closure Justifications
- Suggestions
- Other Comments

Comments supporting the proposed closure are divided into the following categories:

- NPS has a Responsibility to Protect Habitat
- Public Safety
- Resource Protection and Recreation Use Conflicts

In Opposition to Fort Funston Closures

Health and Safety, Enjoyment, and Traditional Use

Health and Safety: Comments noted the importance of Fort Funston as one of the few remaining places within San Francisco and the Bay Area where dogs can play off-leash. The mental and physical benefits to both dogs and people of providing a place for dogs and their owners were noted. Fort Funston importance as being one of a few places within San Francisco where a single woman can enjoy the outdoors and feel safe was also noted. Examples of those comments are:

- *Off-leash areas are essential for the health and social well being of dogs, and of people.*
- *Walking a dog off-leash is mandatory to maintain its physical and mental health.*
- *I feel safe when I walk my dogs*
- *Seeing dogs run free is a great way to relieve stress.*

Enjoyment: Many comments provided examples of how Fort Funston provides a rich resource for the dogs, their owners, and other park visitors. Commenters noted the importance of Fort Funston as one of a few places where dogs can frolic, un-leashed, with other dogs.

- *Enjoy seeing hundreds of dogs playing*
- *There are fewer and fewer places to go and enjoy nature with dogs*
- *Well-exercised, well-socialized dogs are good dogs.*
- *Dogs make people happy - not Birds!!!*
- *Fort Funston is considered the Disneyland of the canine world. Can you imagine what it would feel like if Disneyland no longer allowed children to visit?*
- *I don't know where to else to take my dog to socialize. Without the socializing my Rottweiler would probably be mean and wouldn't get along with other humans either." Dogs not allowed to run off leash develop social problems*
- *Fort Funston is important to non-dog owners who wish to have a sense of the wild and a sense of protection.*
- *Years ago, Fort Funston was unsafe, frequented by "homeless people, drunken people, (and) people on drugs...This has all changed. Today--Fort Funston is a clean, safe place to walk-- esp. for a single woman". It is safe and clean due in large part to the dog owners.*

Traditional Use: Many people commented on the recent history of the area. They wrote that dog walking has been an ongoing recreation pursuit at Fort Funston since it became a public area in the early 1970s. Comments addressed the history of the area, describing the purpose of the park, namely recreation not preservation of a natural area. Many letters also provided information on how monthly-organized clean-up days are held by an association of dog owners who use the park for their recreation. Other letters suggested that the park be taken back by the city of San Francisco. Other comments included:

- *Don't turn Fort Funston into a botanical, nature, or wilderness preserve – it is not Yosemite or a pristine place.*
- *Don't want to be confined to narrow trail only to observe "native vegetation"*

- *The NPS should not have removed the Sunset Trail. An asphalt trail should be replaced so that those who frequent the area with strollers, wheelchairs, or who need a firm surface to walk on can once again enjoy the area*
- *Areas where dogs can run free are being eliminated. In SF space is at a premium and open space for recreation is valuable.*
- *My primary concern is that the Park service ultimately intends to close the park to pets*
- *Fort Funston is not Mount Rushmore. It is a city park...*

Discussions Regarding NPS's Closure Justifications

The closure notice stated four justifications for the proposed action. Comments addressing these four justifications follow. The general theme of the comments described in this section was that "bad science" was used in making the decision and that there was insufficient justification to support the closures. In addition to comment summaries for each of the four justifications a sub-section of general comments is also presented.

General Discussion:

- *Limiting recreation areas in a crowded city is not good management*
- *...support(s) setting aside tracts of land large enough to support a wide variety of species, with populations large enough for genetic health. However, setting aside wee scraps of land inside an urban area, like Fort Funston, represents excessive zeal, a kind of environmental Puritanism.*
- *An ecosystem cannot be ignored or off-handedly replaced simply because it incorporates humans and pets. The removal of these "non-natural" components will increase the use of the area by other "non-natural" components endemic to an urban environment -- like rats, cats, other feral animals and urban birds.*
- *Public notice inadequate and no provision for public review of the documents relied on for the proposal. Over 20% of the Funston has been closed to public w/o due process*

Bank Swallows:

- *California Department of Fish and Game advised that only the cliff face fence is all that is necessary to protect swallows*
- *Install fences on the cliff face to protect swallows*
- *Studies have shown that closing areas does not help populations of bank swallows and in fact their population has gone down since the closures.*
- *Believes that swallows are not shy and can live harmoniously with humans and dogs.*
- *NPS's argument that human shadows cast on the cliff borroughs is not supported by science To say that swallows need the plant growth areas as their "habitat" for nesting, etc, is false – pure pretense.*
- *...we should be saying that it's amazing that we have these two strange bank swallow colonies...We should be looking at that more (as) and anomaly instead of an alarm.*
- *The NPS has failed to analyze...the impact of unleashed dogs on controlling predators of bank swallows... there were fewer predators at Fort Funston than existed at other colonies...(Fort Funston) predators may (have been) less in evidence than at some more typical locations.*

Geology and Erosion:

- *Dogs are not de-stabilizing the cliffs.*
- *Removing ice plant and trees will hasten process. Native planting has increased erosion*
- *The amount of material lost through cliff retreat and land sliding dwarfs any impact from people walking along the cliff.*

Dune Restoration and Native Plants:

- *Does not believe that the closure is about swallow protection, but "native plants. It appears that the native plants are not recreation friendly the way that the ice plants are.*
- *Native vegetation is only for swallows, and therefore not needed*
- *Dunes were never filled with native plants...they were 90% dunes with a bit of brush.*
- *...the removal of the iceplant will erode the history of the California coast. I see the iceplant as a part of our heritage, a remnant of the war years. Growing up, I learned that without the iceplant the military would have had major erosion problems and had difficulty maintaining camouflage for the bunkers and batteries, installed to protect our coastline.*

Public Safety:

- *Believes that the closed areas should be open and that other areas closed.*
- *If safety is a concern, why not just install a barrier instead of closing the entire area.*
- *The responsibility for safety should be determined by the individual not the NPS.*

Suggestions

The park received a number of letters with suggestions regarding other approaches to managing the area besides restricting dog-walkers.

- *Supports finding a compromise to allow protection and people walking their dogs in a responsible manner . . . native planting and swallow nests restoration can be done successfully without taking more than 75% of the beach cliff trails away from the dogs and people that enjoy this park. "Please don't take our cliffs away!"*
- *If Fort Funston is closed to off leash then another area that is open to off leash dog walking should be identified*
- *Supports seasonal closing of area (and limiting of days dogs are off leash?)*
- *Design a comprehensive plan with native plants in low or no traffic areas, with swallow protection, if they need it, and with the rest of us left alone to enjoy what remains of the evolution of the Army's work.*
- *(vegetation) restoration should be limited to the fringes of the property*
- *...the problems facing the Fort are due to the person(s) taking out herds of dogs... I have been charged by masses of uncontrollable animals, and I, as a dog person, find this difficult to handle, even with the non-aggressive dogs that I own. The dog walkers with the uncontrollable numbers of dogs seem to be oblivious of this problem. The numbers of dogs per handler needs to be limited to 2-3! These "professionals" need to take out only a few dogs at a time to exercise, not 10-15 at a time as they are now doing.*
- *We will enthusiastically support a balanced policy and urge you not to impose onerous*

- restrictions that would make Funston "off-limits" to us.*
- *Has no problem with being restricted to trails, but objects to the closure of 12 acres.*

Other Comments in Opposition to the Proposed Closure

Many comments did not fit into the major categories above. A sample of those comments follows:

- *Pressure from Audubon and Native Plant Society causing closure not facts*
- *Hang-glider users do not disturb swallows*
- *People cause more damage than dogs do...*
- *SPCA calls it the Peoples Park*
- *We have had to go to the East Bay where they seem able to adequately protect the environment and give pleasure to dogs and owners. Regional Parks have "enlightened" off-leash policy*
- *Nature intends that we live in a multi-species world; let us keep Fort Funston open to all species.*
- *Protesting closing of sand dunes, previously used for sliding*
- *(GGNRA) was not created just for a small, well funded vocal clique that seeks to reproduce esoteric California plant life in what has always been sand dunes or to protect the Bank Swallow that fled this area some time ago because of land clearing and replanting activities undertaken by your agency.*
- *GGNRA is being influenced by the environmentalists to the exclusion of other constituencies*
- *Fence posts are treated with cancer causing chemicals*
- *NPS's true plan is to blanket the entire area with thick, 2-4 foot-high plant growth, until all open areas of the Fort are unusable to people and pets and to severely regulate all access to the park by people and pets to strictly designated trails lined with restraining fences on both sides and posted with signs threatening fines for those who trespass.*
- *People need open space as well as birds.*
- *A 1999 NPS study shows 74% thought off-leash dogs is what makes Fort Funston "special". Less than 2% had concerns about dogs*
- *The handling of the public comments at the September meeting of GGNRA's Citizen's Advisory Committee was criticized. The closure was not the first thing on the agenda and the testimony was not heard until 10:45 P.M.*
- *Inner city kids need a good place to camp, such as Fort Funston. Don't close off the park to these kids.*
- *Put the fun back into Funston*

Management Decisions

- *Wants to know if there is an EIR on this policy decision. NPS should have conducted environmental impact studies before taking action*
- *I am demanding a thorough public investigation into your agencies behavior and activities that are directed against the park using public (funds?).*
- *If areas must be closed due to environmental concerns than adequate studies must be performed and an open forum must be held to allow for demonstration of these studies, discussion and feedback.*

In Support of Fort Funston Closures

NPS has a Responsibility to Protect Habitat

Comments noted that the NPS has a mandate to protect natural and historic resources.

- *Preservation of the colony of threatened bank swallows must be a top priority in the management of Fort Funston. The park service should close the maximum area necessary to protect them.*
- *Existing laws that require all dogs to be on leash in national parks should be firmly enforced.*
- *In the 1982 GGNRA resource management plan: "Because of the unique nature of the (bank swallow) colony the park will designate it as a research natural area. This designation protects the area from any development and will receive special management attention."*
- *As one of the last remnants of land that approximates San Francisco's natural pre-settlement landscape, the Fort Funston dunes have tremendous importance both historically and ecologically.*
- *...(iceplant is) a species that is "actively smothering native California wildflowers while converting pristine coastal dune, cliff and prairie habitats into desolate biological wastelands that our native flora and fauna cannot survive in....(NPS's proposal)... will undoubtedly provide a vast improvement to the habitat (The (dune) scrub is a incredibly rich environment, supporting a wealth of plant species, many endangered, butterflies, due rabbits, field mice, and the hawks that hunt them...)...*
- *The proposed habitat protection closure is consistent with the recent order issued by the Director of the NPS, indicating that protection of natural resources is the priority in national parks and recreation areas...This order indicates "that when there is conflict between conserving resources and values and providing for enjoyment of them, conservation is to be predominate."*
- *I have been a volunteer at the Fort Funston nursery for the last 12 years. During that time I have seen the gradual degradation of the non-fenced dune landscape caused by the increased number of dogs. This makes me feel that my work is useless...*
- *Children sliding down Joey's Hill is destructive to sand dune*
- *...(they) strongly support the proposed action to protect the bank swallow colony, enhance native plant communities and reduce human-caused impacts to the coastal bluffs and dunes. This (NPS closure proposal) is an entirely reasonable proposal: indeed, the proposed closure would still leave over 80% of Fort Funston available for recreational activities.*
- *The closure notice also documents the alarming increases in cliff rescues of dog and human visitors in the Fort Funston area... The cliff climbing and cliff rescues clearly are a direct threat to the swallow colony and every measure must be taken to eliminate this situation."*
- *...It is unclear how the Park Service intends to protect the swallows from harassment and activities on the beach beneath the colony... It is also questionable whether the continued allowance of off-leash dog running and social trail construction will not lead to a general disrespect for the resources of Fort Funston.*
- *(Fort Funston) It must be managed for its biological and historical features, not as a "dog run"...As a public entity you are charged with serving the broader public, not just those who have the means to launch a malicious campaign of self-interest.*

Public Safety

Many letters expressed concern that they were not able to fully enjoy the park because of the presence of loose dogs.

- *People are not being protected from the dogs that are not on leash. Is there nothing that the park service can do to make these dog owners control these dogs so the rest of us can again enjoy the park? Dogs have stolen the park from us*
- *I'm a teacher, and have been a dog owner and bird watcher for most of my life...I no longer take my students to Funston since a large out of control dog knocked one of the children over and thoroughly frightened the rest during a field trip two years ago. The owner did not yell until I pushed the dog away, and as you might guess, she yelled at me.*
- *I am writing to complain about the lack of control of the dogs by their owners at Fort Funston. My Husband and I tried to take our young son there a few weeks ago to walk and watch the hang gliders. We had to leave because we could not walk two feet without dogs jumping up on us. ... it was not safe for our 3-year old. I asked owners, when they were close enough to see to please hold the dogs back. But they could not. Often the owners were nowhere near their dogs. 7 or 8 years ago I use to walk at Fort Funston with friends and the children- the only dogs I remember were on (leashes), controlled by their owners.*

Resource Protection and Recreation Use Conflicts

Numerous comments indicated concern about recreation use in relation to resource protection.

- *I have lost nearly all fondness for dogs after watching them, day in and day out for years, degrade habitat, destroy sand dunes, chase birds and pee on children... I am convinced that habitat protection cannot be achieved until dogs are restrained.*
- *The park is dirty with dog hair and poop everywhere.*
- *It is a shame for the dogs and the owners, but it is NOT the responsibility of a national park to accommodate them.*
- *...(data) showed that 86% of the use at Fort Funston were dog walkers. And, to me, that begs the question: If Fort Funston is such a unique and beautiful place, why is its use being dominated by a predominantly single, special-interest group? I believe that Fort Funston needs to be seen as something greater than a sandbox, with a wonderful view. It's a very valuable natural resource, and it's absolutely the last remnant that we have to pass onto future generations of what the land was like before it was settled by so many people.*
- *...we applaud the GGNRA for attempting to protect what little wildlife that remains at Fort Funston.*
- *Unfortunately, GGNRA has curried the favor of the small off-leash dog-user group, to the detriment of the park's resources and a vastly superior number of other park users, whose activities do not come in conflict with park regulations.*
- *Need a comprehensive management plan for Fort Funston, forbid professional dog walkers from using Fort Funston*

Pro-Closure Letters

NPS has a Responsibility to Protect Habitat

Form Letters

202(on COB
10/6)

"Preservation of the colony of threatened banks swallows must be a top priority in the management of Fort Funston. The park service should close the maximum area necessary to protect them. Native plant restoration on the dunes as called for in the park's management plan, should also be a high priority to both enhance wildlife habitat and stabilize the sand.

"Visitor safety and preservation of native plants and wildlife are more important than allowing access to easily eroded cliffs and bluffs."

"Existing laws that require all dogs to be on leash in national parks and require visitors and dogs to remain on designated trails should be firmly enforced."

"As one of the last remnants of land that approximates San Francisco's natural pre-settlement landscape, the Fort Funston dunes have tremendous importance both historically and ecologically. For this reason, policies of preservation and ecological restoration are especially appropriate here. Native plant restoration, prevention of artificial dune erosion, protection of threatened bird species dependent on the dunes, and encouragement of non-destructive recreation are laudable goals for the Park Service in this area.

Withgott

"The current reality of Fort-Funston-as-dog-playground prevents accomplishment of any of these goals."

Off leash, off trail-dog walking has denuded slopes of all vegetation.

"There is ample evidence that allowing large numbers of recreational users--whether adults, pet owners, or off-leash dogs themselves--to trample dune vegetation is not sustainable. Trampling has eliminated even iceplant...?"

Swallows are a significant insect control

Plants need year-around protection to become established

"...(iceplant is) a species that is "actively smothering native California wildflowers while converting pristine coastal dune, cliff and prairie habitats into desolate biological wastelands that our native flora and fauna cannot survive in."...(NPS's proposal)... will undoubtedly provide a vast improvement to the habitat. It will create habitat for native wildlife such as California quail and brush rabbits...The proposed habitat protection closure is consistent with the recent order issued by the Director of the NPS, indicating that protection of natural resources is the priority in national parks and recreation areas...This order indicates "that when there is conflict between conserving resources and values and providing for enjoyment of them, conservation is to be predominant." Removal of iceplant and planting native vegetation will protect the natural resources of Fort Funston by creating habitat for

Goldberg
California
Native Plant
Society

Goldberg,
Habitat
Restoration
Support
Group

native birds, mammals and insects. On the other hand, allowing off-trail use of this area by people and off-leash dogs is incompatible with maintaining habitat for native plants and wildlife because the plants are trampled and cannot survive to grow and reproduce.

"...it is in Oregon's interest too that this area (the 12 acre closure) and the sensitive bank swallow colony and other area resources be protected from unnecessary disturbance...In particular we especially encourage the Park Service to prohibit the running of unleashed dogs in any area of the park-but particularly in dune areas where off trail use in general has clearly degraded the area's natural values."
"Visitor safety and preservation of native plants and wildlife are more important than allowing access to easily eroded cliffs and bluffs."

Wood,
Oregon
Natural
Resources
Council

"None of these user conflicts would exist if GGNRA followed the existing federal regulation and required people to walk their dogs on leash at Fort Funston. Although there are many people who currently use Fort Funston for walking their dogs off-leash and off-trail, they should not be allowed to use the Park in a way that impairs the ability other users to enjoy the Park."

Goldberg
(Commission
letter)

"The (dune) scrub is a incredibly rich environment, supporting a wealth of plant species, many endangered, butterflies, due rabbits, field mice, and the hawks that hunt them, as well as many other parties who will never show up at an advisory board meeting...The habitat restoration at Fort Funston is an unusual opportunity to preserve a small portion of it, a portion that once stretched for miles."

Anderson

I have been a volunteer at the Fort Funston nursery for the last 12 years. During that time I have seen the gradual degradation of the non-fenced dune landscape caused by the increased number of dogs. This makes me feel that my work is useless and I am seriously considering stopping my volunteer work for the NPS

The natural qualities of Fort Funston have been significantly degraded and cheapened by the controlling impact of dogs

"FF is critical to hundreds of thousands of migrating birds as well as year round residents. Their habitats require protection.... Please don't be pressured by this vocal dog group. You should serve the larger public interest in protection of wildlife and native plants."

Children sliding down Joey's Hill is destructive to sand dune

These groups (NPCA, NRDC, Sierra Club, and The Wilderness Society)"...strongly support the proposed action to protect the bank swallow colony, enhance native plant communities and reduce human-caused impacts to the coastal bluffs and dunes. This (NPS closure proposal) is an entirely reasonable proposal: indeed, the proposed closure would still leave over 80% of Fort Funston available for recreational activities."

NPCA,
NRDC, Sierra
Club, The
Wilderness
Society

"We believe the closure will support the establishment of a larger reservoir of healthy native habitat than currently exists and that as a result of the increased stabilizing influences on the bluffs, swallow protection will be enhanced in addition to its other benefits."

"The closure notice also documents the alarming increases in cliff rescues of dog

and human visitors in the Fort Funston area... While the rescues have no doubt used a great deal of the Park Service's financial and human resources, we assume that an even greater expenditure would be required to adequately patrol the park and enforce existing regulations against off trail use and off-leash dog walking. While we would support stronger enforcement measures, we also support the proposed areas closure as a prophylactic means to address this problem. The cliff climbing and cliff rescues clearly are a direct threat to the swallow colony and every measure must be taken to eliminate this situation."

"...As indicated above, however, our outstanding concern regarding the closure notice is not the closure itself, but whether the closure will be adequate to protect the threatened swallow colony. It is unclear how the Park Service intends to protect the swallows from harassment and activities on the beach beneath the colony, for example. It is also questionable whether the continued allowance of off-leash dog running and social trail construction will not lead to a general disrespect for the resources of Fort Funston."

Include in their letter are excerpts from applicable legislation regarding resource protection within the NPS system wide and GGNRA's enabling legislation. This legislation says in part: "...the Secretary shall preserve the recreation area, as far as possible, in its natural setting, and protect it from development and uses which would destroy the scenic beauty and natural character of the area." Also cited by this group was an excerpt from the GGNRA's 1980 General Management Plan. It stated: "The natural appearance of Ocean Beach, Fort Funston, East and West Fort Miley, Lands End, and Baker Beach will be maintained. Wooded areas from the Golden Gate Bridge to the Cliff House will be protected, and wherever possible along the ocean shoreline dune environment will be restored."

"(FF) It must be managed for its biological and historical features, not as a "dog run... As a public entity you are charged with serving the broader public, not just those who have the means to launch a malicious campaign of self-interest".

Public Safety

People are not being protected from the dogs that are not on leash

"I'm a teacher, and have been a dog owner and bird watcher for most of my life...I no longer take my students to Funston since a large out of control dog knocked one of the children over and thoroughly frightened the rest during a field trip two years ago. The owner did not yell until I pushed the dog away, and as you might guess, she yelled at me."

I am writing to complain about the lack of control of the dogs by their owners at Fort Funston. My Husband and I tried to take our young son there a few weeks ago to walk and watch the hang gliders. We had to leave because we could not walk two feet without dogs jumping up on us. ... it was not safe for our 3-year old. I asked owners, when they were close enough to see to please hold the dogs back. But they could not. Often the owners were nowhere near their dogs. 7 or 8 years ago I use to walk at Fort Funston with friends and the children- the only dogs I remember were on

Santiago

(leashes), controlled by their owners.

Is there nothing that the park service can do to make these dog owners control these dogs so the rest of us can again enjoy the park?

Worried about loose dogs hurting children "Dogs have stolen the park from us"
"...I have heard about numerous incidents where people were bitten by dogs at Fort Funston. I have heard about a woman who was walking ...(and) was knocked over by a dog and was knocked unconscious. You also do not often see families with small children or babies in strollers at Fort Funston. Due to all the dogs that run up and sniff the kids, and the fact that many children are frightened by off-leash dogs approaching them."

Goldberg
(Commission
letter)

Resource Protection and Recreation Use Conflicts

"It is a shame for the dogs and the owners, but it is NOT the responsibility of a national park to accommodate them."

25

"We saw a pie chart (at the August Advisory Comm. Meet.) that showed that 86% of the use at Fort Funston were dog walkers. And, to me, that begs the question: If Fort Funston is such a unique and beautiful place, why is its use being dominated by a predominantly single, special-interest group? I believe that Fort Funston needs to be seen as something greater than a sandbox, with a wonderful view. It's a very valuable natural resource, and it's absolutely the last remnant that we have to pass onto future generations of what the land was like before it was settled by so many people."

Durighello

"I have lost nearly all fondness for dogs after watching them, day in and day out for years, degrade habitat, destroy sand dunes, chase birds and pee on children... I am convinced that habitat protection cannot be achieved until dogs are restrained."

The park is dirty with dog hair and poop everywhere.

"They (dog walkers) call themselves "the public, "the community," "the stakeholders," because they dominate in their sheer numbers meetings such as this. Yet thousands of the citizenry, such as myself, a vast majority, do not agree with them.. And we do not agree that somehow, some way they seem to think that they are entitled to something that the rest of us would automatically stay away from."

O'Leary

"...we applaud the GGNRA for attempting to protect what little wildlife that remains at Fort Funston."

"...these people who are wearing these cute little dog T-shirts, that's graffiti. That's painted on the facility at Fort Funston, and I find it really appalling that people will wear graffiti to support their cause...This same person has graffiti-ed many of the sea walls along Ocean Beach...".

Hopkins


Unfortunately, GGNRA has curried the favor of the small off-leash dog-user group, to the detriment of the park' resources and a vastly superior number of other park users, whose activities do not come in conflict with park regulations.

Huse,
NPCA

Close the Ft. Funston dog resort, open it to the public and supply boardwalks and more picnic tables away from the Visitor Center

GGNRA must develop a holistic management plan for the region, with more focus on protecting and restoring the park's unique resources.

Need a comprehensive management plan for Fort Funston, forbid professional dog



walkers from using Fort Funston

I urge you to protect the bank swallow colony by keeping people and their pets out, to enforce leash laws, and to do what ever you can to restore the trashed areas near the main parking lot; replanting with native plants as in the presidio would be especially nice."

FOFUAR00053

GGNRA006794

Anti-Closure Letters

Health, Enjoyment, Behavior, and Traditional Use

Author/
Number of
Comments

Health

Seeing dogs run free is a great way to relieve stress

Terminally ill patients need a place like Fort Funston to take their pets so that the pets get exercise. (NOTE: It is my understanding that the Guide Dogs for the Blind people in San Rafael forbid the foster owners of their dogs to be off-leash in public.) Selleck

Has note from her doctor that says: "This lady's dog should not be on a lead. This is for her safety and to prevent injury." Sarrett

"Off-leash areas are essential for the health and social well-being of dogs, and of people."

"In order for dogs to be good citizens of the Bay Area we must devote resources to their care."

Enjoyment

Fences (closure) keep people (tax payers) from enjoying area 14

*Dog owners are "threatened" and will become "endangered species"

"Please think of our dogs as our children"

"I want to spend my recreation time with pets"

Visitor's love to play with their companions far from the main trail

Enjoy the pleasure of seeing hundreds of dogs playing 2

"How can I play fetch with my dog if he is on leash?"

There are fewer and fewer places to go and enjoy nature with dogs"

"Well-exercised, well-socialized dogs are good dogs." "My dogs do better off the leash, than on." "Walking a dog off-leash is mandatory to maintain its physical and mental health." 3

"Dogs make people happy - not Birds!!!"

A tired dog is a benefit to city residents' peace and quiet.

"Many of us opt to have canines instead of children. Isn't that the way to go in over populated planet?" 2

"FF is considered the Disneyland of the canine world. Can you imagine what it would feel like if Disneyland no longer allowed children to visit?"

"(Fort Funston) is the only place you can safely park your car and take your dogs to the beach south of Sloat Blvd."

"My guests are impressed at how friendly the dogs are together...It would be a shame to take away an environment that provides interaction with one's fellow community resident."

Cites NPS survey where 74 % of the respondents said the one thing that they like Sayres

about Fort Funston is the Dogs. No one said anything about native plants.

Behavior

Increased use of city parks, more dog behavior problems resulting in more dog euthanasia

"If we don't have a place to let our beloved pets run free I fear what all the pent up energy is going to look like."

Hard to get "my dog" all the exercise it needs. After they go to Fort Funston the dog always falls asleep in the car

"I don't know where to else to take my dog to socialize. Without the socializing my Rottwieller would probably be mean and wouldn't get along with other humans either." Dogs not allowed to run off leash develop social problems

"The people of San Francisco need it (Fort Funston) so their dogs don't drive them crazy".

"Because it is open and broad, the dogs do not feel hemmed in and do not become territorial, as may occur in small parks or those awful ghettos called "dog runs"."

"...dogs are animals and just because they are domesticated doesn't mean that they're not a part of the natural environment. They need to be able to do their own recreation off leash..."

I feel safe when I walk my dogs

Fort Funston is important to non-dog owners who wish to have a sense of the wild and a sense of protection.

Traditional Use

Form letter asking for Fort Funston to remain as is

827 as of
COB 10/6

Enjoy park as it is

53

Dog Walking tradition is decades long

21

*Don't turn Fort Funston into a botanical, nature, or wilderness preserve – it is not Yosemite or a pristine place. It is not the Native Plant Society's garden - never was public consensus Disagrees with turning a recreation area into a nature exhibit.

17

Don't want to be confined to narrow trail only to observe "native vegetation"

"One of the reasons we moved to CA is because of the wonderful natural environments and areas where dogs are welcome. Please don not make CA like other states - it is special!"

Object to closing area and not allowing dogs to run free

21

Tearing up Sunset Trail was appalling, take down fences

5

Years ago, Fort Funston was unsafe, she was accosted by homeless people, drunken people, people on drugs, and in addition she saw the rangers capture a naked man running along the top of the dunes. This has all changed. "...today--Fort Funston is a clean, safe place to walk--esp. for a single woman. It is safe and clean due in large part to the dogs and their owners who walk there."

Kind

NPS proposal is trampling the rights of dog owners

2

Areas where dogs can run free are being eliminated. In SF space is at a premium

7

and open space for recreation is valuable. Don't close areas needed for owners to exercise their dogs. Fort Funston is one of the last 2 places in SF where dogs are allowed to run off leash.

My primary concern is that the Park Service ultimately intends to close the park to pets

"My concern is that efforts to re-introduce once-native vegetation, and efforts to protect swallows may adversely impact San Francisco dog owners' ability to get healthful exercise with their pets."

"Fort Funston is "critical habitat" for recreational access by dedicated dog-owners all over the Bay Area." "Like the swallows my habitat appears to be ignored." Open recreational spaces are as endangered in large cities as the plants and animals your proposal claims to protect.

Fences are a visual blight and "I dislike the meaning of it (fences) - people- this area is not for you - stay out."

History and Purpose of Park, Management Practices

Fort Funston was given to NPS by SF for rec. use (don't ranger vehicles on beach disturb birds?)	33
Public notice inadequate and no provision for public review of the documents relied on for the proposal. Over 20% of the Funston has been closed to public w/o due process	4
"Bank swallows have moved south to get away from the GGNRA's destruction!"	Wong- Logan
"The GGNRA's attempts to control nature are in direct contrast to the mandate of the park system."	Strout
"Any restriction you place on public access should be carefully tailored to meet specific goals that are directly related to the purpose for which the park exists."	
Urban recreation – including Dog walking was recognized by Congress as a recreational activity in GGNRA's enabling legislation - It was not established as a refuge for bank swallows or an example of dune vegetation.	5
Under terms of initial agreement GGNRA was to consult with the City of SF whenever there was any planned "substantial alteration of the natural environment" By illegally fencing off ten of the proposed 12 acres the park service has failed to use the land as mandated by Congress.	Beck
"There has been little or no notification or explanation about the closures."	McKean
"The rangers are never on the paths we use I'm there 5 days a week and the only rangers I see are in big trucks driving too fast."	Malaspina
"The ranger knew nothing about the range, migration or natural history of bank swallows and couldn't distinguish them from northern rough-winged swallows."	McAllister
"Federal Park Police regularly harass and intimidate the dog walking public. Their menacing behavior borders on the criminal. I have witnessed exhibitions of their assaultive behavior against ordinary peaceful citizens and I would be more than willing to give factual testimony about these events."	Reverend Reiff
"Last autumn, with callous disregard for the aged, the disabled and mothers with children in strollers, you ripped out the sunset walk and the benches where people sat to enjoy nature's vistas. I personally know handicapped people who are not longer able to stroll this walk because they are unable to negotiate the shifting and uneven sands that replace and have stolen away the once paved walkway."	Reverend Reiff
"(NPS's) mandates by the Federal Government and the city of S.F. as to how you would manage Fort Funston both clearly called for your preservation, not just of plant life, but of the open recreational aspects of the fort as well. "	Bachman
Off leash dog walking is a privilege which the NPS can revoke at any time. It is a privilege that is an important community right, which we are willing to defend.	SPCA- Sayres
Intent of GGNRA is recreation	
"Given the fact that even the bank swallows are moving away from the "protected" area, it is clear that the GGNRA has to reexamine its options and its priorities. Dog-walking was an enumerated activity in U.S. House Report (H.R. Rep. No. 1391, p. 4854, cited in a letter from E. Sayres to Superintendent O'Neill, Aug 16,	

2000

The importance and legitimacy of off-leash recreation was reconfirmed formally by the GGNRA Advisory Commission in 1979.

Advisory Commission had "extensive public hearings to determine where off-leash dog walking would be permitted within the GGNRA. Fort Funston was designated as one of those areas."

Bosch

"Fort Funston is not Mount Rushmore. It is a city park..."

Bosch

Discussions regarding NPS's Closure Justifications

General Discussion

Park is being incrementally reduced, now 20% of GOGA closed to public
Limiting recreation areas in a crowded city is not good management

3

Wong-
Logan
Mason

"After reading (NPS pub.) it's hard to understand exactly which reasons -- swallow protection, erosion and native plant restoration--are being used to support which closures, since they all seem to be run together."

"I support setting aside tracts of land large enough to support a wide variety of species, with populations large enough for genetic health. However, setting aside wee scraps of land inside an urban area, like Fort Funston, represents excessive zeal, a kind of environmental Puritanism." "In an urban area people come first"

Broaddus

"Your administration has managed to turn a recreational and wildlife paradise into a blighted sand dune. Please stop before the damage is irreparable!"

de Zardo

Fences along cliff faces will fall and those near dune areas will be buried in a short period of time. The most practical means of fencing would be fences place further inland, away form the most dynamic portions of the dunes.

Rolland
Mathers

NPS's proposal to protect swallows at Fort Funston and to develop Fort Baker seems hypocritical. Equipment and number of people used to install the fences were excessive and probably caused more damage than a 50-pound dog. He was also concerned about the fence post. Were they pressure treated?

Shepard

In the 1982 GGNRA resource management plan: "Because of the unique nature of the colony (referring to the bank swallow colony) the park will designate it as a research natural area. This designation protects the area from any development and will receive special management attention." Protection is necessary for the survival of this species.

Murphy

"An ecosystem cannot be ignored or off-handedly replaced simply because it incorporates humans and pets. The removal of these "non-natural" components will increase the use of the area by other "non-natural" components endemic to an urban environment -- like rats, cats, other feral animals, and urban birds. Such population shifts in urban influences will likely affect many non-urban species, perhaps positively, perhaps negatively. The NPS does not know which, and yet seems intent on effecting a series of closures regardless. This is a grave failure of stewardship."

Koenigsber
g

Request NPS assistance in removing fox tails. (a non-native grass)

FFDW

"But I'm troubled when I see the implication that native is good simply because it is native, and that non-native is bad. That exotics need to be evicted simply because they're non-natives. Not all natives are good. For example: The majority of insect pests are natives, and there have been enormous benefits from some non-natives, All livestock, except turkey, are non-native."

Hu

"Commissioners, please don't allow Fort Funston to become a nature exhibit behind fences."

Bank Swallow

California Department of Fish and Game advised that only the cliff face fence is all that is necessary to protect swallows	2	
Fences don't work to protect swallows	9	
Install fences to protect swallows, i.e. on the cliff face	8	
No facts, regarding swallows, to support closure	5	
Wants to see science supporting the closure –Past Director of Development for TNC, Eastern Region of the US, states swallow is not supported by scientific evidence. Cites second hand information re: Martha's Vineyard, with its thriving bank swallow colonies in the midst of human activity that exceeds what exists at Fort Funston	5	
Genetic (Natural) selection is in process working to exterminate swallows. Only the fittest will survive.	3	
A bigger problem to swallows is the available access to cliffs from the oceanside not the cliffs		Spauschus Johnson Goldberg
Studies have shown that closing areas does not help populations of bank swallows and in fact their population has gone down since the closures.		
No scientific basis for closure		Brobst
A majority of environmental scientists fail to concur with your (NPS) plight of the bank swallows"	2	
Believes that swallows are not shy and can live harmoniously with humans and dogs. Also believes that the major threat to swallows is due to the area being "barraged by serious air and water pollution."		Dunlap
"The closures were supposed to protect the bank swallows, but it has the effect of pushing out the primary users of this park – dogs and dog walkers."		McKean
The northern closures did nothing to help them (swallows). "(Those areas) are full of dead ice plants. I don't want the rest of Fort Funston to look like that."		Malaspina
Swallows are endangered, they are common in their main portion of their range. This habitat is not suitable for them.		McAlister
Erection of fences to protect swallows is pretense. They are not endangered nor even threatened. NPS's argument that human shadows cast on the cliff borroughs is not supported by science. To say that swallows need the plant growth areas as their "habitat" for nesting, etc., Is false – pure pretense."		Bachman
"...we should be saying that it's amazing that we have these two strange bank swallow colonies... We should be looking at that more (as) and anomaly instead of an alarm."		Podenski
The NPS has failed to analyze, for example, the impact of unleashed dogs on		

controlling predators of bank swallows." (page 5)

Cites study by Cutle, B. "A Bank Swallow Colony on an Eroded Sea Cliff." 1961, p. 46, (found at US04059). "She also commented on the anomalous fact that there were fewer predators at Fort Funston than existed at other colonies...{P}redators may be less in evidence than at some more typical locations."

Bank swallow expert agreed with dog walkers not park biologist on methods to protect swallows.

Ward

Geology and Erosion

Dogs are not de-stabilizing the cliffs. Removing ice plant and trees will hasten process

2

Native planting has increased erosion

Fugate

"...the wind, rain, and tides will move more sand in 10 minutes at Fort Funston than a few random hikers (and dog-walkers) will in 10 years."

Bachman

She quotes a USGS geologist who states that "The amount of material lost through cliff retreat and land sliding dwarfs any impact from people walking along the cliff."

Dr. Shore

Conservation and Restoration of Dune Habitats

Does not believe that the closure is about swallow protection, but "native plants. It appears that the native plants are not recreation friendly the way that the ice plants are. Therefore the public recreational users have to be fenced out.

Native vegetation is only for swallows, and therefore not needed

"(I) fail to see the logic of closing large portions of the park for establishing native plants at the cost of greatly reducing recreation space."

Dahlin

"Dunes were never filled with native plants...they were 90% dunes with a bit of brush. Native 90 year olds remember that was the way it was."

Goldberg

Why remove ice plants? Swallows are opportunistic eaters and there is plenty to eat at Lake Merced

O'Neil

"...the removal of the iceplant will erode the history of the California coast. I see the iceplant as a part of our heritage, a remnant of the war years. Growing up, I learned that without the iceplant the military would have had major erosion problems and had difficulty maintaining camouflage for the bunkers and batteries, installed to protect our coastline."

Hancock

"Stockade-like fences are most certainly not native to the dunes..."

Tiernna

He does not think plants existed at Fort Funston before the fort was made. He says that "...its not a real restoration; it's a Disneyland. It never existed before."

Brown

Public Safety

When people drown Ocean beach is not closed, yet this is a justification for closing Fort Funston to dogs when accidents there happen.

Rescue information is misleading, most occur in the proposed closure area	2
Disagrees with closures of areas for safety. Believes that areas closed shouldn't be and an additional area should be closed.	Bachman
If safety is a concern, why not just install a barrier instead of closing the entire area.	Shore
The responsibility for safety should be determined by the individual not the NPS.	Brown

Suggestions

Supports finding a compromise to allow protection and people walking their dogs in a responsible manner. E.g. Feels that native planting and swallow nests restoration can be done successfully without taking more than 75% of the beach cliff trails away from the dogs and people that enjoy this park. "Please don't take our cliffs away!"	10
Wants the NPS to poll current Fort Funston users, Less "dog space" at Fort Funston means more crowding at other parks. Is there an EIR on this policy decision.	Cheney
Number of dogs per person should be controlled	Dinsalge
If Fort Funston closes to off leash identify another area that is open to off leash dog walking	Gelson
Supports seasonal closing of area (and limiting of days dogs are off leash?)	2
"Please reconsider expanding the areas forbidden to dogs"	2
"I am demanding a thorough public investigation into your agencies behavior and activities that are directed against the park using public (funds?)."	Reverend Reiff
"And I am further demanding a thorough public investigation into your agency's ongoing abrogation and negation of our right of access to Fort Funston. This right was clearly defined and spelled out by the City and County of San Francisco when it ceded this land to the Federal Government. I eagerly look forward to your timely and expected reply."	Reverend Reiff
"If areas must be closed due to environmental concerns than adequate studies must be performed and an open forum must be held to allow for demonstration of these studies, discussion and feedback."	Tokars
"Please exercise your discretion to say there is no justifiable emergency to alter the 40 year course of open, unfettered recreation at the Fort. Design a comprehensive plan with native plants in low or no traffic areas, with swallow protection, if they need it, and with the rest of us left alone to enjoy what remains of the evolution of the Army's work."	Garn
Wants Fort Funston kept open and to open more NPS sites as off-leash areas	1
SF should reclaim Fort Funston from NPS --"If the Park Service fails to do so (use the land for "recreation or park purposes" forever) the City of SF may take the park back."	3
Restoration should be limited to the fringes of the property	
Recreation not preservation should be goal of GGNRA	4
"I feel though, that the problems facing the Fort are due to the person(s) taking out herds of dogs for exercise without a thought about clean-up control. I have been charged by masses of uncontrollable animals, and I, as a dog person, find this difficult to handle, even with the non-aggressive dogs that I own. The dog walkers	Slssman

with the uncontrollable numbers of dogs seem to be oblivious of this problem. The numbers of dogs per handler needs to be limited to 2-3! These "professionals" need to take out only a few dogs at a time to exercise, not 10-15 at a time as they are now doing."

Other Comments

No substantial reason has been given to close part of Fort Funston	Brost
"I would like to compliment your Rangers Bob Holloway and Roger Scott for being the type of people our National Parks need to show off."	Slissman
Pressure from Audubon and Native Plant Society causing closure not facts	2
Hang-glider users do not disturb swallows	Brown
If dogs are banned, people won't come, budgets will go down	Selleck
Wants to have a say in park planning	Beall
Will start vendetta against NPS until NPS stops its vendetta against dogs	McCormack
Letters from dogs: E.g., Bosco, Lollipop, Jack the Bear, Alpine, Baron, et. al. state that they love Fort Funston	
I do not see the justification for these LARGE "project" closures".	2
NPS should have conducted environmental impact studies before taking action	Bernstein
"People cause more damage than dogs do..."	Frank
SPCA calls it the Peoples Park	Mahoney
"And what we are afraid of, and has made us so defensive, is that without proper consideration GGNRA could make us leash our dogs and the next step would be to outlaw dogs altogether	Grant
"We have had to go to the East Bay where they seem able to adequately protect the environment and give pleasure to dogs and owners." Regional Parks have "enlightened" off-leash policy	2
Be free, let others be free. Please allow us to enjoy this sacred space	Michele ?
"Nature intends that we live in a multi-species world; let us keep Fort Funston open to all species."	4
Protesting closing of sand dunes, previously used for sliding	Bozin
"...I just see dog owners being scapgoated for problems they are not usually responsible. The culprits are often overuse of parks system and low maintenance."	
"It is outrageous arrogance to presume to know more than anyone else what is best..."	Skufca?
"(Fort Funston)...beginning to look more like a ranch with more and more fences going up..."	
"(GGNRA) was not created just for a small, well funded vocal claque that seeks to reproduce esoteric California plant life in what has always been sand dunes or to protect the Bank Swallow that fled this area some time ago because of land clearing and replanting activities undertaken by your agency."	Reverend Reiff
"History tells us that land enclosures never benefit the public; they are engineered for the elite."	Reverend Reiff

"We do not appreciate being advised that activities that have existed on these lands for many years are suddenly unacceptable or being curtailed in many cases without open dialog with users."

"...I'm originally from Germany where off-leash dogs have coexisted with nature for centuries without any adverse effects caused by dogs, where people understand that dogs do not in fact harm the environment and most importantly do not have to live under the heels of the National Park Service."

Cronin

"We will enthusiastically support a balanced policy and urge you not to impose onerous restrictions that would make Funston "off-limits" to us.

2

"...the closures are not supported by any true scientific measurements, but are, in some way, retribution. Retribution against human beings who use the recreational park to not only enjoy the immeasurable health benefits that the vistas and serenity provide, but also to enjoy a healthy stroll, walk or run with their canine companions."

Perry

Has no problem with being restricted to trails, but objects to the closure of 12 acres. Wonders why NPS hates dogs and dog people. She continues by saying NPS rangers, for the most part are a "bunch of idiots who probably couldn't get a real job". "Get rid of the fences, get a life, and stop bothering us."

Nicolini
Hall

GGNRA is being influenced by the environmentalists to the exclusion of other constituencies

Scher

Fence posts are treated with cancer causing chemicals

Cardinal
Best

"As a true environmentalist, I find this "playing "God " attitude on the part of the native habitat restoration organizations extremely disturbing."

"In University Park in Oxford, England dogs are allowed off-leash and bicycles are forbidden. "Now that makes sense."

Thorr

"If adequate discussion with the public had been held, we wouldn't be in this adversarial situation. At this point, a win-win will be difficult to achieve."

Bruins

"It is the NPS that has plundered this urban asset by your intentional destruction of the Bank Swallow habitat for truly questionable ends.

NPS's true plan is to blanket the entire area with thick, 2-4 foot-high plant growth, until all open areas of the Fort are unusable to people and pets and to severely regulate all access to the park by people and pets to strictly designated trails lined with restraining fences on both sides and posted with signs threatening fines for those who trespass.

Bachman

"...people need open space as well as birds."

Boyd

1999 NPS study shows 74% thought off leash dogs is what made Fort Funston "special".

Less than 2% had concerns about dogs

Supports SF open recreation policy, hang gliders, dune sliders, nesting birds, etc. Since 1991 at least 5 areas were closed. Please, put an end to this closure creep.

Ingram
Christy
Cameron

"...native plant advocates ...appear to want to have an exclusive claim on the park."

Ward
SPCA

Does not feel that NPS provided effective notice to the public of the proposed closure and that no effort was made to advise the occasional user that their access would be affected by the NPS proposal. They request public access to all documents cited in NPS report regarding this proposal, including more information

with respect to the cited personal communications.

The handling of the public comments at the September meeting of GGNRA's Citizen's Advisory Committee was criticized . The closure was not the first thing on the agenda and the testimony was not heard until "10:45 P.M." Garn

Inner city kids need a good place to camp, such as Fort Funston. Don't close off the park to these kids. Asnis

"It took innumerable hearings and discussions to set the "off leash dog policy." Garn
How can fencing out the most prized acres be less worthy of vigorous investigation and discussion?"

"Put the fun back into Funston"

Comments Presented at the Advisory Commission Meeting

Rolland Mathers:

Fences along cliff faces will fall and those near dune areas will be buried in a short period of time. The most practical means of fencing would be fences placed further inland, away from the most dynamic portions of the dunes.

Dan Brown (president of the Hang Gliding Club:

Object to NPS contention that hang gliders disturb bank swallows. Also concerned that there isn't specific hard science to document the proposed closure.

He objects to restoration of native plants. He does not think plants existed at FF before the fort was made. He says that "...it's not a real restoration; it's a Disneyland. It never existed before."

The responsibility for safety should be determined by the individual not the NPS.

John Cranshaw:

Objects to the lack of public participation in NPS decisions at FF. Cites an article in Science this spring that mentions NPS' history of using questionable science for its decision making.

Christy Cameron:

In 1991, the northern section was closed for bank swallow protection. The swallows never came back and the area remains closed.

In 1995, the inland northern section was closed for native plant habitat. Also in 1995, the Battery Davis slope was closed for erosion control and native plant habitat. It was to have reopened in five years. There was no significant planting and it has not been reopened.

In 1999, the Sunset trail was closed. The pavement removed. On the eve of the lawsuit the trail was reopened.

This year, the northern spur trail and the Gap Beach access route were closed. A five acre area was closed, ostensibly for the good of the swallows; but, later, expanded to a laundry list of native plants, erosion, and safety claims, none of which have been shown to be necessary.

Please, put an end to this closure creep.

Laura Cavaluzzo:

Gives reasons why swallows do not need closures for protection. NPS's lack of science in their decision making may not only be adversely destroying a precious recreational resource, it may well be destroying the very birds they claim to protect.

Linda Shore:

NPS claims that visitors casting of shadows may be perceived as predators. Dr. Shore contends that the "notion that you can cast shadows on the burrows from the cliff tops is completely erroneous.

If safety is a concern, why not just install a barrier instead of closing the entire area.

Dr. Shore quotes a USGS geologist who states that "The amount of material lost through cliff retreat and land sliding dwarfs any impact from people walking along the cliff."

"Why can't issues affecting FF merit good science and careful planning?"

Jane Shepard:

Urban dwelling children enjoy FF.

Vicki Tiernna:

Fences are a blight on a spectacular landscape. "Stockade-like fences are most certainly not native to the dunes..."

"Please do not allow the Park Service to upset the balance, harmony, and beauty we've found on this land for decades...tuning this urban paradise into little more than a fenced compound."

Florence Sarrett:

Has note from her doctor that says: "This lady's dog should not be on a lead. This is for her safety and to prevent injury>"

Lydia Bosch:

Represents dog-walkers suite against NPS. Noted that public hearings "started after 10:30 on a school night."

Two points: 1) history of Fort Funston and 2) the enabling legislation

FF opened as a park in 1961.

Advisory Commission had "extensive public hearings to determine where off-leash dog walking would be permitted within the GGNRA. FF was designated as one of those areas."

“FF is not Mount Rushmore. It is a city park...” (There is a big difference between a city park and a unit of the NPS.)

Suggests that we read the Senate hearings, the House hearings, and House Report.

Jeff Ward:

“...(dog walkers) are being subjected to bad science and an overblown zeal for environmental nostalgia..”

“...native plant advocates ...appear to want to have an exclusive claim on the park.”

Bank swallow expert agreed with dog walkers not park biologist on methods to protect swallows.

Jennifer Finlay:

A tired dog is a benefit to city residents' peace and quiet.

Denise Selleck:

Terminally ill patients need a place like FF to take their pets so that the pets get exercise. (Do the Guide Dogs for the Blind people in San Rafael advocate that dogs run loose?)

Bogin Family:

Goes running without worrying about an unleashed dog bothering her. Kids love the area also. Gareth Bogin believes that there can be a compromise between the birds and the dog walkers.

Sheila Mahoney:

The proposed closures are nothing less than a land grab. Don't turn FF into a native plant museum.

Joseph Stroman:

Closures would result in 20% of the park being closed.

Deni Asnis:

Inner city kids need a good place to camp, such as FF. Don't close off the park to these kids.

Chaya Gordon:

“...dogs are animals and just because they are domesticated doesn't mean that they're not a part of the natural environment. They need to be able to do their own recreation off leash...”

Ed Sayres, President of S.F. SPCA

Cites NPS survey where 74 % of the respondents said the one thing that they like about FF is the Dogs. No one said anything about native plants.

George Paphitis:

Closures are Draconian measures justified with faulty science. NPS has lost sight of the purpose of the area: recreation.

Avrum Shepard:

NPS's proposal to protect swallows at FF and to develop Fort Baker seems hypocritical. Equipment and number of people used to install the fences were excessive and probably caused more damage than a 50 pound dog. He was also concerned about the fence post. Were they pressure treated?

Dan Murphy, Audubon Society:

In the 1982 GGNRA resource management plan:

“Because of the unique nature of the colony (referring to the bank swallow colony) the park will designate it as a research natural area. This designation protects the area from any development and will receive special management attention.”

Protection is necessary for the survival of this species.

Renee Pittin:

“The sight of my 11-year old dog lying on the dune, enjoying the sun and breeze, like a sunbather on the beach, fills me with pleasure and makes me thank my lucky stars that I'm in San Francisco and at Fort Funston.”

“Please respond to the users of this park. Keep FF open, fully open, to the public.”

Andrea O'Leary:

“They (dog walkers) call themselves “the public,; “the community,” “the stakeholders,” because they dominate in their sheer numbers meetings such as this. Yet thousands of the citizenry, such as myself, a vast majority, do not agree with them.. And we do not agree that somehow, some way they seem to think that they are entitled to something that the rest of us would automatically stay away from.”

“...we applaud the GGNRA for attempting to protect what little wildlife that remains at Fort Funston.”

Patrick Noakes:

Mentions “...the weak science, pseudo science, voodoo science that’s been brought up in justifying some of the closure arguments has been put to rest...”

Claudia Kwoczynska:

Groups like the Audubon Society and Sierra Club seems to be privy to the decision-making process and their opinions seem to hold more weight than other park-user groups.

“Please give them (dog walkers) your full attention in your due considerations and your deliberations.”

Alan Hopkins, Audubon Society:

“...these people who are wearing these cute little dog T-shirts, that’s graffiti. That’s painted on the facility at Fort Funston, and I find it really appalling that people will wear graffiti to support their cause... This same person has graffiti-ed many of the sea walls along Ocean Beach...”

“FF is not a pleasant place to visit if you don’t like dogs, if you’re a bird watcher, if you try to look at a bird and you’re surrounded by 20 dogs.

Steven Krefting, NPCA:

FF is not being managed to protect the resources. The closures are necessary.

Mort Ginsberg:

Swallows have been coming back for 90-some odd years, without fences and with dogs.

Francine Podenski:

“...we should be saying that it’s amazing that we have these two strange bank swallow colonies... We should be looking at that more (as) and anomaly instead of an alarm.”

Karin Hu:

Using the GGNRA proposal as an example of the national epidemic of scientific illiteracy.

”But I’m troubled when I see the implication that native is good simply because it is native, and that non-native is bad. That exotics need to be evicted simply because they’re

non-natives. Not all natives are good. Fore example: The majority of insect pests are natives, and there have been enormous benefits from some non-natives, All livestock, except turkey, are non-native.”

“Commissioners, please don’t allow FF to become a nature exhibit behind fences.”

John Keating:

(in regards to NPS measures to protect swallows)”The question is whether it’s right, and we need to look at the truth... You should do the full analysis of whether you’re helping the bank swallows or hurting them.”

Lisa Vittori:

Valerie Hancock:

Lana Bajsel:

Saw a park ranger putting a padlock on the gate and she said: I thought there was a court decision barring you from putting that padlock on that gate.” And the person looked (at) me, turned their head and looked at me, and said, “We can do what we want.”

Feels like a stepchild because they are always last on the agenda.

Binder Number 1

Anti-Closure

Con

Closure prevents people from enjoying park

Name

Samek
Tremond
Grimm (sent two letters, one stating that promises were made in 1979 that no changes to pet policy would result)

Finlay
Stover(?)
Staschwich
Zamarripa

SRC

Hu

Conner

Feit

Beall

Selleck (hang gliders are a threat to the birds)

Michalske (she sent in two identical letters)

Murphy (she sent in two identical letters)

Nicholson (Don't ranger vehicles on beach disturb birds?)

Logois

Schulkin

Currann 38% of Sfers have dogs

Thornton

Sindell

Setian

Massie

Stein

Camposeco

Moran

Ryder, M

Schurer

McAllister (violation of the original commitment to recreational use) Native dune vegetation is of historical interest and belongs in an arboretum)

Fort Funston was given to NPS by SF for rec. use

Object to closing area and not allowing dogs to run free

Fences keep tax payers from enjoying area

Decade long tradition

Enjoy park as it is

Fences don't work to protect swallows

Collins

Noakes

Estave

Public notice inadequate and no provision for public review of the documents relied on for the proposal.
Over 20% of the Funston has been closed to public w/o due process
Areas where dogs can run free are being eliminated

Need coastal consistency determination
Dog owners are "threatened" and will become "endangered species"
Congress recognized dog walking as a rec activity in GGNRA's enabling legislation. Disagrees with turning a rec area into a nature exhibit. No scientific basis for closure
No facts, regarding swallows, to support closure

Pressure from Audubon and Native Plant Soc causing closure not facts
Recreation not preservation should be goal of GGNRA

Increased use of city parks, more dog behavior problems resulting in more dog euthanasia

Hang-glider users do not disturb swallows
Park is being incrementally denied to the public for rec. use
If dogs are banned, people won't come, budgets will go down
Fence bluffs, assure first three issues resolved. Veg management misguided. Believes nat. veg. Is only for swallows, and therefore not needed
Trampling the rights of dog owners
Wants to have a say in park planning

Pro
NPS has a responsibility to protect habitat

Bjork
Estave
Jensen (cat lover)
Powers (clear trail of drifting sand)
Ayers (letter contains substantive comments)

Sammis
Schipper
CCC -Raives
Scully

Brobst

Casassa
Lyss
McAllister
Casassa

Ryder
Nicolait
Chiesa
Jacob
Slissman

Romanini (also wrote letter to chair of advisory commission, asking him to read her letter to B. O'Neill)

Brown
Brown

Selleck

Cavaluzzo

Brown
Beall

Name
Embry
Kunkel

Wallace

Francis (only 5% of SF dune complex remains)

Flowers

unsigned post card

Herath-Veiby

Siddique

Aderhold

Jolin

Luehrmann

O'Connell

Miller

King

Clifford

Blum

Commins

Rutkowski

Nemeth (wants to be on mailing list:
Teresa @ 1189 Harrison St.,
Apt 2, Santa Clara, Ca 95050

McColley

Colasurdo

Maxwell

Schumann

Zebell

London

Goldberg

Gardner

Santiago

Orr

People are not being protected from the dogs that are not on leash

Close the Ft. Funston dog resort, open it to the public and supply boardwalks and more picnic tables away from the Visitor Center

Binder Number 2

Anti-Closure

Con

Closure prevents people from enjoying park
Supports seasonal closing of area (and limiting of days dogs are off leash?)

Form letter asking for FF to remain as is
Fort Funston was given to NPS by SF for rec. use

Name

Luey

Asaro

78

Morris

Hurowitz

Kroteer

Jupiter

Weinstein BARK is a local publication

Object to closing area and not allowing dogs to run free	Grimm
	Friedman, et.al
	Chow
Don't turn FF into a botanical preserve	Nicolait
Tearing up Sunset Trail was appalling, take down fences	Walker
Fences are a visual blight	Sarrett
Dogs not allowed to run off leash develop social problems	Grant
Rescue information is misleading, most occur in the proposed closure area	McAlister
Enjoy park as it is	Carter
	Perry
	Martinez
Fences don't work to protect swallows, take them down!	McNamara
	Herrera
Install Fences to protect swallows	Costa
	Rosenberg
Natural Selection is working to exterminate swallows	Schmoltze
	HU
No facts, regarding swallows, to support closure	Vaughn
Wants to see science supporting the closure	Mooney
	Rizzo
	Maxim
Park is being incrementally reduced, now 20% of GOGA closed to public	
Will start vendetta against NPS until NPS stops its vendetta against dogs	McCormack
When people drown Ocean beach is not closed, yet this is a justification for closing FF to dogs when accidents there happen.	

Pro

Pro

NPS has a responsibility to protect habitat

Name
Dilabio
Williams
Hansen
Hanson
Bartell
Bensinger
Parker
Hammond
Hanahan
Schierferstein
Elton
Dutton
Stone
O'Connell
Jones
Krasevac

Lenz
Mulvaney
Spencer
Jeffries
Fitzpatrick
Bowers
Reese
Hert

7 more form letters (burrowing owls?)

Ulvang
Brenner
Riley
Denison
McArdle
Raine
Kaspar
Elsner
Singer

Dogs make a mess
People are not being protected from the dogs that are not
on leash

Binder Number 3

Anti-Closure

Con

Form letter asking for FF to remain as is
Fort Funston was given to NPS by SF for rec. use

Name

85
Anderson
Donavan
Duva
Vinsant

Dogs are not de-stabilizing the cliffs. Removing ice
plant and trees will hasten process

Enjoy the pleasure of seeing hundreds of dogs playing
CDFG advised that only the cliff face is necessary to
close to protect swallows

Bower
Johnson

Object to closing area and not allowing dogs to run free
A majority of environmental scientists fail to concur
with your (NPS) plight of the bank swallows" "Many of
us opt to have canines instead of children. Isn't that the
way to go in over populated planet?"

Franklin
Blair

"If we don't have a place to let our beloved pets run free
I fear what all the pet up energy is going to look like."

Ebrahimi

Visitor's love to play with their companions far from
the main trail

Ong

Decade long tradition

Poch
Spillane

Don't turn FF into a botanical preserve

Hard to get "my dog" all the exercise it needs. After
they go to FF the dog always falls asleep in the car

Tobias

"Please think of our dogs as our children"	Lee
"My primary concern is that the Park service ultimately intends to close the park to pets	Liden?
Tearing up Sunset Trail was appalling, take down fences	Bolin
"I don't know where to else to take my dog to socialize. Without the socializing my Rottwieller would probably be mean and wouldn't get along with other humans either."	Mahoney
Enjoy park as it is	Bradley Yoder Strock? Gibbs Scully Bolin
There was never public consensus to change our recreation area into a "native plant" preserve	
Fences don't work to protect swallows, take them down!	Cardinal
"The people of San Francisco need it (FF) so their dogs don't drive them crazy".	Dubrof
Install Fences to protect swallows (near edge of cliff only)	Peer
Does not believe that the closure is about swallow protection, but "native plants. It appears that the native plants are not recreation friendly the way that the ice plants are. Therefore the public recreational users have to be fenced out.	
Under terms of initial agreement GGNRA was to consult with the City of SF whenever there was any planned "substantial alteration of the natural environment"	Beck
"Any restriction you place on public access should be carefully tailored to meet specific goals that are directly related to the purpose for which the park exists."	
Public notice inadequate and no provision for public review of the documents relied on for the proposal.	Simpson
Over 20% of the Funston has been closed to public w/o due process	
"Dogs make people happy - not Birds!!!"	Sebastian
Wants the NPS to poll current FF users, Less "dog space" at FF means more crowding at other parks. Is there an EIR on this policy decision?	Cheney
"The GGNRA's attempts to control nature are in direct contrast to the mandate of the park system.	Strout
No substantial reason has been given to close part of FF	Brost
If FF closes to off leash identify another area that is open to off leash dog walking	Gelson
Don't want to be confined to narrow trail only to observe "native vegetation"	Krotzer
"Bank swallows have moved south to get away from the Wong-Logan	

GGNRA's destruction!"

Limiting recreation areas in a crowded city is not good management

Wong-Logan

Letter from 3 dogs (Bosco, Lollipop, Jack the Bear)

Franklin

Pro

"...boy, from what I've been reading, this dog thing at Fort Funston has been very much blown out of proportion. As a City parks Asst. Superintendent, I have been dealing with these folks for a while. Please add me to the list of supporters for protecting habitat there (although I expect that your calls and letters will be 85-15% pro dog). I find it extremely absurd that there's been a lawsuit (over) the small percentage of total land that is fenced off."

Morlin

Binder Number 4

Supports seasonal closing of area (and limiting of days dogs are off leash?)

Tamale?

Genetic selection is in process. Only the fittest swallows will survive

Tamale?

Form letter asking for FF to remain as is

55

Fort Funston was given to NPS by SF for rec. use

Pazmanczyk

Rubey

"FF is "critical habitat" for recreational access by dedicated dog-owners all over the Bay Area."

Peters

Object to closing area and not allowing dogs to run free

deVjillliert

Ratsom?

Decade long tradition

Fo

Kales

Don't turn FF into a botanical preserve

Donovan

Sokolsky

Please try and find a compromise

Gaffrey

Lau

"It is outrageous arrogance to presume to know more than anyone else what is best..."

Skufca?

"How can I play fetch with my dog if he is on leash?"

Peisner

There are fewer and fewer places to go and enjoy nature with dogs"

Nightingale

Enjoy park as it is

9

I do not see the justification for these LARGE "project" closures".

Pratt

Install Fences to protect swallows, I.e. along the cliff face

3

NPS should have conducted environmental impact studies before taking action
FF is a People's Park not a nature preserve
Letter from Alpine and Baron, they love FF and think of it as "our last doggie heaven"
Dog walking was recognized by Congress as a rec activity in GGNRA's enabling legislation. Disagrees with turning a rec area into a nature exhibit. No scientific basis for closure
A bigger problem to swallows is the available access to cliffs from the oceanside not the cliffs

Bernstein

Gardner
Shofe

Vozenilek

Spauschus
Johnson

Pro

Pro
NPS has a responsibility to protect habitat

Smold?

Lee

Kramer

Ferguson

"I do not really like dogs, much less when they are off-leash, and they sometimes are a threat to me both when I am on bike or on foot. Some owners claim that they are able to control their pets by voice only, but occasionally these "voice controlled" animals have run up to me, growled, or nearly knocked me down, and do not appear to have been under any kind of control. They can ruin the outdoor experience for me...I am also in favor of the GGNRA requiring all dogs in the park on leash."

("Why have you not halted the threats to fragile native vegetation, bank swallows (listed as threatened in California), California quail and burrowing owls?")

We are not longer able to go to Fort Funston because what I would call the Radical Dog owners that have forcefully taken over the park. These people believe that they have more of a right to the park than the rest of us...(while trying to leave parking lot for walk with 3 year old, 5 separate dogs jumped on them and when owners were close enough they refused to hold their dogs back.)

If these people have no concern for the safety of my 3-year old child, why would anyone think they care at all about the environment or safety of the wild life at Fort Funston? Looking around the park from the parking lot it was clear that these dogs have destroyed the environment. Dog hair everywhere, plant destroyed

Rutkowski

Santiago This is her second letter

by the dogs running over them
 Please close as much of the park as possible from this
 disrespectful dog owners and their dog. Same some
 piece of this beautiful park for my son's generation..

Binder Number 5

Anti-Closure

	Name
There should be a compromise to this problem	2
Form letter asking for FF to remain as is	51
"People cause more damage than dogs do..."	Frank
Fort Funston was given to NPS by SF for rec. use	Schlesinger
	Andrus
	Shore
Open recreational spaces are as endangered in large cities as the plants and animals your proposal claims to protect.	
"Please reconsider expanding the areas forbidden to dogs"	2
SPCA calls it the Peoples Park	Mahoney
"I want to spend my recreation time with pets"	Mahoney
Decade long tradition	Payne
Tearing up Sunset Trail was appalling, take down fences	Dehne
"Like the swallows my habitat appears to be ignored."	Sellers
FF is an urban park, it is not Yosemite	Landis
	Dorning
Enjoy park as it is	8
"In order for dogs to be good citizens of the Bay Area we must devote resources to their care."	Alison
There are no good reasons to close all that extra space	Lardizabal
"And what we are afraid of, and has made us so defensive, is that without proper consideration GGNRA could make us leash our dogs and the next step would be to outlaw dogs altogether	Grant
Install Fences to protect swallows, I.e. near the cliff face	Bowlby
	O'Connor
	Edenson
"We have had to go to the East Bay where they seem able to adequately protect the environment and give pleasure to dogs and owners."	
"My concern is that efforts to re-introduce one-native vegetation, and efforts to protect swallows may adversely impact San Francisco dog owners' ability to get healthful exercise with their pets."	Dr. Solomon
No facts, regarding swallows, to support closure	Dowdall
Studies have shown that closing areas does not help	Goldberg

populations of bank swallows and in fact their population has gone down since the closures.

Wants to see science supporting the closure (calls it phony science)

Mahoney

Pressure from Audubon and Native Plant Soc causing closure not facts

Dorning

Trampling the rights of dog owners

Pujol

Form letter asking for FF to remain as is

85

Fort Funston was given to NPS by SF for rec. use

Anderson

Donavan

Duva

Dogs are not de-stabilizing the cliffs. Removing ice plant and trees will hasten process

Enjoy the pleasure of seeing hundreds of dogs playing
CDFG advised that only the cliff face is necessary to close to protect swallows

Vinsant

Bower

Object to closing area and not allowing dogs to run free
A majority of environmental scientists fail to concur with your (NPS) plight of the bank swallows"

Johnson

Franklin

"Many of us opt to have canines instead of children.

Isn't that the way to go in over populated planet?"

"If we don't have a place to let our beloved pets run free I fear what all the pet up energy is going to look like."

Blair

Visitor's love to play with their companions far from the main trail

Ebrahimi

Decade long tradition

Ong

Don't turn FF into a botanical preserve

Poch

Hard to get "my dog" all the exercise it needs. After they go to FF the dog always falls asleep in the car
"Please think of our dogs as our children"

Sspillane

Tobias

"My primary concern is that the Park service ultimately intends to close the park to pets

Lee

Tearing up Sunset Trail was appalling, take down fences

Liden?

"I don't know where to else to take my dog to socialize. Without the socializing my Rottwieller would probably be mean and wouldn't get along with other humans either."

Bolin

Seeing dogs run free is a great way to relieve stress

Mahoney

Enjoy park as it is

Bradley

Yoder

Strock?

Gibbs

Scully

There was never public consensus to change our recreation area into a "native plant" preserve

Fences don't work to protect swallows, take them down!	Bolin
"The people of San Francisco need it (FF) so their dogs don't drive them crazy".	Cardinal
Install Fences to protect swallows (near edge of cliff only)	Dubrof
Does not believe that the closure is about swallow protection, but "native plants. It appears that the native plants are not recreation friendly the way that the ice plants are. Therefore the public recreational users have to be fenced out.	Peer
Under terms of initial agreement GGNRA was to consult with the City of SF whenever there was any planned "substantial alteration of the natural environment"	
"Any restriction you place on public access should be carefully tailored to meet specific goals that are directly related to the purpose for which the park exists."	Beck
"Dogs make people happy - not Birds!!!"	Simpson
Wants the NPS to poll current FF users, Less "dog space" at FF means more crowding at other parks. Is there an EIR on this policy decision.	Sebastian
"The GGNRA's attempts to control nature are in direct contrast to the mandate of the park system."	Cheney
No substantial reason has been given to close part of FF	Strout
is such a large closure area needed?	Brost
If FF closes to off leash identify another area that is open to off leash dog walking	
Don't want to be confined to narrow trail only to observe "native vegetation"	Gelson
"Bank swallows have moved south to get away from the GGNRA's destruction!"	Krotzer
Limiting recreation areas in a crowded city is not good management	Wong-Logan
Number of dogs per person should be controlled	Wong-Logan
Letter from 3 dogs (Bosco, Lollipop, Jack the Bear	Franklin

Pro Comments

Pro	Name
NPS has a responsibility to protect habitat	Veach
	English
	Wilson
"You've earned my respect and admiration and I'm sure that of many others for the good work you're doing with GGNRA. My concern now is that you might tarnish that image by capitulation to the pressure of special interest groups (dog walkers) at Fort Funston.	

(I am concern that NPS has looked-the other way in regards to protecting the resources) "I for one am outraged that it appears that NPS felt resources that should have been protected for all people of the United States were open for use as a bargaining chip to placate a vociferous and aggressive special interest group One of only two bank swallow nesting sites on the coast of California is located at Fort Funston within the GGNRA... Please help preserve this colony.
 "I have witnessed frightening encounters between unleashed dogs and children in the park.

Pfister

Schaefer

Briggs

Binder Number 6

Anti-Closure

Con

Be free, let others be free. Please allow us to enjoy this sacred space
 Supports a compromise for area closing

Name

Michele ?

Flinn

Form letter asking for FF to remain as is

95

"One of the reasons we moved to CA is because of the wonderful natural environments and areas where dogs are welcome. Please don not make CA like other states - it is special!"

Baldyga

Decade long tradition

Fences are a visual blight

"Nature intends that we live in a multi-species world; let us keep FF open to all species."

Deneszyaski?

Zimmerman

Zimmerman

Pittin (send duplicate letter0

Moomaw

Kotur?

Spector

"Off-leash areas are essential for the health and social well-being of dogs, and of people."

Fences don't work to protect swallows, take them down!

Boud?

Install Fences to protect swallows, I.e. on cliff face

Bocci

"Dunes were never filled with native plants...they were 90% dunes with a bit of brush. Native 90 year olds remember that was the way it was. "

Goldberg

"After reading (NPS pub.) its hard to understand exactly which reasons -- swallow protection, erosion and native plant restoration--are being used to support which closures, since they all seem to be run together."

Mason

"Well-exercised, well-socialized dogs are good dogs."

Monaco

"(I) fail to see the logic of closing large portions of the park for establishing native plants at the cost of greatly reducing recreation space."

Dahlin

Believes that swallows are not shy and can live harmoniously with humans and dogs. Also believes that the major threat to swallows is due to the area being "barraged by serious air and water pollution."

Dunlap

Protesting closing of sand dunes, previously used for sliding

Bozin

Pro

Pro

Name

NPS has a responsibility to protect habitat

Erbele

I have been a volunteer at the FF nursery for the last 12 years. During that time I have seen the gradual degradation of the non-fenced dune landscape caused by the increased number of dogs. This makes me feel that my work is useless and I am seriously considering stopping my volunteer work for the NPS

Cabada

People are not being protected from the dogs that are not on leash

Close the Ft. Funston dog resort, open it to the public and supply boardwalks and more picnic tables away from the Visitor Center

Singer

Binder Number 7

Anti-Closure

Con Folder # 7

Name

"...I just see dog owners being scapgoated for problems they are not usually responsible. The culprits are often overuse of parks system and low maintenance."

Leite

Form letter asking for FF to remain as is

74

Fort Funston was given to NPS by SF for rec. use

Singer

By illegally fencing off ten of the proposed 12 acres the park service has failed to use the land as mandated by Congress.

Wendt

Wants his taxes at work on "decent projects and not wasted"

Lefranc

"I travel ...from Palo Alto, because this is the only place within miles where dog owners ...can run their dogs.

Veuve

"(FF)...beginning to look more like a raunchy with more and more fences going up..."

Salior

Decade long tradition 3
In SF space is at a premium and open space for
recreation is valuable. Don't close areas needed for
owners to exercise their dogs. McIntosh

Tearing up Sunset Trail was appalling, take down
fences Teiber
Kamaka

Read the SF SPCA's analysis and factual rebuttal of the
supposed need to close 12 acres at FF. Brobst

Enjoy park as it is without fences 5
FF is one of the last 2 places in SF where dogs are
allowed to run off leash. Bergen

**Pro
Pro**

Name

NPS has a responsibility to protect habitat

Jackson
Ridley
Mckenns

"Please help save these natural areas for nature and for
nature observation for people of today and of future
generations (when hopefully this current fad for dogs
and" absolute dog freedom: will be over!)."

**Binder Number 8
Anti-Closure**

Con

Name

Form letter asking for FF to remain as is

85

"I am a 4th generation San Franciscan. I feel that what
happens here is my business too."

Berg?

"My dogs do better off the leash, than on."

Orr

Fort Funston was never meant to be a pristine
environment.

Cbemaing?

Urban recreation was specified as a priority by Congress

McKean

"The closures were supposed to protect the bank
swallows, but it has the effect of pushing out the
primary users of this park - dogs and dog walkers."

McKean

"There has been little or no notification or explanation
about the closures."

McKean

Rescue information is misleading, most occur in the
proposed closure area

Berg?

Enjoy park as it is

Griffin (Three members of family
wrote essentially the same
thing)

Wisner

"(FF) is the only place you can safely park your car and take your dogs to the beach south of Sloat Blvd."

Fletcher
Malaspina

The northern closures did nothing to help them (swallows). "(Those areas) are full of dead ice plants. I don't want the rest of FF to look like that."

Malaspina

Swallows are endangered, they are common in their main portion of their range. This habitat is not suitable for them.

McAlister

"The rangers are never on the paths we use I'm there 5 days a week and the only rangers I see are in big trucks driving too fast."

Malaspina

"The ranger knew nothing about the range, migration or natural history of bank swallows and couldn't distinguish them from northern rough-winged swallows."

McAllister

"History tells us that land enclosures never benefit the public; they are engineered for the elite."

Reverend Reiff

"(GGNRA) was not created just for a small, well funded vocal clique that seeks to reproduce esoteric California plant life in what has always been sand dunes or to protect the Bank Swallow that fled this area some time ago because of land clearing and replanting activities undertaken by your agency."

Reverend Reiff

"Federal Park Police regularly harass and intimidate the dog walking public. Their menacing behavior borders on the criminal. I have witnessed exhibitions of their assaultive behavior against ordinary peaceful citizens and I would be more than willing to give factual testimony about these events."

Reverend Reiff

"Last autumn, with callous disregard for the aged, the disabled and mothers with children in strollers, you ripped out the sunset walk and the benches where people sat to enjoy nature's vistas. I personally know handicapped people who are not longer able to stroll this walk because they are unable to negotiate the shifting and uneven sands that replace and have stolen away the once paved walkway."

Reverend Reiff

"I am demanding a thorough public investigation into your agencies behavior and activities that are directed against the park using public (sic)."

Reverend Reiff

"And I am further demanding a thorough public investigation into your agency's ongoing abrogation and negation of our right of access to FF. This right was clearly defined and spelled out by the City and County of San Francisco when it ceded this land to the Federal

Reverend Reiff

Government. I eagerly look forward to your timely and expected reply."

East Bay Regional Parks have "enlightened" off-leash policy. Hornbacher

"If the Park Service fails to do so (use the land for "recreation or park purposes" forever) the City of SF may take the park back." Cronin

"We do not appreciate being advised that activities that have existed on these lands for many years are suddenly unacceptable or being curtailed in many cases without open dialog with users." Cronin

"Walking a dog off-leash is mandatory to maintain its physical and mental health." Finseth

"...I'm originally from Germany where off-leash dogs have coexisted with nature for centuries without any adverse effects caused by dogs, where people understand that dogs do not in fact harm the environment and most importantly do not have to live under the heels of the National Park Service."

Park is being incrementally reduced, now 20% of GOGA closed to public Finseth

Pro

Pro

NPS has a responsibility to protect habitat

Name

Strandberg

Binder Number 9

Anti-Closure

Con

Form letter asking for FF to remain as is
Fort Funston was given to NPS by SF for rec. use

Name

73

Walter
Chase

Koshover/Roseman

Recreation not a private garden or wilderness preserve

Bumgarner

Randolph

Kinney

"Removing the ice plant will not help to reduce land erosion but will hasten it.

Why remove ice plants? Swallows are opportunistic eaters and there is plenty to eat at Lake Merced

O'Neil

I feel safe when I walk my dogs

Strachan/Gachowski

Object to closing area and not allowing dogs to run free

Villegas

Grimm

Arnold

Maloney

Rose

Cody (dog's name)

Don't turn FF into a botanical preserve

Hirsch

Tearing up Sunset Trail was appalling, take down fences
Enjoy park as it is (without the closures)

Arnott
Irion
Bennett
Mumaw
Henderson
Stermer
Visor
Lederman
Peele
Del Corto
Powell
Kaye
Eldredge/Marilyn
Silverman
Wagner
Pattman
Meagher
Tokars

Maintain the tradition of off-leash dog walking

"If areas must be closed due to environmental concerns
than adequate studies must be performed and an open
forum must be held to allow for demonstration of these
studies, discussion and feedback."

Fences don't work to protect swallows, take them down!
"We will enthusiastically support a balanced policy and
urge you not to impose onerous restrictions that would
make Funston "off-limits" to us.

Meyer
Lude'

No facts, regarding swallows, to support closure

Barnard
Sahlaney/Fsnirl
Argilla

"...the closures are not supported by any true scientific
measurements, but are, in some way, retribution.

Retribution against human beings who use the
recreational park to not only enjoy the immeasurable
health benefits that the vistas and serenity provide, but
also to enjoy a healthy stroll, walk or run with their
canine companions."

Has no problem with being restricted to trails, but
objectives to the closure of 12 acres.

Wonders why NPS hates dogs and dog people. She
continues by saying NPS rangers, for the most part are a
bunch of idiots who probably couldn't get a real job.

"Get rid of the fences, get a life, and stop bothering us.

Feels that native planting and swallow nests restoration
can be done successfully without taking more than 75%
of the beach cliff trails away from the dogs and people
that enjoy this park. "Please don't take our cliffs away!"

Perry

Nicolini

Hall

Smith

Korchinsky

GGNRA is being influenced by the environmentalists to the exclusion of other constituencies	Scher
Fence posts are treated with cancer causing chemicals	Cardinal
"I dislike the meaning of it (fences) - people- this area is not for you - stay out."	Cardinal
FF is not the Native Plant Society's garden	Cardinal
"As a true environmentalist, I find this "playing God " attitude on the part of the native habitat restoration organizations extremely disturbing."	Best
"In University Park in Oxford, England dogs are allowed off-leash and bicycles are forbidden. "Now that makes sense."	Thorn
"If adequate discussion with the public had been held, we wouldn't be in this adversarial situation. At this point, a win-win will be difficult to achieve."	Bruins

Pro

No pro comments from binder 9

Binder Number 10

Anti-Closure

Con	Name
Closure prevents people from enjoying park	
Supports seasonal closing of area (and limiting of days dogs are off leash?)	
Form letter asking for FF to remain as is	66
Fort Funston was given to NPS by SF for rec. use	
Object to the lack of due process in closing FF	Copsey
Object to closing area and not allowing dogs to run free	Zendarski Burg/Anderson Finley
Don't turn FF into a botanical preserve	
"I support setting aside tracts of land large enough to support a wide variety of species, with populations large enough for genetic health. However, setting aside wee scraps of land inside an urban area, like FF, represents excessive zeal, a kind of environmental Puritanism."	Broadus
"In an urban area people come first"	Broadus
Tearing up Sunset Trail was appalling, take down fences	
Fences are a visual blight, it seems that the public is not	Perez (sent 8 form letters, all with the sar

welcomed

hand writing)

Balzarini

Dogs not allowed to run off leash develop social problems
Rescue information is misleading, most occur in the
proposed closure area
Enjoy park as it is, without the fences

Lilley
McClure
Brown
Goldman
Wright
Wilford
de Zardo

"Your administration has managed to turn a recreational
and wildlife paradise into a blighted sand dune. Please
stop before the damage is irreparable!"

Native planting has increased erosion

Fugate

"It is the NPS that has plundered this urban asset by
your intentional destruction of the Bank Swallow habitat
for truly questionable ends.

Bohr

Fences don't work to protect swallows, take them down!
Wants FF kept open and to open more NPS sites as off-
leash areas

Lansdown (provided copies of 4 water
colors that she painted)

Install Fences to protect swallows

SF should reclaim FF from NPS

Hartnett

Natural Selection is working to exterminate swallows

Don't close off areas and re-pave Sunset trail

Hamonise?

No facts, regarding swallows, to support closure

Wants to see science supporting the closure

Past Director of Development for TNC, Eastern Region
of the US, states swallow is not supported by scientific
evidence. Cites second hand information re: Martha's
Vineyard, with its thriving bank swallow colonies in the
midst of human activity that exceeds what exists at FF
Supports finding a compromise to allow protection and
people walking their dogs in a responsible manner

Alden

Hamilton

Bozio

Park is being incrementally reduced, now 20% of GOGA
closed to public

Will start vendetta against NPS until NPS stops its
vendetta against dogs

When people drown Ocean beach is not closed, yet this
is a justification for closing FF to dogs when accidents
there happen.

"Dog owners pay the same taxes for public
facilities/services as non-dog owners."

Lewis

Pro

Pro

NPS has a responsibility to protect habitat
Swallows are a significant insect control
Plants need year-around protection to become
established

Name

Bird

Pieck

Binder Number 11

Anti-Closure

Con

Form letter asking for FF to remain as is
Fort Funston was given to NPS by SF for rec. use

Name

25

Carman

Watson

Johnson

Yue

Carman

The land was set aside for dog walking (off-leash!),
picnicking, hiking, watching the ocean, hang gliding, -
& other outdoor recreation. It was not established as a
refuge for bank swallows or an example of dune
vegetation.

"...the removal of the iceplant will erode the history of
the California coast. I see the iceplant as a part of our
heritage, a remnant of the war years. Growing up, I
learned that without the iceplant the military would have
had major erosion problems and had difficulty
maintaining camouflage for the bunkers and batteries,
installed to protect our coastline."

Hancock

Object to closing area and not allowing dogs to run free

Fanucchi

Kandler

Belardi

Putman

Alvarez

Grass

Same as above and most no-leash areas no longer exist.
FF is one of a few remaining.

Don't turn FF into a botanical preserve

Ham

"An ecosystem cannot be ignored or off-handedly
replaced simply because it incorporates humans and
pets. The removal of these "non-natural" components
will increase the use of the area by other "non-natural"
components endemic to an urban environment -- like
rats, cats, other feral animals, and urban birds. Such
population shifts in urban influences will likely affect
many non-urban species, perhaps positively, perhaps
negatively. The NPS does not know which, and yet
seems intent on effecting a series of closures regardless.

Koenigsberg

This is a grave failure of stewardship."
Enjoy park as it is, without fences

Grant
Blom
McClure

FF is important to non-dog owners who wish to have a sense of the wild and a sense of protection.

Steinber A very eloquent letter. One decision makers I suggest read.

Erection of fences to protect swallows is pretense. They are not endangered nor even threatened.

Bachman

NPS's argument that human shadows cast on the cliff boroughs is not supported by science

Bachman

"To say that swallows need the plant growth areas as their "habitat" for nesting, etc., Is false - pure pretense."

Bachman

"...the wind, rain, and tides will move more sand in 10 minutes at FF than a few random hikers (and dog-walkers) will in 10 years. Conclusion: pure pretense."

Bachman

Disagrees with closures of areas for safety. Believes that areas closed shouldn't be and an additional area should be closed.

Bachman

NPS's true plan is to blanket the entire area with thick, 2-4 foot-high plant growth, until all open areas of the Fort are unusable to people and pets and to severely regulate all access to the park by people and pets to strictly designated trails lined with restraining fences on both sides and posted with signs threatening fines for those who trespass.

Bachman

"(NPS's) mandates by the Federal Government and the city of S.F. as to how you would manage FF both clearly called for your preservation, not just of plant life, but of the open recreational aspects of the fort as well. "

Bachman

"This only emphasizes the need for the City to terminate your management of the Fort as soon as possible and at last bring this charade to an end."

Bachman

"...people need open space as well as birds."

Boyd

Wants to see scientific evidence that closures are necessary for swallow protection

Tiernan

Pro

Pro

NPS has a responsibility to protect habitat

Beamer

"FF is critical to hundreds of thousands of migrating birds as well as year round residents. Their habitats require protection....Please don't be pressured by this vocal dog group. You should serve the larger public interest in protection of wildlife and native plants."

Ulvang

"(FF) It must be managed for its biological and historical features, not as a "dog run...As a public entity you are charged with serving the broader public, not just those who have the means to launch a malicious campaign of self-interest".

Saraceni

"I have lost nearly all fondness for dogs after watching them, day in and day out for years, degrade habitat, destroy sand dunes, chase birds and pee on children... I am convinced that habitat protection cannot be achieved until dogs are restrained."

Schwartz
Feighner
Fox
Lopez
Nelson
Massara"

"Preservation of the colony of threatened banks swallows must be a top priority in the management of FF. The park service should close the maximum area necessary to protect them. Native plant restoration on the dunes , as called for in the park's management plan, should also be a high priority to both enhance wildlife habitat and stabilize the sand. (paragraph) Visitor safety and preservation of native plants and wildlife are more important than allowing access to easily eroded cliffs and bluffs. (paragraph) Existing laws that require all dogs to be on leash in national parks and require visitors and dogs to remain on designated trails should be firmly enforced."

98 form letters (an interesting note: Most of the pro form letters are out of state.

"I'm a teacher, and have been a dog owner and bird watcher for most of my life...I no longer take my students to Funston since a large out of control dog knocked one of the children over and thoroughly frightened the rest during a field tri two years ago. The owner did not yell until I pushed the dog away, and as you might guess, she yelled at me...I urge you to protect the bank swallow colony by keeping people and their pets out, to enforce leash laws, and to do whatever you can to restore the trashed areas near the main parking lot; replanting with native plants as in the presidio would be especially nice."

Fitch

Binder Number 12

Anti-Closure

Con

Form letter asking for FF to remain as is
Fort Funston was given to NPS by SF for rec. use

Enjoy park as it is, without fences

Years ago, FF was unsafe, she was accosted by
homeless people, drunken people, people on drugs, and
saw the rangers capture a naked man running along the
top of the dunes. This has all changed. "...today--Fort
Funston is a clean, safe place to walk--esp. for a single
woman. It is safe and clean due in large part to the dogs
and their owners who walk there."

"It took innumerable hearings and discussions to set the
"off leash dog policy." How can fencing out the most
prized acres be less worthy of vigorous investigation
and discussion?"

"Please exercise your discretion to say there is no
justifiable emergency to alter the 40 year course of
open. Unfettered recreation at the Fort. Design a
comprehensive plan with native plants in low or no
traffic areas, with swallow protection, if they need it,
and with the rest of us left alone to enjoy what remains
of the evolution of the Army's work."

The handling of the public comments at the September
meeting of GGNRA's Citizen's Advisory Committee
was criticized . The closure was not the first thing on
the agenda and the testimony was not heard until "10:45
P.M." (the testimony began shortly before 10:30 P.M.).

Name

97
Moody
Moody
McAllister
Slater
Horning
McWilliams
Mantefuffel
Marchese
Wardell
Erb
Boesch
Angeles
Hu
Kefauver
McIntosh
Bell
Hochschild
Allan
Shepard + 3
letters from her
children
Cameron
Kind

Garn

Garn

Garn

Received signed petitions with over 5,500 names..
Petitions are headed with apparently two different
headings. One states: "PETITION PROTESTING THE
PROPOSED 12 ACRE CLOSURE AT FORT
FUNSTON"

The other heading (that was taped on to about 20
petitions stated:

"THIS IS A NATIONAL PARK OPEN TO ALL
PEOPLE FOR RECREATIONAL USE AND ONE OF
ONLY A FEW PARKS WHERE DOGS CAN BE
EXERCISED OFF-LEASH AND EVENTUALLY
PROHIBIT DOG WALKING ALTOGETHER.
PLEASE JOIN IN THE GIHT TO PROTECT THE
BANK SWALLOWS WHILE ALLOWING FREE
USAGE OF THE FORT FO ALL PEOPLE"

Both petitions had the following statement before the
signature blocks:

"We the undersigned are opposed to the proposal to
close twelve acres of Fort Funston to recreation use. We
support protection of the bank swallows, but believe the
National Park Service has taken more land than is
necessary for their protection."

My guests are impressed at how friendly the dogs are
together...It would be a shame to take away an
environment that provides interaction with one's fellow
community resident.

Viloria

I was very disturbed by the representation made by the
Park official the evening of the CAC meeting in August.
There wasn't the slightest attempt explain or justify the
matter at hand, the proposed park closures.

Gensberg

Mr. O'Neill, what is your master plan for Fort Funston?
Are we going to continue using the park for recreational
purposes or are you going to turn the area into a
sanctuary?

Gensberg

Golden Gate Senior Services Passed a resolution
opposing the closures at Fort Funston and demanding
that the Sunset Trail be restored to a state usable by
people with limited mobility.

Ledeer

"...(as a result of the dog walkers monthly clean-up
days at Fort Funston it is) the cleanest park in the Bay
Area"

Shepard

Shepard has written three letters recently (9/19, 9/29,
and 10/4) and in January and March) and mentions that
all correspondence has gone unanswered.

Shepard

Stanford University recently shut the use of Stanford Hills as an open area where people walked their dogs. "...And, again, they were using a pretext of the Red Salamander that they wanted to protect. And the reason it's a pretext is because Stanford itself plans to develop much of the land down there. They use it as a pretext to assert a regulation."

Finseth

"with the closure of many parks to dogs, they're becoming more concentrated in certain parks and it's becoming a problem."

La Cava

SPCA contends that interpolation of information is not appropriate. Essentially asking that all NPS assertions be backed with environmental studies. E.G. conversations with an expert on local geology is not sufficient. New studies must apparently be conducted. Another example, NPS asserts that people standing on the edge of the FF cliffs may promote erosion. They demand that a study be done before NPS makes such assertions. The final example, "NPS Assertion: Natural weathering and erosion from rainfall runoff and wind contribute to loss of the bluff face. SPCA states that The NPS has conducted no study to evaluate the role of rain or wind on the loss of bluff face

SPCA

SPCA contends that NPS's Fort Funston closure violates Federal Laws, Interior management policies and NPS regulations. Laws including the enabling legislation and NEPA.

John Keating hand delivered four volumes of information. They were all court documents. There were no specific comments. He requested SPCA (October 6, 2000) comments: They provided a 75 page comment letter and a full 10 or 12 inch binder of appendices)

"The NPS has failed to analyze, for example, the impact of unleashed dogs on controlling predators of bank swallows." (page 5)

Cites study by Cutle, B. "A Bank Swallow Colony on an Eroded Sea Cliff" 1961, p. 46, (found at US04059). "She also commented on the anomalous fact that there were fewer predators at Fort Funston than existed at other colonies...{P}redators may be less in evidence than at some more typical locations."

SPCA and park staff observations that there seems to be

more predators (ravens and kestrels) in the area after a 1990 closure.

On page 44 is an interesting note. When the obvious is not documented with recent studies SPCA demands a study. When study results are provide the SPCA states "The data is self-serving and largely irrelevant"

Pro

NPS has a responsibility to protect habitat

Conner
Power
Jesse
Dr. Mast Ecology & Evolutionary Biology,
SFSU

Dr. Buss

Huse, NPCA

Unfortunately, GGNRA has curried the favor of the small off-leash dog-user group, to the detriment of the park' resources and a vastly superior number of other park users, whose activities do not come in conflict with park regulations.

Form Letters

57

GGNRA must develop a holistic management plan for the region, with more focus on protecting and restoring the park's unique resources.

"The (dune) scrub is a incredibly rich environment, supporting a wealth of plant species, many endangered, butterflies, due rabbits, field mice, and the hawks that hunt them, as well as many other parties who will never show up at an advisory board meeting.../The habitat restoration at FF is an unusual opportunity to preserve a small portion of it, a portion that once stretched for miles."

Anderson

"FF is critical to hundreds of thousands of migrating birds as well as year round residents. Their habitats require protection....Please don't be pressured by this vocal dog group. You should serve the larger public interest in protection of wildlife and native plants."

"(FF) It must be managed for its biological and historical features, not as a "dog run...As a public entity you are charged with serving the broader public, not just those who have the means to launch a malicious campaign of self-interest".

As one of the last remnants of land that approximates San Francisco's natural pj

NPCA, Sierra, TWS, NRDC

"I have lost nearly all fondness (sic) for dogs after watching them, day in and day out for years, degrade

habitat, destroy sand dunes, chase birds and pee on children... I am convinced that habitat protection cannot be achieved until dogs are restrained."

"Preservation of the colony of threatened bank swallows must be a top priority in the management of FF. The park service should close the maximum area necessary to protect them. Native plant restoration on the dunes, as called for in the park's management plan, should also be a high priority to both enhance wildlife habitat and stabilize the sand. (paragraph) Visitor safety and preservation of native plants and wildlife are more important than allowing access to easily eroded cliffs and bluffs. (paragraph) Existing laws that require all dogs to be on leash in national parks and require visitors and dogs to remain on designated trails should be firmly enforced."

"I'm a teacher, and have been a dog owner and bird watcher for most of my life...I no longer take my students to Funston since a large out of control dog knocked one of the children over and thoroughly frightened the rest during a field tri two years ago. The owner did not yell until I pushed the dog away, and as you might guess, she yelled at me...I urge you to protect the bank swallow colony by keeping people and their pets out, to enforce leash laws, and to do whatever you can to restore the trashed areas near the main parking lot; replanting with native plants as in the presidio would be especially nice."

"...it is in Oregon's interest too that this area (the 12 acre closure) and the sensitive bank swallow colony and other area resources be protected from unnecessary disturbance...In particular we especially encourage the Park Service to prohibit the running of unleashed dogs in any area of the park-but particularly in dune areas where off trail use in general has clearly degraded the areas natural values."

"...(iceplant is) a species that is "actively smothering native California wildflowers while converting pristine coastal dune, cliff and prairie habitats into desolate biological wastelands that our native flora and fauna cannot survive in."...(NPS's proposal).. will undoubtedly provide a vast improvement to the habitat...It will create habitat for native wildlife such as California quail and brush rabbits...The proposed habitat protection closure is consistent with the recent order issued by the Director of the NPS, indicating that protection of natural resources is the priority in national

(an interesting note: Most of the pro form letters are out of state)

Wood, Oregon Natural Resources Council

Goldberg, Habitat Restoration Support Group

parcs and recreation areas...This order indicates "that when there is conflict between conserving resources and values and providing for enjoyment of them, conservation is to be predominate." Removal of iceplant and planting native vegetation will protect the natural resources of Fort Funston by creating habitat for native birds, mammals and insects. On the other hand, allowing off-trail use of this area by people and off-le "The coastal nesting bank swallows are locally endangered and greatly disturbed by free running dogs. At least during their nesting season (April, May, June) dogs should be confined to leash and owners confined to pathways."

Floyd

"...I applaud the Park Service's goal of protecting the Bank Swallow colony at the Fort. I believe that they can best achieve this objective by protecting the cliff top and cliff face where the swallows breed each year. I do not believe that the proposed closure is necessary to protect the swallows, despite assertions that it is."

Shields, Professor of Biology SUNY,
Syracuse)

"We saw a pie chart (at the August Advisory Comm. Meet.) that showed that 86% of the use at Fort Funston were dog walkers. And, to me, that begs the question: If Fort Funston is such a unique and beautiful place, why is its use being dominated by a predominantly single, special-interest group? I believe that Fort Funston needs to be seen as something greater than a sandbox, with a wonderful view. It's a very valuable natural resource, and it's absolutely the last remnant that we have to pass onto future generations of what the land was like before it was settled by so many people."

Durighello

"There is ample evidence that allowing large numbers of recreational users--whether adults, pet owners, or off-leash dogs themselves--to trample dune vegetation is not sustainable. Trampling has eliminated even iceplant...?"

California Native Plant Society

White Binder – Pro Comments

Pro

Pro

NPS has a responsibility to protect habitat

Name

7 form letters

Smith

Evans

Sydow

Obrin

Koel

Sykora
Silvers
Smith
Hanahan
Gemmil
Horwitz
Blum
Van Der Wal
Williams
Carlson
Andersen
Mathews
Mulhall
Unterberger
Mead
Hamilton
Konija
O'Neil

"It is a shame for the dogs and the owners, but it is NOT the responsibility of a national park to accommodate them."

Uehara
Howard
21 other mostly
similar
comments
Cabada

Need a comprehensive management plan for Fort Funston, forbid professional dog walkers from using FF
Worried about loose dogs hurting children
The natural qualities of Fort Funston have been significantly degraded and cheapened by the controlling impact of dogs
Children sliding down Joey's Hill is destructive to sand dune

Musseluan
Thurber

Audubon
Society

Advisory Commission Letters (White Binder)

Pro Closure

Very upset with dog people. Says unpleasant things

O'Leary

Anti-closure

Off leash dog walking is a privilege which the NPS can revoke at any time. SPCA- Sayres

It is a privilege that is an important community right, which we are willing to defend.

Intent of GGNRA is recreation

1999 NPS study shows 74% thought off leash dogs as what made FF "special".

Less than 2% had concurs about dogs

Supports SF open recreation policy, hang gliders, dune

Ingram

sliders, nesting birds, etc.

"Put the fun back into Funston"

"Because it is open and broad, the dogs do not feel hemmed in and do not become territorial, as may occur in small parks or those awful ghettos called "dog runs"."

Pittin

GGNRA established for recreation

Dog-walking was an enumerated activity in U.S. House Report (H.R. Rep. No. 1391, p. 4854, cited in a letter from E. Sayres to Superintendent O'Neill, Aug 16, 2000

The importance and legitimacy of off-leash recreation was reconfirmed formally by the GGNRA Advisory Commission in 1979.

"Given the fact that even the bank swallows are moving away from the "protected" area, it is clear that the GGNRA has to reexamine its options and its priorities.

Pro
NPS has a responsibility to protect habitat

Name
7 form
letters
21 letters

Both sides of this
argument use often
use the fact that
they are tax payers

Dog lovers protect their mutts' values over children, adults, or wildlife

Mulhall

"It is a shame for the dogs and the owners, but it is NOT the responsibility of
a national park to accommodate them."

23

Need a comprehensive management plan for Fort Funston, forbid
professional dog walkers from using FF
Worried about loose dogs hurting children

Cabada
Musseluan

The natural qualities of Fort Funston have been significantly degraded and
cheapened by the controlling impact of dogs

Thurber

Children sliding down Joey's Hill is destructive to sand dune

Audubon
Society

Very upset with dog people. Says unpleasant things

O'Leary

People are not being protected from the dogs that are not on leash

Singer

Close the Ft. Funston dog resort, open it to the public and supply boardwalks
and more picnic tables away from the Visitor Center

Orr

		FOLDER 1
Pro	Name	
NPS has a responsibility to protect habitat	Embry	
	Kunkel	
	Wallace	
	Francis	(only 5% of SF dune complex remains)
	Flowers	
	unsigned post card	
	Herath-Veiby	
	Siddique	
	Aderhold	
	Jolin	
	Luehrmann	
	O'Connell	
	Miller	
	King	
	Clifford	
	Blum	
	Commins	
	Rutkowski	
	Nemeth	(wants to be on mailing list: Teresa @1189 Harrison St., Apt 2, Santa Clara, Ca 95050
	McColley	
	Colasurdo	
	Maxwell	
	Schumann	
	Zebell	
	London	
	Goldberg	
People are not being protected from the dogs that are not on leash	Gardner	
	Santiago	
Close the Ft. Funston dog resort, open it to the public and suply boardwalks and more picnic tables away from the Visitor Center	Orr	

	FOLDER 1	
Con	Name	
Closure prevents people from enjoying park	Samek	
	Tremond	
	Grimm	(sent two letters, one stating that promises were made in 1979 that no changes to pet policy would result)
	Finlay	
	Stover(?)	
	Staschwich	
	Zamarripa	
	SRC	
	Hu	
	Conner	
Fort Funston was given to NPS by SF for rec. use	Feit	
	Beall	
	Selleck	(hang gliders are a threat to the birds)
	Michalske	(she sent in two identical letters)
	Murphy	(she sent in two identical letters)
Object to closing area and not allowing dogs to run free	Nicholson	(don't ranger vehicles on beach disturb birds?)
Fences keep tax payers from enjoying area	Logois	
	Schulkin	
Decade long tradition	Currann	38% of Sfers have dogs
	Thornton	
	Sindell	
	Setian	
	Massie	
	Stein	
	Camposeco	
	Moran	
	Ryder, M	
	Schurer	
	McAllister	(violation of the original commitment to recreational use) Native dune vegetation is of historical interest and belongs in an arboretum)
Enjoy park as it is	Collins	
	Noakes	

Fences don't work to protect swallows	Estave	
	Bjork	
	Estave	
	Jensen (cat lover)	
	Powers	(clear trail of drifting sand)
Public notice inadequate and no provision for public review of the documents relied on for the proposal. Over 20% of the Funston has been closed to public w/o due process	Ayers	(letter contains substantive comments)
Areas where dogs can run free are being eliminated	Sammis	
	Schipper	
Need coastal consistency determination	CCC -Raives	
Dog owners are "threatened" and will become "endangered species"	Scully	
Dog walking was recognized by Congress as a rec activity in GGNRA's enabling legislation. Disagrees with turning a rec area into a nature exhibit. No scientific basis for closure	Brobst	
No facts, regarding swallows, to support closure	Casassa	
	Lyss	
	McAllister	
Pressure from Audubon and Native Plant Soc causing closure not facts	Casassa	
Recreation not preservation should be goal of GGNRA	Ryder	
	Nicolait	
	Chiesa	
	Jacob	
Restoration should be limited to the fringes of the property		
Number of dogs per person should be controlled	Dinsalge	(a very reasonable sounding person)
	Slissman	
Are native plants native?		
Increased use of city parks, more dog behavior problems resulting in more dog euthanasia	Romanini	(also wrote letter to chair of advisory commission, asking him to read her letter to B. O'Neil)

Hang-glider users do not disturb swallows	Brown	
Park is being incrementally denied to the public for rec. use	Brown	
If dogs are banned, people won't come, budgets will go down	Selleck	
Fence bluffs, assure first three issues resolved. Veg management misguided. Believes nat. veg. Is only for swallows, and therefore not needed	Cavaluzzo	
Trampling the rights of dog owners	Brown	
Wants to have a say in park planning	Beall	

		FOLDER 2	
Pro	Name		
NPS has a responsibility to protect habitat	Dilabio		
	Williams		
	Hansen		
	Hanson		
	Bartell		
	Bensinger		
	Parker		
	Hammond		
	Hanahan		
	Schierferstein		
	Elton		
	Dutton		
	Stone		
	O'Connell		
	Jones		
	Krasevac		
	Lenz		
	Mulvaney		
	Spencer		
	Jeffries		
	Fitzpatrick		
	Bowers		
	Reese		
	Hert		
	7 more form letters (burrowing owls?)		
	Ulvang		
	Brenner		
Riley			
Denison			
McArdle			
Raine			
Kaspar			
Dogs make a mess	Eisner		
	Wood		
People are not being protected from the dogs that are not on leash	Singer		
Close the Ft. Funston dog resort, open it to the public and suply boardwalks and more picnic tables away from the Visitor Center	Orr		

	FOLDER 2	
Con	Name	
Closure prevents people from enjoying park	Luey	
Supports seasonal closing of area (and limiting of days dogs are off leash?)	Asaro	
Form letter asking for FF to remain as is	78	
Fort Funston was given to NPS by SF for rec. use	Morris	
	Hurowitz	
	Kroteer	
	Jupiter	
	Weinstein	BARK is a local publication
Object to closing area and not allowing dogs to run free	Grimm	
	Friedman, et.al	
	Chow	
Don't turn FF into a botanical preserve	Nicolait	
Tearing up Sunset Trail was appalling, take down fences	Walker	
Fences are a visual blight	Sarrett	
Dogs not allowed to run off leash develop social problems	Grant	
Rescue information is misleading, most occur in the proposed closure area	McAlister	
Enjoy park as it is	Carter	
	Perry	
	Martinez	
Fences don't work to protect swallows, take them down!	McNamara	
	Herrera	
Install Fences to protect swallows	Costa	
	Rosenberg	
Natural Selection is working to exterminate swallows	Schmoltze	
	HU	
No facts, regarding swallows, to support closure	Vaughn	

Wants to see science supporting the closure	Mooney	
	Rizzo	
Park is being incrementally reduced, now 20% of GOGA closed to public	Maxim	
Will start vendetta against NPS until NPS stops its vendetta against dogs	McCormack	
When people drown Ocean beach is not closed, yet this is a justification for closing FF to dogs when accidents there happen.		

		FOLDER 3
		FOLDER 3
Con	Name	
Form letter asking for FF to remain as is	85	
Fort Funston was given to NPS by SF for rec. use	Anderson	
	Donavan	
	Duva	
Dogs are not de-stabilizing the cliffs. Removing ice plant and trees will hasten process	Vinsant	
Enjoy the pleasure of seeing hundreds of dogs playing	Bower	
CDFG advised that only the cliff face is necessary to close to protect swallows	Johnson	
Object to closing area and not allowing dogs to run free	Franklin	
A majority of environmental scientists fail to concur with your (NPS) plight of the bank swallows" "Many of us opt to have canines instead of children. Isn't that the way to go in over populated planet?"	Blair	
"If we don't have a place to let our beloved pets run free I fear what all the pet up energy is going to look like>"	Ebrahimi	
Visitor's love to play with their companions far from the main trail	Ong	
Decade long tradition	Poch	
Don't turn FF into a botanical preserve	Sspillane	
Hard to get "my dog" all the exercise it needs. After they go to FF the dog always falls asleep in the car	Tobias	

"Please think of our dogs as our children"	Lee	
"My primary concern is that the Park service ultimately intends to close the park to pets	Liden?	
Tearing up Sunset Trail was appalling, take down fences	Bolin	
"I don't know where to else to take my dog to socialize. Without the socializing my Rottwieller would probably be mean and wouldn't get along with othe humans either."	Mahoney	
Seeing dogs run free is a great way to relieve stress		
Enjoy park as it is	Bradley	
	Yoder	
	Strock?	
	Gibbs	
	Scully	
There was never public consencsus to change our recreation area into a "native plant" preserve	Bolin	
Fences don't work to protect swallows, take them down!	Cardinal	
"The people of San Francisco need it (FF) so their dogs don't drive them crazy".	Dubrof	
Install Fences to protect swallows (near edge of cliff only)	Peer	
Does not believe that the closure is about swallow protection, but "native plants. It appears that the native plants are not recreation friendly the way that the ice plants are. Therefore the public recreational users have to be genced out.		

Under terms of initial agreement GGNRA was to consult with the City of SF whenever there was any planned "substantial alteration of the natural environment"	Beck	
"Any restriction you place on public access should be carefully tailored to meet specific goals that are directly related to the purpose for which the park exists."		
Public notice inadequate and no provision for public review of the documents relied on for the proposal. Over 20% of the Funston has been closed to public w/o due process	Simpson	
"Dogs make people happy - not Birds!!!"	Sebastian	
Wants the NPS to poll current FF users, Less "dog space" at FF means more crowding at other parks. Is there an EIR on this policy decision.	Cheney	
"The GGNRA's attempts to control nature are in direct contrast to the mandate of the park system."	Strout	
No substantial reason has been given to close part of FF	Brost	
If FF closes to off leash identify another area that is open to off leash dog walking	Gelson	
Don't want to be confined to narrow trail only to observe "native vegetation"	Krotzer	
"Bank swallows have moved south to get away from the GGNRA's destruction!"	Wong-Logan	

Limiting recreation areas in a crowded city is not good management	Wong-Logan	
Number of dogs per person should be controlled		
Letter from 3 dogs (Bosco, Lollipop, Jack the Bear)	Franklin	

FOLDER 3

Pro	Name	
NPS has a responsibility to protect habitat	Dilabio	
	Williams	
	Hansen	
	Hanson	
	Bartell	
	Bensinger	
	Parker	
	Hammond	
	Hanahan	
	Schierferstein	
	Elton	
	Dutton	
	Stone	
	O'Connell	
	Jones	
	Krasevac	
	Lenz	
	Mulvaney	
	Spencer	
	Jeffries	
Fitzpatrick		
Bowers		
Reese		
Hert		
7 more form letters (burrowing owls?)	Uivang	
	Brenner	
	Riley	
	Denison	
	McArdle	
	Raine	
	Kaspar	
	Dogs make a mess	Elsner
Wood		
People are not being protected from the dogs that are not on leash	Singer	
Close the Ft. Funston dog resort, open it to the public and suply boardwalks and more picnic tables away from the Visitor Center	Orr	

		FOLDER 6
Con	Name	
Be free, let others be free. Please allow us to enjoy this sacred space	Michele ?	
Supports a compromise for area closing	Flinn	
Form letter asking for FF to remain as is		95
"One of the reasons we moved to CA is because of the wonderful natural environments and areas where dogs are welcome. Please don not make CA like other states - it is special!"	Baldyga	
Decade long tradition	Deneszyaski?	
Fences are a visual blight	Zimmerman	
"Nature intends that we live in a multi-species world; let us keep FF open to all species."	Zimmerman	
	Pittin (send duplicate letter0	
	Moomaw	
	Kotur?	
"Off-leash areas are essential for the health and social well-being of dogs, and of people."	Spector	
Fences don't work to protect swallows, take them down!	Boud?	
Install Fences to protect swallows, i.e. on cliff face	Bocci	
"Dunes were never filled with native plants...they were 90% dunes with a bit of brush. Native 90 year olds remember that was the way it was. "	Goldberg	
"After reading (NPS pub.) its hard to understand exactly which reasons -- swallow protection, erosion and native plant restoration--are being used to support which closures, since they all seem to be run together."	Mason	
"Well-exercised, well-socialized dogs are good dogs."	Monaco	
Public notice inadequate and no provision for public review of the documents relied on for the proposal. Over 20% of the Funston has been closed to public w/o due process		
"(I) fail to see the logic of closing large portions of the park for establishing native plants at the cost of greatly reducing recreation space."	Dahlin	

Believes that swallows are not shy and can live harmoniously with humans and dogs. Also believes that the major threat to swallows is due to the area being "barraged by serious air and water pollution."	Dunlap	
Protesting closing of sand dunes, previously used for sliding	Bozin	

		FOLDER 6
Pro	Name	
NPS has a responsibility to protect habitat	Erbele	
I have been a volunteer at the FF nursery for the last 12 years. During that time I have seen the gradual degradation of the non-fenced dune landscape caused by the increased number of dogs. This makes me feel that my work is useless and I am seriously considering stopping my volunteer work for the NPS	Cabada	
People are not being protected from the dogs that are not on leash		
Close the Ft. Funston dog resort, open it to the public and suply boardwalks and more picnic tables away from the Visitor Center		
	Singer	
	Orr	

		FOLDER 8
Con	Name	
Form letter asking for FF to remain as is		85
"I am a 4th generation San Franciscan. I feel tht what happens here is my business too."	Berg?	
"My dogs do better off the leash, than on."	Orr	
Fort Funston was never meant to be a pristine environment.	Cbemaing?	
Urban recreation was specified as a priority by Congress	McKean	
"The closures were supposed to protect the bank swallows, but it has the effect of pushing out the primary users of this park - dogs and dog walkers."	McKean	
"There has been little or no notification or explanation about the closures."	McKean	
Rescue information is misleading, most occur in the proposed closure area	Berg?	
Enjoy park as it is	Griffin	(Three members of family wrote essentially the same thing)
	Wisner	
	Fletcher	
"(FF) is the only place you can safely park your car and take your dogs to the beach south of Sloat Blvd."	Malaspina	
The northern closures did nothing to help them (swallows). "(Those areas) are full of dead ice plants. I don't want the rest of FF to look like that."	Malaspina	
Swallows are endangered, they are common in their main portion of their range. This habitat is not suitable for them.	McAlister	
"The rangers are never on the paths we use I'm there 5 days a week and the only rangers I see are in big trucks driving too fast."	Malaspina	
"The ranger knew nothing about the range, migration or natural history of bank swallows and couldn't distinguish them from northern rough-winged swallows."	McAllister	
"History tells us that land enclosures never benefit the public; they are engineered for the elite."	Reverend Reiff	
"(GGNRA) was not created just for a small, well funded vocal clique that seeks to reproduce esoteric California plant life in what has always been sand dunes or to protect the Bank Swallow that fled this area some time ago because of land clearing and replanting activities undertaken by your agency."	Reverend Reiff	

"Federal Park Police regularly harass and intimidate the dog walking public. Their menacing behavior borders on the criminal. I have witnessed exhibitions of their assaultive behavior against ordinary peaceful citizens and I would be more than willing to give factual testimony about these events."	Reverend Reiff	
"Last autumn, with callous disregard for the aged, the disabled and mothers with children in strollers, you ripped out the sunset walk and the benches where people sat to enjoy nature's vistas. I personally know handicapped people who are not longer able to stroll this walk because they are unable to negotiate the shifting and uneven sands that replace and have stolen away the once paved walkway."	Reverend Reiff	
"I am demanding a thorough public investigation into your agencies behavior and activities that are directed against the park using public (sic)."	Reverend Reiff	
"And I am further demanding a thorough public investigation into your agency's ongoing abrogation and negation of our right of access to FF. This right was clearly defined and spelled out by the City and County of San Francisco when it ceded this land to the Federal Government. I eagerly look forward to your timely and expected reply."	Reverend Reiff	
East Bay Regional Parks have "enlightened" off-leash policy.	Hornbacher	
"If the Park Service fails to do so (use the land for "recreation or park purposes" forever) the City of SF may take the park back."	Cronin	
"We do not appreciate being advised that activities that have existed on these lands for many years are suddenly unacceptable or being curtailed in many cases without open dialog with users."	Cronin	
"Walking a dog off-leash is mandatory to maintain its physical and mental health."	Finseth	
"...I'm originally from Germany where off-leash dogs have coexisted with nature for centuries without any adverse effects caused by dogs, where people understand that dogs do not in fact harm the environment and most importantly do not have to live under the heels of the National Park Service."		
Park is being incrementally reduced, now 20% of GOGA closed to public	Finseth	

		FOLDER 8
Pro	Name	
NPS has a responsibility to protect habitat	Strandberg	
People are not being protected from the dogs that are not on leash	Singer	
Close the Ft. Funston dog resort, open it to the public and suply boardwalks and more picnic tables away from the Visitor Center	Orr	

FOLDER 9

Con	Name	
Form letter asking for FF to remain as is		73
Fort Funston was given to NPS by SF for rec. use	Walter	
	Chase	
	Koshover/Roseman	
Recreation not a private garden or wilderness preserve	Bumgarner	
	Randolph	
"Removing the ice plant will not help to reduce land erosion but will hasten it.	Kinney	
Why remove ice plants? Swallows are opportunistic eaters and there is plenty to eat at Lake Merced	O'Neil	
I feel safe when I walk my dogs	Strachan/Gachowski	
Object to closing area and not allowing dogs to run free	Villegas	
	Grimm	
	Arnold	
	Maloney	
	Rose	
	Cody (dog's name)	
Don't turn FF into a botanical preserve	Hirsch	
Tearing up Sunset Trail was appalling, take down fences	Arnott	
Enjoy park as it is (without the closures)	Irion	
	Bennett	
	Mumaw	
	Henderson	
	Stermer	
	Visor	
	Lederman	
	Peele	
	Del Corto	
	Powell	
	Kaye	
	Eldredge/Marilyn	
	Silverman	
Maintain the tradition of off-leash dog walking	Wagner	
	Pattman	
	Meagher	
"If areas must be closed due to environmental concerns than adequate studies must be performed and an open forum must be held to allow for demonstration of these studies, discussion and feedback."	Tokars	

Fences don't work to protect swallows, take them down!	Meyer	
"We will enthusiastically support a balanced policy and urge you not to impose onerous restrictions that would make Funston "off-limits" to us.	Lude'	
	Barnard	
No facts, regarding swallows, to support closure	Sahlaney/Fsnirl	
	Argilla	
	Korchinsky	
"...the closures are not supported by any true scientific measurements, but are, in some way, retribution. Retribution against human beings who use the recreational park to not only enjoy the immeasurable health benefits that the vistas and serenity provide, but also to enjoy a healthy stroll, walk or run with their canine companions."	Perry	
Has no problem with being restricted to trails, but objectives to the closure of 12 acres.	Nicolini	
Wonders why NPS hates dogs and dog people. She continues by saying NPS rangers, for the most part are a bunch of idiots who probably couldn't get a real job. "Get rid of the fences, get a life, and stop bothering us.	Hall	
Feels that native planting and swallow nests restoration can be done successfully without taking more than 75% of the beach cliff trails away from the dogs and people that enjoy this park. "Please don't take our cliffs away!"	Smith	
GGNRA is being influenced by the environmentalists to the exclusion of other constituencies	Scher	
Fence posts are treated with cancer causing chemicals	Cardinal	
"I dislike the meaning of it (fences) - people-this area is not for you - stay out."	Cardinal	
FF is not the Native Plant Society's garden	Cardinal	
"As a true environmentalist, I find this "playing God " attitude on the part of the native habitat restoration organizations extremely disturbing."	Best	
"In University Park in Oxford, England dogs are allowed off-leash and bicycles are forbidden. "Now that makes sense."	Thorn	

"If adequate discussion with the public had been held, we wouldn't be in this adversarial situation. At this point, a win-win will be difficult to achieve."

Bruins



			FOLDER 9
Pro	Name		
No pro comments from binder 9			



		FOLDER 10
Con	Name	
Closure prevents people from enjoying park		
Supports seasonal closing of area (and limiting of days dogs are off leash?)		
Form letter asking for FF to remain as is		66
Fort Funston was given to NPS by SF for rec. use		
Object to the lack of due process in closing FF	Copsey	
Object to closing area and not allowing dogs to run free	Zendarski	
	Burg/Anderson	
	Finley	
Don't turn FF into a botanical preserve		
"I support setting aside tracts of land large enough to support a wide variety of species, with populations large enough for genetic health. However, setting aside wee scraps of land inside an urban area, like FF, represents excessive zeal, a kind of environmental Puritanism."	Broaddus	
"In an urban area people come first"	Broaddus	
Tearing up Sunset Trail was appalling, take down fences		
	Perez (sent 8 form letters, all with the same hand writing)	
Fences are a visual blight, it seems that the public is not welcomed	Balzarini	
Dogs not allowed to run off leash develop social problems		
Rescue information is misleading, most occur in the proposed closure area		
Enjoy park as it is, without the fences	Lilley	
	McClure	
	Brown	
	Goldman	
	Wright	
	Wilford	
"Your administration has managed to turn a recreational and wildlife paradise into a blighted sand dune. Please stop before the damage is irreparable!"	de Zardo	
Native planting has increased erosion	Fugate	
"It is the NPS that has plundered this urban asset by your intentional destruction of the Bank Swallow habitat for truly questionable ends.	Bohr	

Fences don't work to protect swallows, take them down!		
Wants FF kept open and to open more NPS sites as off-leash areas	Lansdown	(provide copies of 4 water colors that she painted)
Install Fences to protect swallows		
SF should reclaim FF from NPS	Hartnett	
Natural Selection is working to exterminate swallows		
Don't close off areas and re-pave Sunset trail	Hamonise?	
No facts, regarding swallows, to support closure		
Wants to see science supporting the closure		
Past Director of Development for TNC, Eastern Region of the US, states swallow is not supported by scientific evidence. Cites second hand information re: Martha's Vineyard, with its thriving bank swallow colonies in the midst of human activity that exceeds what exists at FF	Alden	
Supports finding a compromise to allow protection and people walking their dogs in a responsible manner	Hamilton	
	Bozio	
Park is being incrementally reduced, now 20% of GOGA closed to public		
Will start vendetta against NPS until NPS stops its vendetta against dogs		
When people drown Ocean beach is not closed, yet this is a justification for closing FF to dogs when accidents there happen.		
"Dog owners pay the same taxes for public facilities/services as non-dog owners."	Lewis	

		FOLDER 10
Pro	Name	
NPS has a responsibility to protect habitat	Bird	
Swallows are a significant insect control		
Plants need year-around protection to become established	Pieck	
Dogs make a mess		
People are not being protected from the dogs that are not on leash		
Close the Ft. Funston dog resort, open it to the public and supply boardwalks and more picnic tables away from the Visitor Center		

		FOLDER 11
Con	Name	
Form letter asking for FF to remain as is		25
Fort Funston was given to NPS by SF for rec. use	Carman	
	Watson	
	Johnson	
	Yue	
The land was set aside for dog-walking (off-leash!), picnicking, hiking, watching the ocean, hang gliding, & other outdoor recreation. It was not established as a refuge for bank swallows or an example of dune vegetation.	Carman	
"...the removal of the iceplant will erode the history of the California coast. I see the iceplant as a part of our heritage, a remnant of the war years. Growing up, I learned that without the iceplant the military would have had major erosion problems and had difficulty maintaining camouflage for the bunkers and batteries, installed to protect our coastline."	Hancock	
Object to closing area and not allowing dogs to run free	Fanucchi	
	Kandler	
	Belardi	
	Putman	
	Alvarez	
Same as above and most no-leash areas no longer exist. FF is one of a few remaining.	Grass	
Don't turn FF into a botanical preserve	Ham	
"An ecosystem cannot be ignored or off-handedly replaced simply because it incorporates humans and pets. The removal of these "non-natural" components will increase the use of the area by other "non-natural" components endemic to an urban environment -- like rats, cats, other feral animals, and urban birds. Such population shifts in urban influences will likely affect many non-urban species, perhaps positively, perhaps negatively. The NPS does not know which, and yet seems intent on effecting a series of closures regardless. This is a grave failure of stewardship."	Koenigsberg	
Enjoy park as it is, without fences	Grant	
	Blom	
	McClure	
FF is important to non-dog owners who wish to have a sense of the wild and a sense of protection.	Steinber	A very eloquent letter. One decision makers I suggest read.
Erection of fences to protect swallows is pretense. They are not endangered nor even threatened.	Bachman	
NPS's argument that human shadows cast on the cliff boroughs is not supported by science	Bachman	

"To say that swallows need the plant growth areas as their "habitat" for nesting, etc. Is false - pure pretense."	Bachman	
"...the wind, rain, and tides will move more sand in 10 minutes at FF than a few random hikers (and dog walkers) will in 10 years. Conclusion: pure pretense."	Bachman	
Disagrees with closures of areas for safety. Believes that areas closed shouldn't be and an additional area should be closed.	Bachman	
NPS's true plan is to blanket the entire area with thick, 2-4 foot-high plant growth, until all open areas of the Fort are unusable to people and pets and to severely regulate all access to the park by people and pets to strictly designated trails lined with restraining fences on both sides and posted with signs threatening fines for those who trespass.	Bachman	
"(NPS's) mandates by the Federal Government and the city of S.F. as to how you would manage FF both clearly called for your preservation, not just of plant life, but of the open recreational aspects of the fort as well. "	Bachman	
"This only emphasizes the need for the City to terminate your management of the Fort as soon as possible and at last bring this charade to an end."	Bachman	
"...people need open space as well as birds."	Boyd	
Wants to see scientific evidence that closures are necessary for swallow protection	Tiernan	

FOLDER 11

Pro

NPS has a responsibility to protect habitat	Beamer	
"FF is critical to hundreds of thousands of migrating birds as well as year round residents. Their habitats require protection....Please don't be pressured by this vocal dog group. You should serve the larger public interest in protection of wildlife and native plants."	Ulvang	
"(FF) It must be managed for its biological and historical features, not as a "dog run...As a public entity you are charged with serving the broader public, not just those who have the means to launch a malicious campaign of self-interest".	Saraceni	
	Schwartz	
	Feighner	
	Fox	
	Lopez	
	Nelson	
"I have lost nearly all fondness (sic) for dogs after watching them, day in and day out for years, degrade habitat, destroy sand dunes, chase birds and pee on children... I am convinced that habitat protection cannot be achieved until dogs are restrained."	Massara"	
"Preservation of the colony of threatened bank swallows must be a top priority in the management of FF. The park service should close the maximum area necessary to protect them. Native plant restoration on the dunes, as called for in the park's management plan, should also be a high priority to both enhance wildlife habitat and stabilize the sand. (paragraph) Visitor safety and preservation of native plants and wildlife are more important than allowing access to easily eroded cliffs and bluffs. (paragraph) Existing laws that require all dogs to be on leash in national parks and require visitors and dogs to remain on designated trails should be firmly enforced."	98 form letters	(an interesting note: Most of the pro form letters are out of state.
"I'm a teacher, and have been a dog owner and bird watcher for most of my life...I no longer take my students to Funston since a large out of control dog knocked one of the children over and thoroughly frightened the rest during a field trip two years ago. The owner did not yell until I pushed the dog away, and as you might guess, she yelled at me...I urge you to protect the bank swallow colony by keeping people and their pets out, to enforce leash laws, and to do whatever you can to restore the trashed areas near the main parking lot; replanting with native plants as in the presidio would be especially nice."	Fitch	

FOLDER 12

Con	Name	
Form letter asking for FF to remain as is		97
Fort Funston was given to NPS by SF for rec. use	Moody	
	Moody	
	McAllister	
	Slater	
	Horning	
Enjoy park as it is, without fences	McWilliams	
	Mantefuffel	
	Marchese	
	Wardell	
	Erb	
	Boesch	
	Angeles	
	Hu	
	Kefauver	
	McIntosh	
	Bell	
	Hochschild	
	Allan	
	Shepard + 3 letters from her children	
	Cameron	
Years ago, FF was unsafe, she was accosted by homeless people, drunken people, people on drugs, and saw the rangers captute a naked man runing along the top of the dunes. This has all changed. "...today--Fort Funston is a clean, safe place to walk--esp. for a single woman. It is safe and clean due in large part to the dogs and their owners who walk there."	Kind	
"It took innumerable hearings and discussions to set the "off leash dog policy." How can fencing out the most prized acres be less worthy of vigorous investigation and disussion?"	Garn	
"Please exercise your discretion to say there is no justifiable emergency toalter the 40 year course of open. Unfettered recreation at the Fort. Dessign a comprehensive plan with native plants in low or no traffic areas, with swallow protection, if they need it, and with the rest of us left alone to enjoy what remains of the evolution of the Army's work."	Garn	

<p>The handling of the public comments at the September meeting of GGNRA's Citizen's Advisory Committee was criticized . The closure was not the first thing on the agenda and the testimony was not heard until "10:45 P.M." (the testimony began shortly before 10:30 P.M.).</p>	<p>Garn</p>	
<p>Received signed petitions with over 5,500 names..</p>		<p>Petitions are headed with apparently two different headings. One states: "PETITION PROTESTING THE PROPOSED 12 ACRE CLOSURE AT FORT FUNSTON"</p>
<p>My guests are impressed at how friendly the dogs are together...It would be a shame to take away an environment that provides interaction with one's fellow community resident.</p>	<p>Viloria</p>	<p>The other heading (that was taped on to about 20 petitions stated: "THIS IS A NATIONAL PARK OPEN TO ALL PEOPLE FOR RECREATIONAL USE AND ONE OF ONLY A FEW PARKS WHERE DOGS CAN BE EXERCISED OFF-LEASH AND EVENTUALLY PROHIBIT DOG WALKING ALTOGETHER. PLEASE JOIN IN THE FIGHT TO PROTECT THE BANK SWALLOWS WHILE ALLOWING FREE USAGE OF THE FORT OF ALL PEOPLE" Both petitions had the following statement before the signature blocks: "We the undersigned are opposed to the proposal to close twelve acres of Fort Funston to recreation use. We support protection of the bank swallows, but believe the National Park Service has taken more land than is necessary for their protection."</p>
<p>I was very disturbed by the representation made by the Park official the evening of the CAC meeting in August. There wasn't the slightest attempt oexplain or justify the matter at hand, the proposed park closures.</p>	<p>Gensberg</p>	
<p>Mr. O'Neill, what is your master plan for Fort Funston? Are we going to continue using the park for recreational purposes or are you going to turn the area into a sanctuary?</p>	<p>Gensberg</p>	
<p>Golden Gate Senior Svices Passed a resolution opposing the closures at Fort Funston and demanding that the Sunset Trail be restored to a state usable by people with limited mobility.</p>	<p>Ledeer</p>	
<p>"...(as a result of the dog walkers montly clean-up days at Fort Funston it is) the cleanest park in the Bay Area"</p>	<p>Shepard</p>	

<p>Shepard has written three letters recently (9/19, 9/29, and 10/4) and in January and March) and mentions that all correspondence has gone unanswered.</p>	<p>Shepard</p>	
<p>Stanford University recently shut the use of Stanford Hills as an open area where people walked their dogs. "...And, again, they were using a pretext of the Red Salamander that they wanted to protect. And the reason it's a pretext is because Stanford itself plans to develop much of the land down there. They use it as a pretext to assert a regulation."</p>	<p>Finseth</p>	
<p>"with the closure of many parks to dogs, they're becoming more concentrated in certain parks and it's becoming a problem."</p>	<p>La Cava</p>	
<p>SPCA contends that interpolation of information is not appropriate. Essentially asking that all NPS assertions be backed with environmental studies. E.G. conversions with an expert on local geology is not sufficient. New studies must apparently be conducted. Another example, NPS asserts that people standing on the edge of the FF cliffs may promote erosion. They demand that a study be done before NPS makes such assertions. The final example, "NPS Assertion: Natural weathering and erosion from rainfall runoff and wind contribute to loss of the bluff face. SPCA states that The NPS has conducted no study to evaluate the role of rain or wind on the loss of bluff face</p>	<p>SPCA</p>	<p>SPCA (October 6, 2000) comments: They provided a 75 page comment letter and a full 6 or 8 inch binder of appendices// "The NPS has failed to analyze, for example, the impact of unleashed dogs on controlling predators of bank swallows." (page 5)// Cites study by Cutle, B. "A Bank Swallow Colony on an Eroded Sea Cliff-" 1961, p. 46, (found at US04059). "She also commented on the anomalous fact that there were fewer predators at Fort Funston than existed at other colonies...{P}redators may be less in evidence than at some more typical locations."// SPCA and park staff observations that there seems to be more predators (ravens and kestrels) in the area after a 1990 closure.// On page 44 is an interesting note. When the obvious is not documented with recent studies SPCA demands a study. When study results are provide the SPCA states "The data is self-serving and largely irrelevant</p>
<p>SPCA contends that NPS's Fort Funston closure violates Federal Laws, Interior management policies and NPS regulations. Laws including the enabling legislation and NEPA.</p>		
<p>John Keating hand delivered four volumes of information. They were all court documents. There were no specific comments. He requested</p>		

		FOLDER12
Pro		
NPS has a responsibility to protect habitat	Conner	
	Power	
	Jesse	
	Dr. Mast	Ecology & Evolutionary Biology, SFSU
	Dr. Buss	
Unfortunately, GGNRA has curried the favor of the small off-leash dog-user group, to the detriment of the park' resources and a vastly superior number of other park users, whose activities do not come in conflict with park regulations.	Huse	NPCA
Form Letters	57	
GGNRA myust develop a holistic management plan for the region, with more focus on protecting and restoring the park's unique resources.		
"The (dune) scrub is a incredibly rich environment, supporting a wealth of plant species, many endangered, butterflies, due rabbits, field mice, and the hawks that hunt them, as well as many other parties who will never show up at an advisory board meeting.../The habitat restoration at FF is an unusual opportunity to preserve a small portion of it, a portion that once stretched for miles."	Anderson	
"FF is critical to hundreds of thousands of migrating birds as well as year round residents. Their habitats require protection....Please don't be pressured by this vocal dog group. You should serve the larger public interest in protection of wildlife and native plants."		
"(FF) It must be managed for its biological dn historical features, not as a "dog run...As a public entity you are charged with serving the broader public, not just those who have the means to launch a malicious campaign of self-interest".		
As one of the last remnants of land that approximates San Francisco's natural pj		
		NPCA, Sierra, TWS, NRDC

<p>"I have lost nearly all fondness (sic) for dogs after watching them, day in and day out for years, degrade habitat, destroy sand dunes, chase birds and pee on children... I am convinced that habitat protection cannot be achieved until dogs are restrained."</p>		
<p>"Preservation of the colony of threatened banks swallows must be a top priority in the management of FF. The park service should close the maximum area necessary to protect them. Native plant restoration on the dunes , as called for in the park's management plan, should also be a high priority to both enhance wildlife habitat and stabilize the sand. (paragraph) Visitor safety and preservation of native plants and wildlife are more important than allowing access to easily eroded cliffs and bluffs. (paragraph) Existing laws that require all dogs to be on leash in national parks and require visitors and dogs to remain on designated trails should be firmly enforced."</p>	<p>(an interesting note: Most of the pro form letters are out of state.</p>	
<p>"I'm a teacher, and have been a dog owner and bird watcher for most of my life...I no longer take my students to Funston since a large out of control dog knocked one of the children over and thoroughly frightened the rest during a field tri two years ago. The owner did not yell until I pushed the dog away, and as you might guess, she yelled at me...I urge you to protect the bank swallow colony by keeping people and their pets out, to enforce leash laws, and to do whatever you can to restore the trashed areas near the main parking lot; replanting with native plants as in the presidio would be especially nice."</p>		
<p>"...it is in Oregon's interest too that this area (the 12 acre closure) and the sensitive bank swallow colony and other area resources be protected from unnecessary disturbance...In particular we especially encourage the Park Service to prohibit the running of unleashed dogs in any area of the park-but particularly in dune areas where off trail use in general has clearly degraded the are's natural values."</p>	<p>Wood</p>	<p>Oregon Natural Resources Council</p>

		WORK FOLDER 3	
Con	Name		
Form letter asking for FF to remain as is	85		
Fort Funston was given to NPS by SF for rec. use	Anderson		
	Donavan		
	Duva		
Dogs are not de-stabilizing the cliffs. Removing ice plant and trees will hasten process	Vinsant		
Enjoy the pleasure of seeing hundreds of dogs playing	Bower		
CDFG advised that only the cliff face is necessary to close to protect swallows	Johnson		
Object to closing area and not allowing dogs to run free	Franklin		
A majority of environmental scientists fail to concur with your (NPS) plight of the bank swallows" "Many of us opt to have canines instead of children. Isn't that the way to go in over populated planet?"	Blair		
"If we don't have a place to let our beloved pets run free I fear what all the pet up energy is going to look like>"	Ebrahimi		
Visitor's love to play with their companions far from the main trail	Ong		
Decade long tradition	Poch		
Don't turn FF into a botanical preserve	Sspillane		
Hard to get "my dog" all the exercise it needs. After they go to FF the dog always falls asleep in the car	Tobias		
"Please think of our dogs as our children"	Lee		
"My primary concern is that the Park service ultimately intends to close the park to pets	Liden?		
Tearing up Sunset Trail was appalling, take down fences	Bolin		
"I don't know where to else to take my dog to socialize. Without the socializing my Rottwieller would probably be mean and wouldn't get along with othe humans either."	Mahoney		
Seeing dogs run free is a great way to relieve stress			
Enjoy park as it is	Bradley		
	Yoder		
	Strock?		
	Gibbs		
	Scully		

There was never public consensus to change our recreation area into a "native plant" preserve	Bolin		
Fences don't work to protect swallows, take them down!	Cardinal		
"The people of San Francisco need it (FF) so their dogs don't drive them crazy".	Dubrof		
Install Fences to protect swallows (near edge of cliff only)	Peer		
Does not believe that the closure is about swallow protection, but "native plants. It appears that the native plants are not recreation friendly the way that the ice plants are. Therefore the public recreational users have to be genced out.			
Under terms of initial agreement GGNRA was to consult with the City of SF whenever there was any planned "substantial alteration of the natural environment"	Beck		
"Any restriction you place on public access should be carefully tailord to meet specific goals that are directly related to the pupose for which the park exists."			
Public notice inadequate and no provision for public review of the documents relied on for the proposal. Over 20% of the Funston has been closed to public w/o due process	Simpson		
"Dogs make people happy - not Birds!!!"	Sebastian		
Wants the NPS to poll current FF users, Less "dog space" at FF means more crowding at other parks. Is there an EIR on this policy decision.	Cheney		
"The GGNRA's attempts to control nature are in direct contrast to the mandate of the park system."	Strout		
No substantial reason has been given to close part of FF	Brost		
If FF closes to off leash identify another area that is open to off leash dog walking	Gelson		
Don't want to be confined to narrow trail only to observe "native vegetation"	Krotzer		
"Bank swallows have moved south to get away from the GGNRA's destruction!"	Wong-Logan		
Limiting recreation areas in a crowded city is not good management	Wong-Logan		
Number of dogs per person should be controlled			
Letter from 3 dogs (Bosco, Lollipop, Jack the Bear	Franklin		

<p>"... (iceplant is) a species that is "actively smothering native California wildflowers while converting pristine coastal dune, cliff and prairie habitats into desolate biological wastelands that our native flora and fauna cannot survive in."... (NPS's proposal).. will undoubtedly provide a vast improvement to the habitat.. It will create habitat for native wildlife such as California quail and brush rabbits... The proposed habitat protection closure is consistent with the recent order issued by the Director of the NPS, indicating that protection of natural resources is the priority in national parks and recreation areas... This order indicates "that when there is conflict between conserving resources and values and providing for enjoyment of them, conservation is to be predominate." Removal of iceplant and planting native vegetation will protect the natural resources of Fort Funston by creating habitat for native birds, mammals and insects. On the other hand, allowing off-trail use of this area by people and off-leash dogs is incompatible with maintaining</p>	<p>Goldberg, Habitat Restoration Support Group</p>	
<p>"The coastal nesting bank swallows are locally endangered and greatly disturbed by free running dogs. At least during their nesting season (April, May, June) dogs should be confined to leash and owners confined to pathways."</p>	<p>Floyd</p>	
<p>"... I applaud the Park Service's goal of protecting the Bank Swallow colony at the Fort. I believe that they can best achieve this objective by protecting the cliff top and cliff face where the swallows breed each year. I do not believe that the proposed closure is necessary to protect the swallows, despite assertions that it is."</p>	<p>Shields</p>	<p>Professor of Biology SUNY, Syracuse)</p>

<p>"We saw a pie chart (at the August Advisory Comm. Meet.) that showed that 86% of the use at Fort Funston were dog walkers. And, to me, that begs the question: If Fort Funston is such a unique and beautiful place, why is its use being dominated by a predominantly single, special-interest group? I believe that Fort Funston needs to be seen as something greater than a sandbox, with a wonderful view. It's a very valuable natural resource, and it's absolutely the last remnant that we have to pass onto future generations of what the land was like before it was settled by so many people."</p>	<p>Durighello</p>	
<p>"There is ample evidence that allowing large numbers of recreational users--whether adults, pet owners, or off-leash dogs themselves--to trample dune vegetation is not sustainable. Trampling has eliminated even iceplant...?"</p>		<p>California Native Plant Society</p>

**WORK
FOLDER 3**

Pro	Name
NPS has a responsibility to protect habitat	Dilabio
	Williams
	Hansen
	Hanson
	Bartell
	Bensingier
	Parker
	Hammond
	Hanahan
	Schierferstein
	Elton
	Dutton
	Stone
	O'Connell
	Jones
	Krasevac
	Lenz
	Mulvaney
	Spencer
	Jeffries
	Fitzpatrick
	Bowers
	Reese
	Hert
	7 more form letters (burrowing owls?)
	Ulvang
	Brenner
	Riley
	Denison
	McArdle
	Raine
	Kaspar
Dogs make a mess	Elsner
	Wood
People are not being protected from the dogs that are not on leash	Singer
Close the Ft. Funston dog resort, open it to the public and suply boardwalks and more picnic tables away from the Visitor Center	Orr

		COMBINED FOLDER
Pro	Name	
NPS has a responsibility to protect habitat	Embry	
	Kunkel	
	Wallace	
	Francis	(only 5% of SF dune complex remains)
	Flowers	
	unsigned post card	
	Herath-Veiby	
	Siddique	
	Aderhold	
	Jolin	
	Luehrmann	
	O'Connell	
	Miller	
	King	
	Clifford	
Blum		
Commins		
Rutkowski		
	Nemeth	(wants to be on mailing list: Teresa @ 1189 Harrison St., Apt 2, Santa Clara, Ca 95050
	McColley	
	Colasurdo	
	Maxwell	
	Schumann	
	Zebell	
	London	
	Goldberg	
NPS has a responsibility to protect habitat	Dilabio	
	Williams	
	Hansen	
	Hanson	
	Bartell	
	Bensinger	
	Parker	
	Hammond	
	Hanahan	
	Schierferstein	
Elton		

	Dutton	
	Stone	
	O'Connell	
	Jones	
	Krasevac	
	Lenz	
	Mulvaney	
	Spencer	
	Jeffries	
	Fitzpatrick	
	Bowers	
	Reese	
	Hert	
	7 more form letters (burrowing owls?)	
	Ulvang	
	Brenner	
	Riley	
	Denison	
	McArdle	
	plus 47	
Dogs make a mess		2
People are not being protected from the dogs that are not on leash	Gardner	
	Santiago	
Close the Ft. Funston dog resort, open it to the public and suply boardwalks and more picnic tables away from the Visitor Center	Orr	

		COMBINED FOLDER
Con	Name	
Closure prevents people from enjoying park	11	
Form letter, asking for FF to remain as is	163	
Fort Funston was given to NPS by SF for rec. use	13	
Object to closing area and not allowing dogs to run free	5	
(don't ranger vehicles on beach disturb birds?)		
Enjoy the pleasure of seeing hundreds of dogs playing	Bower	
Dogs are not de-stabilizing the cliffs. Removing ice plant and trees will hasten process	Vinsant	
Fences keep tax payers from enjoying area	Logois	
Supports seasonal closing of area (and limiting of days dogs are off leash?)	Asaro	
Decade long tradition	11	38% of Sfers have dogs
Tearing up Sunset Trail was appalling, take down fences	2	
Enjoy park as it is	10	
CDFG advised that only the cliff face fence is all that is necessary to protect swallows	2	
Fences don't work to protect swallows	6	
Does not believe that the closure is about swallow protection, but "native plants. It appears that the native plants are not recreation friendly the way that the ice plants are. Therefore the public recreational users have to be genced out.		
		(clear trail of drifting sand)
Public notice inadequate and no provision for public review of the documents relied on for the proposal. Over 20% of the Funston has been closed to public w/o due process	2	(letter contains substantive comments)
"Bank swallows have moved south to get away from the GGNRA's destruction!"	Wong-Logan	
Areas where dogs can run free are being eliminated	Sammis	
Dogs not allowed to run off leash develop social problems	Grant	
Need coastal consistency determination	CCC - Raives	
Dog owners are "threatened" and will become "endangered species"	Scully	

Dog walking was recognized by Congress as a rec activity in GGNRA's enabling legislation. Disagrees with turning a rec area into a nature exhibit. No scientific basis for closure	Brobst	
Fort Funston was given to NPS by SF for rec. use	Morris	
Under terms of initial agreement GGNRA was to consult with the City of SF whenever there was any planned "substantial alteration of the natural environment"	Beck	
No facts, regarding swallows, to support closure		2
A majority of environmental scientists fail to concur with your (NPS) plight of the bank swallows" "Many of us opt to have canines instead of children. Isn't that the way to go in over populated planet?"	Blair	
	Lyss	
Natural Selection is working to exterminate swallows	Schmoltze	
	HU	
Pressure from Audubon and Native Plant Soc causing closure not facts	Casassa	
Recreation not preservation should be goal of GGNRA		4
"The GGNRA's attempts to control nature are in direct contrast to the mandate of the park system."	Strout	
"Any restriction you place on public access should be carefully tailord to meet specific goals that are directly related to the pupose for which the park exists."		
Fences are a visual blight	Sarrett	
Fences don't work to protect swallows, take them down!	McNamar a	
Install Fences to protect swallows	Costa	
No substantial reason has been given to close part of FF	Brost	
Wants the NPS to poll current FF users, Less "dog space" at FF means more crowding at other parks. Is there an EIR on this policy decision.	Cheney	
Restoration should be limited to the fringes of the property		
Number of dogs per person should be controlled	Dinsalge	(a very reasonable sounding person)
Don't turn FF into a botanical preserve		2
Don't want to be confined to narrow trail only to observe "native vegetation"	Krotzer	

There was never public consensus to change our recreation area into a "native plant" preserve	Bolin	
Are native plants native?		
Wants to see science supporting the closure	Mooney	
Hard to get "my dog" all the exercise it needs. After they go to FF the dog always falls asleep in the car	Tobias	
"Please think of our dogs as our children"	Lee	
Increased use of city parks, more dog behavior problems resulting in more dog euthanasia	Romanini	(also wrote letter to chair of advisory commission, asking him to read her letter to B. O'Neil
Hang-glider users do not disturb swallows	Brown	
Park is being incrementally denied to the public for rec. use	Brown	
If dogs are banned, people won't come, budgets will go down	Selleck	
Fence bluffs, assure first three issues resolved. Veg management misguided. Believes nat. veg. is only for swallows, and therefore not needed	Cavaluzzo	
Trampling the rights of dog owners	Brown	
Wants to have a say in park planning	Beall	
Rescue information is misleading, most occur in the proposed closure area	McAlister	
Park is being incrementally reduced, now 20% of GOGA closed to public	Maxim	
Will start vendetta against NPS until NPS stops its vendetta against dogs	McCormack	
When people drown Ocean beach is not closed, yet this is a justification for closing FF to dogs when accidents there happen.		
"If we don't have a place to let our beloved pets run free I fear what all the pet up energy is going to look like>"	Ebrahimi	
Visitor's love to play with their companions far from the main trail	Ong	
"My primary concern is that the Park service ultimately intends to close the park to pets	Liden?	
"The people of San Francisco need it (FF) so their dogs don't drive them crazy".	Dubrof	
"I don't know where to else to take my dog to socialize. Without the socializing my Rottweiler would probably be mean and wouldn't get along with other humans either."	Mahoney	
Seeing dogs run free is a great way to relieve stress		

"Dogs make people happy - not Birds!!!"	Sebastian	
If FF closes to off leash identify another area that is open to off leash dog walking	Gelson	
Limiting recreation areas in a crowded city is not good management	Wong-Logan	
Letter from 3 dogs (Bosco, Lollipop, Jack the Bear	Franklin	



		PRO COMMENTS (WHITE BINDER)
Pro	Name	
NPS has a responsibility to protect habitat	7 form letters	
	Smith	
	Evans	
	Sydow	
	Obrin	
	Koel	
	Sykora	
	Silvers	
	Smith	
	Hanahan	
	Gemmil	Both sides of this argument often use the fact that they are tax payers
	Horwitz	
	Blum	
	Van Der Wal	
	Williams	
	Carlson	
	Andersen	
	Mathews	
	Mulhall	Dog lovers protect their mutts' values over children, adults, or wildlife
	Unterberger	
	Mead	
	Hamilton	
	Konija	
"It is a shame for the dogs and the owners, but it is NOT the responsibility of a national park to accommodate them."	O'Neil	
	Uehara	
	Howard	
	21 other mostly similar comments	
Need a comprehensive management plan for Fort Funston, forbid professional dog walkers from using FF	Cabada	
Worried about loose dogs hurting children	Musseluan	

The natural qualities of Fort Funston have been significantly degraded and cheapened by the controlling impact of dogs	Thurber	
Children sliding down Joey's Hill is destructive to sand dune	Audubon Society	
People are not being protected from the dogs that are not on leash	Singer	
Close the Ft. Funston dog resort, open it to the public and supply boardwalks and more picnic tables away from the Visitor Center	Orr	

FOFUAR00147
GGNRA006888

FORT FUNSTON COMMENTS IN CATEGORY

- * As of August 14th, a total of 161 letters have been received.
- * 103 letters expressed comments against the proposed closure.
- * 51 letters expressed support for the proposed closure.
- * 7 letters received would best be filed under "miscellaneous"... the topics include:
 - limiting restoration projects to the fringes of the property
 - keeping ice-plant in areas to save the cliff from further erosion; believe that all parties can co-exist
 - thank-you letters regarding the newly constructed water fountain
 - all parties involved should openly discuss this issue
 - the need for scientific documentation

In-favor

Opposed

Miscell.

~~FOUO~~ FOFU CEC consistency

FOFUAR00149

CALIFORNIA COASTAL COMMISSION

45 FREMONT STREET, SUITE 2000
 SAN FRANCISCO, CA 94105-2219
 VOICE AND TDD (415) 904-5200



RECEIVED

NOV 07 2000

November 3, 2000

SUPERINTENDENT'S OFFICE

Brian O'Neill
 National Park Service
 Golden Gate National Recreation Area
 Fort Mason
 San Francisco, CA 94123

cy: M. Scott
 D. Hatch
 N. Walther
 R. Scott
 Y. Ruan

Attn: Terri Thomas

RE: **ND-093-00**, Negative Determination for Habitat Protection Closures,
 Fort Funston, Golden Gate National Recreation Area, San Francisco

Dear Mr. *Brian*

The Coastal Commission staff has received and reviewed the above-referenced negative determination. The National Park Service (Service) proposes to protect habitat resources within Fort Funston, Golden Gate National Recreation Area, through closure of approximately 12 acres to off-trail recreational use by the public. The closure will protect habitat for a nesting colony of California State-threatened bank swallows, allow for the restoration of native plant communities, and protect public safety.

Because Fort Funston is federally owned land, it is excluded from California's coastal zone by the federal Coastal Zone Management Act (CZMA). Specifically, Section 304(1) of the CZMA provides, in part, that:

Excluded from the coastal zone are lands the use of which is by law subject solely to the discretion of or which is held in trust by the Federal Government, its officers or agents.¹

The Commission staff reviews projects on federal land for their effects on coastal uses or resources. If the federal activity affects resources or uses of the coastal zone, the federal agency must prepare a consistency determination and submit it to the Commission for its review and concurrence.² In this case, in a letter dated August 3, 2000, the Commission staff identified the proposed activity as one that could possibly affect coastal zone resources. The Service has reviewed the activity and the requirements of the CZMA and has determined that the activity does not significantly affect coastal resources. To support this conclusion, the

¹ 16 USC § 1453(1)

² 16 USC § 1456(c)(1)

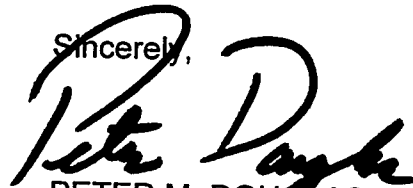
FOFUAR00150

GGNRA006891

Service submitted a negative determination³ to the Commission staff. After a thorough evaluation of the Service's negative determination and other related information, the Commission staff agrees with the Service's conclusions. Specifically, the Commission staff agrees that the proposed project will not significantly affect access to the shoreline. Although the closure will eliminate an existing undesignated trail to the beach, the public will still have access to the shoreline from existing designated trails to the north and south of the closed area. These designated trails are closer to the existing parking area, and thus provide the most convenient access to the shoreline. Additionally, the trail in the proposed closed area traverses steep slopes and cliffs and its use presents a risk to public safety. The trail also crosses through nesting habitat of the California listed threatened bank swallow and its use affects this habitat resource. Therefore, because there is existing access nearby and the closure is necessary to protect public safety and habitat resources, the proposed closure does not significantly affect access resources of the coastal zone. Additionally, the proposed project does not adversely affect habitat resources of the coastal zone. The project will close this area to public use and will eliminate a disturbance to nesting bank swallows. Additionally, the closure will allow for the restoration of native vegetation in this area. Therefore, the proposed activity will not adversely affect habitat resources of the coastal zone.

In conclusion, the Coastal Commission staff agrees that the proposed project will not adversely affect coastal zone uses or resources. We, therefore, concur with the negative determination made pursuant to 15 CFR Section 930.35(d). If you have any questions, please contact James R. Raives of the Coastal Commission staff at (415) 904-5292.

Sincerely,



PETER M. DOUGLAS
Executive Director

cc: North Central Coast Area Office

PMD/JRR

³ 15 CFR §930.35(d)

CALIFORNIA COASTAL COMMISSION

45 FREMONT STREET, SUITE 2000
 SAN FRANCISCO, CA 94105-2219
 AND TDD (415) 904-5200



RECEIVED
 AUG 04 2000
 SUPERINTENDENT'S OFFICE

August 3, 2000

S. Sheen
 Cy: B. O'Neill
 M. Scott

Brian O'Neill
 Superintendent
 Golden Gate National Recreation Area
 Bay and Franklin Streets, Building 201, Fort Mason
 San Francisco, CA 94123

Re: Federal Register Notice on proposed year-round closure at Fort Funston

Dear Mr. O'Neill:

Thank you for the opportunity to comment on the above-referenced Federal Register notice. In that notice, the National Park Service proposes a year-round closure of approximately 12 acres of Fort Funston to off-trail recreation use by the public. The purpose of this letter is to inform the National Park Service that that activity may affect resources and uses of the coastal zone and may require a consistency determination pursuant to the requirements of the federal Coastal Zone Management Act (CZMA).¹ Specifically, the National Park Service's proposal would restrict recreation use of the Fort Funston area and may affect public access to the shoreline and public recreational use of the coastal zone. Therefore, the Commission staff believes that the proposed project triggers a requirement for a consistency determination pursuant to the CZMA² and its implementing regulations.³

A consistency determination is an evaluation of the proposed activity's effects on coastal resources or uses and its consistency with the mandatory enforceable policies of the California Coastal Management Program and includes the necessary information to support the federal agency's conclusion.⁴ A consistency determination must be submitted to the Commission 90 days prior to final federal approval of the activity, unless the state and the federal agencies agree to an alternate schedule.⁵ If the federal agency determines that this activity does not affect coastal uses or

¹ 16 USC § 1450 *et seq.*

² 16 USC § 1456(c)(1).

³ 15 CFR § 930.34(a).

⁴ See 15 CFR § 930.39 for a list of necessary data and information.

⁵ 16 USC § 1456(c)(1) and 15 CFR § 930.41(c).


FOFUAR00152

GGNRA006893

resources, it must submit a negative determination 90 days before final federal approval of the activity.⁶

If you have any questions or need assistance preparing a consistency determination, please contact me at (415) 904-5292. Thank you for your cooperation in this matter.

Sincerely,



James R. Raives
Federal Consistency Coordinator

cc: North Central District

⁶ 15 CFR § 930.35(d).

Quintex

FOFUAR00154



United States Department of the Interior

NATIONAL PARK SERVICE
Golden Gate National Recreation Area
Fort Mason, San Francisco, California 94123

IN REPLY REFER TO:

H4217 (GOGA-RMPCR)

DEC - 5 2000

Memorandum

To: Daphne Hatch, Chief of Natural Resources, Golden Gate
From: General Superintendent, Golden Gate
Subject: Completion of Certification for Project through
Preservation Assessment Form (5X)
Project Title: Bank Swallow and habitat protection
project, Fort Funston, Golden Gate
Certification No.: GOGA-01-032

Enclosed is a copy of the signed Preservation Assessment Form (5X) indicating that the subject project has received Certification for compliance with the National Historic Preservation Act through our Park Programmatic Agreement. You may proceed with the project once you have met the other requirements of Project Review.

for Brian O'Neill

Mary Gibson Scott
Assistant Superintendent, Operations

Attachment

cc:
Facility Manager, South Dist., w/o att.
Environmental Protection Spec., Golden Gate, w/o att.

**PRESERVATION ASSESSMENT (5X FORM)
GOLDEN GATE NATIONAL RECREATION AREA
CALIFORNIA
PROGRAMMATIC AGREEMENTS
OF 1992 AND 1994 - NPS, SHPO, ACHP**

Completion of this form is required for all projects which have the potential to affect cultural properties in Golden Gate National Recreation Area. Attach supporting documentation (i.e. site map, drawings, cut sheets) which will help to adequately describe the proposed project. This form is completed pursuant to Section 106 of the National Historic Preservation Act of 1966, as Amended.

A. Originating Office

1. Management Unit: Fort Funston
2. Cultural resource(s) affected by the proposed project (Building name and number or name of landscape feature, archeological feature, or artifact): cultural landscape at north end of Fort Funston
3. a. Describe the proposed project concisely:

608A-01-032

Fort Funston Bank Swallow and Habitat Protection Project (PW00-121): Approximately 12 acres of Fort Funston will be closed year-round to off-trail recreational use by the public. Map 1 delineates the proposed fencing alignment. The current fencing alignment (illustrated in Map 2) will be changed in the following manner: the fence separating the seasonal and permanent areas will be removed; the southern boundary fence of the seasonally closed area will be extended south to the alignment on Map 1. An integrated pest management approach will be used to remove invasive iceplant on the project site (hand removal and small equipment), followed by revegetation with native plants.

- b. The proposed project will (check as many as apply):
- Destroy historic fabric
 - Remove historic fabric
 - Replace historic fabric in kind
 - Replace missing historic fabric
 - Add nonhistoric elements to a historic structure
 - Alter historic ground cover or vegetation
 - Introduce nonhistoric elements (visible, audible, or atmospheric) into historic setting/environment.
 - Reintroduce historic elements in a historic setting or environment.
 - Remove historic elements from a historic environment.
 - Will disturb ground surface.

FOFUAR00156

GGNRA006897

- () Incur gradual deterioration of historic fabric, terrain, setting.
- () Other - Describe briefly:

c. Describe the effects indicated in 3b concisely:

Non-native, historic plantings of iceplant will be removed and replaced with native plant species appropriate to coastal dune ecosystems.

Fencing (wood posts, cable and wire mesh approx. 40" in height) will be installed to close the area.

Removal of non-native vegetation, native plant restoration and fence installation will disturb the immediate ground surface (sand dunes) and to approx. 3-4 ft. depth where fence posts are installed.

d. Describe measures planned to minimize effects:

Fence alignment is primarily along the existing roadway rather than through less disturbed habitat. Large areas of iceplant will remain in other areas of Fort Funston.

4. Identify professional planning or engineering documents utilized and firms or offices involved:

Project Review packet PW00-121A, Nov. 22, 2000

5. Explain why the project is needed:

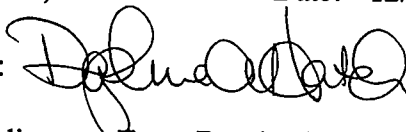
The project is needed to protect habitat for a nesting colony of California state-threatened bank swallows, to enhance significant native plant communities, improve public safety, and reduce human-induced impacts to the coastal bluffs, a significant geological feature.

6. Attach site map, drawings, specifications, photographs and/or detailed project descriptions to this form (required).

7. Prepared by: Daphne Hatch Title: Chief Division of Natural Resource Management and Research (Acting)

Telephone Number: (415)331-0744 Date: 12/1/00

Branch Chief Signature:



Date:

12/4/00

Submit form to Park Section 106 Coordinator. Form Received:
Park Section 106 Coordinator will complete items 8, 9, and 10.

FOFUAR00157

DEC 4 2000

GGNRA006898

8. Level of effect of project:
 No Effect
 No Adverse Effect
 Adverse Effect
9. How will Section 106 Compliance be achieved?
 Compliance for an action described in a Plan which has been approved by the SHPO and ACHP
 Under GOGA PA
 Under Presidio PA
 Under a separate PA, if so list?
(e.g. Servicewide PA of 1995)
 New compliance agreement needed, under 36 CFR Part 800 - Regulations Advisory Council
10. Policies, standards and guidelines followed:
 "NPS 28: Cultural Resource Management Guideline"
 "Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings"
 "Guidelines for Rehabilitating Buildings at the Presidio of San Francisco"
 "Draft Guidelines for the Treatment of Historic Landscapes"
 "Presidio Sign Guideline" or "Tenant Sign Policy"
 Other - List:

B. Park Historic Preservation Staff Review and Certification

1. The foregoing assessment is adequate; the proposed action is consistent with all applicable NPS Management Policies, standards, guidelines or USDI Standards and Guidelines, Rehabilitation of Historic Buildings or others and incorporates measures to avoid Adverse Effects.
2. Proposed undertaking will be adequate only if the attached stipulations are incorporated into the undertaking.
3. Proposed undertaking will need separate compliance under the Advisory Council on Historic Preservation Regulations (36 CFR Part 800).

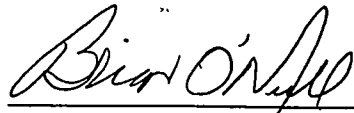
Review Certification:

(Check Yes or No for each of the boxes adjacent to signature line. The purpose of each box is indicated in the above three descriptions.)

	Y	N		
1.	<input checked="" type="checkbox"/>	<input type="checkbox"/>		
2.	<input type="checkbox"/>	<input type="checkbox"/>	(NA)	
3.	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
			<u>Leo Barber</u>	<u>12/4/00</u>
			Park Archeologist	Date
1.	<input checked="" type="checkbox"/>	<input type="checkbox"/>		
2.	<input type="checkbox"/>	<input type="checkbox"/>	(NA)	
3.	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
			<u>Susan Ewing Haley</u>	<u>12/4/00</u>
			Park Curator	Date
1.	<input checked="" type="checkbox"/>	<input type="checkbox"/>		
2.	<input type="checkbox"/>	<input type="checkbox"/>	(NA)	
3.	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
			<u>Michael White</u>	<u>12/4/00</u>
			Park Cultural Landscape Architect	Date
1.	<input checked="" type="checkbox"/>	<input type="checkbox"/>		
2.	<input type="checkbox"/>	<input type="checkbox"/>	(NA)	
3.	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
			<u>Michael White</u>	<u>12/4/00</u>
			Park Historical Architect	Date
1.	<input checked="" type="checkbox"/>	<input type="checkbox"/>		
2.	<input type="checkbox"/>	<input type="checkbox"/>	(NA)	
3.	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
			<u>Hal</u>	<u>12/4/00</u>
			Park Historian	Date

- C. Additional requirements/stipulations (as indicated by a Y check in item 2 at the signatures above) required for this proposal to be approved: See Certification Memo from General Superintendent.

- D. General Superintendent, Golden Gate National Recreation Area, approval of proposed action including additional requirements.

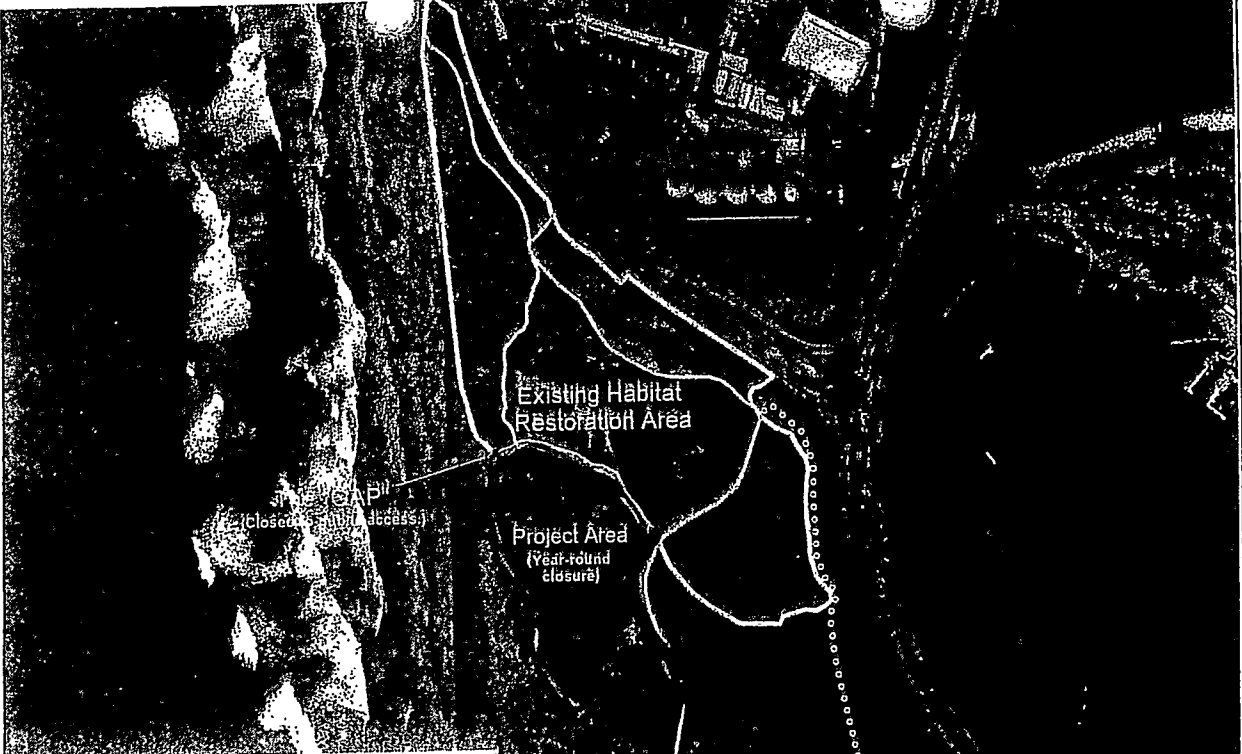

General Superintendent

12-05-00
Date

Park Management Areas, from General Management Plan of 1980, page 139 through page 152. These are the structures on the NPS list of Classified Structures which meet the National Register Criteria as single structures or if in historic districts as contributing structures. Since 1980 additional structures have been added, retaining the area classification system.


AL	Alcatraz
AP	Aquatic Park
FM	Fort Mason
PE	Presidio
SH	Cliff House/Sutro District
OB	Ocean Beach
FI	Fort Miley
FF	Fort Funston
FB	Fort Baker
FA	Fort Barry
FC	Fort Cronkhite
MT	Mount Tamalpais
OV	Olema Valley*
FP	Fort Point
PR	Point Reyes*
MU	Muir Woods


*Some lands formally part of the Golden Gate National Recreation Area are administered by Point Reyes National Seashore under an agreement. This particularly involves lands with operating farms and ranches. The historic preservation staff at Golden Gate will review proposed undertakings pursuant to this agreement.




Habitat and Bank Swallow Protection Project

Fort Funston
(MAP 1)
Golden Gate National
Recreation Area


 **Project Fencing**


 Project Area


 Erosion Control

 Existing Restoration

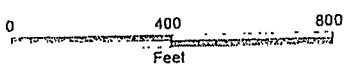
 Main Trail

 Horse Trail

 Sand Ladder

 Spur Trail *

* (Closed due to sand accumulation on trail and for habitat protection.)



Craig Szall and Stephen S. Lovvick
July, 2000

Project Area
(Year-round closure)

Coastal Trail

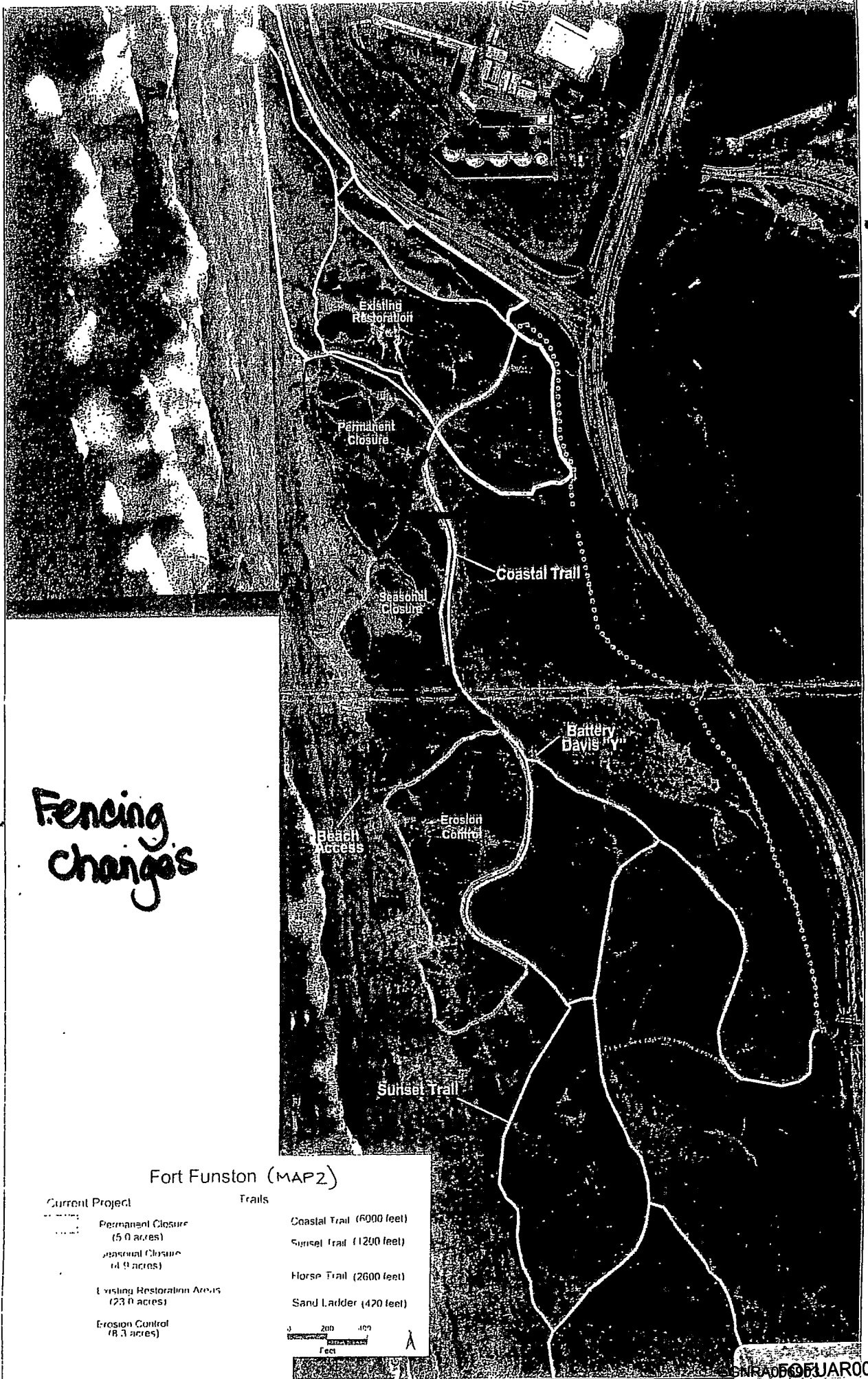
Battery Davis

Closed for Erosion Control

Beach Access

Sunset Trail

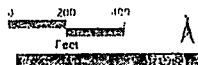
Parking Lot



Fencing changes

Fort Funston (MAP2)

Current Project	Trails
Permanent Closure (5.0 acres)	Coastal Trail (6000 feet)
Seasonal Closure (4.9 acres)	Sunset Trail (1200 feet)
Existing Restoration Areas (23.0 acres)	Horse Trail (2600 feet)
Erosion Control (8.3 acres)	Sand Ladder (420 feet)



Author: Mary Gibson Scott at NP-GOGA

Date: 12/4/00 5:30 PM

Format

To: Nicole Walthall at NP-GOGA-PRES, GOGA Superintendent at NP-GOGA, Lori Furtado at NP-GOGA,

Janet A. Takashiro at NP-GOGA, Daphne Hatch at NP-GOGA-MAHE

Subject: Re: Fort Funston XXXXX

----- Message Contents -----

pls fax to me at our respective hotels - nicole is at washington plaza
202-842-1300.....dont know fax number

Reply Separator

Subject: Fort Funston XXXXX

Author: Daphne Hatch at NP-GOGA-MAHE

Date: 12/4/00 8:52 AM

Mary-

XXXXX should be signed and in the Superintendent's office by the end
of the day today.

Lori-

Please make sure Mary and Nicole receive copies of the signed XXXXX
form.

Thank you.

Daphne

FOFUAR00163

GGNRA006904

Author: Mary Gibson Scott at NP-GOGA
Date: 12/5/00 5:51 PM
Format
From: Paul Scolari at NP-GOGA-PRES
To: Ric A. Borjes at NP-GOGA-PRES
Subject: Re: Fort Funston 5X Form Approved

----- Message Contents -----

thanks for efficiently moving this project forward

----- Reply Separator -----

Subject: Fort Funston 5X Form Approved
Author: Paul Scolari at NP-GOGA-PRES
Date: 12/5/00 3:53 PM

Daphne:

The 5X Form was signed today by the Superintendent and faxed by Janet to Mary and Nicole in D.C. That appears to close the loop on this. I'll get a copy to you in a holey joe either this P.M. or tomorrow A.M.

Paul

FOFUAR00164

GGNRA006905

MGMT POLICIES

FOFUAR00165

went to a home about a half mile away to report the incident. Rangers, members of two volunteer fire departments, and an ambulance company responded and conducted a 60-foot vertical raise to the top of the cliff, then wheeled him on a litter to an ambulance. The entire rescue took about an hour and was conducted in complete darkness with battery-powered lights. The boy was taken to a trauma center in Charleston, where he was found to be suffering from a compound fracture of the lower leg, a possible spinal fracture, and lacerations to his head. Despite his severe injuries, the boy remained conscious and alert during the entire rescue and evacuation. He was listed in critical condition at the time of the report. [Rick Brown, ACR, NERI, 12/19]

FIRE MANAGEMENT

National Fire Plan

No new information. Please check the NPS Fire Management Program Center web page (www.fire.nps.gov) for further information on fire plan projects.

Park Fires

No fires reported.

CULTURAL/NATURAL RESOURCE MANAGEMENT

No submissions.

INTERPRETATION AND VISITOR SERVICES

No submissions.

OPERATIONAL NOTES

Management Policies - Director Stanton's memorandum on the new issuance of Management Policies appeared in yesterday's Morning Report. The following, prepared by Chick Fagan in the Policy Office, provides some general guidance on changes in this edition.

The new edition has four principal emphases:

- o The importance of using the parks for educational purposes;
- o The importance of demonstrating environmental leadership in the parks;
- o A focus on managing park facilities and resources in ways that will sustain them for future generations of Americans to enjoy; and
- o A focus on working with partners to help accomplish the NPS mission.

NPS employees should look for these changes:

- o A new, unequivocal interpretation of the Organic Act which says that the NPS must provide opportunities for public enjoyment, but that the Service cannot allow activities that would result in impairment to park resources and values.
- o Clear direction to superintendents to engage constructively in protecting parks from external threats.
- o New policies addressing the impacts of noise, artificial light, and odors.
- o The absence of highly prescriptive planning zones, which are replaced with a more flexible process tailored to each park's needs.

FOFUAR00166

- o More emphasis on educational outreach, including web based activities.
- o More emphasis on the need to incorporate resource studies and science into the decision making process.
- o Criteria (chapter 8) for judging whether a particular park use should be allowed.
- o A general rule that development should go outside of parks rather than within them if feasible.
- o New concessions policies based on the new concessions law and regulations.
- o A more prominent focus on law enforcement (section 8.3) than in the 1988 edition.

MEMORANDA

No submissions.

INTERCHANGE

No submissions.

PARKS AND PEOPLE

No submissions.

* * * * *

Distribution of the Morning Report is through a mailing list managed by park, office and/or regional cc:Mail hub coordinators. Please address requests pertaining to receipt of the Morning Report to your servicing hub coordinator. The Morning Report is also available on the web at <http://www.nps.gov/morningreport>

Prepared by the Division of Ranger Activities, WASO, with the cooperation and support of Delaware Water Gap NRA.

--- ### ---

FOFUAR00167

GGNRA006908

Author: GOGA Superintendent at NP-GOGA
Date: 1/3/01 11:49 AM
Normal

TO: Mai-Liis Bartling at NP-GOGA-PRESTO: Ric A. Borjes at NP-GOGA-PRESTO: Henry Espinoza at NP-GOGA-PRESTO: Daphne Hatch at NP-GOGA-MAHETO: Nancy HornorTO: Susan HurstTO: Robert C. KatesTO: Howard L. LevittTO: Don MannelTO: Gretchen W. Merkle at NP-GOGA-PSAFTO: Yvette RuanTO: Michael J. SavidgeTO: Mary Gibson ScottTO: Rich WeidemanSubject: Press Release - Management Policies----- Message Contents

Please inform your staff of the info below.

Lori

Forward Header

Subject: Press Release - Management Policies
Author: PWFA Regional Director at NP-WRO
Date: 1/2/01 8:03 AM

Good Morning and Happy New Year!!

Per John's note below please give this a very wide distribution.

Thanks
rd

Forward Header

Subject: Press Release - Management Policies
Author: John Reynolds at NP-WRO
Date: 1/1/01 2:04 PM

RD--pls send to all supts with a note to distribute this very widely in their staffs, and that there are major changes from the 1988 version which are important.

PWR Diredctorate: Please make sure everyone on your staff gets a copy of this, and understands there are major changes from the old one.

Thanks.

John

Forward Header

Subject: Press Release - Management Policies
Author: David Barna at NP-NPS
Date: 12/28/00 11:50 AM

FOFUAR00168

Enclosure (1)

GGNRA006909

National Park Service Releases 2001 Edition of "Management Policies"

(Washington, D.C.) û National Park Service (NPS) Director Robert Stanton today announced the release of the agency's new policy manual -- Management Policies. The policies are derived from the laws that have been enacted to establish and govern the NPS and the National Park System.

This is the first update of Management Policies since 1988. This document serves as the basic, Servicewide policy manual used by park superintendents and other NPS managers to guide their decision-making. A draft of the new policy document was distributed for a 60-day public review and comment period that closed March 20, 2000. All comments received by the National Park Service were carefully considered. Those considered appropriate were incorporated into the final document.

"The policies are vitally important to the future of the National Park System, because they give us the tools to be consistent in our approach to decision making and problem solving" said Stanton.

The manual prescribes policies which enable the NPS to preserve park resources and values unimpaired for the enjoyment of future generations, as required by law. "We believe this update of Management Policies will improve the Service's ability to protect park resources and values as Congress intended when it passed the 1916 NPS Organic Act and the 1978 amendment to the General Authorities Act," Stanton said.

The policies have been updated to keep pace with new laws that have been enacted, changes in technology and American demographics, and new understandings of the kinds of actions that are required to best protect the natural and cultural resources of the parks. The policies stress the importance of:

- + using the parks for educational purposes;
- + demonstrating environmental leadership in the parks;
- + managing park facilities and resources in ways that will sustain them for future generations of Americans to enjoy; and
- + working with "partners" to help accomplish the NPS mission.

The new Management Policies is available on the NPS World Wide Web site at www.nps.gov. Printed copies will be available for purchase from the U.S. Government Printing Office in the near future.

FOFUAR00169

GGNRA006910

December 28, 2000

Contact: David Barna or Elaine Sevy
(202) 208-6843

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###

FOFUAR00170

GGNRA006911

A6423(2530)

December 27, 2000

Memorandum

To: All Employees
From: Director
Subject: Management Policies

It gives me great pleasure to announce my approval of the 2001 edition of National Park Service *Management Policies*. The policies are derived from the laws that have been enacted to establish and guide the administration of the national park system, and reflect the knowledge we have acquired in our 84 years of stewardship. The policies will aid us immeasurably in our efforts to continue to be good stewards, and to be good neighbors as well.

This new edition of *Management Policies* was made possible through the efforts of hundreds of individuals who contributed their time and effort to write, or thoughtfully comment on, the 3 drafts that were circulated for review. I sincerely appreciate those efforts.

In finalizing this document, we have taken into account all the comments we received-not only from our employees, but also from many individuals and organizations with a deep and abiding interest in the parks and programs of the National Park Service. While we do not all agree on the specific ways to best accomplish the National Park Service mission, there can be no doubt that the public and Park Service employees passionately support that mission. We will soon be publishing in the Federal Register our official response to the public review comments.

One thing we must all agree on is that we can best accomplish our mission when we speak with one voice. That is how these *Management Policies* help us-they give us the tools to be consistent in our approach to decision making and problem solving. I commend this document to you for constant reference, and suggest that you read it from cover to cover at least once a year. In this new millennium, let us speak with one voice in support of park resources and values, and work together on the critical matters and questions that come before us.

Thank you for your continued support and cooperation.

FOFUAR00171

GGNRA006912

Management Policies 2001

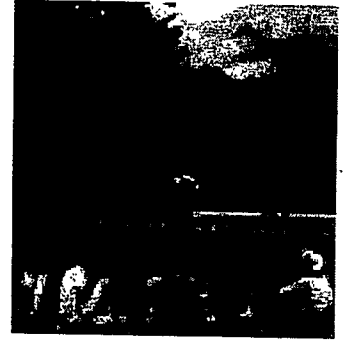
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Introduction

Law, Policy, and Other Guidance



National Park Service policy for managing the parks must be consistent with the Constitution, public laws, Executive orders, and all other higher authorities.

This volume is the basic Service-wide policy document of the National Park Service. Adherence to policy is mandatory unless specifically waived or modified by the Secretary, the Assistant Secretary, or the Director.

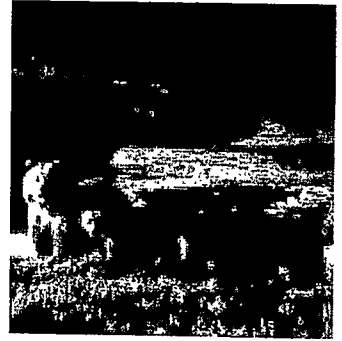
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The Foundation

Beginning with Yellowstone, the idea of a national park was an American invention of historic consequences. The areas that now comprise the national park system, and those that will be added in years to come, are cumulative expressions of a single national heritage. The National Park Service must manage park resources and values in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.



Grizzly bears thrive in Yellowstone National Park, which was set aside in 1872 "for the benefit and enjoyment of all the people."

In carrying out their responsibilities under the 1916 National Park Service¹ Organic Act and other pertinent statutes, all NPS officials and employees must be knowledgeable about the laws, regulations, and policies that pertain to their work. The property clause of the U.S. Constitution, which is the supreme law of the United States, gives Congress the authority to develop laws governing the management of the national park system. The property clause specifically directs that "The Congress will have the Power to dispose of and make all needful Rules and Regulations respecting the Territory or other Property belonging to the United States" (article IV, section 3). Once laws are enacted, authority for interpreting and implementing them is delegated to appropriate levels of government. In carrying out this function, the Park Service, like other federal agencies, develops policy to interpret the ambiguities of the law and to fill in the details left unaddressed by Congress in statutes.

Hierarchy of Authorities

The management of the national park system and NPS programs is guided by the Constitution, public laws, treaties, proclamations, Executive orders, regulations, and directives of the Secretary of the Interior and the Assistant Secretary for Fish and Wildlife and Parks. NPS policy must be consistent with these higher authorities, and with appropriate delegations of authority. Many of the statutes and other guidance affecting the various facets of NPS administration and management are cited for reference purposes throughout *Management Policies*. Other laws, regulations, and policies related to the administration of federal programs, although not cited, may also apply. For example, many, but not all, of the legislative exceptions of the Alaska National Interest Lands Conservation Act (ANILCA) are cited at different places throughout *Management Policies*. The additional legislative exceptions of ANILCA, although not cited, must also be considered in the interpretation and application of these policies, as must all other applicable legislative exceptions and requirements. It is especially important that superintendents and other park staff review their park's enabling legislation to determine whenever it contains explicit guidance that would prevail over Service-wide policy.

Policy Development

Policy sets the framework and provides direction for all management decisions. This direction may be general or specific; it may prescribe the process through which decisions are made, how an action is to be accomplished, or the results to be achieved. Policy initiatives may originate as a sudden, urgent response to an unanticipated problem or issue, or through a slow, evolutionary process as the Service gains increased experience or insight regarding a problem or issue. Sometimes the initiative does not originate within the Service, but rather with persons or organizations outside the Service who have a strong interest in how the Service manages the parks. However, NPS policy is usually developed through a concerted work-group and consensus-building team effort involving extensive field review, consultation with NPS senior managers, and review and comment by affected parties and the general public.

All policy must be articulated in writing and be approved by a National Park Service official who has been delegated authority to issue the policy. Policy must be published or otherwise made available to the public—particularly those whom it affects—and those who must implement it in the Washington office, regional offices, and parks. Unwritten or informal "policy," and various understandings of NPS traditional practices, will not be recognized as official policy.

Compliance and Accountability

Service-wide policy is articulated by the Director of the National Park Service. Adherence to policy is mandatory unless specifically waived or modified in writing by the Secretary, the Assistant Secretary, or the Director. Waivers and modifications will be considered on a case-by-case basis, and previous waivers or modifications will not necessarily be regarded as precedents for future waivers or modifications. Park superintendents will be held accountable for their, and their staff's, adherence to Service-wide policy. A request for a waiver or modification of policy must include a written justification and be submitted to the Director through the Office of Policy, which will coordinate with appropriate program offices.

The Directives System

This volume of *NPS Management Policies* is the basic Service-wide policy document of the National Park Service, superseding the 1988 edition. It is the highest of three levels of guidance documents in the NPS Directives System. The Directives System is designed to provide NPS management and staff with clear and continuously updated information on NPS policy and required and/or recommended actions, as well as any other information that will help them manage parks and programs effectively.

Management Policies will be revised at appropriate intervals to consolidate Service-wide policy decisions, or to respond to new laws and technologies, new understandings of park resources and the factors that affect them, or changes in American society. Interim updates or amendments may be accomplished through Director's Orders (the second level of the Directives System), which also serve as a vehicle to clarify or supplement *Management Policies* to meet the needs of NPS managers. Any previously dated statement of policy not consistent with these *Management Policies*, or with a Director's Order that updates, amends, or clarifies policy, is to be disregarded.

Under the Directives System, the most detailed and comprehensive guidance on implementing Service-wide policy is found in "level 3" documents, which are usually in the form of handbooks or reference manuals issued by associate directors. These documents provide NPS field employees with a compilation of legal references, operating policies, standards, procedures, general information, recommendations,

¹ The terms "National Park Service," "Park Service," "Service," and "NPS" are used interchangeably in this document

and examples to assist them in carrying out *Management Policies* and Director's Orders. Level 3 documents may not impose any new Service-wide requirements unless the Director has specifically authorized them to do so, but may reiterate or compile requirements (i.e., laws, regulations, policies) that have been imposed by higher authorities.

It is important to note that the Directives System is a relatively new creation of the National Park Service, retaining NPS *Management Policies*, but replacing (on a phased schedule) the guidelines, special directives, and staff directives issued under the former system. Many Director's Orders planned for completion were not yet approved when this edition of *Management Policies* was published. Anyone who needs additional information about a Director's Order that has not yet been approved should contact the NPS program manager responsible for the particular subject matter, or the Office of Policy in Washington, DC. (See Appendix C for a listing of Director's Orders.)

Another minor issue associated with timing is that a few of the policy statements made in this edition of *Management Policies* are not entirely consistent with existing regulations. In these cases, it is the Service's intent to revise the inconsistent regulations to more fully comport with the new policy statements. However, until the regulations are formally revised through

the rulemaking procedure, they will remain in effect—even though they no longer accurately reflect NPS policy.

Other Sources of Guidance

Instructions, guidance, and directives of regional or otherwise-limited application supplementary to, and in conformance with, Service-wide policies may be issued by regional directors or associate directors within formal delegations of authority. Superintendents may issue, within formal delegations of authority, park-specific instructions, procedures, directives, and other supplementary guidance (such as hours of operation or dates for seasonal openings), provided the guidance does not conflict with Service-wide policy.

National Park Service Program Policies

This volume addresses only those policies applicable to management of the national park system. A second volume—to be added at a later date—will address policies applicable to NPS-administered programs that serve the conservation and recreation needs of the nation, but are not directly related to the national park system. Examples include the National Register of Historic Places; the Land and Water Conservation Fund grants program; the Historic American Buildings Survey; the American Battlefield Protection Program; the National Maritime Heritage Grants Program; the Rivers, Trails and Conservation Assistance Program; and the Tribal Heritage Preservation Grants Program.

1.1 The National Park Idea

The world's first national park—Yellowstone—was created in 1872, at which time Congress set aside more than one million acres as “a public park or pleasuring ground for the benefit and enjoyment of the people.” The legislation assigned control of the new park to the Secretary of the Interior, who would be responsible for issuing regulations to provide for the “preservation, from injury or spoliation, of all timber, mineral deposits, natural curiosities, or wonders, within the park, and their retention in their natural condition.” Other park management functions were to include the development of visitor accommodations, the construction of roads and bridle trails, the removal of trespassers, and protection “against the wanton destruction of the fish and game found within the park” (16 USC 21-22).

This idea of a national park was an American invention of historic consequences, marking the beginning of a world-wide movement that has subsequently spread to more than 100 countries and 1,200 national parks and conservation preserves. However, when Yellowstone National Park was created, no concept or plan existed upon which to build a system of such parks. The concept now described as the national park system, which embraces, nationwide, a wide variety of natural and cultural resources, evolved slowly over the years—often through the consolidation of federal land management responsibilities.

As interest grew in preserving the great scenic wonders of the West, efforts were also under way to protect the sites and structures associated with early Native American culture, particularly in the Southwest. The Antiquities Act of 1906 authorized the President “to declare by public proclamation [as national monuments] historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest” (16 USC 431).

In 1916, Congress created the National Park Service in the Department of the Interior to “promote and regulate the use of the federal areas known as national parks, monuments, and reservations” (16 USC 1). (The terms “National Park Service,” “Park Service,” “Service,” and “NPS” are used interchangeably in this document.)

1.2 The National Park System

The number and diversity of parks within the national park system grew as a result of a government reorganization in 1933, another following World War II, and yet another during the 1960s. Today there are more than 375 units in the national park system. These units are variously designated as national parks, monuments, preserves, lakeshores, seashores, wild and scenic rivers, trails, historic sites, military parks, battlefields, historical parks, recreation areas, memorials, and parkways. Regardless of the many names and official designations of the park lands that make up the national park system, all represent some nationally significant aspect of our natural or cultural heritage. As the physical remnants of our past, and great scenic and natural places that continue to evolve—repositories of outstanding recreation opportunities—class rooms of our heritage—and the legacy we leave to future generations—they warrant the highest standard of protection.

1.3 Criteria for Inclusion

Congress has declared in the NPS General Authorities Act of 1970 that areas comprising the national park system are cumulative expressions of a single national heritage. Potential additions to the national park system should therefore contribute in their own special way to a system that fully represents the broad spectrum of natural and cultural resources that characterize our nation. The National Park Service is responsible for conducting professional studies of potential additions to the national park system when specifically authorized by an Act of Congress, and for making recommendations to the Secretary of the Interior, the President, and Congress. Several laws outline criteria for units of the national park system, and for additions to the national wild and scenic rivers system and the national trails system. To receive a favorable recommendation from the Service, a proposed addition to the national park system must (1) possess nationally significant natural or cultural resources; (2) be a suitable addition to the system; (3) be a feasible addition to the system; and (4) require direct NPS management, instead of alternative protection by other public agencies or the private sector. These criteria are designed to ensure that the national park system includes only the most outstanding examples of the nation's natural and cultural resources. They also recognize that there are other management alternatives for preserving the nation's outstanding resources.

1.3.1 National Significance

NPS professionals, in consultation with subject matter experts, scholars, and scientists, will determine whether a resource is nationally significant. An area will be considered nationally significant if it

- is an outstanding example of a particular type of resource;
- possesses exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation's heritage;
- offers superlative opportunities for public enjoyment, or for scientific study; and
- retains a high degree of integrity as a true, accurate, and relatively unspoiled example of a resource.

National significance for cultural resources will be evaluated by applying the National Historic Landmarks process contained in 36 CFR Part 65.

1.3.2 Suitability

An area is considered suitable for addition to the national park system if it represents a natural or cultural resource type that is not already adequately represented in the national park system, or is not comparably represented and protected for public enjoyment by other federal agencies; tribal, state, or local governments; or the private sector.

Adequacy of representation is determined on a case-by-case basis by comparing the potential addition to other comparably managed areas representing the same resource type, while considering differences or similarities in the character, quality, quantity, or combination of resource values. The comparative analysis also addresses rarity of the resources; interpretive and educational potential; and similar resources already protected in the national park system or in other public or private own-

ership. The comparison results in a determination of whether the proposed new area would expand, enhance, or duplicate resource-protection or visitor-use opportunities found in other comparably managed areas.

1.3.3 Feasibility

To be feasible as a new unit of the national park system, an area must (1) be of sufficient size and appropriate configuration to ensure sustainable resource protection and visitor enjoyment (taking into account current and potential impacts from sources beyond proposed park boundaries); and (2) be capable of efficient administration by the NPS at a reasonable cost.

In evaluating feasibility, the Service considers a variety of factors, such as: size; boundary configurations; current and potential uses of the study area and surrounding lands; land ownership patterns; public enjoyment potential; costs associated with acquisition, development, restoration, and operation; access; current and potential threats to the resources; existing degradation of resources; staffing requirements; local planning and zoning for the study area; the level of local and general public support; and the economic/socioeconomic impacts of designation as a unit of the national park system.

The feasibility evaluation also considers the ability of the National Park Service to undertake new management responsibilities in light of current and projected constraints on funding and personnel.

An overall evaluation of feasibility will be made after taking into account all of the above factors. However, evaluations may sometimes identify concerns or conditions, rather than simply reach a "yes" or "no" conclusion. For example, some new areas may be feasible additions to the national park system only if landowners are willing to sell; or the boundary encompasses specific areas necessary for visitor access; or state or local governments will provide appropriate assurances that adjacent land uses will remain compatible with the study area's resources and values.

1.3.4 Direct NPS Management

There are many excellent examples of the successful management of important natural and cultural resources by other public agencies, private conservation organizations, and individuals. The National Park Service applauds these accomplishments, and actively encourages the expansion of conservation activities by state, local, and private entities, and by other federal agencies. Unless direct National Park Service management of a studied area is identified as the clearly superior alternative, the Service will recommend that one or more of these other entities assume a lead management role, and that the area not receive national park system status.

Studies will evaluate an appropriate range of management alternatives and will identify which alternative or combination of alternatives would, in the professional judgment of the Director, be most effective and efficient in protecting significant resources and providing opportunities for appropriate public enjoyment. Alternatives for NPS management will not be developed for study areas that fail to meet any one of the four criteria for inclusion listed in section 1.3.1.

In cases where a study area's resources meet criteria for national significance but do not meet other criteria for inclusion in the national park system, the Service may instead recommend an

alternative status, such as "affiliated" area. To be eligible for "affiliated area" status, the area's resources must: (1) meet the same section 1.3.1 standards for national significance that apply to units of the national park system; (2) require some special recognition or technical assistance beyond what is available through existing NPS programs; (3) be managed in accordance with the policies and standards that apply to units of the national park system; and (4) be assured of sustained resource protection, as documented in a formal agreement between the NPS and the non-federal management entity. Designation as a "heritage area" is another option that may be recommended. Heritage areas are distinctive landscapes that do not necessarily meet the same standards of national significance as national park areas. Either of these two alternatives would recognize an area's importance to the nation without requiring or implying management by the National Park Service.

1.4 Park Management

1.4.1 The Laws Generally Governing Park Management

The most important statutory directive for the National Park Service is provided by interrelated provisions of the NPS Organic Act of 1916, and the NPS General Authorities Act of 1970, including amendments to the latter law enacted in 1978.

The key management-related provision of the Organic Act is:

[The National Park Service] 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 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. (16 USC 1)

Congress supplemented and clarified these provisions through enactment of the General Authorities Act in 1970, and again through enactment of a 1978 amendment to that law (the "Redwood amendment," contained in a bill expanding Redwood National Park, which added the last two sentences in the following provision). The key part of that act, as amended, is:

Congress declares that the national park system, which began with establishment of Yellowstone National Park in 1872, has since grown to include superlative natural, historic, and recreation areas in every major region of the United States, its territories and island possessions; that these areas, though distinct in character, are united through their inter-related purposes and resources into one national park system as cumulative expressions of a single national heritage; that, individually and collectively, these areas derive increased national dignity and recognition of their superlative environmental quality through their inclusion jointly with each other in one national park system preserved and managed for the benefit and inspiration of all the people of the United States; and that it is the purpose of this Act to include all such areas in the System and to clarify the authorities applicable to the system. Congress further reaffirms, declares, and directs that the promotion and regulation of the various areas of the National Park System, as defined in section 1c of this title, shall be to

tent with and founded in the purpose established by section 1 of this title [the Organic Act provision quoted above], to the common benefit of all the people of the United States. The authorization of activities shall be construed and the protection, management, and administration of these areas shall be conducted in light of the high public value and integrity of the National Park System and shall not be exercised in derogation of the values and purposes for which these various areas have been established, except as may have been or shall be directly and specifically provided by Congress. (16 USC 1a-1)

This section 1.4 of Management Policies represents the agency's interpretation of these key statutory provisions.

1.4.2 "Impairment" and "Derogation": One Standard
Congress intended the language of the Redwood amendment to the General Authorities Act to reiterate the provisions of the Organic Act, not create a substantively different management standard. The House committee report described the Redwood amendment as a "declaration by Congress" that the promotion and regulation of the national park system is to be consistent with the Organic Act. The Senate committee report stated that under the Redwood amendment, "The Secretary has an absolute duty, which is not to be compromised, to fulfill the mandate of the 1916 Act to take whatever actions and seek whatever relief as will safeguard the units of the national park system." So, although the Organic Act and the General Authorities Act, as amended by the Redwood amendment, use different wording ("unimpaired" and "derogation") to describe what the National Park Service must avoid, they define a single standard for the management of the national park system—not two different standards. For simplicity, Management Policies uses "impairment," not both statutory phrases, to refer to that single standard.

1.4.3 The NPS Obligation to Conserve and Provide for Enjoyment of Park Resources and Values

The "fundamental purpose" of the national park system, established by the Organic Act and reaffirmed by the General Authorities Act, as amended, begins with a mandate to conserve park resources and values. This mandate is independent of the separate prohibition on impairment, and so applies all the time, with respect to all park resources and values, even when there is no risk that any park resources or values may be impaired. NPS managers must always seek ways to avoid, or to minimize to the greatest degree practicable, adverse impacts on park resources and values. However, the laws do give the Service the management discretion to allow impacts to park resources and values when necessary and appropriate to fulfill the purposes of a park, so long as the impact does not constitute impairment of the affected resources and values.

The fundamental purpose of all parks also includes providing for the enjoyment of park resources and values by the people of the United States. The "enjoyment" that is contemplated by the statute is broad; it is the enjoyment of all the people of the United States, not just those who visit parks, and so includes enjoyment both by people who directly experience parks and by those who appreciate them from afar. It also includes deriving benefit (including scientific knowledge) and inspiration from parks, as well as other forms of enjoyment. Congress, recognizing that the enjoyment by future generations of the national parks can be ensured only if the superb

quality of park resources and values is left unimpaired, has provided that when there is a conflict between conserving resources and values and providing for enjoyment of them, conservation is to be predominant. This is how courts have consistently interpreted the Organic Act, in decisions that variously describe it as making "resource protection the primary goal" or "resource protection the overarching concern," or as establishing a "primary mission of resource conservation," a "conservation mandate," "an overriding preservation mandate," "an overarching goal of resource protection," or "but a single purpose, namely, conservation."

1.4.4 The Prohibition on Impairment of Park Resources and Values

While Congress has given the Service the management discretion to allow certain impacts within parks, that discretion is limited by the statutory requirement (enforceable by the federal courts) that the Park Service must leave park resources and values unimpaired, unless a particular law directly and specifically provides otherwise. This, the cornerstone of the Organic Act, establishes the primary responsibility of the National Park Service. It ensures that park resources and values will continue to exist in a condition that will allow the American people to have present and future opportunities for enjoyment of them.

The impairment of park resources and values may not be allowed by the Service unless directly and specifically provided for by legislation or by the proclamation establishing the park. The relevant legislation or proclamation must provide explicitly (not by implication or inference) for the activity, in terms that keep the Service from having the authority to manage the activity so as to avoid the impairment.

1.4.5 What Constitutes Impairment of Park Resources and Values

The impairment that is prohibited by the Organic Act and the General Authorities Act is an impact that, in the professional judgment of the responsible NPS manager, would harm the integrity of park resources or values, including the opportunities that otherwise would be present for the enjoyment of those resources or values. Whether an impact meets this definition depends on the particular resources and values that would be affected; the severity, duration, and timing of the impact; the direct and indirect effects of the impact; and the cumulative effects of the impact in question and other impacts.

An impact to any park resource or value may constitute an impairment. An impact would be more likely to constitute an impairment to the extent that it affects a resource or value whose conservation is:

- Necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the park;
- Key to the natural or cultural integrity of the park or to opportunities for enjoyment of the park; or
- Identified as a goal in the park's general management plan or other relevant NPS planning documents.

An impact would be less likely to constitute an impairment to the extent that it is an unavoidable result, which cannot reasonably be further mitigated, of an action necessary to preserve or restore the integrity of park resources or values.

Impairment may occur from visitor activities; NPS activities in the course of managing a park; or activities undertaken by concessioners, contractors, and others operating in the park.

1.4.6 What Constitutes Park Resources and Values

The "park resources and values" that are subject to the no-impairment standard include:

- The park's scenery, natural and historic objects, and wildlife, and the processes and conditions that sustain them, including, to the extent present in the park: the ecological, biological, and physical processes that created the park and continue to act upon it; scenic features; natural visibility, both in daytime and at night; natural landscapes; natural soundscapes and smells; water and air resources; soils; geological resources; paleontological resources; archeological resources; cultural landscapes; ethnographic resources; historic and prehistoric sites, structures, and objects; museum collections; and native plants and animals;
- Opportunities to experience enjoyment of the above resources, to the extent that can be done without impairing any of them;
- The park's role in contributing to the national dignity, the high public value and integrity, and the superlative environmental quality of the national park system, and the benefit and inspiration provided to the American people by the national park system; and
- Any additional attributes encompassed by the specific values and purposes for which it was established.

1.4.7 Decision-making Requirements to Avoid Impairments

Before approving a proposed action that could lead to an impairment of park resources and values, an NPS decision-maker must consider the impacts of the proposed action and determine, in writing, that the activity will not lead to an impairment of park resources and values. If there would be an impairment, the action may not be approved.

In making a determination of whether there would be an impairment, a National Park Service decision-maker must use his or her professional judgment. The decision-maker must consider any environmental assessments or environmental impact statements required by the National Environmental Policy Act of 1969 (NEPA); relevant scientific studies, and other sources of information; and public comments.

When an NPS decision-maker becomes aware that an ongoing activity might have led or might be leading to an impairment of park resources or values, he or she must investigate and determine if there is, or will be, an impairment. Whenever practicable, such an investigation and determination will be made as part of an appropriate park planning process undertaken for other purposes. If it determined that there is, or will be, such an impairment, the Director must take appropriate action, to the extent possible within the Service's authorities and available resources, to eliminate the impairment. The action must eliminate the impairment as soon as reasonably possible, taking into consideration the nature, duration, magnitude, and other characteristics of the impacts to park resources and values, as well as the requirements of NEPA, the Administrative Procedure Act, and other applicable law.

(See Levels of Park Planning 2.3; Evaluating Environmental Impacts 4.1.3; Planning 5.2; General 8.1; Visitor Use 8.2; General 9.1. Also see Director's Order #12: Conservation Planning and Environmental Impact Analysis)

1.5 External Threats and Opportunities

Strategies and actions beyond park boundaries have become increasingly necessary as the National Park Service strives to fulfill its mandate to preserve the natural and cultural resources of parks unimpaired for future generations. Ecological processes cross park boundaries, and park boundaries may not incorporate all of the natural resources, cultural sites, and scenic vistas that relate to park resources or the quality of the visitor experience. Therefore, activities proposed for adjacent lands may significantly affect park programs, resources, and values. Conversely, Park Service activities may have impacts outside park boundaries. Recognizing that parks are integral parts of larger regional environments, the Service will work cooperatively with others to anticipate, avoid, and resolve potential conflicts; protect park resources and values; provide for visitor enjoyment; and address mutual interests in the quality of life of community residents, including matters such as compatible economic development and resource and environmental protection. Such local and regional cooperation may involve other federal agencies; tribal, state, and local governments; neighboring landowners; non-governmental organizations; and all other concerned parties.

The Service will use all available authorities to protect park resources and values from potentially harmful activities. Superintendents will monitor land use proposals and changes to adjacent lands, and their potential impacts on park resources and values. It is appropriate for superintendents to engage constructively with the broader community in the same way that any good neighbor would. Superintendents will encourage compatible adjacent land uses, and seek to mitigate potential adverse effects on park resources and values by actively participating in the planning and regulatory processes of other federal agencies, and tribal, state, and local governments, having jurisdiction over property affecting, or affected by, the park. When engaged in these activities, superintendents should promote better understanding and communication by documenting the park's concerns and sharing them with all who are interested, and by listening to the concerns of those who are affected by the park's actions.

(See Cooperative Planning 2.3.1.9; Addressing Threats from External Sources 3.4; Air Quality 4.7.1; Soundscape Management 4.9)

1.6 Environmental Leadership

Given the scope of its responsibility for the resources and values entrusted to its care, the Service has an obligation, as well as a unique opportunity, to demonstrate leadership in environmental stewardship. The NPS must lead by example not only for visitors, other governmental agencies, the private sector, and the public at large, but also for a world-wide audience. Touching so many lives, the Service's management of the parks must awaken the potential of each individual to play a proactive role in protecting the environment.

management accountability will be provided, and procedures that govern throughout the Service, including the regional center level, and the Service through its organization, policies, and systems of controls to reasonably

achieve their intended results; and be consistent with the NPS mission. Natural resources are protected from fragmentation; and actions are followed; and timely information is obtained, managed for decision-making.

1.7.1 Performance and Results
The National Park Service will use the National Park Service to set goals and track progress. Service-wide strategic plans, annual performance reports will be prepared and analyzed for management actions are based on the Government Performance Results Act of 1993 (GPRA). In accordance

with the Service-wide Strategic Plan, will be developed and updated Service-wide. These plans will direct allocation decisions, and represent a performance agreement with the American people. Each park will prepare and publish a 5-year strategic plan, an annual performance plan, and an annual performance report. The annual performance plan will be stated in the Service-wide Strategic Plan. The annual performance report will show progress toward stated goals to evaluate individual performance. NPS GPRA reports through these Management Policies. The National Park Service performance management system through daily operations, the identified in the plans.

Performance Planning and Analysis 2.3.4)

Many successful relationships exist between tribal, state, and local governments that have helped fulfill these relationships, the Service in the form of educational programs, search and rescue operations, habitat restoration, ecosystem management, and other activities. These relationships as "partnerships"—have provided the Service and for the national park system into the future, because many partners connect more strongly themselves to long-term stewardship. We welcome and actively seek individuals, organizations, and our commitment to protecting park resources. The Service will embrace any partner

Environmental leadership will be demonstrated in all aspects of NPS activities, including policy development; park planning; all aspects of park operations; land protection; natural and cultural resource management; wilderness management; interpretation and education; facilities design, construction, and management; and commercial visitor services. In demonstrating environmental leadership, the Service will fully comply with the letter and the spirit of NEPA, and continually assess the impact its operations have on natural and cultural resources so that it may identify areas for improvement. The Service will institutionalize an assessment process, through a Service-wide environmental auditing program, that will evaluate a broad array of NPS activities for meeting the highest standards of environmental protection and compliance. The program will also screen for opportunities to implement sustainable practices, and tangibly demonstrate the highest levels of environmental ethic.

(See Facility Planning and Design 9.1.1)

1.7 Managing Information

The future of the Service as an accountable organization, and the future of individual parks, depends heavily on (1) the availability, management, and dissemination of comprehensive information, and (2) the Service's success in long-term preservation and management of, and access to that information. NPS information resources exist in a variety of different media, including paper records, electronic documents, maps, databases, photography, video, and audio. The NPS will implement professional-quality programs to preserve, manage, and integrate these resources, and to make them accessible. The Service will also use tools and technologies that will enhance:

- Information capture in permanent and durable forms.
- Information management that is required by NPS policy and by legal and professional standards.
- Management of electronic, textual, and audiovisual information resources, including still images, for continuous accessibility by NPS staff and the public.
- Internet and World Wide Web capabilities.
- Geographic information systems (GIS).
- The understanding and management of the nation's natural and cultural resources.

1.7.1 Information Sharing

The Service is committed to the widest possible sharing and availability of knowledge, and to fostering discussion about the national park system, America's natural and cultural heritage found in national parks, and the national experiences and values they represent. Most information shared with the public is presumed to be in the "public domain," and therefore available to anyone who is interested. The only exceptions to information sharing are where disclosure could jeopardize specific park resources or donor agreements, or violate legal or confidentiality requirements.

1.7.2 Proprietary Information

When producing or acquiring new works (such as images, graphic designs, logos, writing, or Web sites) through acquisition by donation, contracting, partnerships, or other means, the NPS will acquire the appropriate copyrights and any necessary releases, such as model or interview releases, whenever there is a current or anticipated need for unrestricted access to those works. The Service will respect the rights of owners of

copyrights to control how their works are used. The Service will comply with "fair use" standards when information is not licensed for dissemination.

(Also see Director's Order #67: Copyrights)

1.7.3 Information Confidentiality

While it is the general policy of the NPS to share information widely, the Service also realizes that providing information about the location of park resources may so resources at risk of harm, theft, or destruction. For example, with regard to caves, archeological plant and animal species. Some types of personnel enforcement matters are other examples of information that may be inappropriate for release to the public. Information will be withheld when the Service determines that disclosure would be harmful to an interest protected under the Freedom of Information Act (FOIA).

Information will also be withheld when the information is contained in a written agreement (e.g., deed of gift, or similar written contract) to withhold data for a period of time at the time of acquisition of such information will not be provided unless requested under FOIA or other applicable law, a subpoena, or a federal audit.

NPS managers will use these exemptions to the extent allowed by law. In general, if information is withheld from one requesting party, it must be withheld from anyone else who requests it, and if information is withheld from one requesting party, it must be provided to anyone else who requests it. Procedures contained in Director's Order #67: FOIA and Protected Resource Information, to document any decisions to release information, and to withhold information from the public.

(See Natural Resources Information 4.1.3; Collections 4.2; Caves 4.8.2.2; Research 5.2.3; Interpretation and Education Service Boundaries 7.5.2. Also see Director's Order #67: Electronic Communications, #19: Records Management, NPS Library Programs, and #70: Internet and Publishing. Also see Reference Manual 53, 1)

1.8 Accountability

1.8.1 Management Accountability

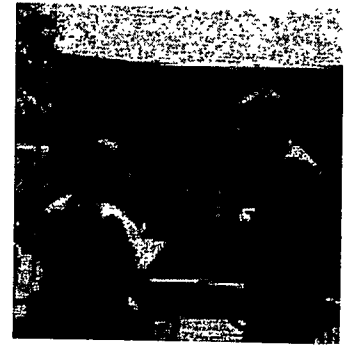
Management accountability is the expectation that managers are responsible for the quality and timeliness of performance, increasing productivity, controlling costs, and mitigating the adverse aspects of agency operations. Programs that are managed with integrity and compliance with applicable law.

The National Park Service will comply with the National Park Service Financial Management System (31 USC 3512(d)), which requires that the Service and individual managers take systematic measures to (1) develop and implement appropriate management controls for results-oriented management; (2) assess the adequacy of management controls for federal programs and operations; (3) identify and correct deficiencies; (4) take corresponding corrective action annually on management controls.

2

Park System Planning

Park planning helps define which types of resource conditions, visitor experiences, and management actions will best achieve the mandate to preserve resources unimpaired for the enjoyment of future generations. National Park Service planning processes will flow from broad-scale general management planning, through progressively more specific strategic planning, implementation planning, and annual performance planning and reporting.



Public participation in planning and decision-making will ensure that the Park Service fully understands and considers the public's interests in the parks.

2.1 General Principles

2.1.1 Logical Decision-making

The National Park Service will use planning to bring logic, analysis, public involvement, and accountability into the decision-making process. Park planning and decision-making will be conducted as a continuous, dynamic cycle, from broad visions shared with the public to individual, annual work assignments and evaluations. Each park will be able to demonstrate to decision-makers, staff, and the public how decisions relate to one another in terms of a logical, trackable rationale.

2.1.2 Scientific, Technical, and Scholarly Analysis

Decisions regarding the treatment and use of park resources will utilize scientific, technical, and scholarly analysis. Analysis will be interdisciplinary and tiered, focusing first on the park as a whole (including its global, national, and regional contexts) and then on site-specific details. At key points of planning and decision-making, the Park Service will identify reasonable alternatives, and will analyze and compare their differences with respect to their consistency with the park purpose, the quality of visitor experiences, the impacts on park resources, short- and long-term costs, and environmental consequences that may extend beyond park boundaries.

2.1.3 Public Participation

Public participation in planning and decision-making will ensure that the Park Service fully understands and considers the public's interests in the parks, which are part of their national heritage, cultural traditions, and community surroundings. The Service will actively seek out and consult with existing and potential visitors, neighbors, people with traditional cultural ties to park lands, scientists and scholars, concessioners, cooperating associations, gateway communities, other partners, and government agencies. The Service will work cooperatively with others to improve the condition of parks; to enhance public service; and to integrate parks into sustainable ecological, cultural, and socioeconomic systems.

(See Public Involvement 2.3.1.6; Consultation 5.2.1)

2.1.4 Goal Orientation

Managers will be held accountable for identifying and accomplishing measurable long-term goals and annual goals as incremental steps leading toward fully carrying out the park mission. Such planning is a critical and essential part of the National Park Service performance management system that is designed to improve the Service's performance and results. Park staff will monitor resource conditions and visitor experiences, and plan, track, and report performance. If goals are not being met, management teams will seek to understand why, and take appropriate actions. The broadest goals will be periodically reassessed, taking into account new knowledge or previously unforeseen circumstances, and then the planning cycle will then be re-initiated at the appropriate point.

(See Park Management 1.4)

2.2 Major Elements of NPS Park Planning and Decision-making

A documented logical, trackable rationale for decisions will be created through several levels of planning, which are complementary, and become increasingly detailed. The process

will begin with determining why the park was established and what resource conditions and visitor experiences should exist there, and will then become increasingly focused on how resource conditions should be achieved. The planning framework for each park will contain the following elements:

- The park's mission, and the broad, park-wide mission goals. The park's mission includes the park's purpose and significance, based on the park's enabling legislation or Presidential proclamation, and any laws and Executive orders that apply to the national park system or to the individual park unit. Mission goals will articulate the ideals that the NPS will strive to achieve in the park. Park mission goals tier off, or flow from, the overall goals for the national park system.
- Specific management prescriptions in the park general management plan (GMP). Management prescriptions will (1) clearly define the desired natural and cultural resource conditions and visitor experiences to be achieved and maintained over time; and (2) identify the kinds and levels of management activities, visitor use, and development that are appropriate for maintaining the desired conditions. Management prescriptions will be applied parkwide by resource topic (such as prescriptions related to air quality, regardless of where it occurs in the park), and by specific geographic area as a management zone.
- Objective, measurable, long-term goals in the park strategic plan. The long-term goals will define the resource conditions and visitor experiences to be achieved in the near future, for which the superintendent will be accountable. These goals are based on an assessment of the park's natural and cultural resources; park visitors' experiences; and the park's performance capability, given available personnel, funding, and external factors.
- Implementation programs and implementation details in implementation plans (as appropriate). These will describe what actions are needed for achieving the mission and long-term goals, and specifically how they will be conducted.
- An annual performance plan, consisting of annual goals and an annual work plan that will guide park efforts for a fiscal year.
- An annual performance report, consisting of an accounting of annual results in relation to annual goals.

All of these elements will be interrelated in a single framework for planning and decision-making. Within this framework, actions will relate directly to goals, and goals will relate directly to the mission of the park. Annual goals and work plans will relate to long-term (five-year) goals, while long-term goals will relate to the park's mission, management prescriptions, and the broadest decisions about what the Service ultimately hopes to achieve.

Park superintendents and regional directors will be responsible for ensuring that planning is properly conducted within the foregoing planning framework, and for making management decisions supported by planning and analysis. However, many parks will initially lack some elements of a logical, trackable rationale as described here, and updating plans to bring them into conformance will take time. In the interim, management will be guided by the park strategic plan and other current approved plans. No major new development, or other major commitment of park land or other natural or cultural resources, will be authorized without an approved general management plan (GMP).

2.3 Levels of Park Planning

The elements necessary for a logical, trackable rationale for decision-making will be created and updated through four closely interrelated planning processes: (1) general management planning; (2) park strategic planning; (3) implementation planning; and (4) annual performance planning. The order of these processes will generally flow from broad-scale general management planning through progressively more specific strategic planning, implementation planning, and annual performance planning and reporting.

When determining a plan's scope, it will be important to distinguish which issues can most appropriately be addressed by general management planning, and which can be most appropriately addressed by more detailed strategic or implementation planning. Each level of planning has a distinctive function, and all levels are designed to interrelate with a minimum of duplication and confusion. At each level, plans will be written to make the linkages and relationships among the planning levels apparent to readers.

Environmental analysis of alternatives and public involvement required under section 102(C) of NEPA (42 USC 4332 (C)) will be conducted at any level of planning in which the decisions to be made constitute a major federal action significantly affecting the quality of the human environment. Normally, NEPA analysis and public participation will be done at the general management planning level, when the overall direction for the park's future is decided, and again at the implementation planning level, before funding and resources are committed to carry out specific actions (see 2.3.1 and 2.3.4, below). In keeping with the Council on Environmental Quality guidelines for NEPA compliance, environmental analysis for more specific programs or actions will follow, or flow from, earlier NEPA documents for the broader GMP.

(Also see Director's Orders #2: Park Planning, and #12: Conservation Planning and Environmental Impact Analysis)

2.3.1 General Management Planning

The Service will maintain an up-to-date GMP for each unit of the national park system. The purpose of each GMP will be to ensure that the park has a clearly defined direction for resource preservation and visitor use. This basic foundation for decision-making will be developed by an interdisciplinary team, in consultation with relevant offices within the Service, other federal and state agencies, other interested parties, and the general public. The GMP will be based on full and proper utilization of scientific information related to existing and potential resource conditions, visitor experiences, environmental impacts, and relative costs of alternative courses of action.

General management planning will constitute the first phase of tiered planning and decision-making. It will focus on why the park was established, and what management prescriptions (i.e., resource conditions, visitor experiences, and appropriate types of management actions) should be achieved and maintained over time. The GMP will take the long view, which may project many years into the future, when dealing with the time frames of natural and cultural processes. The plan will consider the park in its full ecological, scenic, and cultural contexts as a unit of the national park system and as part of a surrounding

region. The GMP will also establish a common management direction for all park divisions and districts. This integration will help avoid inadvertently creating new problems in one area while attempting to solve problems in another.

(See Decision-making Requirements to Avoid Impairments 1.4.7)

2.3.1.1 Statutory Requirements

GMPs will meet all statutory requirements contained in 16 USC 1a-7(b), and will include:

- The types of management actions required for the preservation of park resources;
- The types and general intensities of development (including visitor circulation and transportation patterns, systems, and modes) associated with public enjoyment and use of the area, including general locations, timing of implementation, and anticipated costs;
- Visitor carrying capacities, and implementation commitments, for all areas of the park; and
- Potential modifications to the external boundaries of the park—if any—and the reasons for the proposed changes.

(See Visitor Carrying Capacity 8.2.1)

2.3.1.2 Decision-making Elements

Decision-making elements will consist of the mission, mission goals, and management prescriptions described previously in section 2.2.

2.3.1.3 Management Zoning

Each park's GMP will include a map that delineates zones or districts that correspond to management prescriptions. This delineation of management prescriptions is called management zoning. Most parks will have several different prescriptions for resource condition, visitor experience, and appropriate management activities to reflect the suitability of specific areas for those uses. For example, highly sensitive natural areas might tolerate little, if any, visitor use, while other areas may accommodate much higher levels of use. Even in historic structures, one floor might be most appropriate for exhibits, while another could accommodate offices or administrative uses. Some prescriptions may apply parkwide, but the delineation of management zones will illustrate where there are differences in intended resource conditions, visitor experience, and management activity.

2.3.1.4 Planning Team

An interdisciplinary team, including park managers and technical experts, will prepare GMPs. Planning teams will consult with park staff, Service leadership, other agencies with jurisdiction by virtue of law or expertise, other knowledgeable persons, and the public concerning future management of park resources. The planning team will advise the park superintendent and the regional director. The regional director is the official responsible for approving GMPs. Subsequent plans may be approved by the superintendent.

2.3.1.5 Science and Scholarship

Decisions documented in GMPs and other planning products, including environmental analysis and documentation, will be based on current scientific and scholarly understanding of park ecosystems and cultural contexts, and the socioeconomic

environment (both internal and external in relation to park boundaries). The collection and analysis of information about park resources will be a continuous process that will help ensure that decisions are consistent with park purposes.

(See Decision-making Requirements to Avoid Impairments 1.4.7; Planning for Natural Resource Management 4.1.1; Planning 5.2)

2.3.1.6 Public Involvement

Members of the public—including existing and potential visitors, park neighbors, people with traditional cultural ties to lands within the park, concessioners, cooperating associations, other partners, scientists and scholars, and other government agencies—will be encouraged to participate during the preparation of a GMP and the associated environmental analysis. Public involvement will meet NEPA and other federal requirements for identifying the scope of issues, for developing the range of alternatives considered in planning, for reviewing the analysis of potential impacts, and for disclosing the rationale for decisions about the park's future. The Service will use the public involvement process to share information about legal and policy mandates, the planning process, issues, and proposed management directions; learn about the values placed by other people and groups on the same resources and visitor experiences; and build support for implementing the plan among local interests, visitors, Congress, and others at the regional and national level.

While the NPS will encourage public involvement, FACA allows NPS staff to meet or consult with individuals and groups only for the purpose of exchanging views and information, and to solicit individual advice on proposed NPS actions. If consensus advice is sought, an advisory committee must first be chartered pursuant to FACA.

(See Consultation 5.2.1. Also see NPS Guide to the Federal Advisory Committee Act)

2.3.1.7 Alternative Futures

Alternative futures for the park will be explored and assessed during general management planning and environmental analysis. Within the broad parameters of the park mission and mission goals, various approaches to park resource preservation, use, and development may be possible, some of which may represent competing demands for the same resource base. The GMP will be the principal tool for resolving such issues. The range of alternatives will examine different combinations of management prescriptions, within the limits of laws, regulations, and policies governing national parks.

2.3.1.8 Environmental Analysis

The analysis of alternatives will meet the program standards for NPS implementation of NEPA and related legislation, including the National Historic Preservation Act (NHPA). An environmental impact statement (EIS) will be prepared for GMPs. In a few cases, the Environmental Quality Division, through the Associate Director for Natural Resource Stewardship and Science, may approve an exception to this general rule if completion of scoping demonstrates that there is no public controversy concerning potential environmental effects, and when the initial analysis of alternatives clearly indicates there is no potential for significant impact by any

alternative. Where NEPA and sections 106 and 110 of NHPA (16 USC 470f and 470h-2, respectively) both apply, NEPA procedures will be used to inform the public about undertakings having the potential to affect properties listed on, or eligible for listing on, the National Register of Historic Places, consistent with the Advisory Council on Historic Preservation's regulatory provisions governing coordination with NEPA, and the NPS nationwide programmatic agreement on section 106 compliance.

(See Evaluating Impacts on Natural Resources 4.1.3; Planning 5.2. Also see Director's Order #12: Conservation Planning and Environmental Impact Analysis)

2.3.1.9 Cooperative Planning

General management planning will be conducted as part of cooperative regional planning and ecosystem planning whenever possible. NPS participation in cooperative regional planning will be undertaken with the hope of better coordinating and focusing the independent and autonomous efforts of multiple parties. Service participation in such planning efforts will acknowledge the rights and interests of other landowners. While being consistent with NPS management policies and park goals, plans will identify and consider potential effects outside, as well as inside, park boundaries, and will identify ways to enhance beneficial effects and mitigate adverse effects.

2.3.1.10 Wild and Scenic Rivers

Potential national wild and scenic rivers will be considered in planning for the use and development of water and related land resources. The Service will compile a complete listing of all rivers and river segments in the national park system that it considers eligible for the national wild and scenic rivers system. GMPs and other plans potentially affecting river resources will propose no actions that could adversely affect the values that qualify a river for the national wild and scenic rivers system. A determination of eligibility will not necessarily mean that the Service will seek designation, which requires legislation. A decision concerning whether or not to seek designation will be made through a GMP, or an amendment to an existing GMP, and the legislative review process.

2.3.1.11 Alaska Park Units

GMPs for park system units in Alaska that were established or expanded by ANILCA will address the provisions for conservation and management planning specified in section 1301 of that act (16 USC 3191).

2.3.1.12 Periodic Review of GMPs

As necessary, GMPs will be reviewed and amended or revised, or a new plan will be prepared, to keep them current. GMP reviews may be needed every 10 to 15 years, or sooner if conditions change more rapidly. Even in parks with strong traditions and established patterns of use and development, managers will be responsible for assessing whether resources are threatened with impairment, the visitor experience has been degraded, or the park's built environment is difficult to sustain. Periodically reassessing the GMP will give everyone with a major stake in the park an opportunity to re-validate the park's role in the nation and in the region, and to re-evaluate whether the kinds of resource conditions and visitor experiences being pursued are the best possible mix for the future. An approved GMP may be amended or revised, rather than a new plan prepared, if condi-

tions and management prescriptions governing most of the area covered by the plan remain essentially unchanged from those present when the plan was originally approved. Amendments or revisions to an existing GMP will be accompanied by a supplemental environmental impact statement or other suitable NEPA analysis and public involvement.

(See Chapter 1: the Foundation; Chapter 3: Land Protection; Chapter 4: Natural Resource Management; Chapter 5: Cultural Resource Management; Chapter 6: Wilderness Preservation and Management; Chapter 8: Use of the Parks; Chapter 9: Park Facilities; Chapter 10: Commercial Visitor Services. Also see Director's Orders #2: Park Planning; and #12: Conservation Planning and Environmental Impact Analysis)

2.3.2 Strategic Planning

Strategic planning, required by GPRA, will be conducted for the National Park Service as a whole, and every park, program, and central office will have its own strategic plan. Parks, programs, and central offices will engage in strategic planning as a way to manage overall performance, and to thereby achieve better results in their mission of preserving resources and providing for visitor enjoyment. Through managing for performance, parks will identify their long-term goals, establish their annual performance targets, track their progress, and report their accomplishments toward meeting the Service-wide, and the park's, long-term goals.

A park's strategic plan will be based on the park's mission goals, GMP, and the Service-wide strategic plan. Strategic plans will address both Service-wide and local outcomes, and will be approved by the superintendent, with the regional director's concurrence.

2.3.2.1 Strategic Plan Contents

To fulfill the purposes of GPRA for implementing performance management in the National Park Service, strategic plans will contain the following elements:

- Mission statement;
- Mission goals (the same "anchoring" elements found in the GMP);
- Long-term goals;
- A short description of the strategies chosen to accomplish the goals;
- A description of how the annual goals will relate to the long-term goals (if it is not obvious);
- An identification of the key external factors that could significantly affect achievement of the goals;
- A description of the program/operation evaluations used in establishing or revising goals, with a schedule for future evaluations;
- A section listing the consultations with stakeholders and others; and
- A list of those who developed the plan.

Because information in park strategic plans is extracted for compilation within the Service-wide strategic plan, these plans must contain similar information.

2.3.2.2 Eight-step Performance Management Process

Performance management will be implemented according to the eight-step performance management process developed

by the Park Service. Analysis will focus on understanding the condition of the natural and cultural resources being managed; the experiences of visitors; and the capabilities of the park to perform, given the infrastructure, budget and staffing that can reasonably be expected during the planning period. Managers will consider how the park mission and long-term goals might be pursued in the foreseeable future. The answers to that question will determine the park's workload, budget, and staffing allocations for the next two to five years.

2.3.2.3 Relationship Between the Strategic Plan and the GMP

The park's strategic plan will be consistent with the GMP, building on the GMP mission, mission goals, and management prescriptions. Parks that lack a current GMP as a base for their GPRA strategic planning effort will work from their existing plans and an updated mission statement and mission goals. For GMPs that are not current, parks will identify and fill gaps in their overall planning framework as quickly as is feasible.

Although it shares some elements in common with a GMP, a park's strategic plan will not be a substitute for a GMP. A strategic plan is focused on a shorter time frame than a GMP; targets more measurable results; and does not usually require the comprehensive resource analysis, consultation, and compliance required for a GMP. Through strategic planning, park staffs will continuously re-evaluate the adequacy of the park's GMP as a foundation for addressing issues, and they may identify the need for a new or revised GMP.

Should a park decide, through its strategic planning process, that a major shift in direction or emphasis is needed, then the strategic plan will identify the need for a new GMP, or a GMP addendum or amendment. Strategic plans may also identify the need for more detailed implementation plans. General management planning and implementation planning are the appropriate processes for incorporating the requirements of NEPA and NHPA to consider impacts on the natural, cultural, and socioeconomic environments.

2.3.3 Implementation Planning

Implementation planning will focus on how to implement activities and projects needed to achieve the management prescriptions identified in the GMP and in the complementary long-term goals in the park strategic plan. Developing plans of action for dealing with complex, technical, and sometimes controversial issues often requires a level of detail and thorough analysis beyond that appropriate at the GMP or strategic plan levels. Implementation planning will provide this level of detail and analysis.

There are two elements of implementation plans that may be combined or addressed separately:

- Implementation programs will identify the scope, sequence, and mid-level cost estimates of projects needed to achieve park management prescriptions and long-term goals.
- Implementation details will concentrate on individual projects, and specify the techniques, disciplines, equipment, infrastructure, schedule, and funding necessary to accomplish outcomes targeted in the strategic plan.

2.3.3.1 Implementation Programs

Implementation programs for a park will provide a systemized course of action that can serve as a bridge between the broad direction provided in the GMP and decisions on impending actions provided in performance management. Implementation programs may include special emphasis plans, such as a park resource management plan, comprehensive interpretive plan, cultural landscape report, land protection plan, visitor use plan, or wilderness management plan. Integrated, interdisciplinary approaches to implementation programs will be encouraged.

2.3.3.2 Implementation Details

Implementation details may vary widely, and may direct a finite project (such as reintroducing an extirpated species or developing a trail) or a continuous activity (such as maintaining a historic structure or managing fire within a natural system). Examples of implementation details include management plans for specific species and habitats, site designs, off-road-vehicle management plans, and interpretive media plans. Implementation details will generally be deferred until the activity or project under consideration has attained sufficient priority to indicate that action will be taken within the next two to five years, and will then be included in an annual work plan. This will help ensure that decisions about how to best achieve a certain goal are relevant, timely, and based on current data.

2.3.3.3 Implementation Plan Development

Technical specialty teams under the direction of the program leader in the park (usually a division chief) or in the regional office will develop implementation plans, and the park superintendent will approve the plans. However, individual projects will be approved for implementation only in the performance management process, to ensure their integration with other park programs and initiatives.

Development of an implementation plan may overlap general management planning and performance management, if appropriate for the purposes of planning efficiency or public involvement. However, the decisions needed at the general management planning level and the strategic planning level will precede—and direct—more detailed decisions regarding projects and activities to accomplish goals. Major actions or commitments aimed at changing resource conditions or visitor use in a park, and major new development or rehabilitation, must be consistent with an approved GMP and be linked to long-term goals in a current strategic plan. Even if they are conducted simultaneously, the GMP and an implementation program will be contained in separate documents, or separate parts of a single document.

2.3.3.4 Environmental Analysis

Any decisions calling for actions having the potential to significantly affect the human environment will require a formal analysis of alternatives, in compliance with NEPA and related legislation, including NHPA. Because many issues involving environmental quality and cultural resources will be resolved through implementation planning, rather than general management planning, the NEPA and NHPA section 106 processes begun during general management planning will often be continued as part of implementation planning.

(See Park Management 1.4; Chapter 3: Land Protection; Chapter 4: Natural Resource Management; Chapter 5: Cultural Resource Management; Chapter 6: Wilderness Preservation and Management; Chapter 8: Use of the Parks; Chapter 9: Park Facilities; Chapter 10: Commercial Visitor Services. Also see Director's Orders #2: Park Planning, and #12: Conservation Planning and Environmental Impact Analysis)

2.3.4 Park Annual Performance Planning and Reporting

Each park will prepare annual performance plans articulating annual goals for each fiscal year, and annual performance reports describing the progress made in meeting the annual goals. The development of the annual performance plan and report will be synchronized with NPS budget development.

2.3.4.1 Annual Performance Plans

Annual performance plans will contain the following elements to aid in decision-making: (1) annual goals (the outcomes expected to be achieved that fiscal year) that are based on, and represent, one-year increments of a park's long-term goals; and (2) an annual work plan (inputs and outputs for the fiscal year) that breaks out park activities to achieve the annual goals, and that includes budget and staffing.

Annual performance plans have significant budgetary and personnel implications and need to be carefully prepared. Future-year annual performance plans will be developed in conjunction with budget requests (recurring and non-recurring), and are considered privileged information until the budget is made public by the President. Because they incorporate decisions made through other planning processes, annual plans do not require public involvement or consultation, but they must be made available to the public. The annual performance report will specifically address park performance as affected by budget change.

2.3.4.2 Annual Performance Reports

Annual performance reports will consist of two main parts: (1) a report on the progress made toward meeting the last fiscal year's annual performance plan; and (2) an analysis of the present fiscal year's annual performance plan. The analysis will identify the continuing goals (carry-overs) from the last fiscal year, and discuss why the park did not accomplish one or more of its annual goals in the past fiscal year and describe the steps being taken to accomplish such goals in the future.

The park annual performance report will relate to the Service-wide annual performance report, where applicable, in order to aggregate park results at the Service-wide level. The annual performance reporting is timed to provide Congress with information on past performance as it considers an agency's budget request and annual performance plan. Information from annual performance reports will also be used as the basis for personnel appraisals. Accountability for results should be within an employee's ability to effect results.

3

Land Protection

The National Park Service will use all available authorities to protect lands and resources within units of the national park system, and will seek to acquire as promptly as possible non-federal lands and interests in land that have been identified for acquisition. When lands within a park unit's authorized boundaries have not been acquired, the Service will cooperate with federal agencies; tribal, state, and local governments; non-profit organizations; and property owners to provide appropriate protection measures. Cooperation with these entities will also be pursued and other available land protection tools will be employed when threats to resources originate outside boundaries.



Appropriate land protection methods must be applied to protect park resources and values from incompatible land uses.

3.1 General

The National Park Service is required by its Organic Act to protect and preserve unimpaired the resources and values of the national park system while providing for public use and enjoyment. A number of park units have non-federally owned lands within their authorized boundaries. When non-federal lands exist within park boundaries, acquisition of those lands and/or interests in those lands is often necessary to protect and manage natural and cultural resources. When acquisition is necessary and appropriate, the Park Service will acquire those lands and/or interests as promptly as possible. Practical, cost-effective alternatives will be considered and pursued by the Service to advance protection and management goals.

The boundaries of most park units are not based strictly on ecological processes or other resource protection principles, and park units are increasingly subject to impacts from external sources. Examples include air and water pollution, and the loss of scenic vistas, natural quiet, and wildlife habitat. To fulfill National Park Service protection responsibilities, strategies and actions beyond park boundaries may be employed. External threats may be addressed by using available tools such as gateway community planning and partnership arrangement; NPS educational programs; and participation in the planning processes of federal agencies and tribal, state, and local governments. Strong fulfillment of Service responsibilities is required by NEPA, NHPA, and other applicable laws to minimize impacts on park resources and values.

3.2 Land Protection Methods

The Park Service may employ a variety of different methods, as appropriate, for protecting park resources. These methods will be considered in the land protection planning process for each unit. Examples include:

- Acquisition of fee simple real property interest, possibly with arrangements for some rights to be reserved;
- Acquisition of less-than-fee real property interests, such as easements or rights-of-way; and
- Cooperative approaches, such as cooperative agreements, participation in regional consortiums, local planning and zoning processes, or other measures that do not involve federal acquisition of any interest in real property.

Federal fee simple ownership (all of the rights associated with real property) provides the Service with the greatest ability to protect and manage resources and provide for public use and enjoyment. Less-than-fee interests (some of the rights associated with real property) require a federal commitment to monitor and enforce the Service's interest in the affected property. Acquisition of less-than-fee interests may be appropriate in instances in which the Service needs only a specific interest in land, or in which it needs to restrict uses of the land in order to protect resource values but full fee ownership is not required.

Acquisition of fee simple interest is a critically important and effective land protection method for lands within unit boundaries. The Service may employ, as appropriate, a broad strategy to protect land and resources, including innovative techniques; partnerships; participation in the planning and

decision-making processes of other federal agencies; and vigilance at the regional and local levels of government, at which non-federal land use decisions are generally made.

Some park units created by Congress have been specifically authorized to continue historical or traditional activities such as farming, ranching, or low-density residential uses. Congress may also restrict the method of acquisition or prohibit acquisition without owner consent. In all cases, the Park Service will acquire the lands and/or interests in land only by the method or methods authorized.

When non-federal land is identified for acquisition, the Service will make every reasonable effort to reach an agreement with the owner on the purchase price. If an agreement cannot be reached, the Service will take further steps in accordance with authorities and congressional directions that apply to the unit in question. Condemnation is generally considered only as a last resort. However, acquisition by condemnation is sometimes necessary to establish just compensation, to clear a title, or to prevent imminent damage or unacceptable threat to park resources and values.

3.3 Land Protection Plans

Planning for the protection of park lands will be integrated into the planning process for park management. Land protection plans (LPPs) should be prepared to determine and publicly document what lands or interests in land need to be in public ownership, and what means of protection are available to achieve the purposes for which the unit was created. These plans will be prepared for each unit of the national park system containing non-federal land or interests in land within its authorized boundary. A thorough review of a park's authorizing statutes and complete legislative history will be conducted as part of the land protection planning process.

Land acquisition priorities will be guided by a park unit's land protection plan. Superintendents will ensure that LPPs are developed, and periodically reviewed and updated as necessary, to identify what land or interests in land needs to be in public ownership to carry out park purposes. These purposes and the desired conditions for resources and visitor experiences are normally defined in the park's general management plan. Strategic plans define what results can be accomplished in the foreseeable future—usually a five-year period. LPPs will be coordinated with general management plans, strategic plans, and other plans for resource management and visitor use. Decisions about acquisition within park boundaries will consider the relationship between the park and its adjacent lands. Superintendents have the responsibility to be aware of uses or activities that are planned for lands around the park that may have impacts on park resources and opportunities for visitor enjoyment.

An LPP should be simple and concise, and document:

- (1) what lands or interests in land need to be in public ownership;
- (2) what means of protection are available to achieve park purposes as established by Congress;
- (3) the protection methods and funds that will be sought or applied to protect resources and to provide for visitor use and park facility development; and
- (4) acquisition priorities. Historic structures and objects on the land under consideration within the LPP

will be evaluated for their relevance to the park mission and the scope of the park museum collection. The LPP will specify those structures and objects that need to be in public ownership, and identify the appropriate source of funding. Personal property not identified for acquisition should be removed by the property owner. For acquisition of water rights, see chapter 4, section 4.6.2.

When appropriate, the LPP may serve as a vehicle for addressing land protection issues external to a park's boundaries. When external impacts or opportunities are addressed, plans will clearly distinguish between the authorities related to land acquisition and the authorities for the Service to cooperate with other entities beyond the park boundary.

3.4 Addressing Threats from External Sources

Superintendents will be aware of and monitor state government programs for managing state-owned submerged lands and resources within NPS units. When there is potential for such programs to adversely impact park resources or values, superintendents will make their concerns known to appropriate state governmental officials, and encourage compatible land uses that avoid or mitigate potential adverse impacts. When federal acquisition of state-owned submerged lands and resources within NPS units is not feasible, the NPS will seek to enter into cooperative agreements with state governments to ensure the adequate protection of park resources and values.

External threats may originate with proposed uses outside a park that may adversely impact park resources or values. Superintendents will therefore be aware of and monitor land use proposals and changes to adjacent lands, and their potential impacts. They will also seek to encourage compatible adjacent land uses to avoid or to mitigate potential adverse effects. Superintendents will make their concerns known, and, when appropriate, actively participate in the planning and regulatory processes of neighboring jurisdictions, including other federal, tribal, state, and local governments.

In working cooperatively with surrounding landowners and managers a superintendent might, for example, comment on potential zoning changes for proposed development projects, or brief the public and officials about park resources and related studies that are relevant to proposed zoning or other changes. Superintendents should seek advice from the appropriate NPS program managers and the Solicitor's Office when dealing with complicated external land protection issues and threats, especially those with potential Service-wide controversy or consequences.

In some cases—such as air or water pollution—the source of a significant threat may be far removed from the park's boundaries. In such cases, the Park Service will coordinate at the regional or national level in making its concerns known, and in seeking a remedy to the problem. Threats to parks from external sources should be identified and addressed in the general management plan or in other planning documents. The result will be enhanced public awareness of the far-reaching impacts of these threats, and an increased likelihood of remedial actions by those who are responsible.

(See External Threats to Park Resources and Values 1.5; Evaluating Environmental Impacts 4.1.3; Partnerships 4.1.4; Biological Resource Management 4.4; Removal of Exotic Species Already Present 4.4.4.2; Water Resource Management 4.6; Air Resource Management 4.7; Geologic Resource Management 4.8; Soundscape Management 4.9; Lightscape Management 4.10; Stewardship 5.3. Also see Director's Order #25: Land Protection, and Reference Manual 25)

3.5 Boundary Adjustments

The boundary of a national park may be modified only as authorized by law. For many parks, such statutory authority is included in the enabling legislation or subsequent legislation specifically authorizing a boundary revision. Where park-specific authority is not available, the Land and Water Conservation Fund (LWCF) Act of 1965, as amended, provides an additional, but limited, authority to adjust boundaries.

The act provides for boundary adjustments that essentially fall into three distinct categories: (1) technical revisions; (2) minor revisions based upon statutorily defined criteria; and (3) revisions to include adjacent real property acquired by donation, purchased with donated funds, transferred from any other federal agency, or obtained by exchange. Adjacent real property is considered to be land located contiguous to but outside the boundary of a national park system unit.

As part of the planning process, the NPS will identify and evaluate boundary adjustments that may be necessary or desirable in order to carry out the purposes of the park unit. Boundary adjustments may be recommended to:

- Protect significant resources and values, or to enhance opportunities for public enjoyment related to park purposes;
- Address operational and management issues, such as the need for access or the need for boundaries to correspond to logical boundary delineations such as topographic or other natural features or roads; or
- Otherwise protect park resources that are critical to fulfilling park purposes.

If the acquisition will be made using appropriated funds, and is not merely a technical boundary revision, the criteria set forth by Congress at 16 USC 4601-9(c) (2) must be met. All recommendations for boundary changes must meet the following two criteria:

- The added lands will be feasible to administer, considering their size, configuration, and ownership, and hazardous substances, costs, the views of and impacts on local communities and surrounding jurisdictions, and other factors such as the presence of exotic species; and
- Other alternatives for management and resource protection are not adequate.

These criteria apply conversely to recommendations for the deletion of lands from the authorized boundaries of a park unit. For example, before recommending the deletion of land from a park boundary, a finding would have to be made that the land did *not* include a significant resource, value, or opportunity for public enjoyment related to the purposes of

the park. Full consideration should be given to present and future park needs before a recommendation is made to delete lands from the authorized boundaries of a park unit. Actions consisting solely of deletions of land from existing park boundaries require an act of Congress.

3.6 Land Acquisition Authority

The National Park Service acquires lands or interests in land within parks when authorized to do so by an act of Congress or by Presidential proclamation. Although acquisition outside authorized boundaries is generally prohibited, certain statutes provide limited system-wide authority for minor boundary changes and the acceptance of donated lands adjacent to a park's boundaries. There is no single statute authorizing land acquisition. There are, however, several laws that provide limited acquisition authority that is applicable system-wide. For most parks, acquisition authority is provided by statutes specific to the park. The Park Service land acquisition process and land protection planning process will comply with all applicable legislation, congressional guidelines, Executive orders, and Department of the Interior policies. For delegations of authority for land acquisition, see Director's Order #25: Land Protection.

3.7 Land Acquisition Funding

When the acquisition of lands and/or interests in land within a park boundary is necessary, the NPS will consider acquisition by: purchase with appropriated or donated funds; exchange; donation; bargain sale; transfer or withdrawal from public domain; or condemnation. Funding for land acquisition within the national park system is derived prima-

rily from the LWCF. LWCF monies are restricted to uses associated with the acquisition of land and/or interests in land within the authorized boundaries of NPS units. As outlined in Department of the Interior policy, the federal portion of the LWCF will be used to acquire the lands, waters, and interests therein necessary to achieve the Service's natural, cultural, wildlife, and recreation management objectives. To implement this policy, the fund will be used in accordance with management objectives for each park unit based on the NPS mission and congressional mandates, and with an analysis of long-range goals for resource protection, safe public access, and park management. As further required by departmental policy, the Service will, to the extent consistent with statutory authorities:

- Identify what lands or interests in land within unit boundaries need to be in federal ownership to achieve management unit purposes consistent with public objectives;
- Use to the maximum extent practical, cost-effective alternatives to the direct federal purchase of privately owned lands, and, when acquisition is necessary, acquire or retain only the minimum interests determined by park officials to be necessary to meet management objectives;
- Cooperate with landowners, other federal agencies, tribal, state, and local governments, and the private sector to manage land for public use or protect it for resource conservation; and
- Formulate, or revise as necessary, plans for land acquisition and resource use or protection to ensure that sociocultural impacts are considered, and that the most outstanding areas are adequately managed.

4

Natural Resource Management

The National Park Service will preserve the natural resources, processes, systems, and values of units of the national park system in an unimpaired condition, to perpetuate their inherent integrity and to provide present and future generations with the opportunity to enjoy them.



Natural resource studies contribute to a better understanding of park resources, and help managers make better decisions.

The National Park Service will strive to understand, maintain, restore, and protect the inherent integrity of the natural resources, processes, systems, and values of the parks. The Service recognizes that natural processes and species are evolving, and will allow this evolution to continue, minimally influenced by human actions. The natural resources, processes, systems, and values that the Service preserves are described generally in the 1916 NPS Organic Act and in the enabling legislation or Presidential proclamation establishing each park. They are described in greater detail in management plans specific to each park. Natural resources, processes, systems, and values found in parks include:

- Physical resources such as water, air, soils, topographic features, geologic features, paleontological resources, natural soundscapes, and clear skies;
- Physical processes such as weather, erosion, cave formation, and wildland fire;
- Biological resources such as native plants, animals, and communities;
- Biological processes such as photosynthesis, succession, and evolution;
- Ecosystems; and
- Highly valued associated characteristics such as scenic views.

In this chapter, natural resources, processes, systems, and values are all included in the term "natural resources." The term "natural condition" is used here to describe the condition of resources that would occur in the absence of human dominance over the landscape.

The Service manages the natural resources of parks to maintain them in an unimpaired condition for future generations in accordance with NPS-specific statutes, including the NPS Organic Act and the National Parks Omnibus Management Act of 1998; general environmental laws such as the Clean Air Act, the Clean Water Act, the Endangered Species Act of 1973, NEPA, and the Wilderness Act; Executive orders; and applicable regulations.

Activities that take place outside park boundaries and that are not managed by the Service sometimes have profound effects on the Service's ability to protect natural resources inside parks. The Service must act to protect natural resources from impacts caused by external activities by working cooperatively with federal, state, and local agencies; Native American authorities; user groups; adjacent landowners; and others to identify and achieve broad natural resource goals. By working cooperatively through both formal and informal lines of communication and consultation, the Service will better achieve park management objectives and the protection of park natural resources.

(See Park Management 1.4; External Threats and Opportunities 1.5; Partnerships 4.1.4)

4.1 General Management Concepts

As explained in chapter 1 of these Management Policies, preserving park resources and values unimpaired is the core, or primary, responsibility of NPS managers. The Service cannot conduct or allow activities in parks that would impact park resources and values to a level that would constitute impair-

ment. To comply with this mandate, park managers must determine in writing whether proposed activities in parks would impair natural resources. Park managers must also take action to ensure that ongoing NPS activities do not cause the impairment of park natural resources. In cases of doubt as to the impacts of activities on park natural resources, the Service will decide in favor of protecting the natural resources.

Natural resources will be managed to preserve fundamental physical and biological processes, as well as individual species, features, and plant and animal communities. The Service will not attempt to solely preserve individual species (except threatened or endangered species) or individual natural processes; rather, it will try to maintain all the components and processes of naturally evolving park ecosystems, including the natural abundance, diversity, and genetic and ecological integrity of the plant and animal species native to those ecosystems. Just as all components of a natural system will be recognized as important, natural change will also be recognized as an integral part of the functioning of natural systems. By preserving these natural components and processes in their natural condition, the Service will prevent resource degradation, and therefore avoid any subsequent need for resource restoration. In managing parks to preserve naturally evolving ecosystems, and in accordance with requirements of the National Parks Omnibus Management Act of 1998, the Service will utilize the findings of science and the analyses of scientifically trained resource specialists in decision-making.

The Service will not intervene in natural biological or physical processes, except:

- When directed by Congress;
- In some emergencies in which human life and property are at stake;
- To restore natural ecosystem functioning that has been disrupted by past or ongoing human activities; or
- When a park plan has identified the intervention as necessary to protect other park resources or facilities.

Any such intervention will be kept to the minimum necessary to achieve the stated management objectives.

Natural systems in the national park system, and the human influences upon them, will be monitored to detect change. The Service will use the results of monitoring and research to understand the detected change and to develop appropriate management actions.

Biological or physical processes altered in the past by human activities may need to be actively managed to restore them to a natural condition or to maintain the closest approximation of the natural condition in situations in which a truly natural system is no longer attainable. Prescribed burning and the control of ungulates when predators have been extirpated are two examples. The extent and degree of management actions taken to protect or restore park ecosystems or their components will be based on clearly articulated, well-supported management objectives and the best scientific information available.

There may be situations in which an area may be closed to visitor use to protect the natural resources (for example, during an animal breeding season) or for reasons of public

safety (for example, during a wildland fire). Such closures may be accomplished under the superintendent's discretionary authority, and will comply with applicable regulations (36 CFR 1.5 and 1.7).

(See The Prohibition on Impairment of Park Resources and Values 1.4.4; General Management Planning 2.3.1; Facility Planning and Design 9.1.1)

4.1.1 Planning for Natural Resource Management

Each park will prepare and periodically update a long-range (with at least one to two decades in view) comprehensive strategy for natural resource management, as appropriate. This long-range strategy will describe the comprehensive program of activities needed to achieve the desired future conditions for the park's natural resources. It will integrate the best available science, and will prescribe activities such as inventories, research, monitoring, restoration, mitigation, protection, education, and management of resource uses. The strategy will also describe the natural-resource-related activities needed to achieve desired future conditions for cultural resources (such as historic landscapes) and visitor enjoyment.

Similarly, planning for park operations, development, and management activities that might affect natural resources will be guided by high-quality, scientifically acceptable information, data, and impact assessment. Where existing information is inadequate, the collection of new information and data may be required prior to decision-making. Long-term research or monitoring may also be necessary to correctly understand the effects of management actions on natural resources whose function and significance are not clearly understood.

(See Decision-making Requirements to Avoid Impairments 1.4.7; General Management Planning 2.3.1; Land Protection Plans 3.3; Cultural Landscapes 5.3.5.2; Chapter 8: Use of the Parks; NPS-conducted or NPS-sponsored Inventory, Monitoring, and Research Studies 4.2.1; Chapter 9: Park Facilities)

4.1.2 Natural Resource Information

Information about natural resources that is collected and developed will be maintained in perpetuity. All forms of information collected through inventorying, monitoring, research, assessment, traditional knowledge, and management actions will be managed to professional and NPS archival and library standards.

Most information about park natural resources will be made broadly available to park employees, the scientific community, and the public. Pursuant to provisions of the National Parks Omnibus Management Act, the Service will withhold information about the nature and specific location of sensitive park natural resources—specifically mineral, paleontological, endangered, threatened, rare, or commercially valuable resources—unless the Service determines, in writing, that disclosure of the information would further the purposes of the park, would not create an unreasonable risk of harm, theft, or destruction of resources, and would be consistent with other applicable laws.

Under the Freedom of Information Act (FOIA), the NPS may be able to withhold sensitive natural resource data and information used in ongoing law enforcement investigations or

subject to national security clearance classification. The Service may be able to withhold data provided through interim project reporting, pending the completion of relevant projects and the receipt of final project reports, as specified in approved scientific research and collecting permits and associated research proposals if the release of information will cause foreseeable harm to the interests of the NPS. Information that is made available to the public (that is, not withheld under FOIA or other laws) will remain searchable and accessible under the professional and NPS archival and library standards.

(See Information Confidentiality 1.7.3; Confidentiality 5.2.3. Also see Director's Order #66: FOIA and Protected Resource Information; Museum Handbook 24-Part II)

4.1.3 Evaluating Impacts on Natural Resources

Planning, environmental evaluation, and public involvement regarding management actions that may affect the natural resources of the National Park System are essential for carrying out the Service's responsibilities to present and future generations. The Service will ensure that the environmental costs and benefits of proposed operations, development, and resource management are fully and openly evaluated before taking actions that may impact the natural resources of parks. This evaluation must include appropriate participation by the public; the application of scholarly, scientific, and technical information in the planning, evaluation, and decision-making processes; the use of NPS knowledge and expertise through interdisciplinary teams and processes; and the aggressive incorporation of mitigation measures, pollution prevention techniques, and other principles of sustainable park management.

Every environmental assessment and environmental impact statement produced by the Service will include an analysis of whether the impacts of a proposed activity constitute impairment of park natural resources and values. Every finding of no significant impact, record of decision, and National Historic Preservation Act Section 106 memorandum of agreement signed by the NPS will contain a discrete certification that the impacts of the proposed activity will not impair park natural resources and values.

(See Park Management 1.4; Implementation Planning 2.3.3; NPS-conducted or -sponsored Inventory, Monitoring, and Research Studies 4.2.1. Also see Director's Order #12: Conservation Planning and Environmental Impact Analysis)

4.1.4 Partnerships

The Service will pursue opportunities to improve natural resource management within parks and across administrative boundaries by cooperating with public agencies, appropriate Native American representatives, and private landowners. The Service recognizes that cooperation with other land managers can accomplish ecosystem stability and other resource management objectives when the best efforts of a single manager might fail. Therefore, the Service will develop agreements with federal, tribal, state, and local governments and organizations, and private landowners, when appropriate, to coordinate plant, animal, water, and other natural resource management activities in ways that maintain and protect, not compromise, park resources and values. Such cooperation may include park restoration activities, research on park natural resources, and the management of species harvested in parks. Such coopera-

tion also may involve coordinating management activities in two or more separate areas, integrating management practices to reduce conflicts, coordinating research, sharing data and expertise, exchanging native biological resources for species management or ecosystem restoration purposes, establishing native wildlife corridors, and providing essential habitats adjacent to, or across, park boundaries.

In addition, the Service will seek the cooperation of others in minimizing the impacts of influences originating outside parks by controlling noise and artificial lighting, maintaining water quality and quantity, eliminating toxic substances, preserving scenic views, improving air quality, preserving wetlands, protecting threatened or endangered species, eliminating exotic species, managing the use of pesticides, protecting shoreline processes, managing fires, managing boundary influences, and in using other means of preserving and protecting natural resources.

(See *External Threats and Opportunities 1.5; Partnerships 1.9; Addressing Threats from External Sources 3.4; Agreements 5.2.2*)

4.1.5 Restoration of Natural Systems

The Service will re-establish natural functions and processes in human-disturbed components of natural systems in parks unless otherwise directed by Congress. Landscapes disturbed by natural phenomena, such as landslides, earthquakes, floods, hurricanes, tornadoes, and fires, will be allowed to recover naturally unless manipulation is necessary to protect park developments or visitor safety. Impacts to natural systems resulting from human disturbances include the introduction of exotic species; the contamination of air, water, and soil; changes to hydrologic patterns and sediment transport; the acceleration of erosion and sedimentation; and the disruption of natural processes. The Service will seek to return human-disturbed areas to the natural conditions and processes characteristic of the ecological zone in which the damaged resources are situated. The Service will use the best available technology, within available resources, to restore the biological and physical components of these systems, accelerating both their recovery and the recovery of landscape and biological-community structure and function. Efforts may include, for example:

- Removal of exotic species;
- Removal of contaminants and non-historic structures or facilities;
- Restoration of abandoned mineral lands, abandoned or unauthorized roads, areas over-grazed by domestic animals, or disrupted natural waterways and/or shoreline processes;
- Restoration of areas disturbed by NPS administrative, management, or development activities (such as hazard tree removal, construction, or sand and gravel extraction) or by public use;
- Restoration of natural soundscapes; and
- Restoration of native plants and animals.

When park development is damaged or destroyed and replacement is necessary, the development will be replaced or relocated so as to promote the restoration of natural resources and processes.

(See *Decision-making Requirements to Avoid Impairments 1.4.7; Restoration of Native Plant and Animal Species 4.4.2.2; Management of Natural Landscapes 4.4.2.4; Siting Facilities*

to Avoid Natural Hazards 9.1.1.6. Also see Director's Order #18: Wildland fire Management)

4.1.6 Compensation for Injuries to Natural Resources

The Service will take all steps necessary to protect and restore natural resources and the environmental benefits they provide when actions of another party cause the destruction or loss of, or injury to, park resources or values.

Pursuant to the National Park System Resource Protection Act, the Service will:

- Determine the injury caused to natural resources, assess all appropriate damages, and monitor damages;
- Seek to recover all appropriate costs associated with responses to such actions, and the costs of assessing resource damages, including the direct costs of response, restoration, and monitoring activities; and
- Use all sums recovered in compensation for resource injuries to restore, replace, or acquire the equivalent of the resources that were the subject of the action.

(See *Compensation for Damages 5.3.1.3. Also see Director's Order #30C: Damage Assessments*)

4.2 Studies and Collections

The Service will encourage appropriately reviewed natural resource studies whenever such studies are consistent with applicable laws and policies. These studies support the NPS mission by providing the Service, the scientific community, and the public with an understanding of park resources, processes, values, and uses that will be cumulative and constantly refined. This approach will provide a scientific and scholarly basis for park planning, development, operations, management, education, and interpretive activities.

The term "studies," as used here, means short- or long-term scientific or scholarly investigations or educational activities that may involve natural resource surveys, inventories, monitoring, and research, including data and specimen collection. Studies include projects conducted by researchers and scholars in universities, foundations and other institutions, tribal colleges and organizations, other federal and state agencies, and Service staff. The data and information acquired through studies conducted in parks will be made publicly available, consistent with section 4.1.2.

The Service will promote cooperative relationships with educational and scientific institutions and qualified individuals offering expertise that can assist the Service in obtaining information, and when the opportunity for research and study in the parks offers the cooperators a significant benefit to their programs. NPS facilities and assistance may be made available to qualified cooperators who are conducting NPS-authorized studies.

Studies in parks will be preceded by (1) an approved scope of work, proposal, or other detailed written description of the work to be performed; and (2) a written statement of environmental and cultural resource compliance appropriate to the proposed methodology and study site. All studies in parks will employ non-destructive methods to the maximum extent feasible with respect to resource protection, research methodology, and the scientific and management value of the in

and collections to be obtained. Although studies involving physical impacts to park resources or the removal of objects or specimens may be permitted, studies and collecting activities that will lead to the impairment of park resources and values are prohibited.

Scientific natural resource collecting activities are governed by 36 CFR 2.5. A very limited number of other types of natural resource collecting are governed by 36 CFR 2.1. In most cases, only small quantities may be collected. The repeated collection of materials to ensure a continuing source of supply for research or propagation is prohibited, unless the proposed activity clearly requires repeated collection, as might be the case with a monitoring or park restoration program.

(See Decision-making Requirements to Avoid Impairments 1.4.7; Managing Information 1.7; Research 5.1; Resource Access and Use 5.3.5.3.1; Collecting Natural Products 8.8; Consumptive Uses 8.9; Social Science Studies 8.11. Also see Director's Order #74: Studies and Collecting; Director's Order #78: Social Science)

4.2.1 NPS-conducted or -sponsored Inventory, Monitoring, and Research Studies

The Service will:

- Identify, acquire, and interpret needed inventory, monitoring, and research, including applicable traditional knowledge, to obtain information and data that will help park managers accomplish park management objectives provided for in law and planning documents.
- Define, assemble, and synthesize comprehensive baseline inventory data describing the natural resources under its stewardship, and identify the processes that influence those resources.
- Use qualitative and quantitative techniques to monitor key aspects of resources and processes at regular intervals.
- Analyze the resulting information to detect or predict changes, including interrelationships with visitor carrying capacities, that may require management intervention, and to provide reference points for comparison with other environments and time frames.
- Use the resulting information to maintain—and, where necessary, restore—the integrity of natural systems.

The Service may support studies to (among other things):

- Ensure a systematic, current, and fully adequate park information base;
- Provide a sound basis for policy, guidelines, and management actions;
- Develop effective strategies, methods, and technologies to restore disturbed resources, and to predict, avoid, or minimize adverse impacts on natural and cultural resources, and on visitors and related activities;
- Ensure that plans and actions reflect contemporary knowledge about the natural and cultural context of special natural areas, cultural landscapes, and natural resources having traditional cultural meaning and value to associated human groups;
- Determine the causes and potential resolution of natural resource management problems;

- Understand the ceremonial and traditional resource management practices of Native American tribes, subsistence uses by rural Alaska residents, and traditional uses by groups with demonstrated ties to particular natural resources of parks;
- Further understand park ecosystems and related human social systems, including visitors and gateway communities, and document their components, condition, and significance; and
- Ensure that the interpretation of the natural resources and issues of parks reflects current standards of scholarship relating to the history, science, and condition of the resources.

Superintendents may authorize National Park Service staff to carry out routine inventory, monitoring, study, and related duties without requiring an NPS scientific research and collecting permit. With or without an NPS permit, Service staff will comply appropriately with professional standards and with general and park-specific research and collecting permit conditions. All research and data and specimen collection conducted by NPS employees will be appropriately documented and carried out in accordance with all laws, regulations, policies, and professional standards pertaining to survey, inventory, monitoring, and research. Service staff will be expected to make their findings available to the public, such as by publication in professional journals or presentation in interpretive programs.

Park inventory, monitoring, and research needs and specific research objectives will be identified in the appropriate management plans for each park, or in park, regional, or Service-wide program plans.

(See Decision-making Requirements to Avoid Impairments 1.4.7; Natural Resource Information 4.1.2; Restoration of Natural Systems 4.1.5; Weather and Climate 4.7.2; Miscellaneous Management Facilities 9.4.5)

4.2.2 Independent Studies

Non-NPS studies conducted in parks are not required to address specifically identified NPS management issues or information needs. However, these studies, including data and specimen collection, require an NPS scientific research and collecting permit. The studies must conform to National Park Service policies and guidelines regarding the collection and publication of data, the conduct of studies, wilderness restrictions, and park-specific requirements identified in the terms and conditions of the permit. Projects will be administered and conducted only by fully qualified personnel, and will conform to current standards of scholarship. Park Service scientific research and collecting permits may include requirements that permittees provide for parks, within agreed-upon time frames, copies of appropriate field notes, cataloging and other data, information about the data, progress reports, interim and final reports, and publications derived from the permitted activities.

(See Independent Research 5.1.2)

4.2.3 Natural Resource Collections

Natural resource collections include non-living and living specimens. Guidance for collecting and managing specimens and associated field records can be found in the Code of Federal Regulations (36 CFR 2.5) and NPS guidance docu-

ments, including the museum handbook. Non-living specimens and their associated field records are managed as museum collections. Living collections will be managed in accordance with the provisions of a park's management plan, the Animal Welfare Act, and other appropriate requirements.

Field data, objects, specimens, and features obtained for preservation during inventory, monitoring, research, and study projects, together with associated records and reports, will be managed over the long term within the museum collection. Specimens that are not authorized for consumptive analysis will be labeled and cataloged into an appropriate cataloging system in accordance with applicable regulations (36 CFR 2.5).

(See Paleontological Resources and Their Contexts 4.8.2.1; Collecting Natural Products 8.8; Consumptive Uses 8.9; Natural and Cultural Studies, Research, and Collection Activities 8.10; Social Science Studies 8.11. Also see Director's Order #24: Museum Management)

4.2.4 Collection Associated with the Development of Commercial Products

Extractive use of park resources for commercial purposes is prohibited except when specifically authorized by law or in the exercise of valid existing rights.

The collection of non-living or living material, or parts thereof, to support research that may lead to the development of commercial products is permitted only in limited circumstances, and is managed under appropriate federal authority. Permits for such collecting may be issued only after the applicant has signed a cooperative research and development agreement (CRADA) that includes equitable benefit sharing for the park research and resource management effort. CRADAs are subject to review by the Director and the Office of the Solicitor. Permits for collections associated with the development of commercial products are subject to NEPA compliance.

(Also see Director's Order #74: Studies and Collecting)

4.3 Special Designations

The Service recognizes that special designation labels apply to parts or all of some parks to highlight the additional management considerations that those designated areas warrant. These labels include Research Natural Area, Experimental Research Area, Wilderness Area, National Wild and Scenic River, National Natural Landmark, Biosphere Reserve, and World Heritage Site. These designations do not reduce the Service's authority for managing the parks, although in some cases they may create additional management requirements.

4.3.1 Research Natural Areas

Research Natural Areas contain prime examples of natural resources and processes, including significant genetic resources, that have value for long-term observational studies or as control areas for manipulative research taking place outside the parks. Superintendents recommend areas of parks to their regional director, who is authorized to designate them as Research Natural Areas. Superintendents cooperate with other federal land managers in identifying park sites for designation, and in planning research and educational activities for this interagency program.

Activities in Research Natural Areas generally will be restricted to non-manipulative research, education, and other activities that will not detract from an area's research values.

4.3.2 Experimental Research Areas

Experimental Research Areas are specific tracts that are set aside and managed for approved manipulative research. Manipulative research is defined as research in which conscious alteration of existing conditions is part of the experiment. The limited situations that may warrant establishment of Experimental Research Areas are identified in Natural Resources Reference Manual 77. Superintendents recommend areas of the park to their regional director, who is authorized to designate them as Experimental Research Areas.

4.3.3 Wilderness Areas

See chapter 6.

4.3.4 National Wild and Scenic Rivers System

Parks containing one or more river segments listed in the national rivers inventory maintained by the NPS, or that have characteristics that might make them eligible for the National Wild and Scenic Rivers System, will comply with section 5(d)(1) of the Wild and Scenic Rivers Act, which instructs each federal agency to assess whether those rivers are suitable for inclusion in the system. Such assessments, and any resulting management requirements, may be incorporated into a park's general management plan or other management plan. No management actions may be taken that could adversely affect the values that qualify a river for inclusion in the National Wild and Scenic Rivers System.

(See Wild and Scenic Rivers 2.3.10. Also see Wild and Scenic Rivers Act)

4.3.5 National Natural Landmarks

Park sites that are among the best examples of a type of biotic community or geological feature in its physiographic province may be nominated to the Secretary of the Interior for inclusion in the National Registry of Natural Landmarks. As the agency responsible for maintaining the registry, the Service has developed criteria for eligibility (36 CFR Part 62).

4.3.6 Biosphere Reserves

Biosphere Reserves are sites that are part of a world-wide network of natural reserves recognized for their roles in conserving genetic resources; facilitating long-term research and monitoring; and encouraging education, training, and the demonstration of sustainable resource use. A Biosphere Reserve is usually representative of a biogeographic province.

Parks may be nominated for recognition as Biosphere Reserves, or as constituents of Biosphere Reserves. Specific guidance for recognition is provided by the United States Man and Biosphere (MAB) program based on the general guidance of the United Nations Education, Scientific, and Cultural Organization (UNESCO). Working within the MAB program, the Service may assist in determining the suitability and feasibility of including parks in U.S. Biosphere Reserves, may participate in research and educational activities, and may furnish information on its Biosphere Reserves for inclusion in domestic and international information systems.

The designation of park lands as Biosphere Reserves, or as constituents of Biosphere Reserves, does not alter the purposes for which the parks were established, change the management requirements, or reduce NPS jurisdiction over parks. To the extent practicable, superintendents of parks that are recognized as Biosphere Reserves will incorporate biosphere reserve objectives into general management plans, implementation plans, action plans, and park interpretive programs. Superintendents will pursue opportunities to use the biosphere reserve designation as a framework for local, regional, and international cooperation.

4.3.7 World Heritage Sites

Parks containing natural features believed to possess "outstanding universal value to mankind" may be nominated to the World Heritage List. U.S. recommendations are approved by an interagency panel chaired by the Assistant Secretary for Fish and Wildlife and Parks, based on criteria promulgated by the World Heritage Committee. These criteria and the rules for U.S. participation in the Convention Concerning the World Cultural and Natural Heritage are published in 36 CFR Part 73. Once an area is designated a world heritage site, the Service will recognize the designation in public information and interpretive programs. Designation as a World Heritage Site will not alter the purposes for which the parks were established, change the management requirements, or reduce NPS jurisdiction over parks.

(See *World Heritage List Designation 5.1.3.2.3*)

4.4 Biological Resource Management

4.4.1 General Principles for Managing Biological Resources

The National Park Service will maintain as parts of the natural ecosystems of parks all native plants and animals. The term "plants and animals" refers to all five of the commonly recognized kingdoms of living things and includes such groups as flowering plants, ferns, mosses, lichens, algae, fungi, bacteria, mammals, birds, reptiles, amphibians, fishes, insects, worms, crustaceans, and microscopic plants or animals. The Service will achieve this maintenance by:

- Preserving and restoring the natural abundances, diversities, dynamics, distributions, habitats, and behaviors of native plant and animal populations and the communities and ecosystems in which they occur;
- Restoring native plant and animal populations in parks when they have been extirpated by past human-caused actions; and
- Minimizing human impacts on native plants, animals, populations, communities, and ecosystems, and the processes that sustain them.

4.4.1.1 Plant and Animal Population Management Principles

The individual plants and animals found within parks are genetically parts of species populations that may extend across both park and non-park lands. As local populations within a group of populations naturally fluctuate in size, they become vulnerable to natural or human-caused extirpation during periods when their numbers are low. The periodic disappearance of local populations is common in some species, and the regional persistence of these species depends upon the natural

recolonization of suitable habitat by individuals from the remaining local populations. Thus, providing for the persistence of a species in a park may require maintaining a number of local populations, often both within and outside the park.

In addition, some populations of vertebrate and invertebrate animals, such as bats, caribou, warblers, marine turtles, frogs, salmon, whales, and butterflies, migrate at regular intervals into and out of parks. For these migratory populations, the parks provide only one of the several major habitats they need, and survival of the species in parks also depends on the existence and quality of habitats outside the parks. The Service will adopt park resource preservation, development, and use management strategies that are intended to maintain the natural population fluctuations and processes that influence the dynamics of individual plant and animal populations, groups of plant and animal populations, and migratory animal populations in parks.

In addition to maintaining all native plant and animal species and their habitats inside parks, the Service will work with other land managers to encourage the conservation of the populations and habitats of these species outside parks whenever possible. To meet its commitments for maintaining native species in parks, the Service will cooperate with states, tribal governments, the U.S. Fish and Wildlife Service, and the National Marine fisheries Service, as appropriate, to:

- Participate in local and regional scientific and planning efforts, identify ranges of populations of native plants and animals, and develop cooperative strategies for maintaining or restoring these populations in the parks;
- Suggest mutually beneficial harvest regulations for lands and waters outside the parks for populations that extend across park boundaries, such as resident deer or fishes; for short-distance seasonal migrant populations, such as elk or fishes; or for long-distance migrant populations, such as salmon;
- Develop data, through monitoring, for use in plant and animal management programs (such as local land management decision-making for assessing resident plant and animal population trends, and in international management negotiations for such far-ranging seasonal migrants as geese, whales, and marine turtles);
- Present information about species life cycles, ranges, and population dynamics in park interpretive programs for use in increasing public awareness of management needs for all species, both resident and migrant, that occur in parks; and
- Prevent the introduction of exotic species into units of the National Park System, and remove populations of these species that have already become established in parks.

4.4.1.2 Genetic Resource Management Principles

The Service will strive to protect the full range of genetic types (genotypes) of native plant and animal populations in the parks by perpetuating natural evolutionary processes and minimizing human interference with evolving genetic diversity.

The restoration of native plants and animals will be accomplished using organisms taken from populations as closely related genetically and ecologically as possible to park populations, preferably from similar habitats in adjacent or local areas. Deviations from this general policy may be made where

the management goal is to increase the variability of the park gene pool to mitigate past, human-induced loss of genetic variability. Actions to transplant organisms for purposes of restoring genetic variability through gene flow between native breeding populations will be preceded by an assessment of the genetic compatibility of the populations.

The need to maintain appropriate levels of genetic diversity will guide decisions on what actions to take to manage isolated populations of species or to enhance the recovery of populations of rare, threatened, or endangered species. All resource management actions involving planting or relocating species, subspecies, or varieties will be guided by knowledge of local adaptations, ranges, and habitat requirements, and detailed knowledge of site ecological histories.

When native plants or animals are removed for any reason—such as hunting, fishing, pest management, or culling to reduce unnatural population conditions resulting from human activities—the Service will maintain the appropriate levels of natural genetic diversity.

(See *Restoration of Native Plant and Animal Species 4.4.2.2*; *Restoration of Natural Systems 4.1.5*)

4.4.1.3 Definition of Native and Exotic Species:

“Native species” are defined as all species that have occurred or now occur as a result of natural processes on lands designated as units of the national park system. Native species in a place are evolving in concert with each other. “Exotic species” are those species that occupy or could occupy park lands directly or indirectly as the result of deliberate or accidental human activities. Exotic species are also commonly referred to as non-native, alien, or invasive species. Because an exotic species did not evolve in concert with the species native to the place, the exotic species is not a natural component of the natural ecosystem at that place.

4.4.2 Management of Native Plants and Animals

Whenever possible, natural processes will be relied upon to maintain native plant and animal species, and to influence natural fluctuations in populations of these species. The Service may intervene to manage individuals or populations of native species only when such intervention will not cause unacceptable impacts to the populations of the species or to other components and processes of the ecosystems that support them, and when at least one of the following conditions exists:

- Management is necessary
 - because a population occurs in an unnaturally high or low concentration as a result of human influences (such as loss of seasonal habitat, the extirpation of predators, the creation of highly productive habitat through agriculture or urban landscapes) and it is not possible to mitigate the effects of the human influences;
 - to protect specific cultural resources of parks;
 - to accommodate intensive development in portions of parks appropriate for, and dedicated to, such development;
 - to protect rare, threatened, or endangered species;
 - to protect human health as advised by the U.S. Public Health Service (which includes the Centers for Disease Control and the NPS Public Health Service Program);
 - to protect property in cases in which it is not possible to change the pattern of human activities; or

- to maintain human safety in cases in which it is not possible to change the pattern of human activities.
- Or, removal of individuals or parts thereof
 - is part of an NPS research project described in an approved management plan, or is part of research being conducted by others who have been issued a scientific research and collecting permit;
 - is done to provide plants or animals for restoring native populations in parks or cooperating areas without diminishing the viability of the park populations from which the individuals are taken; or
 - meets specific park management objectives.

The Service will assess the results of managing plant and animal populations by conducting follow-up monitoring or other studies to determine the impacts of the management methods on non-targeted, as well as targeted, components of the ecosystem.

4.4.2.1 NPS Actions That Remove Plants and Animals:

Whenever the Service removes plants or animals, manages plant or animal populations to reduce their sizes, or allows others to remove plants or animals for an authorized purpose, the Service will seek to ensure that such removals will not cause unacceptable impacts to native resources, natural processes, or other park resources. Whenever the Service identifies a possible need for reducing the size of a park plant or animal population, the Service will use scientifically valid resource information obtained through consultation with technical experts, literature review, inventory, monitoring, or research to evaluate the identified need for population management, and to document it in the appropriate park management plan.

In planning and implementing plant and animal population management actions, the Service will follow established planning procedures, including provisions for public review and comment. The Service will consult, as appropriate, with other federal land-managing agencies, the U.S. Fish and Wildlife Service, the National Marine Fisheries Service, state agencies, tribal governments, and others. Such consultation will address (1) the management of selected animal populations, (2) research involving the taking of animal species of management interest to these agencies, and (3) cooperative studies and plans dealing with the public hunting and fishing of animal populations that occur across park boundaries.

In addition, the Service will manage such removals to prevent them from interfering broadly with:

- Natural habitats, natural abundances, and natural distributions of native species and natural processes;
- Rare, threatened, and endangered plant or animal species or their critical habitats;
- Scientific study, interpretation, environmental education, appreciation of wildlife, or other public benefits;
- Opportunities to restore depressed populations of native species; or
- Breeding or spawning grounds of native species.

Where the need to reduce animal populations may be due to persistent human/animal conflicts, the Service will determine whether or not it can eliminate or mitigate the conflicts by modifying or curtailing the conflicting visitor use or other human activities. Where visitor use or other human activities

cannot be modified or curtailed, the Service may directly reduce the animal population by using several animal population management techniques, either separately or together. These techniques include relocation, public hunting on lands outside the park, habitat management, predator restoration, reproductive intervention, and destruction of animals by NPS personnel or their authorized agents. Where animal populations are reduced, destroyed animals may be left in natural areas of the park to decompose. Live animals or carcasses may be removed from parks according to the provisions of applicable laws, agreements, and regulations, including the granting of preference to Native Americans.

(See Pest Management 4.4.5. Also see Director's Order #18: Wildland fire Management; and #60B)

4.4.2.2 Restoration of Native Plant and Animal Species

The Service will strive to restore extirpated native plant and animal species to parks whenever all of the following criteria are met:

- Adequate habitat to support the species either exists or can reasonably be restored in the park, and if necessary also on adjacent public lands and waters, and, once a natural population level is achieved, the population can be self-perpetuating;
- The species does not, based on an effective management plan, pose a serious threat to the safety of people in parks, park resources, or persons or property outside park boundaries;
- The genetic type used in restoration most nearly approximates the extirpated genetic type; and
- The species disappeared, or was substantially diminished, as a direct or indirect result of human-induced change to the species population or to the ecosystem.

Programs to restore animal species may include confining animals in small field enclosures during restoration efforts, but only until the animals have become accustomed to the new area, or they have become sufficiently established to minimize threats from predators, poaching, disease, or other factors. Programs to restore animal species may also include confining animals in cages for captive breeding to increase the number of offspring for release to the wild or to manage the population's gene pool. Programs to restore plant species may include propagating plants in greenhouses, gardens, or other confined areas to develop propagation materials (propagules) for restoration efforts or to manage a population's gene pool.

(See Restoration of Natural Systems 4.1.5)

4.4.2.3 Management of Threatened or Endangered Plants and Animals

The Service will survey for, protect, and strive to recover all species native to national park system units that are listed under the Endangered Species Act. The Service will fully meet its obligations under the NPS Organic Act and the Endangered Species Act to both pro-actively conserve listed species and prevent detrimental effects on these species. To meet these obligations, the Service will:

- Cooperate with both the U.S. Fish and Wildlife Service and the National Marine Fisheries Service to ensure that National Park Service actions comply with both the written requirements and the spirit of the Endangered Species Act. It is particularly important that this cooperation includes the full range of activities associated with the Endangered Species Act, including consultation, conferencing, informal discussions, and securing of all necessary scientific and/or recovery permits.
- Undertake active management programs to inventory, monitor, restore, and maintain listed species' habitats, control detrimental non-native species, control detrimental visitor access, and re-establish extirpated populations as necessary to maintain the species and the habitats upon which they depend.
- Manage designated critical habitat, essential habitat, and recovery areas to maintain and enhance their value for the recovery of threatened and endangered species.
- Cooperate with other agencies to ensure that the delineation of critical habitat, essential habitat, and/or recovery areas on park-managed lands provides needed conservation benefits to the total recovery efforts being conducted by all the participating agencies.
- Participate in the recovery planning process, including the provision of members on recovery teams and recovery implementation teams where appropriate.
- Cooperate with other agencies, states, and private entities to promote candidate conservation agreements aimed at precluding the need to list species.
- Conduct actions and allocate funding to address endangered, threatened, proposed, and candidate species.

The National Park Service will inventory, monitor, and manage state and locally listed species in a manner similar to its treatment of federally listed species, to the greatest extent possible. In addition, the Service will inventory other native species that are of special management concern to parks (such as rare, declining, sensitive, or unique species and their habitats) and will manage them to maintain their natural distribution and abundance.

The Service will determine all management actions for the protection and perpetuation of federally, state, or locally listed species through the park management planning process, and will include consultation with lead federal and state agencies as appropriate.

4.4.2.4 Management of Natural Landscapes

Landscapes disturbed by natural phenomena, such as landslides, earthquakes, floods, hurricanes, tornadoes, and fires, will be allowed to recover naturally unless manipulation is necessary to mitigate for excessive disturbance caused by past human effects, or to protect park developments or the safety of people using those developments. Landscape and vegetation conditions altered by human activity may be manipulated where the park management plan provides for restoring the lands to a natural condition. Management activities to restore human-altered landscapes may include, but are not restricted to:

- Removing constructed features, restoring natural topographic gradients, and revegetating with native park species on acquired inholdings and on sites from which previous development is being removed;

- Restoring natural processes and conditions to areas disturbed by human activities such as fire suppression;
- Rehabilitating areas disturbed by visitor use or by the removal of hazard trees; and
- Maintaining open areas and meadows in situations in which they were formerly maintained by natural processes that now are altered by human activities.

Landscape revegetation efforts will use seeds, cuttings, or transplants representing species and gene pools native to the ecological portion of the park in which the restoration project is occurring. Where a natural area has become so degraded that restoration with gene pools native to the park has proven unsuccessful, improved varieties or closely related native species may be used.

Landscape restoration efforts will use geological materials and soils obtained in accordance with geological and soil resource management policies. Landscape restoration efforts may use, on a temporary basis, appropriate soil fertilizers or other soil amendments so long as that use does not unacceptably alter the physical, chemical, or biological characteristics of the soil and biological community, and does not degrade surface or ground waters.

(See *Restoration of Natural Systems 4.1.5; Cultural Landscapes 5.3.5.2*)

4.4.2.5 Maintenance of Altered Plant Communities

In altered plant communities managed for a specified purpose, plantings will consist of species that are native to the park or that are historically appropriate for the period or event commemorated. Communities altered to maintain habitat for threatened or endangered species may only use native plants, and the manipulation of existing plants will be carried out in a manner designed to enhance the recovery of the threatened or endangered species, or the recovery of the natural functioning of the plant and animal community of which the endangered species is a natural part. Use of exotic plants must conform to exotic species policy. Use of non-natural plantings in altered communities may be permitted under any of the following conditions:

- In localized, specific areas, screen plantings may be used to protect against the undesirable impacts of adjacent land uses, provided that the plantings do not result in the invasion of exotic species.
- Where necessary to preserve and protect the desired condition of specific cultural resources and landscapes, plants and plant communities generally will be managed to reflect the character of the landscape that prevailed during the historic period. Efforts may be made to extend the lives of specimen trees dating from the historic period being commemorated. An individual tree or shrub known to be of historic value that is diseased beyond recovery and has become hazardous will be removed and may be replaced. While specimen trees or shrubs that need to be perpetuated are still healthy, their own progeny will be propagated from seeds or through vegetative reproduction, such as cuttings.
- Where cultivated crop plants may be needed for livestock or agricultural uses that are allowed as part of the cultural landscape, authorized by federal law, or retained as a property right.

- Where needed for intensive development areas. Such plantings will use native or historic species and materials to the maximum extent possible. Certain native species may be fostered for esthetic, interpretive, or educational purposes.

Exotic species may not be used to vegetate vista clearings in otherwise-natural vegetation.

Limited, recurring use of soil fertilizers or other soil amendments may be allowed only as needed to maintain the desired condition of the altered plant community, and only where such use does not unacceptably alter the physical, chemical, or biological characteristics of the soil and biological community, and does not degrade surface or ground waters.

(See *Management of Exotic Species 4.4.4; Cultural Landscapes 5.3.5.2*)

4.4.3 Harvest of Plants and Animals by the Public

Public harvesting of designated species of plants and animals, or their components, may be allowed in park units when:

- Hunting, trapping, subsistence use, or other harvesting is specifically authorized by statute or regulation and not subsequently prohibited by regulation;
- Harvest of certain plant parts or unoccupied seashells for personal consumption or use is specifically authorized by the superintendent in accordance with 36 CFR 2.1(c)(1);
- Recreational fishing is not specifically prohibited; or
- Commercial fishing is specifically authorized by statute or regulation.

Where harvesting is allowed and subject to NPS control, the Service will allow harvesting only when the monitoring requirement contained in section 4.4.2 and the criteria in section 4.4.2.1, above, have been met, and the Service has determined that the harvesting will not unacceptably impact park resources or natural processes, including the natural distributions, densities, age-class distributions, and behavior of:

- Harvested species;
- Native species that the harvested species use for any purpose; or
- Native species that use the harvested species for any purpose.

The Service will manage harvesting programs, and any associated habitat management programs intended to restore and maintain habitats supporting harvested plant or animal populations, to conform with applicable federal and state regulations and in consultation and cooperation, as appropriate, with individual states or tribal governments.

Habitat manipulation for harvested species may include the restoration of a disturbed area to its natural condition so it can become self-perpetuating, but will not include the artificial manipulation of habitat to increase the numbers of a harvested species above its natural range in population levels.

The Service may encourage the intensive harvesting of exotic species in certain situations when needed to meet park management objectives.

In some situations, the Park Service may stock native or exotic animals for recreational harvesting purposes, but only when such stocking will not impair park natural resources or processes, and:

- The stocking is of fish into constructed large reservoirs or other significantly altered large water bodies and the purpose is to provide for recreational fishing; or
- Such stocking is in a national recreation area or preserve that has historically been stocked (in these situations, stocking only of the same species may be continued); or
- Congressional intent for stocking is expressed in statute or a House or Senate report accompanying a statute.

The Service will not stock waters that are naturally barren of harvested aquatic species.

4.4.4 Management of Exotic Species

Exotic species will not be allowed to displace native species if displacement can be prevented.

4.4.4.1 Introduction or Maintenance of Exotic Species

In general, new exotic species will not be introduced into parks. In rare situations, an exotic species may be introduced or maintained to meet specific, identified management needs when all feasible and prudent measures to minimize the risk of harm have been taken, and it is:

- A closely related race, subspecies, or hybrid of an extirpated native species; or
- An improved variety of a native species in situations in which the natural variety cannot survive current, human-altered environmental conditions; or
- Used to control another, already-established exotic species; or
- Needed to meet the desired condition of a historic resource, but only where it is prevented from being invasive by such means as cultivating (for plants), or tethering, herding, or pasturing (for animals). In such cases, the exotic species used must be known to be historically significant, to have existed in the park during the park's period of historical significance, or to have been commonly used in the local area at that time; or
- An agricultural crop used to maintain the character of a cultural landscape; or
- Necessary to provide for intensive visitor use in developed areas, and both of the following conditions exist:
 - Available native species will not meet park management objectives; and
 - The exotic species is managed so it will not spread or become a pest on park or adjacent lands; or
- A sterile, non-invasive plant that is used temporarily for erosion control; or
- Directed by law or expressed legislative intent.

Domestic livestock such as cattle, sheep, goats, horses, mules, burros, reindeer, and llamas are exotic species that are maintained in some parks for purposes of commercial herding, pasturing, grazing, or trailing; for recreational use; or for administrative use for maintaining the historic scene or supporting park operations. The policies applicable to the grazing of commercial domestic livestock are discussed in chapter 8, section 8.6.8. The Service will phase out the commercial graz-

ing of livestock whenever possible, and will manage recreational and administrative uses of livestock to prevent those uses from unacceptably impacting park natural resources.

4.4.4.2 Removal of Exotic Species Already Present

All exotic plant and animal species that are not maintained to meet an identified park purpose will be managed—up to and including eradication—if (1) control is prudent and feasible, and (2) the exotic species:

- Interferes with natural processes and the perpetuation of natural features, native species or natural habitats; or
- Disrupts the genetic integrity of native species; or
- Disrupts the accurate presentation of a cultural landscape; or
- Damages cultural resources; or
- Significantly hampers the management of park or adjacent lands; or
- Poses a public health hazard as advised by the U.S. Public Health Service (which includes the Centers for Disease Control and the NPS Public Health Program); or
- Creates a hazard to public safety.

High priority will be given to managing exotic species that have, or potentially could have, a substantial impact on park resources, and that can reasonably be expected to be successfully controllable. Lower priority will be given to exotic species that have almost no impact on park resources or that probably cannot be successfully controlled.

The decision to initiate management should be based on a determination that the species is exotic. For species determined to be exotic and where management appears to be feasible and effective, superintendents should (1) evaluate the species' current or potential impact on park resources; (2) develop and implement exotic species management plans according to established planning procedures; (3) consult, as appropriate, with federal and state agencies; and (4) invite public review and comment, where appropriate. Programs to manage exotic species will be designed to avoid causing significant damage to native species, natural ecological communities, natural ecological processes, cultural resources, and human health and safety.

(Also see Executive Order # 13112 (Invasive Species))

4.4.5 Pest Management

All park employees, concessioners, contractors, permittees, licensees, and visitors on all lands managed or regulated by the National Park Service will comply with NPS pest management policies.

4.4.5.1 Pests

Pests are living organisms that interfere with the purposes or management objectives of a specific site within a park, or that jeopardize human health or safety. Decisions concerning whether or not to manage a pest or pest population will be influenced by whether the pest is an exotic or a native species. Exotic pests will be managed according to the exotic species policies in section 4.4.4. Native pests will be allowed to function unimpeded, except as noted below. Many fungi, insects, rodents, disease organisms, and other organisms that may be perceived as pests are, in fact, native organisms existing under

natural conditions and are natural elements of the ecosystem. Also, native pests that were evident in pesticide-free times are traditional elements in park cultural settings:

The Service may control native pests to:

- Conserve threatened, rare, or endangered species, or unique specimens or communities;
- Preserve, maintain, or restore the historical integrity of cultural resources;
- Conserve and protect plants, animals, and facilities in developed areas;
- Prevent outbreaks of a pest from invading uninfested areas outside the park; or
- Manage a human health hazard when advised to do so by the U.S. Public Health Service (which includes the Centers for Disease Control and the NPS Public Health Program), or to otherwise protect against a significant threat to human safety.

4.4.5.2 Integrated Pest Management Program

The Service conducts an integrated pest management (IPM) program to reduce risks to the public, park resources, and the environment from pests and pest-related management strategies. IPM is a decision-making process that coordinates knowledge of pest biology, the environment, and available technology to prevent unacceptable levels of pest damage, by cost-effective means, while posing the least possible risk to people, resources, and the environment.

The Service, and each park unit, will use an IPM approach to address pest issues. Proposed pest management activities must be conducted according to the IPM process prescribed in Director's Order #77-7: Integrated Pest Management. Pest issues will be reviewed on a case-by-case basis. Controversial issues, or those that have potential to negatively impact the environment, must be addressed through established planning procedures and be included in an approved park management or IPM plan. IPM procedures will be used to determine when to implement pest management actions, and which combination of strategies will be most effective for each pest situation.

Under the Service's IPM program, all pesticide use on lands managed or regulated by the Service, whether that use was authorized or unauthorized, must be reported annually.

4.4.5.3 Pesticide Use

A pesticide, as defined by the Federal Insecticide, Fungicide and Rodenticide Act, is any substance or mixture that is used in any manner to destroy, repel, or control the growth of any viral, microbial, plant, or animal pest. Except as identified in the next paragraph, all prospective users of pesticides in parks must submit pesticide use requests, which will be reviewed on a case-by-case basis, taking into account environmental effects, cost and staffing, and other relevant considerations. The decision to incorporate a chemical, biological, or bio-engineered pesticide into a management strategy will be based on a determination by a designated IPM specialist that it is necessary, and that all other available options are either not acceptable or not feasible.

Insect repellents, bear deterrent sprays, and insecticides applied to persons or to livestock must conform to NPS policies and approval procedures, except that pesticides used under the following conditions do not require approval:

- Cleansers and disinfectants used in restrooms and restaurants;
- Personal insect repellents, insecticides, and bear deterrent sprays that employees or park visitors personally obtain and use to meet personal needs; or
- Insect repellents and insecticides applied to personally owned pets and pack and saddle stock.

4.4.5.4 Biological Control Agents and Bio-engineered Products

The application or release of any bio-control agent or bio-engineered product relating to pest management activities must be reviewed by designated IPM specialists in accordance with Director's Order #77-7, and conform to the exotic species policies in section 4.4.4.

4.4.5.5 Pesticide Purchase and Storage

Pesticides must not be stockpiled. No pesticides may be purchased unless they are authorized and expected to be used within one year from the date of purchase. Pesticide storage, transport, and disposal will comply with procedures established by (1) the Environmental Protection Agency; (2) the individual states in which parks are located; and (3) Director's Order #30A: Hazardous and Solid Waste Management, Director's Order #77-1: Wetland Protection, and Director's Order 77-7.

(See Planning for Natural Resource Management 4.1.1; Genetic Resource Management Principles 4.4.1.2; Management of Exotic Species 4.4.4)

4.5 Fire Management

Naturally ignited fire is a process that is part of many of the natural systems that are being sustained in parks. Human-ignited fires often cause the unnatural destruction of park natural resources. Wildland fire may contribute to or hinder the achievement of park management objectives. Therefore, park fire management programs will be designed to meet park resource management objectives while ensuring that firefighter and public safety are not compromised.

Each park with vegetation capable of burning will prepare a fire management plan and will address the need for adequate funding and staffing to support its fire management program. The plan will be designed to guide a program that responds to the park's natural and cultural resource objectives; provides for safety considerations for park visitors, employees, neighbors, and developed facilities; and addresses potential impacts to public and private property adjacent to the park. An environmental assessment developed in support of the plan will consider the effects on air quality, water quality, health and safety, and natural and cultural resource management objectives. Preparation of the plan and environmental assessment will include collaboration with adjacent communities, interest groups, state and federal agencies, and tribal governments.

All fires burning in natural or landscaped vegetation in parks will be classified as either wildland fires or prescribed fires. All wildland fires will be effectively managed through application of the appropriate strategic and tactical management options. These options will be selected after comprehensive consideration of the resource values to be protected, firefighter and public safety, and costs. Prescribed fires are those fires ignited

by park managers to achieve resource management and fuel treatment objectives. Prescribed fire activities will include monitoring programs that record fire behavior, smoke behavior, fire decisions, and fire effects to provide information on whether specific objectives are met. All parks will use a systematic decision-making process to determine the most appropriate management strategies for all unplanned ignitions, and for any prescribed fires that are no longer meeting resource management objectives.

Parks lacking an approved fire management plan may not use resource benefits as a primary consideration influencing the selection of a suppression strategy, but they must consider the resource impacts of suppression alternatives in their decisions. Until a plan is approved, parks must immediately suppress all wildland fires, taking into consideration park resources and values to be protected, firefighter and public safety, and costs. Parks will use methods to suppress wildland fires that minimize impacts of the suppression action and the fire, and are commensurate with effective control, firefighter and public safety, and resource values to be protected.

Suppression activities conducted within wilderness, including the categories of designated, recommended, potential, proposed, and study areas, will be consistent with the "minimum requirement" concept identified in Director's Order #41: Wilderness Preservation and Management.

(See General Management Concepts 4.1; Partnerships 4.1.4; Restoration of Natural Systems 4.1.5; Air Resource Management 4.7; Fire Detection, Suppression, and Post-fire Rehabilitation and Protection 5.3.1.2; Fire Management 6.3.9; Visitor Safety 8.2.5.1; Structural Fire Protection and Suppression 9.1.8. Also see Director's Order #18: Wildland Fire Management)

4.6 Water Resource Management

4.6.1 Protection of Surface Waters and Groundwaters

The Service will perpetuate surface waters and groundwaters as integral components of park aquatic and terrestrial ecosystems.

4.6.2 Water Rights

Water for the preservation and management of the national park system will be obtained and used in accordance with legal authorities. The Park Service will consider all available authorities on a case-by-case basis and will pursue those that are the most appropriate to protect water-related resources in parks. While preserving its legal remedies, the Service will work with state water administrators to protect park resources, and will participate in negotiations to seek the resolution of conflicts among multiple water claimants. Water essential for NPS needs will be purchased if it is not otherwise available. NPS consumptive use of water will be efficient and frugal, especially in water-scarce areas.

All rights to the use of water diverted from or used on federal lands within the national park system by the United States or its concessioners, lessors, or permittees will be perfected in the name of the United States.

Park waters—either surface waters or groundwater—will be withdrawn for consumptive use only when such withdrawal is

absolutely necessary for the use and management of the park. All park water withdrawn for domestic or administrative uses will be returned to the park watershed system once it has been treated to a degree that ensures that there will be no impairment of park resources.

The Service may enter into contracts providing for the sale or lease of water to persons, states, or their political subdivisions that provide public accommodations or services for park visitors outside the park, but within the immediate vicinity of a park, and that have no reasonable alternative sources of water. The Service will authorize such contracts only if the water transfer does not jeopardize or unduly interfere with the natural or cultural resources of the park, and the government's costs are fully recovered. The Service will generally authorize only short-term, truly emergency, sales or leases of water. The Service will follow the requirements and procedures of Director's Orders #35A and #35B when considering the sale or lease of park water.

(See Decision-making Requirements to Avoid Impairments 1.4.7; External Threats to Park Resources and Values 1.5)

4.6.3 Water Quality

The pollution of surface waters and groundwaters by both point and non-point sources can impair the natural functioning of aquatic and terrestrial ecosystems, and diminish the utility of park waters for visitor use and enjoyment. The Service will determine the quality of park surface and groundwater resources and avoid, whenever possible, the pollution of park waters by human activities occurring within and outside of parks. The Service will:

- Work with appropriate governmental bodies to obtain the highest possible standards available under the Clean Water Act for the protection for park waters;
- Take all necessary actions to maintain or restore the quality of surface waters and ground waters within the parks consistent with the Clean Water Act and all other applicable federal, state, and local laws and regulations; and
- Enter into agreements with other agencies and governing bodies, as appropriate, to secure their cooperation in maintaining or restoring the quality of park water resources.

(See Pest Management 4.4.5; Soil Resource Management 4.8.2.4; Backcountry Use 8.2.2.4; Mineral Exploration and Development 8.7; Grazing by Domestic and Feral Livestock 8.6.8; Water Supply Systems 9.1.5.1; Wastewater Treatment Systems 9.1.5.2; Waste Management and Contaminant Issues 9.1.6; Facilities for Water Recreation 9.3.4.2. Also see Director's Order #83: Public Health Programs)

4.6.4 Floodplains

In managing floodplains on park lands, the National Park Service will (1) manage for the preservation of floodplain values; (2) minimize potentially hazardous conditions associated with flooding; and (3) comply with the NPS Organic Act and all other federal laws and Executive orders related to the management of activities in flood-prone areas, including Executive Order 11988 (Floodplain Management), NEPA, applicable provisions of the Clean Water Act, and the Rivers and Harbors Appropriation Act of 1899. Specifically, the Service will:

- Protect, preserve, and restore the natural resources and functions of floodplains;
- Avoid the long- and short-term environmental effects associated with the occupancy and modification of floodplains; and
- Avoid direct and indirect support of floodplain development and actions that could adversely affect the natural resources and functions of floodplains or increase flood risks.

When it is not practicable to locate or relocate development or inappropriate human activities to a site outside and not affecting the floodplain, the Service will:

- Prepare and approve a statement of findings, in accordance with procedures described in Director's Order 77-2: Floodplain Management; and
- Use non-structural measures as much as practicable to reduce hazards to human life and property, while minimizing the impact to the natural resources of floodplains; and
- Ensure that structures and facilities are designed to be consistent with the intent of the standards and criteria of the National Flood Insurance Program (44 CFR Part 60).

(See *Siting Facilities to Avoid Natural Hazards 9.1.1.6*)

4.6.5 Wetlands

The Service will manage wetlands in compliance with NPS mandates and the requirements of Executive Order 11990 (Wetland Protection), the Clean Water Act, and the Rivers and Harbors Appropriation Act of 1899, and the procedures described in Director's Order 77-1: Wetland Protection. The Service will (1) provide leadership and take action to prevent the destruction, loss, or degradation of wetlands; (2) preserve and enhance the natural and beneficial values of wetlands; and (3) avoid direct and indirect support of new construction in wetlands unless there are no practicable alternatives and the proposed action includes all practicable measures to minimize harm to wetlands.

The Service will implement a "no net loss of wetlands" policy. In addition, the Service will strive to achieve a longer term goal of net gain of wetlands across the national park system through restoration of previously degraded or destroyed wetlands.

When natural wetland characteristics or functions have been degraded or lost due to previous or on-going human actions, the Service will, to the extent practicable, restore them to pre-disturbance conditions.

The Service will conduct or obtain parkwide wetland inventories to help ensure proper planning with respect to the management and protection of wetland resources. Additional, more detailed wetland inventories will be conducted in areas that are proposed for development or are otherwise susceptible to degradation or loss due to human activities.

When practicable, the Service will not simply protect, but will seek to enhance, natural wetland values by using them for educational, recreational, scientific, and similar purposes that do not disrupt natural wetland functions.

For proposed new development or other new activities, plans, or programs that are either located in, or otherwise have the

potential for direct or indirect adverse impacts on, wetlands, the Service will employ the following sequence:

- Avoid adverse wetland impacts to the extent practicable;
- Minimize impacts that cannot be avoided; and
- Compensate for remaining unavoidable adverse wetland impacts by restoring wetlands that have been previously destroyed or degraded.

Compensation for wetland impacts or losses will require that at least one acre of wetlands be restored for each acre destroyed or degraded.

Actions proposed by the NPS that have the potential to cause adverse impacts on wetlands must be addressed in an environmental assessment or an environmental impact statement. If the preferred alternative will result in adverse impacts on wetlands, a statement of findings must be prepared and approved in accordance with Director's Order #77-1.

(See *Decision-making Requirements to Avoid Impairments 1.4.7; Siting Facilities to Avoid Natural Hazards 9.1.1.6*)

4.6.6 Watershed and Stream Processes

The Service will manage watersheds as complete hydrologic systems, and will minimize human disturbance to the natural upland processes that deliver water, sediment, and woody debris to streams. These processes include runoff, erosion, and disturbance to vegetation and soil caused by fire, insects, meteorologic events, and mass movements. The Service will manage streams to protect stream processes that create habitat features such as floodplains, riparian systems, woody debris accumulations, terraces, gravel bars, riffles, and pools. Stream processes include flooding, stream migration, and associated erosion and deposition.

The Service will achieve the protection of watershed and stream features primarily by avoiding impacts to watershed and riparian vegetation, and by allowing natural fluvial processes to proceed unimpeded. When conflicts between infrastructure (such as bridges and pipeline crossings) and stream processes are unavoidable, NPS managers will first consider relocating or redesigning facilities, rather than manipulating streams. Where stream manipulation is unavoidable, managers will use techniques that are visually non-obtrusive and that protect natural processes to the greatest extent practicable.

(See *Floodplains 4.6.4; Shorelines and Barrier Islands; 4.8.1.1; Facility Planning and Design 9.1.1. Also see "Unified Federal Policy for a Watershed Approach to Federal Land and Resource Management," 65 FR 62566, October 18, 2000*)

4.7 Air Resource Management

4.7.1 Air Quality

The National Park Service has a responsibility to protect air quality under both the 1916 Organic Act and the Clean Air Act (CAA). Accordingly, the Service will seek to perpetuate the best possible air quality in parks to (1) preserve natural resources and systems; (2) preserve cultural resources; and (3) sustain visitor enjoyment, human health, and scenic vistas. Vegetation, visibility, water quality, wildlife, historic and pre-

historic structures and objects, cultural landscapes, and most other elements of a park environment are sensitive to air pollution and are referred to as "air quality-related values." The Service will assume an aggressive role in promoting and pursuing measures to protect these values from the adverse impacts of air pollution. In cases of doubt as to the impacts of existing or potential air pollution on park resources, the Service will err on the side of protecting air quality and related values for future generations.

Superintendents will take actions consistent with their affirmative responsibilities under the CAA to protect air quality-related values in Class I areas. Class I areas are national parks over 6,000 acres and national wilderness areas over 5,000 acres that were in existence on August 7, 1977. The CAA establishes a national goal of preventing any future, and remedying any existing, human-made visibility impairment in Class I areas. The Service supports that goal, and will take advantage of opportunities created by the CAA to help achieve it.

The CAA also recognizes the importance of integral vistas, which are those views perceived from within Class I areas of a specific landmark or panorama located outside the boundary of the Class I area. Integral vistas have been identified by the Service and are listed in Natural Resources Reference Manual 77. There are no regulations requiring special protection of these integral vistas, but the Service will strive to protect these park-related resources through cooperative means.

Although the CAA gives the highest level of air quality protection to Class I areas, it provides many opportunities for the Service to participate in the development of pollution control programs to preserve, protect, and enhance the air quality of all units of the National Park System. Regardless of Class I designation, the Service will take advantage of these opportunities.

Air resource management requirements will be integrated into NPS operations and planning, and all air pollution sources within parks – including prescribed fire management and visitor use activities – will comply with all federal, state, and local air quality regulations and permitting requirements. Superintendents will make reasonable efforts to notify visitors and employees when air pollution concentrations within an area exceed the national or state air quality standards established to protect public health. Furthermore, because the current and future quality of park air resources depends heavily on the actions of others, the Service will acquire the information needed to effectively participate in decision-making that affects park air quality. The Service will:

- Inventory the air quality-related values associated with each park;
- Monitor and document the condition of air quality and related values;
- Evaluate air pollution impacts, and identify causes;
- Minimize air quality pollution emissions associated with park operations, including the use of prescribed fire and visitor use activities; and
- Ensure healthful indoor air quality in NPS facilities.

External programs needed to remedy existing, and prevent future, impacts on park resources and values from human-caused air pollution will be aggressively pursued by Service participation in the development of federal, state, and local air

pollution control plans and regulations. Permit applications for major new air pollution sources will be reviewed, and potential impacts will be assessed. If it is determined that any such new source might cause or contribute to an adverse impact on air quality-related values, the NPS will recommend to the permitting authority that the construction permit be denied or modified to eliminate adverse impacts.

The public's understanding of park air quality issues will be promoted through educational and interpretive programs.

(See External Threats and Opportunities 1.5; Fire Management 4.5; Environmental Monitoring and Control 5.3.1.4; Resource Issue Interpretation and Education 7.5.3; Visitor Safety and Emergency Response 8.2.5; Energy Management 9.1.7)

4.7.2 Weather and Climate

Parks containing significant natural resources will gather and maintain baseline climatological data for perpetual reference.

Because any human attempt to modify weather has the potential to alter the natural conditions in parks, the Service will not conduct weather-modification activities, and will seek to prevent weather-modification activities conducted by others from affecting park weather, climate, and resources.

(See NPS-conducted or NPS-sponsored Inventory, Monitoring, and Research Studies 4.2.1; Miscellaneous Management Facilities 9.4.5)

4.8 Geologic Resource Management

The Park Service will preserve and protect geologic resources as integral components of park natural systems. As used here, the term "geologic resources" includes both geologic features and geologic processes. The Service will (1) assess the impacts of natural processes and human-related events on geologic resources; (2) maintain and restore the integrity of existing geologic resources; (3) integrate geologic resource management into Service operations and planning; and (4) interpret geologic resources for park visitors.

4.8.1 Protection of Geologic Processes

The Service will allow natural geologic processes to proceed unimpeded. Geologic processes are the natural physical and chemical forces that act within natural systems, as well as upon human developments, across a broad spectrum of space and time. Such processes include, but are not limited to, exfoliation, erosion and sedimentation, glaciation, karst processes, shoreline processes, and seismic and volcanic activity. Geologic processes will be addressed during planning and other management activities in an effort to reduce hazards that can threaten the safety of park visitors and staff and the long-term viability of the park infrastructure.

Intervention in natural geologic processes will be permitted only when:

- Directed by Congress;
- Necessary in emergencies that threaten human life and property;
- There is no other feasible way to protect natural resources, park facilities, or historic properties; or

- Intervention is necessary to restore impacted conditions and processes, such as restoring habitat for threatened or endangered species.

4.8.1.1 Shorelines and Barrier Islands

Natural shoreline processes (such as erosion, deposition, dune formation, overwash, inlet formation, and shoreline migration) will be allowed to continue without interference.

Where human activities or structures have altered the nature or rate of natural shoreline processes, the Service will, in consultation with appropriate state and federal agencies, investigate alternatives for mitigating the effects of such activities or structures and for restoring natural conditions. The Service will comply with the provisions of Executive Order 11988 (Floodplain Management) and state coastal zone management plans prepared under the Coastal Zone Management Act of 1972.

Any shoreline manipulation measures proposed to protect cultural resources may be approved only after an analysis of the degree to which such measures would impact natural resources and processes, so that an informed decision can be made through an assessment of alternatives.

Where erosion control is required by law, or where present developments must be protected in the short run to achieve park management objectives, including high-density visitor use, the Service will use the most effective and natural-appearing method feasible, while minimizing impacts outside the target area.

New developments will not be placed in areas subject to wave erosion or active shoreline processes unless (1) the development is required by law; or (2) the development is essential to meet the park's purposes, as defined by its establishing act or proclamation, and

- No practicable alternative locations are available.
- The development will be reasonably assured of surviving during its planned life span, without the need for shoreline control measures, and
- Steps will be taken to minimize safety hazards and harm to property and natural resources.

(See Floodplains 4.6.4; Cultural Resources Chapter 5; Siting Facilities to Avoid Natural Hazards 9.1.1.6. Also see Director's Order #77-2: Floodplain Management)

4.8.1.2 Karst

The Service will manage karst terrain to maintain the inherent integrity of its water quality, spring flow, drainage patterns, and caves. Karst processes (the processes by which water dissolves soluble rock such as limestone) create areas typified by sinkholes, underground streams, caves, and springs.

Local and regional hydrological systems resulting from karst processes can be directly influenced by surface land use practices. If existing or proposed developments do or will significantly alter or adversely impact karst processes, these impacts will be mitigated. Where practicable, these developments will be placed where they will not have an effect on the karst system.

4.8.1.3 Geologic Hazards

Naturally-occurring geologic processes, which the NPS is charged to preserve unimpaired, can be hazardous to humans and park infrastructure. These include earthquakes, volcanic eruptions, mudflows, landslides, floods, shoreline processes, tsunamis, and avalanches. The Service will work closely with specialists at the U.S. Geological Survey and elsewhere, and with local, state, and federal disaster management officials, to devise effective geologic hazard identification and management strategies. Although the magnitude and timing of future geologic hazards are difficult to forecast, park managers will strive to understand future hazards and, once the hazards are understood, minimize their potential impact on visitors, staff, and developed areas. Before interfering with natural processes that are potentially hazardous, superintendents will consider alternatives such as closing an area to visitors or relocating facilities.

The Service will try to avoid placing new visitor and other facilities in geologically hazardous areas. Superintendents will examine the feasibility of phasing out, relocating, or providing alternative facilities for park developments subject to hazardous processes, consistent with other sections of these management policies.

(See Siting Facilities to Avoid Natural Hazards 9.1.1.6)

4.8.2 Management of Geologic Features

The Service will protect geologic features from the adverse effects of human activity, while allowing natural processes to continue. The term "geologic features" describes the products and physical components of geologic processes. Examples of geologic features in parks include rocks, soils, and minerals; geysers and hot springs in geothermal systems; cave and karst systems; canyons and arches in erosional landscapes; sand dunes, moraines, and terraces in depositional landscapes; dramatic or unusual rock outcrops and formations; and paleontological and paleoecological resources such as fossilized plants or animals, or their traces.

4.8.2.1 Paleontological Resources and Their Contexts

Paleontological resources, including both organic and mineralized remains in body or trace form, will be protected, preserved, and managed for public education, interpretation, and scientific research. The Service will study and manage paleontological resources in their paleoecological context (that is, in terms of the geologic data associated with a particular fossil that provides information about the ancient environment).

Superintendents will establish programs to inventory paleontological resources and systematically monitor for newly exposed fossils, especially in areas of rapid erosion. Scientifically significant resources will be protected by collection or by on-site protection and stabilization. The Service will encourage and help the academic community to conduct paleontological field research in accordance with the terms of a scientific research and collecting permit. Fossil localities and associated geologic data will be adequately documented when specimens are collected. Paleontological resources found in an archeological context are also subject to the policies for archeological resources. Paleontological specimens that are to be retained permanently are subject to the policies for museum objects.

The Service will take appropriate action to prevent damage to, and unauthorized collection of, fossils. To protect paleonto-

logical resources from harm, theft, or destruction, the Service will ensure, where necessary, that information about the nature and specific location of these resources remains confidential, in accordance with the National Parks Omnibus Management Act of 1998.

Parks will exchange fossil specimens only with other museums and public institutions dedicated to the preservation and interpretation of natural heritage and qualified to manage museum collections. Fossils to be deaccessioned in an exchange must fall outside of the park's scope of collection statement. Exchanges must follow deaccession procedures in the Museum Handbook, Part II, chapter 6.

The sale of original paleontological specimens is prohibited in parks.

The Service generally will avoid purchasing fossil specimens. Casts or replicas should be acquired instead. A park may purchase fossil specimens for the park museum collection only after making a written determination that:

- The specimens are scientifically significant, and are accompanied by detailed locality data and pertinent contextual data;
- The specimens were legally removed from their site of origin, and all transfers of ownership have been legal;
- The preparation of the specimens meets professional standards;
- The alternatives for making these specimens available to science and the public are unlikely; and
- Acquisition is consistent with the park's enabling legislation and Scope of Collection Statement, and will ensure the specimens' availability in perpetuity for public education and scientific research.

All National Park Service construction projects in areas with potential paleontological resources must be preceded by a pre-construction surface assessment prior to disturbance. For any occurrences noted, or when the site may yield paleontological resources, the site will be avoided, or the resources will, if necessary, be collected and properly cared for prior to the initiation of the construction disturbance. Areas with potential paleontological resources must also be monitored during construction projects.

(See *Natural Resource Information 4.1.2; Studies and Collections 4.2; Independent Research 5.1.2; Artifacts and Specimens 10.2.4.5. Also see 36 CFR 2.5*)

4.8.2.2 Caves

As used here, the term "caves" includes karst (such as limestone and gypsum caves) and non-karst caves (such as lava tubes, littoral caves, and talus caves). The Service will manage caves in accordance with approved cave management plans to perpetuate the natural systems associated with the caves, such as karst and other drainage patterns, air flows, mineral deposition, and plant and animal communities. Wilderness and cultural resources and values will also be protected.

No developments or uses, including those that allow for general public entry, such as pathways, lighting, and elevator shafts, will be allowed in, above, or adjacent to caves until it can be demonstrated that they will not unacceptably impact natural cave con-

ditions, including sub-surface water movements. Developments already in place above caves will be removed if they are impairing or threatening to impair natural conditions or resources.

Parks will strive to close caves or portions of caves to public use, or to control such use, when such actions are required for the protection of cave resources or for human safety. Some caves or portions of caves may be managed exclusively for research, with access limited to permitted research personnel. All recreational use of undeveloped caves will be governed by a permit system. "Significant" caves will be identified using the criteria established in the 43 CFR Part 37 regulations for the Federal Cave Resources Protection Act of 1988 (FCRPA). As further established by the FCRPA, specific locations of significant cave entrances may be kept confidential and exempted from FOIA requests.

(See *Decision-making Requirements to Avoid Impairments 1.4.7; Information Confidentiality 1.7.3; Caves 6.3.11.2*)

4.8.2.3 Geothermal and Hydrothermal Resources

Thermal resources within units of the national park system will be protected, preserved, and managed as a critical component of the units' natural resource systems, and for public education, interpretation, and scientific research. Thermal resources, also known as geothermal or hydrothermal systems, are comprised of a subsurface heat source, heat conduit rock formations, and air and/or water that circulates through the formations and may discharge at the surface, creating features such as geysers, hot springs, mudpots, fumaroles, unique/rare mineral precipitates and formations, and hydrophilic biotic communities.

Superintendents will strive to maintain the natural integrity of thermal systems, including the movement of air and/or water through the heated rock, cold water recharge, the proximity of the hot and warm water to the heat source, and the hydrostatic pressure and elevated temperature.

Superintendents will work to prevent impacts caused by the development of thermal resources. Such impacts include the loss of surface thermal features; land subsidence; an increase in seismic activity; the release of noxious gases; noise and surface disturbance from drilling or power plant construction; and the release of polluted water or brines. Because thermal systems may extend well beyond park boundaries, the NPS will work closely with federal, state, and tribal agencies to delineate the full extent of thermal resources, and protect those that occur within parks. In protecting park thermal resources, superintendents should consider authorities available under the Geothermal Steam Act of 1970, as amended; state water rights; and mineral leasing laws.

As required by the Geothermal Steam Act, the NPS will maintain a list of significant thermal features within park units. The criteria and procedures for designating significant thermal resources within parks are specified within the Geothermal Steam Act Amendments of 1988. In cooperation with the U.S. Geological Survey, the NPS will conduct a monitoring program for the designated significant thermal features.

4.8.2.4 Soil Resource Management

The Service will actively seek to understand and preserve the soil resources of parks, and to prevent, to the extent possible,

the unnatural erosion, physical removal, or contamination of the soil, or its contamination of other resources. Parks will obtain surveys of soils adequate for the management of park resources. All soil surveys will follow National Cooperative Soil Survey Standards. Products will include soil maps, determinations of the physical and chemical characteristics of soils, and the interpretations needed to guide resource management and development decisions.

Management action will be taken by superintendents to prevent—or if that is not possible, to minimize—adverse, potentially irreversible impacts on soils. Soil conservation and soil amendment practices may be implemented to reduce impacts. Importation of off-site soil or soil amendments may be used to restore damaged sites. Off-site soil normally will be salvaged soil, not soil removed from pristine sites, unless the use of pristine site soil can be achieved without causing any overall ecosystem impairment. Prior to using any off-site materials, parks must develop a prescription, and select the materials that will be needed to restore the physical, chemical, and biological characteristics of original native soils without introducing any exotic species.

When soil excavation is an unavoidable part of an approved facility development project, the Service will minimize soil excavation, erosion, and off-site soil migration during and after the development activity.

When use of a soil fertilizer or other soil amendment is an unavoidable part of restoring a natural landscape or maintaining an altered plant community, the use will be guided by a written prescription. The prescription will be designed to ensure that such use of soil fertilizer or soil amendment does not unacceptably alter the physical, chemical, or biological characteristics of the soil, biological community, or surface or ground waters.

(See Evaluating Environmental Impacts 4.1.3; Natural Resource Collections 4.2.3; Floodplains 4.6.4; Wetlands 4.6.5; Facility Planning and Design 9.1.1)

4.9 Soundscape Management

The National Park Service will preserve, to the greatest extent possible, the natural soundscapes of parks. Natural soundscapes exist in the absence of human-caused sound. The natural soundscape is the aggregate of all the natural sounds that occur in parks, together with the physical capacity for transmitting natural sounds. Natural sounds occur within and beyond the range of sounds that humans can perceive, and can be transmitted through air, water, or solid materials.

Some natural sounds in the natural soundscape are also part of the biological or other physical resource components of the park. Examples of such natural sounds include:

- Sounds produced by birds, frogs, or katydids to define territories or aid in attracting mates;
- Sounds produced by bats or porpoises to locate prey or navigate;
- Sounds received by mice or deer to detect and avoid predators or other danger; and
- Sounds produced by physical processes, such as wind in the trees, claps of thunder, or falling water.

The Service will restore degraded soundscapes to the natural condition wherever possible, and will protect natural soundscapes from degradation due to noise (undesirable human-caused sound).

Using appropriate management planning, superintendents will identify what levels of human-caused sound can be accepted within the management purposes of parks. The frequencies, magnitudes, and durations of human-caused sound considered acceptable will vary throughout the park, being generally greater in developed areas and generally lesser in undeveloped areas. In and adjacent to parks, the Service will monitor human activities that generate noise that adversely affects park soundscapes, including noise caused by mechanical or electronic devices. The Service will take action to prevent or minimize all noise that, through frequency, magnitude, or duration, adversely affects the natural soundscape or other park resources or values, or that exceeds levels that have been identified as being acceptable to, or appropriate for, visitor uses at the sites being monitored.

(See Use of Motorized Equipment 8.2.3; Overflights and Aviation Uses 8.4)

4.10 Lightscape Management

The Service will preserve, to the greatest extent possible, the natural lightscapes of parks, which are natural resources and values that exist in the absence of human-caused light. The absence of light in caves and at the bottom of deep bodies of water influences biological processes and the evolution of species, such as the blind cave cricket. The phosphorescence of waves on dark nights helps hatchling sea turtles orient to the ocean. The stars, planets, and earth's moon that are visible during clear nights influence humans and many other species of animals, such as birds that navigate by the stars or prey animals that reduce their activities during moonlit nights.

Recognizing the roles that light and dark periods and darkness play in natural resource processes and the evolution of species, the Service will protect natural darkness and other components of the natural lightscape in parks. To prevent the loss of dark conditions and of natural night skies, the Service will seek the cooperation of park visitors, neighbors, and local government agencies to prevent or minimize the intrusion of artificial light into the night scene of the ecosystems of parks. The Service will not use artificial lighting in areas such as sea turtle nesting locations, where the presence of the artificial lighting will disrupt dark-dependent natural resource components of a park.

The Service will:

- Restrict the use of artificial lighting in parks to those areas where security, basic human safety, and specific cultural resource requirements must be met;
- Utilize minimal impact lighting techniques; and
- Shield the use of artificial lighting where necessary to prevent the disruption of the night sky, natural cave processes, physiological processes of living organisms, and similar natural processes.

The decision about whether or not to install artificial lighting in particular circumstances is left to the discretion of the superintendent, and is made through the planning process.

(See Visitor Safety and Emergency Response 8.2.5, Facility Planning and Design 9.1.1; Integration of Facilities into the Park Environment 9.1.1.2; Energy Management 9.1.7)

4.11 Chemical Information and Odors

The Service will preserve, to the greatest extent possible, the natural flow of natural chemical information and odors, by preventing (1) the release of human-generated chemicals that can block the release, deposition, or perception of natural chemicals; and (2) human actions that disrupt or commingle the pathways through which natural chemicals are dispersed.

Such information and odors are naturally produced and chemically based, and transmit information that is received by living organisms. Natural chemicals involved in the transmission of information are released by animals, plants, and geologic materials. Once released, these chemicals can be transmitted through air and water. Many animals can perceive these natural chemicals and modify their behaviors, such as mating, migration, feeding, predator avoidance, prey selection, and the establishment of social structures, as a response. Specific examples of relationships that involve natural chemical information and odors include, among others:

- Scent posts where one animal deposits one or more chemicals by rubbing, urination, defecation, or other means, and where other animals can detect the passage of the first animal because of the odor produced by a deposited chemical;
- Flowers that produce odors that attract insects, birds, and other animals, with resulting cross-pollination of the flowers and reproduction of the species as the outcome;

- Female insects that release chemicals (pheromones) that attract males, with fertilization of the female's eggs and reproduction of the species as the outcome;
- Stressed trees that emit chemicals that some types of beetles use to find weakened trees, which they then successfully can colonize and use as habitat for reproducing themselves; and
- Geologic materials (soils or bedrock) that emit characteristic chemicals that fish can sense and use as guides to find the places in streams where they hatched and where they subsequently return to breed and deposit fertilized eggs, with reproduction of the species as the outcome.

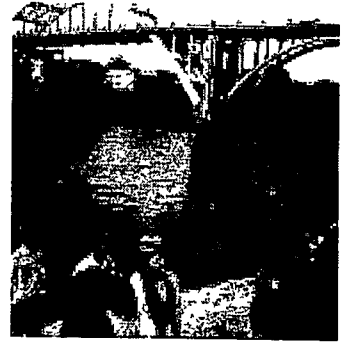
The Service acknowledges that some of its management activities may necessarily alter the natural flow of natural chemical information and odors. The Service may, for example:

- Introduce pesticides or pheromones into parks as part of an integrated pest management program;
- Construct and operate intensive development areas that eliminate animal scent stations and introduce unnatural chemicals;
- Change the vegetation and thereby change the kinds of natural plant chemicals released to the air;
- Move water from one drainage to another through water and sewer systems; or
- Provide for the use of exhaust-emitting motors in the air, on land, and on water.

Whenever the Service engages in activities that disrupt the natural flow of natural chemical information or odors, it will comply with all applicable laws, regulations, and policies, and seek to minimize harm to the environment. In no case will the Service engage in an activity if it will impair park resources or values.

5 Cultural Resource Management

The National Park Service will preserve and foster appreciation of the cultural resources in its custody, and will demonstrate its respect for the peoples traditionally associated with those resources, through appropriate programs of research, planning, and stewardship.



Children in the shadow of the Edmund Pettus Bridge learn the history of the 1965 Selma to Montgomery voting rights march, which led to passage of the Voting Rights Act of 1965.

The National Park Service is the steward of many of America's most important cultural resources. These resources are categorized as archeological resources, cultural landscapes, ethnographic resources, historic and prehistoric structures, and museum collections. The Service's cultural resource management program involves:

- Research to identify, evaluate, document, register, and establish basic information about cultural resources and traditionally associated peoples;
- Planning to ensure that management processes for making decisions and setting priorities integrate information about cultural resources, and provide for consultation and collaboration with outside entities; and
- Stewardship to ensure that cultural resources are preserved and protected, receive appropriate treatments (including maintenance), and are made available for public understanding and enjoyment.

The cultural resource management policies of the National Park Service are derived from a suite of historic preservation, environmental, and other laws, proclamations, Executive orders, and regulations. A comprehensive list can be found in the Cultural Resource Management Handbook issued pursuant to Director's Order #28. Taken collectively, they provide the Service with the authority and responsibility for managing cultural resources in every unit of the national park system so that those resources may be preserved unimpaired for future generations. Cultural resource management will be carried out in a manner consistent with these legislative and regulatory provisions, and with implementing policies and procedures such as the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation (48 Federal Register (FR) 44716-740), and Standards and Guidelines for Federal Agency Historic Preservation Programs Pursuant to the National Historic Preservation Act (63 FR 20497-508).

Park superintendents and appropriately qualified cultural resource professionals will work together to carry out the Park Service's cultural resource management program. Other NPS staff and volunteers participating in cultural resource research, planning, and stewardship activities will be supervised by full-performance-level cultural resource professionals of the appropriate disciplines. Law enforcement professionals will consult with full-performance-level cultural resource professionals of the appropriate disciplines when investigating cultural resource crimes.

The Service will support its cultural resource professionals in maintaining and improving their disciplinary knowledge and

¹ For purposes of these Management Policies, social/cultural entities such as tribes, communities, and kinship units are "traditionally associated" with a particular park when:

- The entity regards the park's resources as essential to its development and continued identity as a culturally distinct people; and
- The association has endured for at least two generations (40 years); and
- The association began prior to the establishment of the park. See "Evaluation and Categorization" 5.1.3.2; and "Ethnographic Resources" in the Cultural Resource Management Handbook.

skills and in promoting their professionalism through continuing education, graduate-level courses, seminars, training, teaching, attendance at professional conferences, and other programs sponsored by professional or scholarly institutions. NPS personnel with cultural resource responsibilities will acquire and maintain the knowledge, skills, and abilities necessary to carry out those responsibilities. All occupational groups in or associated with cultural resource research, planning, and stewardship activities will complete the relevant cultural resource competency requirements commensurate with their job and grade.

Park superintendents and cultural resource professionals will ensure that research about and stewardship of cultural resources are carried out only after adequate planning and consultation with interested or affected stakeholders and other outside entities.

(See Decision-making Requirements to Avoid Impairments 1.4.7. Also see NHPA [16 USC 470h-4]; Secretary of the Interior's Professional Qualification Standards [48 FR 44738-44739]; Employee Training and Development Planning and Tracking Kit [1996])

5.1 Research

5.1.1 National Park Service Research

The National Park Service will conduct a vigorous interdisciplinary program of research into the cultural resources of each park. The principal goals of such research will be to:

- Ensure a systematic, adequate, and current information base representing the park's cultural resources and traditionally associated peoples, in support of planning, management, and operations;
- Ensure appropriate protection, preservation, treatment, and interpretation of cultural resources, employing the best current scholarship;
- Develop approaches for managing park cultural and natural resources that ensure consideration of the views held by traditionally associated peoples and others, as appropriate;
- Collect data on subsistence and other consumptive uses of park resources in order to reach informed decisions; and
- Develop appropriate technologies and methods for monitoring, protecting, preserving, and treating cultural resources.

Adequate research to support informed planning and compliance with legal requirements will precede any final decisions about the treatment of cultural resources, or about park operations, development, and natural resource management activities that might affect cultural resources. Research will be periodically updated to reflect changing issues, sources, and methods. Research needs will be identified and justified in a park's approved resource management plan.

A written scope of work, research design, project agreement, proposal, or other description of work to be performed will be prepared and approved before any research is conducted. All archeological research, whether for inventory, data recovery, or other purposes, must comply with the Archaeological Resources Protection Act of 1979 (ARPA), the Antiquities Act, and the Native American Graves Protection and Repatriation Act (NAGPRA), as applicable. The National Park

Service will not take or allow any action that reduces the research potential of cultural resources without first performing an appropriate level of research, consultation, and documentation. Because research involving physical intervention into cultural resources or the removal of objects or specimens is a destructive process entailing an ir retrievable commitment of the resources, and often affecting traditional practices associated with the resources, research in parks will employ non-destructive methods to the maximum extent feasible.

The features of sites, landscapes, and structures will be left in place unless impracticable. Field data, objects, specimens, and features of sites and structures retrieved for preservation during cultural resource research and treatment projects, together with associated records and reports, will be managed within the park museum collection.

Research conducted by NPS personnel, contractors, and cooperative researchers will be subjected to peer review both inside and outside the Service, to ensure that it meets professional standards, reflects current scholarship, and adheres to the principles of conduct for the appropriate discipline. The data and knowledge acquired through research will be recorded on permanent and durable (long-lived) media, documented in the appropriate Service-wide databases, and placed permanently in park museum and library collections and park files. This information will be made widely available, and be incorporated, as appropriate, into park planning documents, exhibits, and interpretive programs. As appropriate, information will be shared with proper state and tribal historic preservation offices and certified local governments.

Certain research data may be withheld from public disclosure to protect sensitive or confidential information about archeological, historic, or other NPS resources when doing so would be consistent with FOIA. In many circumstances, this will allow the NPS to withhold information about ethnographic resources.

(See Park Planning Processes 2.3; Studies and Collections 4.2; Confidentiality 5.2.3; Research 7.5.4; Native American Use 8.5. Also see 36 CFR Part 800; 43 CFR Parts 3, 7, and 10; NHPA; Secretary of the Interior's Standards and Guidelines for Preservation Planning [48 FR 44716-720]; Secretary of the Interior's Standards and Guidelines for Historical Documentation [48 FR 44728-730]; Director's Order #28: Cultural Resource Management; Cultural Resource Management Handbook 28)

5.1.2 Independent Research

The National Park Service will promote relationships with individuals and organizations qualified to perform research, and encourage them to direct their research toward park management objectives and the broader contexts within which park resources exist. The Park Service will encourage independent researchers to follow the Secretary of the Interior's standards and guidelines and those of the Park Service to the fullest extent possible, and will require that the views of traditionally associated peoples be fully considered.

Research that includes taking plants, fish, wildlife, rocks, or minerals must comply with the permit requirements of 36 CFR 2.5. Permits that would allow cultural resources to be physically disturbed, or allow objects or specimens to be

collected, will be issued only when there is compelling evidence that the proposed research is essential to significant research concerns, and that the purpose of the research can be reasonably achieved only by using park resources. As appropriate, permits may require researchers to provide for the long-term preservation and management of any recovered objects and specimens and for their cataloging, together with any associated records, in the NPS museum cataloging system. Independent researchers will be authorized to conduct archeological research on park lands only through the issuance of an ARPA or Antiquities Act permit by the appropriate regional director. This permitting authority cannot be further delegated. As appropriate, parks will also issue other necessary permits, such as a special use permit. Archeological research conducted by independent researchers must comply with NAGPRA, when applicable.

NPS facilities, collections, and assistance will be made available to qualified scholars conducting NPS- authorized research, as long as park operations are not substantially impeded or park resources adversely impacted thereby. *(See Independent Studies 4.2.2; Consultation 5.2.1; Natural and Cultural Studies, Research, and Collection Activities 8.10. Also see 43 CFR Parts 3, 7, and 10)*

5.1.3 Identification and Evaluation of Resources

The National Park Service will conduct surveys to identify and evaluate the cultural resources of each park, assessing resources within their larger cultural, chronological, and geographic contexts. The resulting inventories will provide the substantive data required for (1) nominating resources to the National Register of Historic Places; (2) general park planning and specific proposals for preserving, protecting, and treating cultural resources; (3) land acquisition, development, and maintenance activities; (4) interpretation, education, and natural and cultural resource management activities; and (5) compliance with legal requirements.

5.1.3.1 Inventories

The Park Service will (1) maintain and expand the following inventories about cultural resources in units of the national park system, (2) enter information into appropriate related databases, and (3) develop an integrated information system:

- Archeological sites inventory for historic and prehistoric archeological resources and the related Archeological Sites Management Information System (ASMIS) database;
- Cultural landscapes inventory of historic designed landscapes, historic vernacular landscapes, ethnographic landscapes, and historic sites, and the related Cultural Landscapes Automated Inventory Management System (CLAIMS) database;
- Ethnographic Resources Inventory (ERI) of places, including sites, structures, objects, landscapes, and natural resources with traditional cultural meaning and value to associated peoples and other resource users;
- List of Classified Structures (LCS), encompassing historic and prehistoric structures; and
- National Catalog of Museum Objects, encompassing all cultural objects, archival and manuscript materials, and natural history specimens in NPS collections and the related automated version, the Automated National Catalog System (ANCS+ or its successor).

(See *Park Planning Processes 2.3; Confidentiality 5.2.3. Also see Secretary of the Interior's Standards and Guidelines for Identification [48 FR 44720-723]; Director's Order #28; Cultural Resource Management Handbook*)

5.1.3.2 Evaluation and Categorization

Cultural resources will be professionally evaluated and categorized to assist in management decisions about their treatment and use. Cultural resources will be evaluated for significance using National Register Criteria for Evaluation (36 CFR 60.4), and those meeting the criteria will be nominated for listing. Museum collections are inappropriate for listing and will not be evaluated using these criteria. Some collections in their original structures can be included as contributing elements to a listed structure. As appropriate, cultural resources will be categorized using other management categories established by the National Park Service and listed in the Cultural Resource Management Handbook. Cultural resource professionals will evaluate cultural resources in consultation with the appropriate state and tribal historic preservation officers. Ethnographically meaningful cultural and natural resources, including traditional cultural properties, will be identified and evaluated in consultation with peoples having traditional associations to park resources. Examples of traditionally associated peoples include Acadians, African Americans, Hispanic Americans, and Native Americans. (For editorial convenience, in these Management Policies the term "Native Americans" includes American Indians, Alaskan natives, native peoples of the Caribbean, native Hawaiians, and other native Pacific islanders.) Some ethnographically meaningful resources do not meet National Register Criteria for Evaluation, but will be inventoried in consultation with traditionally associated peoples and considered in management decisions about treatment and use.

(See *Consultation 5.2.1. Also see Secretary of the Interior's Standards and Guidelines for Evaluation [48 FR 44723-726]*)

5.1.3.2.1 National Register Nomination

Park resources that appear to meet the criteria for the National Register of Historic Places will be nominated—either individually, as components of historic districts, or within multiple property nominations—for listing by the Keeper of the National Register. National historic sites, national historical parks, and other parks significant primarily for their cultural resources are entered automatically in the National Register upon establishment. However, nomination forms will be prepared and submitted to document the qualifying and contributing features of such parks and other National-Register-eligible resources within them.

(Also see *36 CFR Parts 60 and 63; Secretary of the Interior's Standards and Guidelines for Registration [48 FR 44726-728]; National Register Bulletins 16A and 16B [Guidelines for Completing National Register of Historic Places Forms]*)

5.1.3.2.2 National Historic Landmark Designation

Historic and cultural units of the national park system are nationally significant by virtue of their authorizing legislation or Presidential proclamation. National historic landmark designations are appropriate for park cultural resources that

meet National historic landmark criteria if the national significance of those resources is not adequately recognized in the park's authorizing legislation or Presidential proclamation. Cultural parks may warrant landmark designation as parts of larger areas encompassing resources associated with their primary themes. Modified National Register forms will be prepared and submitted to nominate such resources for landmark designation by the Secretary of the Interior.

(Also see *36 CFR Part 65*)

5.1.3.2.3 World Heritage List Designation

Park cultural properties believed to possess outstanding universal value to humanity may qualify for World Heritage List designation. Proposals for the nomination of such resources by the United States will be prepared and submitted to document the case for this designation by the United Nations Educational, Scientific and Cultural Organization.

(See *World Heritage Sites 4.3.7. Also see 36 CFR Part 73*)

5.2 Planning

Effective park stewardship requires informed decision-making about a park's cultural resources. This is best accomplished through a comprehensive planning process. Effective planning is based on an understanding of what a park's cultural resources are, and why those resources are significant. To gain this understanding, the Service must obtain baseline data on the nature and types of cultural resources, and their (1) distribution; (2) condition; (3) significance; and (4) local, regional, and national contexts. Cultural resource planning, and the resource evaluation process that is part of it, will include consultation with cultural resource specialists and scholars having relevant expertise; traditionally associated peoples; and other stakeholders. Current scholarship and needs for research are considered in this process, along with the park's legislative history and other relevant information.

Planning decisions will follow analysis of how proposals might affect the values that make resources significant, and the consideration of alternatives that might avoid or mitigate potential adverse effects. Planning will always seek to avoid harm to cultural resources, and consider the values of traditionally associated groups. To ensure that approaches and alternatives for resource preservation have been identified and considered, planning processes that could affect cultural resources must include cultural resource specialists, traditionally associated peoples, and other stakeholders, and provide them with appropriate notification about opportunities to become involved.

The general management planning process will include goals and strategies for research on, consultation about, and stewardship of cultural resources, and for research on and consultation with traditionally associated and other peoples. Planning for park operations, development, and natural resource management activities will integrate relevant concerns and program needs for identifying, evaluating, monitoring, protecting, preserving, and treating cultural resources.

Superintendents will ensure full consideration of the park's cultural resources and values in all proposals for operations, development, and natural resource programs, including the

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management of wilderness areas. When proposed undertakings may adversely affect national historic sites, national battlefields, and other predominantly cultural units of the national park system that were established in recognition of their national historical significance, superintendents will provide opportunities for the same level of review and consideration by the Advisory Council on Historic Preservation and the Secretary of the Interior that the Advisory Council's regulations require for undertakings that may adversely affect national historic landmarks (36 CFR 800.10).

Each park will prepare and periodically update cultural resource components of the park's management plans. Resource plans will define and program activities needed to identify, evaluate, manage, monitor, protect, preserve, and treat the park's cultural resources, as well as provide for their enjoyment and understanding by the public.

(See Decision-making Requirements to Avoid Impairments 1.4.7; Strategic Planning 2.3.2; Implementation Planning 2.3.3. Also see Executive Order 13007; Secretary of the Interior's Standards and Guidelines for Federal Agency Historic Preservation Programs Pursuant to the National Historic Preservation Act [63 FR 20496-508]; Secretary of the Interior's Standards and Guidelines for Preservation Planning [48 FR 44716-720]; Secretary of the Interior's Standards for the Treatment of Historic Properties)

5.2.1 Consultation

The National Park Service is committed to the open and meaningful exchange of knowledge and ideas to enhance (1) the public's understanding of park resources and values, and the policies and plans that affect them; and (2) the Service's ability to plan and manage the parks by learning from others. Open exchange requires that the Service seek and employ ways to reach out to, and consult with, all those who have an interest in the parks.

Each park superintendent will consult with outside parties having an interest in the park's cultural resources or in proposed NPS actions that might affect those resources, and provide them with opportunities to learn about, and comment on, those resources and planned actions. Consultation may be formal, as when it is required pursuant to NAGPRA or Section 106 of the NHPA, or it may be informal when there is not a specific statutory requirement. Consultation will be initiated, as appropriate, with tribal, state, and local governments; state and tribal historic preservation officers; the Advisory Council on Historic Preservation; other interested federal agencies; traditionally associated peoples; present-day park neighbors; and other interested groups.

Consultations on proposed Park Service actions will take place as soon as practical, and in an appropriate forum that ensures, to the maximum extent possible, effective communication and the identification of mutually acceptable alternatives. The Service will establish and maintain continuing relationships with outside parties to facilitate future collaboration, formal consultations, and the ongoing informal exchange of views and information on cultural resource matters.

Since national parks embody resources and values of interest to a national audience, efforts to reach out and consult must be national in scope. But the Service will be especially mindful of consulting with traditionally associated peoples— those whose cultural systems or ways of life have an association with park resources and values that pre-dates establishment of the park. Traditionally associated peoples may include park neighbors, traditional residents, and former residents who remain attached to the park area despite having relocated. Examples of traditionally associated peoples include American Indians in the contiguous 48 states, Alaska Natives, African Americans at Jean Lafitte, Asian Americans at Manzanar, and Hispanic Americans at Tumacacori.

In particular, it is essential to consult traditionally associated peoples about:

- Proposed research on, and stewardship of, cultural and natural resources with ethnographic meaning for the groups;
- Development of park planning and interpretive documents that may affect resources traditionally associated with the groups;
- Proposed research that entails collaborative study of the groups;
- Identification, treatment, use, and determination of affiliation of objects subject to NAGPRA;
- Repatriation of Native American cultural items or human remains based on requests by affiliated groups in accordance with NAGPRA;
- Planned excavations and proposed responses to inadvertent discoveries of cultural resources that may be culturally affiliated with the groups;
- Other proposed NPS actions that may affect the treatment and use of, and access to, cultural and natural resources with known or potential cultural meaning for the groups; and
- Designation of National Register, national historic landmark, and world heritage sites.

Consultation with federally recognized American Indian tribes will be on a government-to-government basis. The Service will notify appropriate tribal authorities (such as tribal historic preservation officers) about proposed actions when first conceived, and by subsequently consulting their appointed representatives whenever proposed actions may affect tribal interests, practices, and traditional resources (such as places of religious value).

When engaging in the consultation process, group meetings may be held only for the purpose of exchanging views and information, and to solicit individual advice on proposed NPS actions. NPS may not hold meetings to obtain consensus advice from a group unless the group is chartered pursuant to the Federal Advisory Committee Act (FACA). FACA does not apply to inter-governmental meetings held exclusively between NPS officials and elected officers of tribal governments (or their designated employees with authority to act on their behalf) acting in their official capacities, when the meetings relate to intergovernmental responsibilities or administration.

(See Ethnographic Resources 5.3.5.3. Also see ARPA; NAGPRA; NEPA; NHPA [16 USC 470f]; 36 CFR Part 800;

40 CFR Parts 1500-1508; 41 CFR Part 101; 43 CFR Parts 7 and 10; Executive Memorandum on Government-to-Government Relations with Native American Tribal Governments; Executive Order 13007; Executive Order 13175; 512 Department of the Interior Manual [DM] 2; Director's Order #71: Relationships with Indian Tribes; NPS Guide to the Federal Advisory Committee Act)

5.2.2 Agreements

The National Park Service will seek to establish mutually beneficial agreements with interested groups to facilitate collaborative research, consultation, park planning, training, and cooperative management approaches with respect to park cultural resources and culturally important natural resources. The goal of the NPS is to allow traditionally associated peoples to exercise traditional cultural practices in parks to the extent allowable by law, and consistent with the criteria listed in section 8.2. To the extent this goal can be legally reached through agreements, park superintendents should do so.

Whenever parks have cultural resources that are owned or managed by others, agreements will clarify how the resources are to be managed. Agreements will provide ways for periodically reviewing their effectiveness and making mutually agreed-upon modifications, and for avoiding and resolving disagreements and disputes. All agreements will conform to the requirements of Director's Order #20: Agreements.

(See *Decision-making Requirements to Avoid Impairments 1.4.7; Partnerships 1.9; Partnerships 4.1.4; Park Structures Owned or Managed by Others 5.3.5.4.8; Submerged Cultural Resources 5.3.5.1.7; Native American Use 8.5; Consumptive Uses 8.9. Also see Executive Order 13007; 36 CFR 2.1*)

5.2.3 Confidentiality

Sensitive or confidential information is sometimes acquired during consultations and during other research, planning, and stewardship activities. Under certain circumstances, and to the extent permitted by law, information about the specific location, character, nature, ownership, or acquisition of cultural resources on park lands will be withheld from public disclosure. If a question arises about withholding information, and disclosure could result in a significant invasion of privacy or a risk of harm to a cultural resource, the Park Service will consult the provisions of ARPA (16 USC 470hh); the National Parks Omnibus Management Act (16 USC 5937); and NHPA (16 USC 470w-3) before making a decision. Under some conditions, the Service may be required by law to disclose confidential information acquired during consultations, public meetings, and other research, planning, and stewardship activities, or in association with the acquisition of resources, including museum collections. Before these activities occur, NPS staff and authorized researchers will make every effort to inform affected parties that, while the information they provide will not be shared voluntarily, confidentiality cannot be guaranteed.

To the extent permitted by law, the Service will withhold from public disclosure (1) information provided by individuals who wish the information to remain confidential, and (2) the identities of individuals who wish to remain anonymous and who are protected from release by exemption under FOIA. In each instance, the Service will document its decision to disseminate or withhold sensitive or confidential information from public disclosure.

More detailed guidance on sensitive and confidential information can be found in Director's Order #66: The Freedom of Information Act and Protected Information; and the Museum Handbook, Part III.

(See *Managing Information 1.7. Also see 43 CFR Part 2; 43 CFR 7.18; Privacy Act*)

5.3 Stewardship

5.3.1 Protection and Preservation of Cultural Resources

The National Park Service will employ the most effective concepts, techniques, and equipment to protect cultural resources against theft, fire, vandalism, overuse, deterioration, environmental impacts, and other threats, without compromising the integrity of the resources.

5.3.1.1 Emergency Management:

Measures to protect or rescue cultural resources in the event of an emergency, disaster, or fire will be developed as part of a park's emergency operations and fire management planning processes. Designated personnel will be trained to respond to all emergencies in a manner that maximizes visitor and employee safety and the protection of resources and property.

(See *Emergency Preparedness and Emergency Operations 8.2.5.2. Also see 36 CFR Part 78*)

5.3.1.2 Fire Detection, Suppression, and Post-fire Rehabilitation and Protection

The NPS will take action to prevent or minimize the impact of wildland, prescribed, and structural fires on cultural resources, including the impact of suppression and rehabilitation activities.

In the preservation of historic structures and museum and library collections, every attempt will be made to comply with national building and fire codes. When these cannot be met without significantly impairing a structure's integrity and character, the management and use of the structure will be modified to minimize potential hazards, rather than modifying the structure itself.

Subject to the previous paragraph, when warranted by the significance of a historic structure or a museum or library collection, adequate fire detection, warning, and suppression systems will be installed. "Pre-fire plans" will be developed for historic structures and buildings housing museum or library collections, designed to identify the floor plan, utilities, hazards, and areas and objects requiring special protection. This information will be kept current and made available to local and park fire personnel.

Park and local fire personnel will be advised of the locations and characteristics of cultural resources threatened by fire, and of any priorities for protecting them during any planned or unplanned fire incident. At parks with cultural resources, park fire personnel will receive cultural resource protection training. At parks that have wildland or structural fire programs, cultural resource management specialists will receive fire prevention and suppression training and, when appropriate, will be certified for incident management positions commensurate with their individual qualifications.

Smoking will not be permitted in spaces housing museum or library collections, or in historic structures (except those used as residences in which smoking is permitted by the park superintendent).

(See Fire Management 4.5; Fire Management 6.3.9; Structural Fire Protection and Suppression 9.1.8. Also see Director's Order #18: Wildland Fire Management; Director's Order #58, and Reference Manual 58: Structural Fires)

5.3.1.3 Compensation for Damages

The National Park System Resource Protection Act authorizes the Park Service to take all necessary and appropriate steps to recover costs and damages from any person who destroys, causes the loss of, or injures any resource of the national park system. When such incidents involve cultural resources, the Service will:

- Prevent or minimize the destruction or loss of, or injury to, the cultural resource, or abate or minimize the imminent risk of such destruction, loss, or injury;
- Assess and monitor damage to the cultural resource;
- Recover any and all costs associated with the restoration or replacement of the cultural resource, or with the acquisition of an equivalent resource;
- Recover the value of any significant loss of use of the cultural resource pending its restoration or replacement or the acquisition of an equivalent, or the value of the cultural resource in the event it cannot be restored or replaced; and
- Recover any and all costs incurred in responding to, assessing, and/or monitoring damage to the cultural resource.

(See Compensation for Injuries to Natural Resources 4.1.6)

5.3.1.4 Environmental Monitoring and Control

When necessary to preserve a historic structure or a museum collection, appropriate measures will be taken to control relative humidity, temperature, light, and air quality. When museum collections are housed in a historic structure, the needs of both the collection and the structure will be identified and evaluated, weighing relative rarity and significance, before environmental control measures are introduced. The environmental conditions of all areas housing museum collections will be regularly monitored, according to a schedule specific to each condition, to determine whether appropriate levels of relative humidity, temperature, and light are being maintained.

(See Air Quality 4.7.1. Also see Director's Order #24: Museum Management)

5.3.1.5 Pest Management

The Park Service will follow an integrated pest management approach in addressing pest problems (including invasive vegetation) related to cultural resources. Pest occurrences will be dealt with on a case-by-case basis. Available pest management methods, as described in Director's Order #77-7, will be reviewed to determine the most effective and lowest risk management strategy.

(See Pest Management 4.4.5)

5.3.1.6 Carrying Capacity

Park superintendents will set, enforce, and monitor carrying capacities to limit public visitation to, or use of, cultural resources that would be subject to adverse effects from unrestricted levels of visitation or use. This will include (1) reviewing the park's purpose; (2) analyzing existing visitor use of, and related impacts to, the park's cultural resources and traditional resource users; (3) prescribing indicators and specific standards for acceptable and sustainable visitor use; and (4) identifying ways to address and monitor unacceptable impacts resulting from overuse. Studies to gather basic data and make recommendations on setting, enforcing, and monitoring carrying capacities for cultural resources will be conducted in collaboration with cultural resource specialists representing the appropriate disciplines.

(See Visitor Carrying Capacity 8.2.1)

5.3.2 Physical Access for Persons with Disabilities

The National Park Service will provide persons with disabilities the highest feasible level of physical access to historic properties that is reasonable, consistent with the preservation of each property's significant historical features. Access modifications for persons with disabilities will be designed and installed to least affect the features of a property that contribute to its significance. Modifications to some features may be acceptable in providing access, once a review of options for the highest level of access has been completed. However, if it is determined that modification of particular features would impair a property's integrity and character in terms of the Advisory Council's regulations at 36 CFR 800.9, such modifications will not be made.

To the extent possible, modifications for access will benefit the greatest number of visitors, staff, and the public, and be integrated with, or in proximity to, the primary path of travel for entrances and from parking areas. In situations where access modifications cannot be made, alternative methods of achieving program access will be adopted.

(See Access to Interpretive and Educational Opportunities 7.5.1; Accessibility for Persons with Disabilities 8.2.4; Accessibility for Persons with Disabilities 9.1.2; Accessibility of Commercial Services 10.2.6.2. Also see Director's Order #42: Accessibility for Visitors with Disabilities)

5.3.3 Historic Property Leases and Cooperative Agreements

The National Park Service may lease or permit the use of a historic property through a cooperative agreement, if such lease or cooperative agreement will ensure the property's preservation. Proposed uses must not unduly limit public appreciation of the property; interfere with visitor use and enjoyment of the park; or preclude use of the property for park administration, employee residences, or other management purposes judged more appropriate or cost effective.

Each lease will be competitively offered. The government will receive at least fair market rental value, adjusted for investments required of the lessee. The term of the lease will be the shortest time needed for the proposed use, taking into account required lessee investments, the common practice for the type of lease, possible future alternatives for the property, and other relevant factors. No lease will exceed 50 years. As

authorized by the National Parks Omnibus Management Act (16 USC 1a-2(k)), a lessee may use a property to provide a commercial service if the service will be patronized by park visitors only to a minor extent.

Cooperative agreements to maintain, repair, rehabilitate, restore, or build upon a historic property can be entered into with state, local, and tribal governments; other public entities; educational institutions; and private non-profit organizations.

If a lease or cooperative agreement requires or allows the lessee or cooperator to maintain, repair, rehabilitate, restore, or build upon the property, it will require the work be done in accordance with applicable Secretary of the Interior's standards and guidelines and other NPS policies, guidelines, and standards.

(Also see NHPA [16 USC 470h-3]; 16 USC 460l-22(a); Omnibus Consolidated Appropriations Act, 1997 [16 USC 1g]; 36 CFR Part 18)

5.3.4 Stewardship of Human Remains and Burials

Marked and unmarked prehistoric and historic burial areas and graves will be identified, evaluated, and protected. Every effort will be made to avoid impacting burial areas and graves when planning park development and managing park operations. Such burial areas and graves will not knowingly be disturbed or archeologically investigated unless threatened with destruction.

The Service will consult with American Indian tribes, other Native American groups, and other individuals and groups linked by demonstrable ties of kinship or culture to potentially identifiable human remains when such remains may be disturbed or are inadvertently encountered on park lands. Re-interment at the same park may be permitted, and may include remains that may have been removed from lands now within the park.

Native American human remains and photographs of such remains will not be exhibited. Drawings, renderings, or casts of such remains may be exhibited with the consent of culturally affiliated Indian tribes and native Hawaiian organizations. The exhibit of non-Native American human remains, or photographs, drawings, renderings, or casts of such remains, is allowed in consultation with traditionally associated peoples. The Service may allow access to, and study, publication, and destructive analysis of, human remains, but must consult with traditionally associated peoples and consider their opinions and concerns before making decisions on appropriate actions. In addition, such use of human remains will occur only with an approved research proposal that describes why the information cannot be obtained through other sources or analysis, and why the research is important to the field of study and the general public.

(See Cultural Resources 6.3.8; Consultation 7.5.5; Cemeteries and Burials 8.6.10. Also see ARPA; NAGPRA; 36 CFR Part 79; 43 CFR Part 10)

5.3.5 Treatment of Cultural Resources

The Park Service will provide for the long-term preservation of, public access to, and appreciation of, the features, materials, and qualities contributing to the significance of cultural resources. With some differences by type, cultural resources are subject to several basic treatments, including (1) preservation in their existing states; (2) rehabilitation to serve contemporary uses, consistent with their integrity and character; and (3) restoration to earlier appearances by the removal of later additions and replacement of missing elements. Decisions regarding which treatments will best ensure the preservation and public enjoyment of particular cultural resources will be reached through the planning and compliance process, taking into account:

- The nature and significance of a resource, and its condition and interpretive value;
- The research potential of the resource;
- The level of intervention required by treatment alternatives;
- The availability of data, and the terms of any binding restrictions; and
- The concerns of traditionally associated peoples and other stakeholders.

Except for emergencies that threaten irreparable loss without immediate action, no treatment project will be undertaken unless supported by an approved planning document appropriate to the proposed action.

The preservation of cultural resources in their existing states will always receive first consideration. Treatments entailing greater intervention will not proceed without the consideration of interpretive alternatives. The appearance and condition of resources before treatment, and changes made during treatment, will be documented. Such documentation will be shared with any appropriate state or tribal historic preservation office or certified local government, and added to the park museum cataloging system. Pending treatment decisions reached through the planning process, all resources will be protected and preserved in their existing states.

As a basic principle, anything of historical appearance that the National Park Service presents to the public in a park will be either an authentic survival from the past, or an accurate representation of that once existing there. Reconstructions and reproductions will be clearly identified as such.

The Service will holistically approach the treatment of related cultural resources in a park. All cultural resource and natural resource values will be considered in defining specific treatment and management goals. Research will be coordinated and sequenced so that decisions are not made in isolation. Each proposed action will be evaluated to ensure consistency or compatibility in the overall treatment of park resources. The relative importance and relationship of all values will be weighed to identify potential conflicts between and among resource preservation goals, park management and operation goals, and park user goals. Conflicts will be considered and resolved through the planning process, which will include any consultation required by 16 USC 470f.

Although each resource type is most closely associated with a particular discipline, an interdisciplinary approach is commonly needed to properly define specific treatment and management goals for cultural resources. Policies applicable to the various resource types follow.

(See Park Management 1.4; Park Planning Processes 2.3; Planning 5.2; Cultural Resources 6.3.8. Also see NEPA; Secretary of the Interior's Standards for the Treatment of Historic Properties)

5.3.5.1 Archeological Resources

Archeological resources will be managed in situ, unless the removal of artifacts or physical disturbance is justified by research, consultation, preservation, protection, or interpretive requirements. Preservation treatments will include proactive measures that protect resources from vandalism and looting, and maintain or improve their condition by limiting damage due to natural and human agents. Data recovery actions will be taken only in the context of planning, consultation, and appropriate decision-making. Preservation treatments and data recovery activities will be conducted within the scope of an approved research design. Archeological research will use non-destructive methods of testing and analysis wherever possible. The Park Service will incorporate information about archeological resources into interpretive and educational, and preservation, programs. Artifacts and specimens recovered from archeological resources, along with associated records and reports, will be maintained together in the park museum collection.

(Also see 36 CFR Part 79; Secretary of the Interior's Standards and Guidelines for Archeological Documentation [48 FR 44734-737]; Museum Handbook)

5.3.5.1.1 Preservation

Archeological resources will be maintained and preserved in a stable condition to prevent degradation and loss. The condition of archeological resources will be documented, regularly monitored, and evaluated against initial baseline data. Parks are encouraged to enlist concerned local citizens in site stewardship programs to patrol and monitor the condition of archeological resources. The preservation of archeological components of cultural landscapes, structures, and ruins are also subject to the treatment policies for cultural landscapes, historic and prehistoric structures, and historic and prehistoric ruins.

5.3.5.1.2 Stabilization

Archeological resources subject to erosion, slumping, subsidence, or other natural deterioration will be stabilized using the least intrusive and destructive methods. The methods used will protect natural resources and processes to the maximum extent feasible. Stabilization will occur only after sufficient research demonstrates the likely success of the proposed stabilizing action, and after existing conditions are documented.

5.3.5.1.3 Rehabilitation, Restoration, and Reconstruction

These terms are normally related to the treatment of historic structures and cultural landscapes. The Park Service will not normally undertake the rehabilitation, restoration, or reconstruction of archeological resources or features. Archeological studies undertaken in conjunction with the rehabilitation or restoration of cultural landscapes, structures, or ruins, or with

the reconstruction of obliterated cultural landscapes or missing structures, will be guided by the treatment policies for archeological resources, as well as those for the other associated resource types.

5.3.5.1.4 Protection

Archeological resources will be protected against human agents of destruction and deterioration whenever practicable. Archeological resources subject to vandalism and looting will be periodically monitored, and, if appropriate, fencing, warning signs, remote-sensing alarms, and other protective measures will be installed. Training and public education programs will be developed to make park staff and the public aware of the value of the park's archeological resources, and the penalties for destroying them. For public safety reasons, local citizens who are monitoring resources under site stewardship programs will be instructed to report incidents of vandalism and looting to law enforcement personnel for response.

(See Volunteers in Parks 7.6.1; Shared Responsibilities 8.3.3)

5.3.5.1.5 Archeological Data Recovery

Archeological data recovery is permitted if justified by research or interpretation needs. Significant archeological data that would otherwise be lost as a result of resource treatment projects or uncontrollable degradation or destruction will be recovered in accordance with appropriate research proposals and preserved in park museum collections. Data will be recovered to mitigate the loss of significant archeological data due to park development, but only after:

- The redesign, relocation, and cancellation of the proposed development have all been considered and ruled out as infeasible through the planning process;
- The park development has been approved; and
- The project has provided for data recovery, cataloging, and the initial preservation of recovered collections.

(See Planning 5.2)

5.3.5.1.6 Earthworks

Appropriate—and, when feasible, native—vegetation will be maintained when necessary to prevent the erosion of prehistoric and historic earthworks, even when the historic condition might have been bare earth. Because earthwork restorations and reconstructions can obliterate surviving remains and are often difficult to maintain, other means of representing and interpreting the original earthworks will receive first consideration.

(See Management of Native Plants and Animals 4.4.2; Management of Exotic Species 4.4.4)

5.3.5.1.7 Submerged Cultural Resources

Historic shipwrecks and other submerged cultural resources will be protected, to the extent permitted by law, in the same manner as terrestrial archeological resources. Protection activities involve inventory, evaluation, monitoring, interpretation, and establishing partnerships to provide for the management of historic shipwrecks and other submerged cultural resources in units of the national park system. The Service will not allow treasure hunting or commercial salvage activities at or around historic shipwrecks or other submerged cultural resources

located within park boundaries unless legally obligated to do so. Parks may provide recreational diving access to submerged cultural resources that are not susceptible to damage or the removal of artifacts. The Service will ensure that the activities of others in park waters do not adversely affect submerged cultural resources or the surrounding natural environment. The Service will consult with the owners of non-abandoned historic shipwrecks, and enter into written agreements with them to clarify how the shipwrecks will be managed by the NPS. Shipwrecks owned by a state government pursuant to the Abandoned Shipwreck Act of 1987 will be managed in accordance with the Abandoned Shipwreck Act Guidelines (55 FR 50116-145, 55 FR 51528, and 56 FR 7875).

(See Recreational Activities 8.2.2. Also see 36 CFR Part 2; 485 DM 27; Director's Order #4: Diving Management)

5.3.5.2 Cultural Landscapes

The treatment of a cultural landscape will preserve significant physical attributes, biotic systems, and uses when those uses contribute to historical significance. Treatment decisions will be based on a cultural landscape's historical significance over time, existing conditions, and use. Treatment decisions will consider both the natural and built characteristics and features of a landscape, the dynamics inherent in natural processes and continued use, and the concerns of traditionally associated peoples.

The treatment implemented will be based on sound preservation practices to enable long-term preservation of a resource's historic features, qualities, and materials. There are three types of treatment for extant cultural landscapes: preservation, rehabilitation, and restoration.

(See Decision-making to Avoid Impairments 1.4.7. Also see Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes)

5.3.5.2.1 Preservation

A cultural landscape will be preserved in its present condition if:

- That condition allows for satisfactory protection, maintenance, use, and interpretation; or
- Another treatment is warranted but cannot be accomplished until some future time.

5.3.5.2.2 Rehabilitation

A cultural landscape may be rehabilitated for contemporary use if:

- It cannot adequately serve an appropriate use in its present condition; and
- Rehabilitation will retain its essential features, and will not alter its integrity and character or conflict with approved park management objectives.

5.3.5.2.3 Restoration

A cultural landscape may be restored to an earlier appearance if:

- All changes after the proposed restoration period have been professionally evaluated, and the significance of those changes has been fully considered;

- Restoration is essential to public understanding of the park's cultural associations;
- Sufficient data about that landscape's earlier appearance exist to enable its accurate restoration; and
- The disturbance or loss of significant archeological resources is minimized and mitigated by data recovery.

5.3.5.2.4 Reconstruction of Obliterated Landscapes

No matter how well conceived or executed, reconstructions are contemporary interpretations of the past, rather than authentic survivals from it. The National Park Service will not reconstruct an obliterated cultural landscape unless:

- There is no alternative that would accomplish the park's interpretive mission;
- Sufficient data exist to enable its accurate reconstruction, based on the duplication of historic features substantiated by documentary or physical evidence, rather than on conjectural designs or features from other landscapes;
- Reconstruction will occur in the original location;
- The disturbance or loss of significant archeological resources is minimized and mitigated by data recovery; and
- Reconstruction is approved by the Director.

A landscape will not be reconstructed to appear damaged or ruined. General representations of typical landscapes will not be attempted.

5.3.5.2.5 Biotic Cultural Resources.

Biotic cultural resources, which include plant and animal communities associated with the significance of a cultural landscape, will be duly considered in treatment and management. The cultural resource and natural resource components of the park's resource management plan will jointly identify acceptable plans for the management and treatment of biotic cultural resources. The treatment and management of biotic cultural resources will anticipate and plan for the natural and human-induced processes of change. The degree to which change contributes to or compromises the historic character of a cultural landscape, and the way in which natural cycles influence the ecological processes within a landscape, will both be understood before any major treatment is undertaken. Treatment and management of a cultural landscape will establish acceptable parameters for change, and manage the biotic resources within those parameters.

(See Maintenance of Altered Plant Communities 4.4.2.5)

5.3.5.2.6 Land Use and Ethnographic Value

Many cultural landscapes are significant because of their historic land use and practices. When land use is a primary reason for the significance of a landscape, the objective of treatment will be to balance the perpetuation of use with the retention of the tangible evidence that represents its history. The variety and arrangement of cultural and natural features in a landscape often have sacred or other continuing importance in the ethnic histories and cultural vigor of associated peoples. These features and their past and present-day uses will be identified, and the beliefs, attitudes, practices, traditions, and values of traditionally associated peoples will be considered in any treatment decisions.

Contemporary use of a cultural landscape is appropriate if it:

- Does not adversely affect significant landscape characteristics and features; and
- Either follows the historic use or does not impede public appreciation of it.

All uses of cultural landscapes are subject to legal requirements, policy, guidelines, and standards for natural and cultural resource preservation, public safety, and special park uses.

5.3.5.2.7 New Construction

Contemporary alterations and additions to a cultural landscape must not radically change, obscure, or destroy its significant spatial organization, materials, and features. New buildings, structures, landscape features, and utilities may be constructed in a cultural landscape if:

- Existing structures and improvements do not meet essential management needs;
- New construction is designed and sited to preserve the landscape's integrity and historic character; and
- Unless associated with an approved restoration or reconstruction, the alterations, additions, or related new construction is differentiated from, yet compatible with, the landscape's historic character.

New additions will meet the Secretary of the Interior's Standards for Rehabilitation.

5.3.5.3 Ethnographic Resources

Park ethnographic resources are the cultural and natural features of a park that are of traditional significance to traditionally associated peoples. These peoples are the contemporary park neighbors and ethnic or occupational communities that have been associated with a park for two or more generations (40 years), and whose interests in the park's resources began prior to the park's establishment. Living peoples of many cultural backgrounds—American Indians, Inuit (Eskimos), Native Hawaiians, African Americans, Hispanics, Chinese Americans, Euro-Americans, and farmers, ranchers, and fishermen—may have a traditional association with a particular park.

Traditionally associated peoples generally differ as a group from other park visitors in that they typically assign significance to ethnographic resources—places closely linked with their own sense of purpose, existence as a community, and development as ethnically distinctive peoples. These places may be in urban or rural parks, and may support ceremonial activities or represent birthplaces of significant individuals, group origin sites, migration routes, or harvesting or collecting places. While these places have historic attributes that are of great importance to the group, they may not necessarily have a direct association with the reason the park was established, or be appropriate as a topic of general public interest. Some ethnographic resources might also be traditional cultural properties. A traditional cultural property is one that is eligible for inclusion in the National Register of Historic Places because of its association with cultural practices or beliefs of a living community that are (1) rooted in that community's history, and (2) important in maintaining the continuing cultural identity of the community.

The Service's primary interest in these places stems from its responsibilities under

- The NPS Organic Act—to conserve the natural and historic objects within parks unimpaired for the enjoyment of future generations;
- NHPA—to preserve, conserve, and encourage the continuation of the diverse traditional prehistoric, historic, ethnic, and folk cultural traditions that underlie and are a living expression of our American heritage;
- AIRFA—to protect and preserve for American Indians access to sites, use and possession of sacred objects, and the freedom to worship through ceremonials and traditional rites;
- ARPA—to secure, for the present and future benefit of the American people, the protection of archeological resources and sites which are on public lands; and
- NEPA—to preserve important historic, cultural, and natural aspects of our national heritage; and
- Executive Order 13007—to (1) accommodate access to and ceremonial use of Indian sacred sites by Indian religious practitioners and (2) avoid adversely affecting the physical integrity of such sacred sites.

The Service must therefore be respectful of these ethnographic resources, and carefully consider the effects that NPS actions may have on them. When religious issues are evident, the Service must also consider constraints imposed on federal agency actions by the first and fourteenth amendments to the U.S. Constitution.

The National Park Service will adopt a comprehensive approach that considers parks and traditionally associated and other peoples as interrelated members of an ecosystem. As an aid to appreciating the diverse human heritage and associated resources that characterize the national park system, the Service will identify the present-day peoples whose cultural practices and identities were, and often still are, closely associated with each park's cultural and natural resources.

ANILCA recognizes the importance of maintaining the Alaska Native culture, and contains several provisions that authorize activities by the NPS that would assist in the cultural preservation of Alaska Native communities. For many rural Alaskans, the land and the way of life are inseparable. The Service will explore opportunities in Alaska to forge a mutually beneficial relationship between Alaska Natives and the NPS. In Alaska and elsewhere, the Service will try to strengthen the ability of traditional and indigenous peoples to perpetuate their culture and to enrich the parks with traditional knowledge and a deeper sense of place.

Ethnographic information will be collected through collaborative research that recognizes the sensitive nature of such information. Cultural anthropologists/ethnographers will document the meanings that traditionally associated groups assign to traditional natural and cultural resources and the landscapes they form. The park's ethnography file will include this information, as well as data on the traditional management practices and knowledge systems that affect resource uses, and the short- and long-term effects of use on the resources.

(See Confidentiality 5.2.3. Also see Director's Order #29: Ethnography Program)

5.3.5.3.1 Resource Access and Use

Consistent with the requirements of the Organic Act, NHPA, AIRFA, ARPA, NEPA, and Executive Order 13007 cited in section 5.3.5.3 above, the Service will strive to allow American Indians and other traditionally associated peoples access to, and use of, ethnographic resources. Continued access to and use of ethnographic resources is often essential to the survival of family, community, or regional cultural systems, including patterns of belief and sociocultural and religious life. However, the Service may not allow access and use if it would violate the criteria listed in section 8.2.

The Service generally supports traditional access and use, and is considering policy and regulatory revisions that will clarify when reasonable accommodations can be made under NPS authorities to allow greater access and use. Park superintendents may reasonably control the times when, and the places where, specific groups may have exclusive access to particular areas of a park.

With regard to consumptive use of park resources, current NPS policy is reflected in regulations published at 36 CFR 2.1. These regulations allow superintendents to designate certain fruits, berries, nuts, or unoccupied seashells which may be gathered by hand for personal use or consumption if it will not adversely affect park wildlife or the reproductive potential of a plant species, or otherwise adversely affect park resources. The regulations do not authorize the taking, use, or possession of fish, wildlife, or plants for ceremonial or religious purposes, except where specifically authorized by Federal statute or treaty rights, or where hunting, trapping, or fishing are otherwise allowed. These regulations are currently under review, and NPS policy is evolving in this area.

Regulations addressing traditional subsistence uses that are authorized in Alaska by ANILCA are published at 36 CFR Part 13. Some park-specific enabling acts (e.g., Big Cypress National Preserve and Kaloka-Honokohau National Historical Park) allow subsistence or other traditional uses of park resources.

(See Native American Use 8.5; Special Park Uses 8.6; Collecting Natural Products 8.8; Consumptive Uses 8.9)

5.3.5.3.2 Sacred Sites

The National Park Service acknowledges that American Indian tribes, including native Alaskans, treat specific places containing certain natural and cultural resources as sacred places having established religious meaning, and as locales of private ceremonial activities. Consistent with Executive Order 13007, the Service will, to the extent practicable, accommodate access to and ceremonial use of Indian sacred sites by religious practitioners from recognized American Indian and Alaska native tribes, and avoid adversely affecting the physical integrity of such sacred sites.

In consultation with the appropriate groups, the Service will develop a record about such places, and identify any treatments preferred by the groups. This information will alert superintendents and planners to the potential presence of sensitive areas, and will be kept confidential to the extent permitted by law. The Service will collaborate with affected groups to prepare mutually agreeable strategies for providing access to

ordinarily gated or otherwise-inaccessible locales, and for enhancing the likelihood of privacy during religious ceremonies. Any strategies that are developed must comply with constitutional and other legal requirements. To the extent feasible and allowable by law, accommodations will also be made for access to, and the use of, sacred places when interest is expressed by other traditionally associated peoples, especially native Hawaiians and other Pacific islanders, and by American Indian peoples and others who often have a long-standing connection and identity with a particular park or resource.

Various ethnic groups, local groups with recently developed ties to resources in neighboring parks, and visitors to family and national cemeteries and national memorials also might use park resources for traditional or individual religious ceremonies. Mutually acceptable agreements may be negotiated with known groups to provide access to, and the use of, such places, consistent with constitutional and other legal constraints.

(See Confidentiality 5.2.3; Resource Access and Use 5.3.5.3.1; Native American Use 8.5; First Amendment Activities 8.6.3. Also see Director's Orders #66: The Freedom of Information Act and Protected Resource Information, and #71B: Sacred Sites; NHPA [16 USC 470w-3]; Executive Order 13007; 512 DM 3)

5.3.5.3.3 Research

The Park Service will maintain a program of professional cultural anthropological/ethnographic research, designed to provide NPS managers with information about relationships between park resources and associated peoples. Research will be undertaken in cooperation with associated peoples in an interdisciplinary manner whenever reasonable, especially in studies of natural resource use and ethnographic landscapes. Research findings will be used to inform planning, cultural and natural resource management decision-making, and interpretation, as well as to help managers meet responsibilities to associated peoples and other stakeholders in the outcomes of NPS decisions. Information required for an ethnographic resource inventory will be drawn from ethnographic research reports to the fullest extent possible.

Collaborative research dealing with recent or contemporary cultural systems and the resources of park-associated peoples will involve the groups in the design and implementation of the research and the review of research findings to the fullest possible extent. The Service will provide individuals or groups involved with, or directly affected by, the research with copies or summaries of the reports, as appropriate.

(See Park Planning Processes 2.3; Studies and Collections 4.2; Consultation 7.5.5; Native American Use 8.5. Also see Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes)

5.3.5.4 Historic and Prehistoric Structures

The treatment of historic and prehistoric structures will be based on sound preservation practice to enable the long-term preservation of a structure's historic features, materials, and qualities. There are three types of treatment for extant structures: preservation, rehabilitation, and restoration.

(Also see *Secretary of the Interior's Standards for the Treatment of Historic Properties*)

5.3.5.4.1 Preservation

A structure will be preserved in its present condition if:

- That condition allows for satisfactory protection, maintenance, use, and interpretation; or
- Another treatment is warranted but cannot be accomplished until some future time.

5.3.5.4.2 Rehabilitation

A historic structure may be rehabilitated (rehabilitation does not apply to prehistoric structures) for contemporary use if:

- It cannot adequately serve an appropriate use in its present condition; and
- Rehabilitation will retain its essential features and will not alter its integrity and character or conflict with approved park management objectives.

5.3.5.4.3 Restoration

A structure may be restored to an earlier appearance if:

- All changes after the proposed restoration period have been professionally evaluated, and the significance of those changes has been fully considered;
- Restoration is essential to public understanding of the park's cultural associations;
- Sufficient data about that structure's earlier appearance exist to enable its accurate restoration; and
- The disturbance or loss of significant archeological resources is minimized and mitigated by data recovery.

5.3.5.4.4 Reconstruction of Missing Structures

No matter how well conceived or executed, reconstructions are contemporary interpretations of the past rather than authentic survivals from it. The National Park Service will not reconstruct a missing structure unless:

- There is no alternative that would accomplish the park's interpretive mission;
- Sufficient data exist to enable its accurate reconstruction based on the duplication of historic features substantiated by documentary or physical evidence, rather than on conjectural designs or features from other structures;
- Reconstruction will occur in the original location
- The disturbance or loss of significant archeological resources is minimized and mitigated by data recovery; and
- Reconstruction is approved by the Director.

A structure will not be reconstructed to appear damaged or ruined. Generalized representations of typical structures will not be attempted.

(See *Environmental Monitoring and Control 5.3.1.4; Physical Access for Persons with Disabilities 5.3.2; Historic and Prehistoric Ruins 5.3.5.4.10*)

5.3.5.4.5 Movement of Historic Structure

Proposals for moving historic structures will consider the effects of movement on the structures, their present environments, their proposed environments, and the archeological research value of the structures and their sites. No historic structure will

be moved if its preservation would be adversely affected, or until the appropriate recovery of significant archeological data has occurred. Prehistoric structures will not be moved.

A nationally significant historic structure may be moved only if:

- It cannot practically be preserved on its present site; or
- The move constitutes a return to a previous historic location, and the previous move and present location are not important to the structure's significance.

A historic structure of less-than-national significance may be moved if:

- It cannot practically be preserved on its present site; or
- Its present location is not important to its significance, and its relocation is essential to public understanding of the park's cultural associations.

In moving a historic structure, every effort will be made to reestablish its historic orientation, immediate setting, and general relationship to its environment.

The Park Service will not acquire historic structures for relocation to parks.

5.3.5.4.6 New Construction

In preference to new construction, every reasonable consideration will be given to using historic structures for park purposes compatible with their preservation and public appreciation. Additions may be made to historic structures when essential to their continued use, and when new construction will not destroy historic materials, features, and spatial relationships that characterize the structure. Structural additions will harmonize in size, scale, proportion, and materials with, but be readily distinguishable from, the older work, and will not intrude upon the historic scene. New additions will meet the Secretary of the Interior's Standards for Rehabilitation.

In those areas of parks managed for the preservation, protection, and interpretation of cultural resources and their settings, new structures, landscape features, and utilities will be constructed only if:

- Existing structures and improvements do not meet essential park management needs; and
- New construction is designed and sited to preserve the integrity and character of the area.

Unless associated with an approved restoration or reconstruction, all alterations, additions, or related new construction will be differentiated from, yet compatible with, the historic character of the structure.

(See *Rehabilitation 5.3.5.4.2; Use of Historic Structures 5.3.5.4.7; Adaptive Use 9.1.1.4. Also see Executive Order 13006; NHPA*)

5.3.5.4.7 Use of Historic Structures

NHPA (16 USC 470h-2(a)(1)) and Executive Order 13006 require each federal agency—prior to acquiring, constructing, or leasing buildings—to use, to the maximum extent feasible, historic properties available to it, whenever operationally appropri-

ate and economically prudent. NHPA also requires each agency to implement alternatives for the adaptive use of historic properties it owns, if that will help ensure the properties' preservation. Therefore, compatible uses for structures will be found whenever possible. This policy will help prevent the accelerated deterioration of historic structures due to neglect and vandalism. Unused significant historic structures should be stabilized and protected through appropriate measures, such as "mothballing," until long-term decisions are made through the planning process.

All uses of historic structures are subject to preservation and public safety requirements. No administrative or public use will be permitted that would threaten the stability or character of a structure, the museum objects within it, or the safety of its users, or that would entail alterations significantly compromising its integrity.

(See Fire Detection, Suppression, and Post-fire Rehabilitation and Protection 5.3.1.2; Physical Access for Persons with Disabilities 5.3.2; Adaptive Use 9.1.1.3; Energy Management 9.1.7; Historic Structures 9.4.3.3)

5.3.5.4.8 Park Structures Owned or Managed by Others

Structures and related property owned or managed by others will be managed in accordance with NPS policies, guidelines, and standards to the extent permitted by the Service's interest. This includes structures and property owned but not occupied by the Service, and structures and property owned by others in which the Service has a less-than-fee interest or plays a major management or preservation role. Interests acquired or retained by the Service will enable the application of this policy.

(See Land Protection Plans 3.3; Historic Property Leases and Cooperative Agreements 5.3.3; Historic Properties 10.2.2.3)

5.3.5.4.9 Damaged or Destroyed Historic Structures

Historic structures damaged or destroyed by fire, storm, earthquake, war, or any other accident may be preserved as ruins; be removed; or be rehabilitated, restored, or reconstructed in accordance with these policies.

5.3.5.4.10 Historic and Prehistoric Ruins

The stabilization of historic and prehistoric ruins will be preceded by studies leading to the recovery of any data that would be affected by stabilization work. Ruins and related features on unexcavated archeological sites will be stabilized only to the extent necessary to preserve research values or to arrest structural deterioration, recognizing that it is preferable to preserve archeological sites in situ than to excavate them. Archeological ruins to be exhibited will not be excavated until consultation has occurred with traditionally associated peoples, and adequate provisions are made for data recovery and stabilization. Structures will not be deliberately reduced to ruins, and missing structures will not be reconstructed to appear damaged or ruined.

5.3.5.5 Museum Collections

The Service will collect, protect, preserve, provide access to, and use objects, specimens, and archival and manuscript collections (henceforth referred to collectively as "collections," or individually as "items") in the disciplines of archeology, ethnography, history, biology, geology, and paleontology, to aid understanding among park visitors, and to advance

knowledge in the humanities and sciences. As appropriate, the Service will consult with culturally affiliated or traditionally associated peoples before treating or reproducing items in NPS collections that are subject to NAGPRA.

(Also see Museum Handbook)

5.3.5.5.1 Preservation

An item in a museum collection will be preserved in its present condition through ongoing preventive care if:

- That condition is satisfactory for exhibit or research; or
- Another treatment is warranted, but it cannot be accomplished until some future time.

An item will be stabilized if:

- Preventive measures are insufficient to reduce deterioration to a tolerable level; or
- The item is so fragile that it will be endangered under any circumstances.

Active conservation treatment (intervention) will be minimized to reduce the possibility of compromising the item's integrity. All active treatment will be documented.

5.3.5.5.2 Restoration

An item in a museum collection may be restored to an earlier appearance if:

- Restoration is required for exhibit or research purposes;
- Sufficient data about that item's earlier appearance exist to enable its accurate restoration; and
- Restoration will not modify that item's known original character.

Restoration will be accomplished using the techniques and materials that least modify the item and in such a manner that the materials can be removed at a later time with minimal adverse effect. Restored areas will be distinguishable from original material, and be documented. Restoration will take into account the possible importance of preserving signs of wear, damage, former maintenance, and other historical and scientific evidence.

5.3.5.5.3 Reproduction

Items needed for interpretive and educational presentations will be reproduced for such use when the originals are (1) unavailable; or (2) would be subject to undue deterioration or loss; or (3) are otherwise inappropriate for exhibit. If an object is inappropriate for exhibit because of its religious or spiritual significance to a traditionally associated people, it will be reproduced only after consultation with such people

5.3.5.5.4 Acquisition, Management, and Disposition

Collections and related documentation essential to achieving the purposes and objectives of parks will be acquired and maintained in accordance with approved scope of collection statements for each park. When museum objects, specimens, or archival documents become available and fall within a park's approved scope of collection statement, every reasonable effort will be made to acquire them, if they can be managed and made accessible according to Service standards.

Archeological objects systematically collected within a park, and natural history specimens systematically collected within a park for exhibit or permanent retention, will be managed as part of the park's museum collection. The management and care of museum collections will be addressed at all appropriate levels of planning. Requisite levels of care will be established through the interdisciplinary efforts of qualified professionals.

Museum collections will be acquired and disposed of in conformance with legal authorizations and current NPS procedures. The National Park Service will acquire only collections having legal and ethical pedigrees. Each park will maintain complete and current accession records to establish the basis for legal custody of the collections in its possession, including intellectual property rights when acquired. Each park will prepare museum catalog records to record basic property management data and other documentary information about the park's museum collection. Collections will be inventoried in accordance with current procedures. Archeological, cultural landscape, ethnographic, historic and prehistoric structure, historic furnishings, natural resource, and other projects that generate collections for parks will provide for cataloging and initial preservation of those collections in the project budget.

The Service may cooperate with qualified entities in the management, use, and exhibition of museum collections, and may loan items to, or borrow items from, such entities for approved purposes. The Service may de-accession items using means authorized in the Museum Act and NAGPRA.

Interested persons will be permitted to inspect and study NPS museum collections and records in accordance with standards for the preservation and use of collections, and subject to laws and policies regarding the confidentiality of resource data. At cost, copies of documents may be provided.

(See Natural Resource Collections 4.2.3; Confidentiality 5.2.3; Fire Detection, Suppression, and Post-fire Rehabilitation and Protection 5.3.1.2; Environmental Monitoring and Control 5.3.1.4; Consultation 7.5.5; Special Park Uses 8.6; Museum Collections Management Facilities 9.4.2. Also see 16 USC 18f; 43 USC 1460; 36 CFR Part 79; 43 CFR Part 10; and Museum Handbook)

5.3.5.5 Historic Furnishings

When historic furnishings are present in their original arrangement in a historic structure, every effort will be made

to preserve them as an entity. Such historic furnishings will not be moved or replaced unless required for their protection or repair, or unless the structure is designated for another use in an approved planning document. The original arrangement of historic furnishings will be properly documented. A structure may be refurbished in whole or in part if:

- All changes after the proposed refurbishing period have been professionally evaluated, and their significance has been fully considered;
- A planning process has demonstrated that refurbishing is essential to public understanding of the park's cultural associations; and
- Sufficient evidence of the design and placement of the structure's furnishings exists to enable its accurate refurbishing without reliance on evidence from comparable structures.

Generalized representations of typical interiors will not be attempted except in exhibit contexts that make their representative nature obvious. Reproductions may be used in place of historic furnishings, but only when photographic evidence or prototypes exist to ensure the accurate re-creation of historic pieces.

(See Park Planning Processes 2.3; Nonpersonal Services 7.3.2)

5.3.5.6 Archives and Manuscripts

Archival and manuscript collections are museum collections, and will be preserved, arranged, cataloged, and described in finding aids. They will be maintained and used in ways that preserve the collections and their context (provenance and original order) intact while providing controlled access. With few legal exemptions, the Park Service will make archives and manuscripts available to researchers. Electronic documents that are to be preserved in archival and manuscript collections will be migrated so that their information remains accessible.

All documentation associated with natural and cultural resource studies and other resource management actions will be retained in the park's museum collection for use in managing park resources over time. Parks will retain notes or copies of records significant to their administrative histories when they periodically transfer their official records to federal record centers.

(See Confidentiality 5.2.3)

6 Wilderness Preservation and Management

The National Park Service will evaluate all lands it administers for their suitability for inclusion within the national wilderness preservation system. For those lands that possess wilderness characteristics, no action that would diminish their wilderness suitability will be taken until after Congress and the President have taken final action. The superintendent of each park containing wilderness will develop and maintain a wilderness management plan to guide the preservation, management, and use of the park's wilderness area, and ensure that wilderness is unimpaired for future use and enjoyment as wilderness.



A wilderness is an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain.

6.1 General Statement

The National Park Service will manage wilderness areas for the use and enjoyment of the American people in such a manner as will leave them unimpaired for future use and enjoyment as wilderness. Management will include the protection of these areas, the preservation of their wilderness character, and the gathering and dissemination of information regarding their use and enjoyment as wilderness. The public purpose of wilderness in the national parks includes the preservation of wilderness character and wilderness resources in an unimpaired condition, as well as for the purposes of recreational, scenic, scientific, education, conservation, and historical use.

The policies contained in this chapter are supplemented by Director's Order #41: Wilderness Preservation and Management; and by Reference Manual 4, which accompanies the Director's Order. Those documents should be referred to for more detailed information on the topics covered in this chapter.

6.2 Identification and Designation of the Wilderness Resource

The National Park Service will use the following wilderness study process to consider National Park Service areas for inclusion within the congressionally designated national wilderness preservation system.

6.2.1 Assessment of Wilderness Suitability or Non-suitability

All lands administered by the National Park Service, including new units or additions to existing units since 1964, will be evaluated for their suitability for inclusion within the national wilderness preservation system. Additionally, lands that were originally assessed as non-suitable for wilderness because of a non-conforming or incompatible uses must be re-evaluated if the non-conforming uses have been terminated or removed. A wilderness suitability assessment will consist of a brief memorandum, from the regional director to the Director, that makes a managerial determination as to the suitability of the park lands for wilderness designation. The assessment must be completed no later than one year after the establishment of the park or the acquisition of new lands.

For existing parks in which wilderness suitability determinations have never been undertaken, the superintendent must complete the suitability assessment within one year of the effective date of this edition of NPS Management Policies. Also, for parks with land originally determined to be unsuitable, but where a non-conforming use has been terminated or removed, a reevaluation must be conducted within one year of the time in which the non-conforming use is terminated or removed.

6.2.1.1 Primary Suitability Criteria

National Park Service lands will be considered suitable for wilderness if they are at least 5000 acres or of sufficient size to make practicable their preservation and use in an unimpaired condition, and if they possess the following characteristics (as identified in the Wilderness Act):

- The earth and its community of life are untrammelled by humans, where humans are visitors and do not remain;
- The area is undeveloped and retains its primeval character and influence, without permanent improvements or human habitation;
- The area generally appears to have been affected primarily by the forces of nature, with the imprint of humans' work substantially unnoticeable;
- The area is protected and managed so as to preserve its natural conditions; and
- The area offers outstanding opportunities for solitude or a primitive and unconfined type of recreation.

6.2.1.2 Additional Considerations in Determining Suitability

In addition to the primary suitability criteria, there are other considerations that should be taken into account in determining suitability:

- A wilderness area may contain significant ecological, geological, or other features of scientific, educational, scenic, or historical value, although it does not need these things to be considered suitable for wilderness designation.
- Lands that have been logged, farmed, grazed, mined, or otherwise utilized in ways not involving extensive development or alteration of the landscape may also be considered suitable for wilderness designation if, at the time of assessment, the effects of these activities are substantially unnoticeable or their wilderness character could be maintained or restored through appropriate management actions.
- An area will not be excluded from a determination of wilderness suitability solely because established or proposed management practices require the use of tools, equipment, or structures, if those practices are necessary to meet minimum requirements for the administration of the area as wilderness.
- In the process of determining wilderness suitability, lands will not be excluded solely because of existing rights or privileges (e.g., mineral exploration and development, commercial operations, agricultural development, grazing, or stock driveways). If the National Park Service determines that these lands possess wilderness character, they may be included in the suitability determination so that they can be considered for designation as wilderness or potential wilderness.
- Lands containing aboveground utility lines will normally not be considered as suitable for wilderness designation, but they can be considered as suitable for "potential" wilderness designation if there is a long-term intent to remove the lines. Although relocation outside wilderness is preferable, areas containing underground utility lines may be included if the area otherwise qualifies as wilderness and the maintenance of the utility line, including use of mechanized and motorized equipment, is administered under minimum requirement procedures identified in the park's wilderness management plan. No new utility lines may be installed in wilderness, and existing utility lines may not be extended or enlarged except as may be allowed pursuant to section 1106 of ANILCA (16 USC 1133(c)).

- Historic features that are primary attractions for park visitors will generally not be recommended as suitable for wilderness designation. However, an area that attracts visitors primarily for the enjoyment of solitude and unconfined recreation in a primitive setting may also contain cultural resource features and still be included in wilderness. Historic trails may serve and be maintained as part of the wilderness trail system, as identified and coordinated within an approved wilderness management plan and the park's cultural resource plan. Structures of historical significance need not be deleted from wilderness area proposals. A recommendation may be made to include a historic structure in wilderness if (1) the structure would be only a minor feature of the total wilderness proposal; and (2) the structure will remain in its historic state, without development.
- Overflights do not make an area unsuitable for wilderness designation. The nature and extent of any overflight impacts, and the extent to which the impacts can be mitigated, would need to be addressed in subsequent wilderness studies.

6.2.1.3 The Assessment Process

The Service will involve the public in the wilderness suitability assessment process through notification of its intentions to conduct the assessment and publication of its determination, either as "suitable" or as "unsuitable" for further wilderness study. Notification will include the issuance of news releases to local and regional newspapers, and the publication of a final suitability determination in the Federal Register. The final determination of an area's suitability, or unsuitability, as wilderness must be approved by the Director before publication of the final suitability determination in the Federal Register. For areas determined to be non-suitable for wilderness designation, the wilderness preservation provisions in the National Park Service Management Policies are no longer applicable.

6.2.2 Wilderness Studies

Lands and waters found to possess the characteristics and values of wilderness, as defined in the Wilderness Act and determined suitable pursuant to the wilderness suitability assessment, will be formally studied to develop the recommendation to Congress for wilderness designation. The National Park Service will continue to undertake wilderness studies of all lands that have been determined to be suitable as a result of the wilderness suitability assessment. Also, studies will be made of lands for which subsequent legislation directs that wilderness studies be completed.

Wilderness studies will be supported by appropriate documentation of compliance with NEPA and NHPA. The Council on Environmental Quality requires environmental impact statements for wilderness studies that will result in recommendations for designations (i.e., proposals for legislation to designate as wilderness).

6.2.2.1 Potential Wilderness

A wilderness study may identify lands that are surrounded by or adjacent to lands proposed for wilderness designation but that do not themselves qualify for immediate designation due to temporary, non-conforming, or incompatible conditions. The wilderness recommendation forwarded to the Congress by the President may identify these lands as "potential"

wilderness for future designation as wilderness when the non-conforming use has been removed or eliminated. If so authorized by Congress, these potential wilderness areas will become designated wilderness upon the Secretary's determination, published in the Federal Register, that they have finally met the qualifications for designation by the cessation or termination of the non-conforming use.

6.2.2.2 Proposed Wilderness

The findings and conclusions of a formal wilderness study will be forwarded from the Director to the Department of the Interior (Assistant Secretary's Office) as "proposed" wilderness. The proposed wilderness recommendation will identify park lands that are being recommended for immediate wilderness designation, as well as any other lands identified as "potential" wilderness.

6.2.3 Recommended Wilderness

The Secretary of the Interior is responsible for recommending to the President those lands under his/her jurisdiction that qualify for inclusion within the national wilderness preservation system. The Secretary performs this function through the Assistant Secretary's Office by reviewing NPS proposed wilderness and either approving or revising the proposal. The final result is forwarded by the Secretary of the Interior to the President for his consideration. The President is then responsible for transmitting to both houses of Congress his recommendations with respect to wilderness designation. These recommendations must be accompanied by maps and boundary descriptions. The National Park Service will track the status in Congress of the wilderness designation process.

6.2.4 Designated Wilderness

After the President's formal transmittal of the Secretary's wilderness recommendation to the Congress, Congress considers the President's recommendation, and may subsequently enact the legislation needed to include the area within the national wilderness preservation system as "designated" and/or "potential" Wilderness. The National Park Service will assist the Department and Congress in this process as requested.

6.3 Wilderness Resource Management

6.3.1 General Policy

For the purposes of applying these policies, the term "wilderness" will include the categories of suitable, study, proposed, recommended, and designated wilderness. Potential wilderness may be a subset of any of these five categories. The policies apply regardless of category.

In addition to managing these areas for the preservation of the physical wilderness resources, planning for these areas must ensure that the wilderness character is likewise preserved. This policy will be applied to all planning documents affecting wilderness.

The National Park Service will take no action that would diminish the wilderness suitability of an area possessing wilderness characteristics until the legislative process of wilderness designation has been completed. Until that time, management decisions pertaining to lands qualifying as wilderness will be made in expectation of eventual wilderness designation. This policy also applies to potential wilderness, requiring it to be

managed as wilderness to the extent that existing non-conforming conditions allow. The National Park Service will seek to remove from potential wilderness the temporary, non-conforming conditions that preclude wilderness designation. All management decisions affecting wilderness will further apply the concepts of "minimum requirements" for the administration of the area regardless of wilderness category.

6.3.2 Responsibility

National Park Service responsibility for carrying out wilderness preservation mandates will be shared by the Director, regional directors, and superintendents of parks with suitable, study area, proposed, recommended, and designated wilderness. Interagency cooperation and coordination and training responsibilities will also be carried out at the Washington, D.C., region, and park levels. Specific wilderness management responsibilities will be assigned at each of these administrative levels to carry out these responsibilities effectively and to facilitate efforts establishing agency and interagency consistency in wilderness management techniques.

Superintendents will provide the information needed to prepare an annual wilderness report to Congress and to report to the Director on the status of wilderness management in the national park system. Based on this information, the Associate Director for Operations and Education will provide the Directorate with recommendations and advice to permanently establish a system of accountability, consistency, and continuity for National Park Service wilderness management.

6.3.3 Consistency

The National Park Service will seek to achieve consistency in wilderness management objectives, techniques, and practices on both an agency and an interagency basis. Accordingly, the National Park Service will seek to maintain effective intra-agency and interagency communications, and will encourage, sponsor, and participate in intra-agency and inter-agency training and workshops designed to promote the sharing of ideas, concerns, and techniques related to wilderness management. However, the need for interagency consistency will in no way diminish any established National Park Service wilderness standards and values.

6.3.4 Wilderness-related Planning and Environmental Compliance

Policies on wilderness planning and compliance include the following:

6.3.4.1 Zoning for Wilderness

When necessary, all categories of wilderness may be zoned for visitor experiences and resource conditions consistent with their wilderness values within the established management zoning system for each park. However, management zoning or other land use classifications cannot, and will not, diminish or reduce the maximum protection to be afforded lands with wilderness values. Transition zones adjacent to wilderness may be identified to help protect wilderness values, but no transitional or "buffer" zones are appropriate within wilderness boundaries.

6.3.4.2 Wilderness Management Planning

The superintendent of each park containing wilderness resources will develop and maintain a wilderness management plan or equivalent planning document to guide the preserva-

tion, management, and use of these resources. The wilderness management plan will identify desired future conditions, as well as establish indicators, standards, conditions, and thresholds beyond which management actions will be taken to reduce human impacts to wilderness resources.

The park's wilderness management plan may be developed as a separate document or as an action component of another planning document. Wilderness management plans will be supported by appropriate documentation of compliance with NEPA and NHPA. The plan will be developed with public involvement, and will contain specific, measurable management objectives that address the preservation and management of natural and cultural resources within wilderness as appropriate to achieve the purposes of the Wilderness Act and other legislative requirements.

(See Carrying Capacity 8.2.1)

6.3.4.3 Environmental Compliance

Proposals having the potential to impact wilderness resources will be evaluated in accordance with National Park Service procedures for implementing NEPA. Those procedures include the use of categorical exclusions, environmental assessments (EAs), and/or environmental impact statements (EISs). Administrative actions impacting wilderness must be addressed in either the EA or EIS accompanying the approved wilderness management plan, or as a separate environmental compliance document.

Managers contemplating the use of aircraft or other motorized equipment or mechanical transportation within wilderness must consider impacts to the character, esthetics, and traditions of wilderness before considering the costs and efficiency of the equipment.

In evaluating environmental impacts, the National Park Service will take into account wilderness characteristics and values, including the primeval character and influence of the wilderness; the preservation of natural conditions (including the lack of man-made noise); and assurances that there will be outstanding opportunities for solitude, that the public will be provided with a primitive and unconfined type of recreational experience, and that wilderness will be preserved and used in an unimpaired condition. Managers will be expected to appropriately address cultural resources management considerations in the development and review of environmental compliance documents impacting wilderness resources.

(Also see Director's Order #12: Conservation Planning and Environmental Impact Analysis)

6.3.5 Minimum Requirement

All management decisions affecting wilderness must be consistent with the minimum requirement concept. This concept is a documented process used to determine whether administrative activities affecting wilderness resources or the visitor experience are necessary, and how to minimize impacts. The minimum requirement concept will be applied as a two-step process that determines:

- Whether the proposed management action is appropriate or necessary for administration of the area as wilderness and does not pose a significant impact to wilderness resources and character; and
- The techniques and types of equipment needed to ensure that impact to wilderness resources and character is minimized.

In accordance with this policy, superintendents will apply the minimum requirement concept to the context of wilderness management planning, as well as to all other administrative practices, proposed special uses, scientific activities, and equipment use in wilderness. When determining minimum requirement, the potential disruption of wilderness character and resources will be considered before, and given significantly more weight than, economic efficiency and convenience. If a compromise of wilderness resources or character is unavoidable, only those actions that preserve wilderness character and/or have localized, short-term adverse impacts will be acceptable.

While park managers have flexibility in identifying the method used to determine minimum requirement within the approved wilderness management plan, the method used must clearly weigh the benefits and impacts of the proposal, document the decision-making process, and be supported by an appropriate environmental compliance document. Parks with no approved wilderness management plan must develop a separate process to determine minimum requirement until the plan is finally approved. Parks will complete a minimum requirement analysis on those administrative practices and equipment uses that have the potential to impact wilderness resources or values. The minimum requirement concept cannot be used to rationalize permanent roads or inappropriate or unlawful uses in wilderness.

Administrative use of motorized equipment or mechanical transport will be authorized only:

- If determined by the superintendent to be the minimum requirement needed by management to achieve the purposes of the area as wilderness, including the preservation of wilderness character and values; or
- In emergency situations (search and rescue) involving the health or safety of persons actually within the area. Such management activities will be conducted in accordance with all applicable regulations, policies, and guidelines, including minimum requirement protocols as practicable.

Such management activities will also be conducted in accordance with all applicable regulations, policies, and guidelines and, where practicable, will be scheduled to avoid creating adverse resource impacts or conflicts with visitor use.

6.3.6 Scientific Activities in Wilderness

The statutory purposes of wilderness include scientific activities, and these activities are encouraged and permitted when consistent with the Service's responsibilities to preserve and manage wilderness.

6.3.6.1 General Policy

The National Park Service has a responsibility to support appropriate scientific activities in wilderness, and to use science to improve wilderness management. The Service recog-

nizes that wilderness can and should serve as an important resource for long-term research into, and study, and observation of, ecological processes and the impact of humans on these ecosystems. The National Park Service further recognizes that appropriate scientific activities may be critical to the long-term preservation of wilderness.

Scientific activities are to be encouraged in wilderness. Even those scientific activities (including inventory, monitoring, and research) that involve a potential impact to wilderness resources or values (including access, ground disturbance, use of equipment, and animal welfare) should be allowed when the benefits of what can be learned outweigh the impacts on wilderness resources or values. However, all such activities must also be evaluated using the minimum requirement concept and include documented compliance that assesses impacts against benefits to wilderness. This process should ensure that the activity is appropriate and utilizes the minimum tool required to accomplish project objectives. Scientific activities involving prohibitions identified in section 4(c) of the Wilderness Act (16 USC 1133(c)) may be conducted within wilderness when:

- The desired information is essential for the understanding health, management or administration of wilderness, and the project cannot be reasonably modified to eliminate or reduce the nonconforming wilderness use(s); or if it increases scientific knowledge, even when this serves no immediate wilderness management purposes, provided it does not compromise wilderness resources or character. The preservation of wilderness resources and character will be given significantly more weight than economic efficiency and/or convenience.
- Compliance with NEPA (including completion of documented categorical exclusions, environmental assessments/findings of no significant impact, or environmental impact statements/records of decision) and other regulatory compliance (including compliance with section 106 of NHPA (16 USC 470f)) are accomplished and documented.
- All scientific activities will be accomplished in accordance with terms and conditions adopted at the time the research permit is approved. Later requests for exceptions to the Wilderness Act will require additional review and approval.
- The project will not significantly interfere with other wilderness purposes (recreational, scenic, educational, conservation, or historical) over a broad area or for a long period of time.
- The minimum requirement concept is applied to implementation of the project.

Research and monitoring devices (e.g., video cameras, data loggers, meteorological stations) may be installed and operated in wilderness if (1) the desired information is essential for the administration and preservation of wilderness, and cannot be obtained from a location outside of wilderness without significant loss of precision and applicability; and (2) the proposed device is the minimum requirement necessary to accomplish the research objective safely.

Park managers will work with researchers to make National Park Service wilderness area research a model for the use of low-impact, less intrusive techniques. New technology and techniques will be encouraged if they are less intrusive and

cause less impact. The goal will be for studies in National Park Service wilderness to lead the way in "light on the resource" techniques.

Devices located in wilderness will be removed when determined to be no longer essential. Permanent equipment caches are prohibited within wilderness. Temporary caches must be evaluated using the minimum requirement concept.

All scientific activities, including the installation, servicing, removal, and monitoring of research devices, will apply minimum requirement concepts and be accomplished in compliance with Management Policies, Director's Orders, and procedures specified in the park's wilderness management plan.

(See Studies and Collections 4.2; Social Science Studies 8.11)

6.3.6.2 Monitoring Wilderness Resources:

In every park containing wilderness, the conditions and long-term trends of wilderness resources will be monitored to identify the need for, or effects of, management actions. The purpose of this monitoring will be to ensure that management actions and visitor impacts on wilderness resources and character do not exceed standards and conditions established in an approved park plan.

As appropriate, wilderness monitoring programs may assess physical, biological, and cultural resources, and social impacts. Monitoring programs may also need to assess potential problems that may originate outside the wilderness, in order to determine the nature, magnitude, and probable source of those impacts.

6.3.7 Natural Resources Management

The National Park Service recognizes that wilderness is a composite resource with interrelated parts. Without natural resources, especially indigenous and endemic species, a wilderness experience would not be possible. Natural resources are critical, defining elements of the wilderness resource, but need to be managed within the context of the whole ecosystem. Natural resource management plans will be integrated with, and cross-reference, wilderness management plans. Pursuing a series of independent component projects in wilderness, such as single-species management, will not necessarily accomplish the over-arching goal of wilderness management. Natural resources management in wilderness will include and be guided by a coordinated program of scientific inventory, monitoring, and research.

The principle of non-degradation will be applied to wilderness management, and each wilderness area's condition will be measured and assessed against its own unimpaired standard. Natural processes will be allowed, insofar as possible, to shape and control wilderness ecosystems. Management should seek to sustain the natural distribution, numbers, population composition, and interaction of indigenous species. Management intervention should only be undertaken to the extent necessary to correct past mistakes, the impacts of human use, and influences originating outside of wilderness boundaries.

Management actions, including the restoration of extirpated native species, the altering of natural fire regimes, the controlling of invasive alien species, the management of endangered

species, and the protection of air and water quality, should be attempted only when the knowledge and tools exist to accomplish clearly articulated goals.

(See Chapter 4: Natural Resource Management. Also see Director's Order #77 series on natural resources management)

6.3.8 Cultural Resources

Cultural resources that have been included within wilderness will be protected and maintained according to the pertinent laws and policies governing cultural resources, using management methods that are consistent with the preservation of wilderness character and values. These laws include the Antiquities Act and the Historic Sites, Buildings and Antiquities Act, as well as subsequent historic preservation legislation, including NHPA, ARPA, and NAGPRA. The American Indian Religious Freedom Act (AIRFA) reaffirms the first Amendment rights of Native Americans to access national park lands for the exercise of their traditional religious practices. The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation projects provide direction for protection and maintenance. Cemeteries or commemorative features, such as plaques or memorials, that have been included in wilderness may be retained (including approved access to these sites), but no new cemeteries or additions to existing cemeteries may be made unless specifically authorized by federal statute, existing reservations, or retained rights. Native American human remains that were removed from wilderness areas and are subject to NAGPRA repatriation may be re-interred at, or near, the site from which they were removed. Native American religious areas and other ethnographic and cultural resources will be inventoried and protected. Native Americans will be permitted access within wilderness for sacred or religious purposes consistent with the intent of AIRFA, the Wilderness Act, and other applicable authorities provided by federal statutes and Executive orders.

(See Chapter 5: Cultural Resource Management)

6.3.9 Fire Management

Fire management activities conducted in wilderness areas will conform to the basic purposes of wilderness. The park's fire management and wilderness management plans must identify and reconcile the natural and historic roles of fire in the wilderness, and will provide a prescription for response, if any, to natural and human-caused wildfires. If a prescribed fire program is implemented, these plans will also include the prescriptions and procedures under which the program will be conducted within wilderness.

Actions taken to suppress wildfires will use the minimum requirement concept, and will be conducted in such a way as to protect natural and cultural resources and to minimize the lasting impacts of the suppression actions. Information on developing a fire management program in wilderness is contained in Director's Order#18: Wildland Fire Management.

(See Fire Management 4.5.)

6.3.10 Management Facilities

Part of the definition of wilderness as provided by the Wilderness Act is "undeveloped federal land retaining its primeval character and influence, without permanent improve-

ments." Accordingly, authorizations of NPS administrative facilities located in wilderness will be limited to the types and minimum number essential to meet the minimum requirements for the administration of the wilderness area. A decision to construct, maintain, or remove an administrative facility will be based primarily on whether or not such a facility is required to preserve wilderness character or values, not on considerations of administrative convenience, economic effect, or convenience to the public or park staff. Maintenance or the removal of historic structures will also comply with cultural resource protection and preservation policies and directives, and with the concept of minimal requirement management techniques for wilderness.

6.3.10.1 Administrative Facilities

Administrative facilities (e.g., ranger stations and/or patrol cabins, fire lookouts, radio and/or cellular telephone antennas, radio repeater sites, associated storage or support structures, drift fences, facilities supporting trail stock operations) may be allowed in wilderness only if they are determined to be the minimum requirement necessary to carry out wilderness management objectives and are specifically addressed within the park's wilderness management plan or other appropriate planning documents. New roads will not be built in wilderness. Temporary vehicular access may be permitted only to meet the minimum requirements of emergency situations, and will be restored, according to an approved restoration plan, as rapidly as possible. Where abandoned roads have been included within wilderness, they may be used as trails, restored to natural conditions, or managed as a cultural resource.

No permanent heliports, helipads, or airstrips will be allowed in wilderness unless specifically authorized by statute or legislation. Temporary landing facilities may be used to meet the minimum requirements of emergency situations. Site improvements determined to be essential for safety reasons during individual emergency situations may be authorized, but no site markings or improvements of any kind may be installed to support non-emergency use. In Alaska, any prohibitions or restrictions on the use of fixed-wing aircraft should follow the procedures in 43 CFR 36.11(f).

(See Overflights and Aviation Uses 8.4)

6.3.10.2 Trails in Wilderness

Trails will be permitted within wilderness when they are determined to be necessary for resource protection and/or for providing for visitor use for the purposes of wilderness. The identification and inventory of the wilderness trail system will be included as an integral part of the wilderness management plan or other appropriate planning document. Trails will be maintained at levels and conditions identified within the approved wilderness management plan or other planning document. Trail maintenance structures (e.g., waterbars, gabions) may be provided, under minimum requirement protocols, where they are essential for resource preservation, or where significant safety hazards exist during normal use periods. Historic and/or prehistoric trails will be administered in keeping with approved cultural resource and wilderness management plan requirements.

Borrow pits are not permitted in wilderness areas, with the exception of small-quantity use of borrow material for trails, which must be in accordance with an approved wilderness management plan.

6.3.10.3 Shelters and Campsites

The construction of new shelters for public use will generally not be allowed, in keeping with the values and character of wilderness. An existing shelter may be maintained or reconstructed only if the facility is necessary to achieve specific wilderness management objectives as identified in the park's wilderness and cultural resources management plans. The construction, use, and occupancy of cabins and other structures in wilderness areas in Alaska are governed by applicable provisions of ANILCA and by National Park Service regulations in 36 CFR Part 13, and may be permitted only under conditions prescribed in the park's wilderness management plan.

Although the development of facilities to serve visitors will generally be avoided, campsites may be designated when essential for resource protection and preservation or to meet other specific wilderness management objectives. In keeping with the terms of the park's wilderness management plan, campsite facilities may include a site marker, fire rings, tent sites, food-storage devices, and toilets if these are determined by the superintendent to be the minimum facilities necessary for the health and safety of wilderness users, or for the preservation of wilderness resources and values. Toilets will be placed only in locations where their presence and use will resolve health and sanitation problems or prevent serious resource impacts, especially where reducing or dispersing visitor use is impractical or has failed to alleviate the problems. Picnic tables will not be allowed in wilderness.

6.3.10.4 Signs

Signs detract from the wilderness character of an area and make the imprint of man and management more noticeable. Only those signs necessary for visitor safety or to protect wilderness resources, such as those identifying routes and distances, will be permitted. Where signs are used, they should be compatible with their surroundings and the minimum size possible.

6.3.11 Wilderness Boundaries

Policies related to wilderness boundaries include the following:

6.3.11.1 Legal Descriptions and Boundary Maps

Every park with designated wilderness will possess a written legal description of the wilderness area and a map (or maps) that illustrates the legal description of the wilderness. Each park will ensure that the legal description and map(s) are filed in the appropriate locations. Wilderness boundaries have the force of federal law, and may only be modified through the legislative process, unless minor adjustments and corrections are specifically authorized within the wilderness designation enabling legislation.

6.3.11.2 Caves

All cave passages located totally within the surface wilderness boundary will be managed as wilderness. Caves that have entrances within wilderness but contain passages that may

extend outside the surface wilderness boundary will be managed as wilderness. Caves that may have multiple entrances located both within and exterior to the surface wilderness boundary will be managed consistent with the surface boundary; those portions of the cave within the wilderness boundary will be managed as wilderness.

(See Caves 4.8.2.2)

6.3.11.3 Waters in Wilderness

The NPS will manage as wilderness all waters included within wilderness boundaries, and the lands beneath these waters (if owned by the United States), in keeping with established jurisdictions and authorities.

(See Water Resource Management 4.6)

6.4 Wilderness Use Management

The National Park Service will encourage and facilitate those uses of wilderness that are in keeping with the definitions and purposes of wilderness and do not degrade wilderness resources and character. Appropriate restrictions may be imposed on any authorized activity in the interest of preserving wilderness character and resources or to ensure public safety.

When resource impacts or demands for use exceed established thresholds or capacities, superintendents may limit or redirect use. Physical alterations, public education, general regulations, special regulations, and permit systems, as well as local restrictions, public use limits, closures, and designations implemented under the discretionary authority of the superintendent (36 CFR 1.5 and Part 13; 43 CFR Part 36 for Alaska units), may all be used in managing use and protecting wilderness, if these actions are determined to be the minimally required level of management.

6.4.1 General Policy

Park visitors need to accept wilderness on its own unique terms. Accordingly, the National Park Service will promote education programs that encourage wilderness users to understand and be aware of certain risks, including possible dangers arising from wildlife, weather conditions, physical features, and other natural phenomena that are inherent in the various conditions that comprise a wilderness experience and primitive methods of travel. The National Park Service will not modify the wilderness area to eliminate risks that are normally associated with wilderness, but it will strive to provide users with general information concerning possible risks, any recommended precautions, related user responsibilities, and applicable restrictions and regulations, including those associated with ethno-graphic and cultural resources.

6.4.2 Wilderness Interpretation and Education

In the context of interpretive and educational planning, national park units with wilderness resources will: (1) operate public education programs designed to promote and perpetuate public awareness of, and appreciation for, wilderness character, resources, and ethics, while providing for acceptable use limits; (2) focus on fostering an understanding of the concept of wilderness that includes respect for the resource, willingness to exercise self-restraint in demanding access to it, and an

ability to adhere to appropriate, minimum-impact techniques; and (3) encourage the public to use and accept wilderness on its own terms; i.e., the acceptance of an undeveloped, primitive environment and the assumption of the potential risks and responsibilities involved in using and enjoying wilderness areas. National Park Service interpretive plans and programs for wilderness parks will address the primary interpretive themes for wilderness. Education is among the most effective tools for dealing with wilderness-use management problems and should generally be applied before more restrictive management tools.

(See Visitor Safety 8.2.5.1)

6.4.3 Recreational Use Management in Wilderness

Recreational uses of National Park Service wilderness are generally those traditionally associated with wilderness and identified by Congress in the legislative record for the development of the Wilderness Act and in keeping with the language provided by sections 2(a) and 2(c) of the Act itself (16 USC 1131(a) and (c)). These recreational uses of wilderness will be of a type and nature that ensure that its use and enjoyment will leave it unimpaired for future use and enjoyment as wilderness, provide for the protection of the area as wilderness, and provide for the preservation of wilderness character. Recreational uses in National Park Service wilderness areas will be of a nature that enable the areas to retain their primeval character and influence; protect and preserve natural conditions; leave the imprint of man's work substantially unnoticeable; provide outstanding opportunities for solitude or primitive and unconfined types of recreation; and preserve wilderness in an unimpaired condition.

(See Management of Recreational Use 8.2.2.1)

6.4.3.1 Recreation Use Evaluation

Recreational uses—particularly new and emerging activities, that compromise the stated purposes and definitions of wilderness or unduly impact the wilderness resource or the visitor experience within wilderness—will be evaluated to determine if these uses are appropriate, or should be limited or disallowed through use of the superintendent's compendium in 36 CFR 1.5. Evaluation or re-evaluation should be accomplished within wilderness management plans or similar implementation plans. Recreational uses that do not meet the purposes and definitions of wilderness should be prohibited in NPS wilderness.

Significant changes in patterns or increased levels of use will not be authorized by special permit, administrative discretion, or authorities under the superintendents' compendia, except in cases where sufficient information exists to adequately determine there is no significant impact on wilderness resources and values, including visitor experiences. These increased levels of use and changes in patterns of existing use will normally not qualify for a categorical exclusion under NEPA. Decisions regarding significant changes in patterns and new levels of use will require environmental analysis and review, including opportunity for public comment, in accordance with the requirements of NEPA.

(See Visitor Carrying Capacity 8.2.1)

6.4.3.2 Leave-no-trace

"Leave-no-trace" principles and practices will be applied to all forms of recreation management within wilderness, including commercial operations. Wilderness users will generally be required to carry out all refuse. Refuse is defined in 36 CFR 1.4.

6.4.3.3 Use of Motorized Equipment

Public use of motorized equipment or any form of mechanical transport will be prohibited in wilderness except as provided for in specific legislation. Operating a motor vehicle or possessing a bicycle in designated wilderness outside Alaska is prohibited (see NPS regulations in 36 CFR 4.30(d)(1)). However, section 4(d)(1) of the Wilderness Act (16 USC 1133(d)(1)) authorizes the Secretary, where legislation designating the wilderness specifically makes this provision applicable, to allow the continuation of motorboat and aircraft use under certain circumstances in which those activities were established prior to wilderness designation. Section 4(d)(1) gives the Secretary the discretion to manage and regulate the activity in accordance with the Wilderness Act, the NPS Organic Act, and individual park enabling legislation. As authorized, the National Park Service will administer this use to be compatible with the purpose, character, and resource values of the particular wilderness area involved. The use of motorized equipment by the public in wilderness areas in Alaska is governed by applicable provisions of ANILCA, NPS regulations in 36 CFR part 13, and Department of the Interior regulations in 43 CFR part 36. The specific conditions under which motorized equipment may be used by the public will be outlined in each park's wilderness management plan.

(See Soundscape Management 4.9; Use of Motorized Equipment 8.2.3)

6.4.4 Commercial Services

Wilderness-oriented commercial services that contribute to public education and visitor enjoyment of wilderness values or provide opportunities for primitive and unconfined types of recreation may be authorized if they meet the "necessary and appropriate" tests of the National Park Service Concessions Management Improvement Act of 1998 and section 4(d)(6) of the Wilderness Act (16 USC 1133(d)(5)), and if they are consistent with the wilderness management objectives contained in the park's wilderness management plan, including the application of the minimum requirement concept. Activities such as guide services for outfitted horseback, hiking, mountain-climbing, or river trips and similar activities may be appropriate and may be authorized if conducted under terms and conditions outlined in the park's wilderness management plan and/or in legislation authorizing these types of commercial use.

The only structures or facilities used by commercial services that will be allowed in wilderness will be temporary shelters, such as tents, or other specifically approved facilities that may be required within the wilderness management plan for resource protection and the preservation of wilderness values. Temporary facilities will generally be removed from the wilderness after each trip, unless such removal will cause additional degradation of the wilderness resources. In Alaska, additional guidance for the management of temporary facilities for hunting and fishing guides is found in ANILCA section 1316 (16 USC 3204). The use of permanent equipment and supply

caches by commercial operators is prohibited within wilderness. Managers will ensure that commercial operators are in compliance with established "Leave-no-trace" protocols.

(See Visitor Use 8.2; Commercial Use Authorization 10.3)

6.4.5 Special Events

The National Park Service will not sponsor or issue permits for special events to be conducted in wilderness if those events are inconsistent with wilderness resources and character, or if they do not require a wilderness setting to occur. Permits will not be issued for special events in NPS wilderness areas that are commercial enterprises, or for competitive events; activities involving animal, foot, or watercraft races; the physical endurance of a person or animal; organized survival exercises; war games; or similar exercises.

(See Special Events 8.6.2. Also see 36 CFR 2.50)

6.4.6 Existing Private Rights

Wilderness designation does not extinguish valid existing private rights (e.g., fee-simple interest, less-than-fee-simple interest, valid mineral operations, rights-of-way, grazing permits). The validity of private rights within wilderness must be determined on a case-by-case basis. Valid private rights in wilderness must be administered in keeping with the specific conditions and requirements of the valid right.

6.4.7 Grazing and Livestock Driveways

Commercial grazing or driving of livestock in park wilderness will be allowed only as specifically authorized by Congress. Where these activities are authorized, they will be managed under conditions and requirements identified within the approved wilderness management plan and corresponding allotment management plans. The use of motorized vehicles, motorized equipment, or mechanical transport by grazing permittees will not be allowed except as provided for by a specific authority; i.e., a valid existing right, the enabling legislation, or a determination of minimum requirement by the NPS. The construction of livestock management facilities other than those specifically authorized by legislation is prohibited.

Non-commercial grazing of trail stock used as part of an approved livestock management program within wilderness may be authorized in accordance with National Park Service regulations and conditions outlined in the wilderness management plan or stock use management plan. All approved livestock use must ensure the preservation of wilderness resources and character. Superintendents will be responsible for monitoring livestock use in wilderness to the same degree as human use, and may use the same management tools and techniques, including the application of the minimum requirement concept to manage livestock use that are available for managing other wilderness uses.

(See 8.6.8 Grazing by Domestic and Feral Livestock)

6.4.8 Rights-of-Way

Existing rights-of-way that have been included in wilderness should be terminated or phased out where practicable. Rights-of-way subject to National Park Service administrative control should be administered under conditions outlined in the park's wilderness management plan that protect wilderness character

and resources and limit the use of motorized or mechanical equipment. The Service will not issue any new rights-of-way or widen or extend any existing rights-of-way in wilderness. Rights-of-way and access procedures affecting wilderness areas in Alaska are governed by applicable provisions of ANILCA and regulations in 43 CFR part 36, and 36 CFR part 13. (See *Existing Private Rights 6.4.6*)

6.4.9 Mineral Development

The National Park Service will seek to remove or extinguish valid mining claims and non-federal mineral interests in wilderness through authorized processes, including purchasing valid rights. In parks where Congress has authorized the leasing of federal minerals, the NPS will take appropriate actions to preclude the leasing of lands or minerals within wilderness whenever, and wherever, it is authorized to do so. Lands included within wilderness will be listed as "excepted areas" under applicable regulations in 43 CFR parts 3100 and 3500 (see section 3500.8).

Unless and until mineral interests and mining claims within Park Service wilderness are eliminated, they must be managed pursuant to existing National Park Service regulations, policies, and procedures. (See 36 CFR part 9, Subpart A, for mineral development on mining claims; 36 CFR part 9, subpart B, for non-federal oil and gas development; and 43 CFR parts 3100 and 3500, for federal mineral leasing.) A validity examination of unpatented claims in wilderness affected by a proposed plan of operations must be conducted by a certified mineral examiner prior to plan approval. Motorized use in wilderness is allowed only with an approved plan of operations on valid mineral claims and where there is no reasonable alternative. Motorized use for access can occur only on existing or approved roads. There will be no new roads or

improvement of existing roads unless documented as being necessary for resource protection. Any plan of operations that is approved will include stipulations on operations and reclamation that will ensure that long-term effects on the wilderness area are substantially unnoticeable. For access to mining claims in NPS wilderness in Alaska, see 43 CFR 36.10.

6.4.10 Accessibility for Persons with Disabilities

The National Park Service has legal obligations to make available equal opportunities for people with disabilities in all programs and activities. This requirement includes the opportunity to participate in wilderness experiences. Management decisions responding to requests for special consideration to provide wilderness use by persons with disabilities must be in accord with the Architectural Barriers Act of 1968, the Rehabilitation Act of 1973 (as amended in 1978), and section 507(c) of the Americans with Disabilities Act of 1990 (ADA) (42 USC 12207(c)). Such decisions should balance the intent of access and wilderness laws, and find a way of providing the highest level of protection to the wilderness resource.

Section 17.550 of the Secretary of the Interior's regulations regarding the enforcement of non-discrimination on the basis of disability in Department of Interior programs (43 CFR part 17, subpart E) states that agencies are not required to take any actions or provide access that would result in a fundamental alteration in the nature of a program or activity. However, the agency has the burden of proving that compliance would result in a fundamental alteration. This concept is also found in section 507 of ADA.

(See *Accessibility for Persons with Disabilities 8.2.4*, and *9.1.2*. Also see *Director's Order #42: Accessibility for Visitors with Disabilities*)

7

Interpretation and Education



Through 'hands on' experiences, young people learn about park resources and the care that is needed to protect them.

Through interpretive and educational programs, the National Park Service will instill in park visitors an understanding, appreciation, and enjoyment of the significance of parks and their resources. Interpretive and educational programs will encourage the development of a personal stewardship ethic, and broaden public support for preserving park resources.

The purpose of National Park Service interpretive and educational programs is to provide memorable educational and recreational experiences, and to foster the development of a personal stewardship ethic. The Service's programs will do this by forging a connection between park resources, visitors, the community, and park management. Programs will be successful when they use the right combination of original objects and places, firsthand experience, and effective media. For the purposes of this chapter, the terms "visitor" and "park visitor" are defined as anyone who uses a park's interpretive and educational services, regardless of where such use occurs.

The Service will maintain the organizational capability to deliver high-quality interpretive services. High-quality interpretation will be the shared responsibility of all levels of NPS staff, from the Washington and regional directorates, through park superintendents and chief interpreters, to field interpreters and non-interpretive staff. It will be achieved through interpretive and educational services, media, ongoing research, planning, technical excellence in implementation, a well-trained staff, broad public input, and continual reevaluation.

Enjoyment of the parks and their resources is a fundamental part of the visitor experience. That experience is heightened when it progresses from enjoyment to an understanding of the reasons for a park's existence and the significance of its resources. In order to quantify the visitor experience, and in compliance with GPRA, the levels of visitor satisfaction, safety, understanding, and appreciation will be measured.

A fully developed park interpretive and educational program will offer visitors a variety of opportunities to gain understanding and appreciation of park sites and the values they represent. Such opportunities will provide knowledge of park resources and the care needed to protect them, and allow visitors to participate in a recreational activity or a dialogue about park resources. Director's Order #6 and Reference Manual 6 provide additional guidance for the development of interpretive and educational programs.

7.1 Interpretive and Educational Programs

Each park's interpretive and educational program will be grounded in (1) park resources, (2) themes related to the park's legislative history and significance, and (3) park and Service-wide mission goals. The intent will be to provide each visitor with an interpretive experience that is enjoyable and inspirational, within the context of the park's tangible resources and the values they represent. In addition, visitors should be made aware of the purposes and scope of the national park system. Interpretation will encourage dialogue, and accept that visitors have their own individual points of view. Factual information presented will be current, accurate, based on current scholarship and science, and delivered so as to convey park meanings, with the understanding that audience members will draw their own conclusions. Interpretation will also reach out to park neighbors and community decision-makers, to stimulate discussions about the park and its values in local, regional, and national contexts. In addition, interpretive services will help park employees better understand the park's history, resources, processes, and visitors.

An effective park interpretive and educational program will include:

- *Informational and orientation programs* that provide visitors with easy access to the information they need to have a safe and enjoyable park experience.
- *Interpretive programs* that provide both on- and off-site presentations, and are designed to encourage visitors to form their own intellectual or emotional connections with the resource. All successful interpretive programs achieve significance by linking specific tangible artifacts, buildings, and places with ideas, events, and concepts. Interpretive programs facilitate a connection between the interests of visitors and the meanings of the park.
- *Curriculum-based educational programs* that link park themes to national standards and state curricula, and involve educators in planning and development. These programs usually include pre-visit and post-visit materials, address different learning styles, include an evaluation mechanism, and provide learning experiences linked directly to clear objectives. Programs develop a thorough understanding of a park's resources in individual, regional, national, and global contexts, and of the park's place within the national park system.
- *Interpretive media* that provide visitors with relevant park information, and facilitate more in-depth understanding of—and personal connection with—park themes and resources.

(See *Air Quality 4.7.*; *Geologic Resource Management 4.8.*; *Wilderness Interpretation and Education 6.4.2.*; *Energy Management 9.1.7.*; *Visitor Facilities 9.3.*)

7.2 Interpretive Planning

7.2.1. General

Interpretive services and facilities will be developed and operated in accordance with the NPS Organic Act and Strategic Plan, and each park's enabling legislation, general management plan, strategic plan, resource management plan, and comprehensive interpretive plan (CIP). A park's CIP will be closely related to its general management plan. Standards for ensuring high-quality interpretive and educational programs are prescribed in Director's Order #6 and Reference Manual 6.

The management plans, CIP, and other interpretive documents for each park will establish a balance of in-park and outreach interpretive services, based upon criteria such as park significance statements and themes, levels and types of visitor use, the nature of park resources, and park management goals. A variety of tools, such as personal services, publications, exhibits, and audiovisual presentations, will be used to enhance a park's interpretive and educational programs, provide visitors with relevant information, and ensure a high-quality park experience. Recognition that concessioners, cooperating associations, friends groups, and other partners may have an important role in providing interpretive and educational services is most important in planning for the overall visitor services program, and such entities should be included where appropriate in the planning process.

7.2.2 Comprehensive Interpretive Plan

All parks will have a current CIP as defined in Director's Order #6 and Reference Manual 6. The CIP, initiated by the superintendent, and prepared by field staff with support from a regional office or the Harpers Ferry Center (HFC), will form the overall long-term vision and basis for decisions about interpretive and educational programs in the park. It will provide both long- and short-range views, and deal with all media and personal services. The CIP will include the long-range interpretive plan, the annual interpretive plan, and the interpretive database.

7.3 Personal and Non-Personal Services

7.3.1 Personal Services

Personal interpretive services are those in which staff interact with visitors. Examples of personal service programs include the staffing of visitor centers and contact stations, talks, illustrated programs, conducted activities, demonstrations, performing arts, junior ranger programs, special events, and educational programs. Each park will offer a wide variety of personal service programs that take into consideration audience characteristics and available time.

7.3.2 Non-personal Services

Non-personal interpretive services are those that do not require the presence of staff. Media such as park folders and other publications, museum and visitor center exhibits, wayside exhibits, web pages, audiovisual presentations, and radio information systems are all examples. Non-personal services, which can reach large audiences, will maintain a consistent quality of presentation over time. In conjunction with personal services, they will provide opportunities for visitor information, orientation, and understanding of park resources. A Service-wide standard for all NPS informational media will be established.

HFC will be responsible for interpretive media planning, design and production for museum and visitor center exhibits, wayside exhibits, audiovisual productions, publications, and directional signage. Plans or proposals to be accomplished by parks and regions, including privately funded projects, may be reviewed by HFC for appropriateness and quality of design and execution. Proposals from concessioners, cooperating associations, and others may also be reviewed. Projects excluded from the review process include site bulletins, bulletin boards, and other park-initiated or park-approved small projects of a non-permanent nature.

Parks will be responsible for the conservation of historic furnishings and artifacts on exhibit in parks. They may obtain conservation services from HFC or from outside contractors.

(See Acquisition, Management, and Disposition 5.3.5.5.4; Historic Furnishings 5.3.5.5.5; Ethnographic Resources 5.3.5.3; Viewing Devices 9.3.1.6; Interpretation by Concessioners 10.2.4.3. Also see Director's Orders #52C; Park Signage and #70: Internet and Intranet Publications)

7.3.3 Electronic Interpretation

Parks should use electronic communications, such as the Internet and long-distance learning, to enhance their informational, orientation, interpretive, and educational programs. The National Park Service will maintain a site on the World Wide

Web to provide an opportunity for all parks and programs to reach beyond their borders to a world-wide audience. Each park will maintain a home page for the purpose of reaching this audience. Park home pages will comply with Director's Order #70: Internet and Intranet Publications. The world of electronic communications is rapidly and constantly changing, and the NPS will take advantage of developing new technologies that have the potential for even greater service to the visiting public.

7.4 Interpretive Competencies and Skills

A high-quality interpretive and educational program requires a well-trained staff. Park managers will require NPS interpretive personnel, and any non-NPS groups or individuals that provide interpretive and educational services to the public on behalf of the NPS, to develop the knowledge, skills, and abilities necessary for effective interpretation. All NPS interpreters will meet the certification standards for their essential competencies identified in the interpretive development program.

(See Interpretive and Educational Partnerships 7.6; Cooperating Associations 7.6.2; Interpretation by Concessioners 10.2.4.3)

7.5 Requirements for All Interpretive and Educational Services

The following must be considered in the development of all personal and non-personal services:

7.5.1 Access to Interpretive and Educational Opportunities

The National Park Service will ensure, to the greatest extent possible, that persons with disabilities receive the same interpretive opportunities as non-disabled persons. Interpretive and educational programs, exhibits, audiovisual programs, publications, and all other interpretive media will comply with Department of the Interior regulations at 43 CFR part 17, subpart E, and with standards required by the Architectural Barriers Act. Accordingly, the Park Service will ensure that persons with disabilities have the opportunity to participate in, and benefit from, all programs and activities in the most integrated setting appropriate. Additionally, the Service will take all feasible steps to ensure effective communication with individuals with hearing and visual impairments by providing appropriate auxiliary aids, where necessary, in order to afford the opportunity to participate in, and enjoy the benefits of, NPS programs and activities. These steps should include but not be limited to providing sign-language interpreters for visitors with hearing impairments, and providing audio, Braille, and large-print versions of printed materials for those with visual or cognitive disabilities.

Efforts will also be made to ensure that interpretive and educational programs meet the special needs of children, senior citizens, non-English speaking visitors, and the economically disadvantaged. Foreign-language translations of park publications will be provided in those parks visited by substantial numbers of non-English-speaking visitors.

(See Physical Access for Persons with Disabilities 5.3.2; Accessibility for Persons with Disabilities 8.2.4; Accessibility for Persons with Disabilities 9.1.2; Accessibility of Commercial Services 10.2.6.2. Also see Director's Order #42; Reference Manual 41; 43 CFR 17.550)

7.5.2 Interpretive and Educational Services Beyond Park Boundaries

Outreach services are an active part of a balanced visitor services program. A planned outreach program is essential to each unit of the national park system, and firmly establishes parks as parts of the local, national, and global communities. Outreach should be used to disseminate park information, and interpretive and educational programs, beyond park boundaries. All parks have a responsibility to offer interpretive and educational opportunities to members of the public who are unable to make on-site visits.

7.5.3 Resource Issue Interpretation and Education

Park managers are increasingly called upon to make difficult resource decisions, some of which may be highly controversial. Interpretive and educational programs can build public understanding of, and support for, such decisions and initiatives, and for the NPS mission in general. Therefore, parks should, in balanced and appropriate ways, thoroughly integrate resource issues and initiatives of local and Service-wide importance into their interpretive and educational programs. Whenever possible, the appropriate interpretive managers at the national, regional, or park level should be involved in the process. In instances in which programming affects resources managed by other agencies, such agencies should be consulted during program planning. For resource issue interpretation to be effective, frontline interpretive staff must be informed about the reasoning that guided the decision-making process, and interpreters must present balanced views. Resource issue interpretation should be integrated into both on- and off-site programs, as well as into printed and electronic media whenever appropriate. The education of residents and officials of gateway and neighboring communities, the region, and the state(s) surrounding a park about resource issues and broad initiatives is often the most effective means of eliminating resource threats and gaining support for the Service's policy choices.

7.5.4 Research

Interpretive and educational programs will be based on current scholarship and research about the history, science, and condition of park resources, and on research about the needs, expectations, and behavior of visitors. To accomplish this, a dialogue must be established and maintained among interpreters, education specialists, resource managers, scientists, archeologists, sociologists, ethnographers, historians, and other experts, for the purpose of offering the most current and accurate programs to the public.

(See Park Planning Processes 2.3)

7.5.5 Consultation

The National Park Service will present factual and balanced presentations of the many American cultures, heritages, and histories. Consultation with diverse constituencies is essential to the development of effective and meaningful interpretive and educational programs, because it (1) ensures appropriate content and accuracy, and (2) identifies multiple points of view and potentially sensitive issues. When appropriate, state and local agencies involved in heritage tourism and history (such as state historic preservation officers) should be included in consultations to foster coordination and partnerships. Acknowledging multiple points of view does not require interpretive and educational programs to

provide equal time, or to disregard the weight of scientific or historical evidence.

The Service will actively consult traditionally associated peoples and other cultural and community groups in the planning, development, presentation, and operation of park interpretive programs and media relating to their cultures and histories. Cooperative programs will be developed with tribal governments and cultural groups to help the NPS present accurate perspectives on their cultures. Ethnographic or cultural anthropological data and concepts will also be used in interpretive programs, as appropriate. The Service will not display Native American human remains or photographs of those remains. Drawings, renderings, or casts of such remains will not be displayed without the consent of culturally affiliated Indian tribes and native Hawaiian organizations. The Service may exhibit non-Native American remains, photographs, drawings, renderings, or casts thereof, in consultation with traditionally associated peoples. The Service will consult with culturally affiliated or traditionally associated peoples to determine the religious status of any object whose sacred nature is suspected but not confirmed. These consultations will occur before such an object is exhibited or any action is taken that may have an adverse effect on its religious qualities.

(See Evaluation and Categorization 5.1.3.2; Stewardship of Human Remains and Burials 5.3.4; Ethnographic Resources 5.3.5.3; Museum Collections 5.3.5.5)

7.5.6 Cultural Demonstrators

Cultural demonstrators can provide unique insights into their cultures. In order to facilitate their successful interaction with the public, parks may provide cultural demonstrators with training and direction. Cultural demonstrators (in parks outside the National Capital Region) who are not NPS employees may be permitted to sell self-made handcraft items to park visitors, keeping the proceeds for themselves, where such handcrafts are related to the park's interpretive themes. This is allowed under 16 USC 1a-2(g), which authorizes the sale of products produced in the conduct of living exhibits, interpretive demonstrations, or park programs. When this practice is permitted, all materials used in creating such items must be the private property of the demonstrator, collected from outside the park. The superintendent may permit this practice through a cooperative agreement, special use permit, concession contract, or other legal contract.

Titles 8 and 13 of ANILCA regulate the taking of fish, wildlife, and other natural resources for subsistence and other purposes in the Alaska parks.

(See Special Events 8.6.2; Collecting Natural Products 8.8; Merchandise 10.2.4.4. Also see 36 CFR 5.3; 60 FR 17639)

7.5.7 Historic Weapons

All uses of historic weapons in parks will strictly comply with the Historic Weapons Demonstrations Safety Standards contained in Reference Manual 6, and will follow the procedures specified therein for the particular weapon(s) being used.

Weapons firing demonstrations conducted in areas administered by the NPS are restricted to reproduction black-powder weapons only. Original NPS museum weapons will not be

used; no exemptions will be granted. Requests by outside groups or individuals to use non-NPS original weapons will follow the exemption request procedure prescribed in Reference Manual 6, and will be granted or denied in writing by the superintendent.

7.5.8 Reenactments

Battle re-enactments and demonstrations of battle tactics that involve exchanges of fire between opposing lines, the taking of casualties, hand-to-hand combat, or any other form of simulated warfare, are prohibited in all parks. Battle re-enactments create an atmosphere inconsistent with the memorial qualities of the battlefields and other military sites placed in the Service's trust.

7.6 Interpretive and Educational Partnerships

In planning and implementing interpretive and educational programs, superintendents should consider the use of volunteers, concessioners, cooperating associations, field schools and institutes, friends groups, and private individuals to supplement park staff and funds. Such services will not be used as a replacement or substitute for a park's basic interpretive operation. To ensure quality control and appropriateness, NPS interpretive staff will be involved with the planning, approval, training, monitoring, and evaluation of all interpretive services provided by others. Non-NPS personnel providing interpretive services should be offered an opportunity to complete the appropriate interpretive development program training module(s), and/or seek certification in the appropriate competency(ies).

(See Interpretive Competencies and Skills 7.4; Cooperating Associations 7.6.2; Interpretation by Concessioners 10.2.4.3)

7.6.1 Volunteers in the Parks

Volunteer services may be used in various aspects of park operations under the authority of the Volunteers in the Parks

Act of 1969. Pursuant to this legislation, volunteers may be recruited without regard to civil service regulations; are covered for tort liability and work-injury compensation; and may be reimbursed for out-of-pocket expenses while participating in the program. Volunteers will be accepted without regard to race, creed, religion, age, sex, color, national origin, disability, or sexual orientation. Volunteers will not displace NPS employees. NPS housing may be used for volunteers only if available and not needed for NPS employees. Director's Order #7 and Reference Manual 7 provide additional guidance for the volunteer program.

(See Protection 5.3.5.1.4; Housing Management Plans 9.4.3.4. Also see Handbook 36 on Housing)

7.6.2 Cooperating Associations

When appropriate, cooperating associations will join the National Park Service in presenting interpretive and educational programs, and in supporting research efforts as authorized in 16 USC 1-3, 6, and 17j-(2)e. Enabled by a standard, non-negotiable cooperating association agreement, cooperating associations may, consistent with a park's scope-of-sales statement, purchase for re-sale, or produce for sale, interpretive and educational items that are directly related to the understanding and interpretation of the park or the national park system. Associations may offer appropriate and approved interpretive services that support but do not supplant interpretive and educational services offered by the NPS. Associations may accept donations on behalf of the Service when appropriate, and when conducted through approved fund-raising efforts. Service housing may be used for cooperating association employees only if available and not needed for NPS employees. Guidance for managing NPS partnerships with cooperating associations is included in Director's Order #32 and Reference Manual 32.

(See Housing Management Plans 9.4.3.4. Also see Director's Order #21: Donations and Fundraising; Handbook 36 on Housing)

8

Use of the Parks

National parks belong to all Americans, and all Americans should feel welcome to experience the parks. The National Park Service will promote and regulate appropriate use of the parks, and will provide the services necessary to meet the basic needs of park visitors and to achieve each park's mission goals.



The National Park Service will provide visitor enjoyment opportunities that are uniquely suited and appropriate to the superlative natural and cultural resources found within parks.

8.1 General

Many different types of uses take place in the hundreds of parks that comprise the national park system. Some of those uses are carried out by the National Park Service, but many more are carried out by park visitors, permittees, lessees, and licensees. The 1916 Organic Act, which created the National Park Service, directs the Service to conserve park resources "unimpaired" for the enjoyment of future generations. The 1970 National Park System General Authorities Act, as amended in 1978, prohibits the Service from allowing any activities that would cause derogation of the values and purposes for which the parks have been established (except as directly and specifically provided by Congress). Taken together, these two laws impose on NPS managers a strict mandate to protect park resources and values, and a responsibility to actively manage all park uses and, when necessary, to regulate their amount, kind, time, and place. (Throughout Management Policies, the term "impairment" is construed to also encompass "derogation.")

Providing opportunities for appropriate public enjoyment is an important part of the Service's mission. Other park uses—unrelated to public enjoyment—may sometimes be allowed as a right or a privilege if they are not otherwise prohibited by law or regulation. In exercising its discretionary authority, the Service will allow only uses that are (1) appropriate to the purpose for which the park was established, and (2) can be sustained without causing unacceptable impacts to park resources or values. Recreational activities and other uses that would impair a park's resources, values, or purposes cannot be allowed. The only exception is when an activity that would cause impairment is directly and specifically mandated by Congress.

The fact that a park use may have an impact does not necessarily mean it will impair park resources or values for the enjoyment of future generations. Impacts may affect park resources or values and still be within the limits of the discretionary authority conferred by the Organic Act. However, negative or adverse environmental impacts are never welcome in national parks, even when they fall far short of causing impairment. For this reason, the Service will not knowingly authorize a park use that would cause negative or adverse impacts unless it has been fully evaluated, appropriate public involvement has been obtained, and a compelling management need is present. In those situations, the Service will ensure that any negative or adverse impacts are the minimum necessary, unavoidable, cannot be further mitigated, and do not constitute impairment of park resources and values.

When a use is mandated by law, but causes adverse impacts to park resources or values, the Service will take appropriate management actions to avoid or mitigate the adverse effects. When a use is authorized by law, but not mandated, and may cause adverse impacts to park resources or values, the Service will avoid or mitigate the impacts to the point where there will be no unacceptable impacts; or, if necessary, the Service will deny a proposed activity or eliminate an existing activity.

All proposals for park uses will be evaluated for their:

- consistency with applicable laws, Executive orders, regulations, and policies;
- consistency with existing plans for public use and resource management;
- actual and potential effects on park resources and values;
- total costs to the Service, and whether the public interest will be served.

Park superintendents must continually examine all park uses to ensure that unanticipated and unacceptable impacts do not occur. Unless mandated by statute, only uses that meet the criteria listed in section 8.2 may be allowed.

Specific park uses will be guided by the following subsections of this chapter, and must comply also with the other chapters of these Management Policies. The Service will coordinate with appropriate state authorities regarding activities that are subject to state regulation, or to joint state/federal regulation. The regulatory framework for implementing NPS policies governing use of the parks, and for determining when and where activities may be allowed, is found in 36 CFR Parts 2, 3, 4, 5, 7, 12, and 13. Procedures for implementing or terminating a restriction, condition, public use limit, or closure within a park area are found in 36 CFR 1.5 (but see also 36 CFR 13.30 and 43 CFR 36.11(h) for procedures specific to park areas in Alaska). Some activities may be allowed in parks only after park-specific regulations have been published.

(See Park Management 1.4; Consumptive Uses 8.9. Also see Director's Order #12; 36 CFR 2.1)

8.2 Visitor Use

Enjoyment of park resources and values by the people of the United States is part of the fundamental purpose of all parks. The Service is committed to providing appropriate, high quality opportunities for visitors to enjoy the parks, and will maintain within the parks an atmosphere that is open, inviting, and accessible to every segment of American society. However, many forms of recreation enjoyed by the public do not require a national park setting, and are more appropriate to other venues. The Service will therefore:

- Provide opportunities for forms of enjoyment that are uniquely suited and appropriate to the superlative natural and cultural resources found in the parks.
- Defer to local, state, and other federal agencies; private industry; and non-governmental organizations to meet the broader spectrum of recreational needs and demands.

To provide for enjoyment of the parks, the National Park Service will encourage visitor activities that:

- Are appropriate to the purpose for which the park was established; and
- Are inspirational, educational, or healthful, and otherwise appropriate to the park environment; and
- Will foster an understanding of, and appreciation for, park resources and values, or will promote enjoyment through a direct association with, interaction with, or relation to park resources; and
- Can be sustained without causing unacceptable impacts to park resources or values.

The primary means by which the Service will actively foster and provide activities that meet these criteria will be through its interpretive and educational programs, which are described in detail in chapter 7. The Service will also welcome the efforts of private-sector organizations to provide structured activities that meet these criteria. In addition to structured activities, the Service will, to the extent practicable, afford visitors ample opportunity for inspiration, appreciation, and enjoyment through their own personalized experiences, without the formality of program or structure.

The Service will allow other visitor uses that do not meet all the above criteria if they are appropriate to the purpose for which the park was established and they can be sustained without causing unacceptable impacts to park resources or values.

Unless mandated by statute, the Service will not allow visitors to conduct activities that:

- Would impair park resources or values;
- Create an unsafe or unhealthful environment for other visitors or employees;
- Are contrary to the purposes for which the park was established; or
- Unreasonably interfere with:
 - The atmosphere of peace and tranquility, or the natural soundscape maintained in wilderness and natural, historic, or commemorative locations within the park;
 - NPS interpretive, visitor service, administrative, or other activities;
 - NPS concessioner or contractor operations or services; or
 - Other existing, appropriate park uses:

Management controls must be imposed on all park uses to ensure that park resources and values are preserved and protected for the future. If and when a superintendent has a reasonable basis for believing that an ongoing or proposed public use would cause unacceptable impacts to park resources or values, the superintendent must make adjustments to the way the activity is conducted, so as to eliminate the unacceptable impacts. If necessary, the superintendent may (1) temporarily or permanently close a specific area; (2) prohibit a particular use; or (3) otherwise place limitations on the use to ensure that impairment does not occur.

Any closures or restrictions—other than those imposed by law—must be consistent with applicable laws, regulations, and policies, and (except in emergency situations) require a written determination by the superintendent that such measures are needed to:

- protect public health and safety;
- prevent unacceptable impacts to park resources or values;
- carry out scientific research;
- minimize visitor use conflicts; or
- otherwise implement management responsibilities.

When practicable, restrictions will be based on the results of study or research, including (when appropriate) research in the social sciences. Any restrictions imposed will be fully explained to visitors and the public. Visitors will be given appropriate

information on how to keep adverse impacts to a minimum, and how to enjoy the safe and lawful use of the parks.

(See Park Management 1.4; Management of Recreational Use 8.2.2.1. Also see 36 CFR 1.5: "Closures and Public Use Limits"; Director's Order #12: Tourism)

8.2.1 Visitor Carrying Capacity

Visitor carrying capacity is the type and level of visitor use that can be accommodated while sustaining the desired resource and visitor experience conditions in the park. By identifying and staying within carrying capacities, superintendents can prevent park uses that may unacceptably impact the resources and values for which the parks were established. For all zones, districts, or other logical management divisions within a park, superintendents will identify visitor carrying capacities for managing public use. Superintendents will also identify ways to monitor for, and address, unacceptable impacts to park resources and visitor experiences.

When making decisions about carrying capacity, superintendents must utilize the best available natural and social science and other information, and maintain a comprehensive administrative record relating to their decisions. The decision-making process should be based on desired resource conditions and visitor experiences for the area; quality indicators and standards that define the desired resource conditions and visitor experiences; and other factors that will lead to logical conclusions and the protection of park resources and values. The level of analysis necessary to make decisions about carrying capacities is commensurate with the potential impacts or consequences of the decisions. The greater the potential for significant impacts or consequences to park resources and values (or the opportunities to enjoy them), the greater the level of study and analysis needed to support the decisions.

The general management planning process will determine the desired resource and visitor experience conditions that are the foundation for carrying capacity analysis and decision-making. If a general management plan is not current or complete, or if more detailed decision-making is required, a carrying capacity planning process, such as the Visitor Experience and Resource Protection (VERP) framework, should be applied in an implementation plan or an amendment to an existing plan. If the time frame for making decisions is insufficient to allow the application of a carrying capacity planning process, then superintendents must make decisions based on the best available scientific and other information. In either case, such planning must be accompanied by appropriate environmental impact analysis, in accordance with Director's Order #12.

As use changes over time, superintendents must continue to decide if management actions are needed to keep use at acceptable and sustainable levels. If indicators and standards have been prescribed for an impact, the acceptable level is the prescribed standard. If indicators and standards do not exist, the superintendent must determine how much impact can be tolerated before management intervention is required.

If and when park uses reach a level at which they must be limited or curtailed, the preferred choice will be to continue uses that best meet the criteria listed in section 8.2 for preferred uses, and to limit or curtail those that least meet those criteria.

(See Decision-making Requirements to Avoid Impairments 1.4.7; General Management Planning 2.3.1; Carrying Capacity 5.3.1.6; Management of Recreational Use 8.2.2.1. Also see Director's Order #2: Park Planning)

8.2.2 Recreational Activities

The National Park Service will encourage, allow, or not allow recreational activities according to the criteria listed in section 8.2. Examples of recreational activities that may be encouraged or allowed include, but are not limited to, boating, camping, bicycling, fishing, hiking, horseback riding and packing, outdoor sports, picnicking, scuba diving, cross-country skiing, caving, mountain and rock climbing, and swimming. However, not all of these activities will be appropriate or allowable in all parks; that determination must be made on the basis of park-specific planning. Service-wide regulations addressing aircraft use, off-road bicycling, hanggliding, off-road vehicle use, personal watercraft, and snowmobiling require that special, park-specific regulations be developed before these uses may be allowed in parks. (Somewhat different statutory and regulatory provisions apply to snowmobile, motorboat, and aircraft use in units of the national park system in Alaska.)

The Service will monitor new or changing patterns of use or trends in recreational activities, and assess their potential impacts on park resources. A new form of recreational activity will not be allowed within a park until after an environmental analysis has determined that it will not result in unacceptable impacts on park resources. Restrictions placed on recreational uses that have been found to be appropriate will be limited to the minimum necessary to protect park resources and values, and promote visitor safety and enjoyment.

8.2.2.1 Management of Recreational Use

Superintendents will develop and implement visitor use management plans and take management actions, as appropriate, to ensure that recreational uses and activities within the park are consistent with its authorizing legislation or proclamation and do not cause unacceptable impacts to park resources or values. Depending on local park needs and circumstances, these plans may be prepared as coordinated activity-specific documents (such as river use plan, backcountry use plan, wilderness management plan, off-road vehicle use plan, winter use plan); as action plan components of a resource management plan or general management plan; or as a single integrated plan that addresses a broad spectrum of recreational activities. Regardless of their format or complexity, visitor use management plans will (1) contain specific, measurable management objectives related to the activity or activities being addressed; (2) be periodically reviewed and updated; and (3) be consistent with the carrying capacity decisions made in the general management plan.

The Service will seek consistency in recreation management policies and procedures on both a Service-wide and inter-agency basis to the extent practicable. However, because of dif-

ferences in the enabling legislation and resources of individual parks, and differences in the missions of the Service and other federal agencies, an activity that is entirely appropriate when conducted in one location may be inappropriate when conducted in another. The Service will consider a park's purposes and the effects on park resources and visitors when determining the appropriateness of a specific recreational activity.

Superintendents will consider a wide range of techniques in managing recreational use to avoid adverse impacts on park resources and values, or desired visitor experiences. Examples of appropriate techniques include visitor information and education programs; separation of conflicting uses by time or location; "hardening" sites; modifying maintenance practices; and permit and reservation systems. Superintendents may also use their discretionary authority to impose local restrictions, public use limits, and closures, and designate areas for a specific use or activity (see 36 CFR 1.5). Any restriction of appropriate recreational uses will be limited to what is necessary to protect park resources and values, to promote visitor safety and enjoyment, or to meet park management needs. To the extent practicable, public use limits established by the Service will be based on the results of scientific research and other available support data. However, an activity will be restricted or prohibited when, in the judgment of the superintendent, its occurrence, continuation, or expansion would (1) violate the criteria listed in section 8.2, or (2) conflict with the findings of a carrying capacity analysis, and there is no reasonable alternative that would avoid or satisfactorily mitigate the violation or conflict.

Recreational activities that are proposed as organized events or that involve commercialization, advertising, or publicity on the part of participants or organizers are defined as "special events," and are managed in accordance with the policies in section 8.6.2; regulations in 36 CFR 2.50; and criteria and procedures in Director's Order #53: Special Park Uses.

(See Park Planning Processes 2.3; Wilderness Management Planning 6.3.4.2; General Policy 6.4.1; Carrying Capacity 8.2.1; Commercial Visitor Services 8.2.2.2; River Use 8.2.2.3, Backcountry Use 8.2.2.4; fishing 8.2.2.5; Hunting and Trapping 8.2.2.6; Off-road Vehicle Use 8.2.3.1; Snowmobiles 8.2.3.2; Visitor Safety 8.2.5.1; Native American Use 8.5; Special Park Uses 8.6; Collecting Natural Products 8.8. Also see Director's Order #2: Park Planning, and #12: Conservation Planning and Environmental Impact Analysis)

8.2.2.2 Commercial Visitor Services

The Park Service may permit commercial visitor services that are necessary and appropriate for public use and enjoyment of the park, and that are consistent to the highest practicable degree with the preservation and conservation of the park's resources and values. Commercial visitor services:

- Will be operated only under concession contracts or commercial use permits;
- Should not be provided within a park if the identified needs for visitor services can be adequately met outside park boundaries; and
- Must comply with chapter 10; Director's Orders #48A: Concession Management, and 48B: Commercial Use Authorizations; and the regulations found in 36 CFR Part 5.1

(See *Commercial Services 6.4.4; Planning Criteria for Park Concessions 10.2.2.1; Commercial Use Authorizations 8.3*)

8.2.2.3 River Use

A river use management plan will be developed for each park having significant levels of river use, or the potential for such use, unless the planning is accomplished through some other document. Appropriate types and levels of public uses will be identified and managed to prevent adverse impacts on aquatic resources, the riparian environment, and visitor enjoyment. Each river management plan will include specific procedures for disposing of refuse and human waste. Plans should be coordinated with interested state and/or local governments.

(See *Implementation Planning 2.3.3; National Wild and Scenic Rivers System 4.3.4; Water Resource Management 4.6; Flood plains 4.6.4; Wetlands 4.6.5; Grazing by Domestic and Feral Livestock 8.6.8*)

8.2.2.4 Backcountry Use

The Park Service uses the term "backcountry" to refer to primitive, undeveloped portions of parks. This is not a specific management zone, but rather refers to a general condition of land that may occur anywhere within a park. Back-country use will be managed in accordance with a backcountry management plan (or other plan addressing backcountry uses) that is designed to avoid unacceptable impacts on park resources or adverse effects on the visitor enjoyment of appropriate recreational experiences. The Service will seek to identify acceptable limits of impacts, monitor backcountry use levels and resource conditions, and take prompt corrective action when unacceptable impacts occur. Strategies designed to guide the preservation, management, and use of the backcountry and to achieve the park's management objectives will be integrated into the park's backcountry management plan. Backcountry under study, proposed, or recommended for wilderness designation will be managed as wilderness.

The number and types of facilities to support visitor use, including sanitary facilities, will be limited to the minimum necessary to achieve a park's backcountry management objectives and to provide for the health and safety of park visitors. To avoid the need for sanitary facilities, public use levels will be managed, where practicable, in accordance with the natural system's ability to absorb human waste. The Service will not provide refuse containers in backcountry areas. All refuse must be carried out, except that combustible materials may be burned when authorized by the superintendent.

(See *Water Resource Management 4.6, Management Facilities 6.3.10; Wilderness Use Management 6.4; Visitor Carrying Capacity 8.2.1; Waste Management 9.1.6.1; Comfort Stations 9.3.3. Also see Director's Order #83: Public Health*).

8.2.2.5 Fishing

Recreational fishing will be allowed in parks when it is authorized, or not specifically prohibited, by federal law, provided that it does not jeopardize natural aquatic ecosystems or riparian zones. When fishing is allowed, it will be conducted in accordance with applicable federal laws and treaty rights, and state laws and regulations. The Service may restrict fishing activities whenever necessary to achieve management objectives outlined in a park's resource management plan or to otherwise

protect park resources or public safety, unless such restrictions would violate a federal law or treaty. Before the Service issues regulations or other restrictions, representatives of appropriate tribes and state and federal agencies will be consulted to ensure that all available scientific data is considered in the decision-making process. Any such regulations or other restrictions will be developed with public involvement.

Commercial fishing will be allowed only when specifically authorized by federal law or treaty right.

(See *Implementation Planning 2.3.3; Planning for Natural Resource Management 4.1.1; Harvest of Plants and Animals by the Public 4.4.3; Facilities for Water Recreation 9.3.4.2*)

8.2.2.6 Hunting and Trapping

Hunting, trapping, or any other method of harvesting wildlife by the public will be allowed where it is specifically mandated by federal law. Where hunting activity is not mandated, but is authorized on a discretionary basis under federal law, it may take place only after the Service has determined that the activity will not compromise public safety and enjoyment, and that the proposed use is consistent with sound resource management principles.

Hunting and trapping, whether it takes place as a mandated or a discretionary activity, will be conducted in accordance with federal law and applicable laws of the state or states in which a park is located. However, except for Alaska park units (which are subject to regulations published at 36 CFR Part 13), the park in which it occurs must also publish special regulations to govern the activity, and those regulations may be more restrictive than applicable state regulations. For example, the superintendent may designate areas where, and establish periods when, no hunting or trapping will be permitted for reasons of public safety, area administration, wildlife management, or public use and enjoyment. Before the Service issues regulations or other restrictions, representatives of appropriate tribes and state and federal agencies will be consulted to ensure that all available scientific data is considered in the decision-making process. Any such regulations or other restrictions will be developed with public involvement.

(See *Harvest of Plants and Animals by the Public 4.4.3; Genetic Resource Management Principles 4.4.1.2*)

8.2.2.7 BASE Jumping

BASE (Buildings, Antennae, Spans, Earth forms) jumping—also known as fixed object jumping—involves an individual wearing a parachute jumping from buildings, antennae, spans (bridges), and earth forms (cliffs). This is not an appropriate public use activity within national park areas, and is prohibited by 36 CFR 2.17(3).

8.2.3 Use of Motorized Equipment

The variety of motorized equipment—including visitor vehicles, concessioner equipment, and Park Service administrative or staff vehicles and equipment—that operates in national parks has the potential to adversely impact park resources, including the park's natural soundscape. In addition to their natural values, natural sounds, such as waves breaking on the shore, the roar of a river, and the call of a loon, form a valued part of the visitor experience. Conversely, the sounds of motor

vehicle traffic, an electric generator, or loud music can greatly diminish the solemnity of a visit to a national memorial, the effectiveness of a park interpretive program, or the ability of a visitor to hear a bird singing its territorial song. Many parks that appear as they did in historical context no longer sound the way they once did.

The Service will strive to preserve or restore the natural quiet and natural sounds associated with the physical and biological resources of parks. To do this, superintendents will carefully evaluate and manage how, when, and where motorized equipment is used by all those—including park staff—who operate equipment in the parks. Uses and impacts associated with the use of motorized equipment will be addressed in park planning processes. Where such use is necessary and appropriate, the least impacting equipment, vehicles, and transportation systems should be used, consistent with public and employee safety. The natural ambient sound level—that is, the environment of sound that exists in the absence of human-caused noise—is the baseline condition, and the standard against which current conditions in a soundscape will be measured and evaluated.

To meet its responsibilities under Executive Order 13149 (Greening the Government Through Federal fleet and Transportation Efficiency), the Service will develop and implement a strategy to reduce its vehicle fleet's annual petroleum consumption.

(See Soundscape Management 4.9)

8.2.3.1 Off-road Vehicle Use

Off-road motor vehicle use in national park units is governed by Executive Order 11644 (as amended by Executive Order 11989), which defines off-road vehicles as "any motorized vehicle designed for or capable of cross-country travel on or immediately over, land, water, sand, snow, ice, marsh, swamp-land, or other natural terrain" (except any registered motorboat or any vehicle used for emergency purposes). Unless otherwise provided by statute, any time there is a proposal to allow a motor vehicle meeting this description to be used in a park, the provisions of the Executive order must be applied.

Within the national park system, routes and areas may be designated for off-road motor vehicle use only by special regulation, and only when it would be consistent with the purposes for which the park unit was established. Routes and areas may be designated only in locations in which there will be no adverse impacts on the area's natural, cultural, scenic, and esthetic values, and in consideration of other visitor uses. The criteria listed in section 8.2 must also be applied to determine whether off-road vehicle use may be allowed. As required by the Executive order and the Organic Act, superintendents must immediately close a designated off-road vehicle route whenever the use is causing, or will cause, unacceptable adverse effects on the soil, vegetation, wildlife, wildlife habitat, or cultural or historic resources.

NPS administrative off-road motor vehicle use will be limited to what is necessary to manage the public use of designated off-road vehicle routes and areas; to conduct emergency operations; and to accomplish essential maintenance, construction, and resource protection activities that cannot be accomplished reasonably by other means.

(See Park Management 1.4; Minimum Requirement 6.3.5. Also see 36 CFR 4.10)

8.2.3.2 Snowmobiles

Snowmobile use is a form of off-road vehicle use governed by Executive Order 11644 (as amended by Executive Order 11989) and, in Alaska, by provisions of ANILCA (16 USC 3121 and 3170). Implementing regulations are published at 36 CFR 2.18, 36 CFR Part 13, and 43 CFR Part 36.

NPS administrative use of snowmobiles will be limited to what is necessary to manage public use of snowmobile routes and areas; to conduct emergency operations; and to accomplish essential maintenance, construction, and resource protection activities that cannot be accomplished reasonably by other means.

(See Minimum Requirement 6.3.5; Management Facilities 6.3.10; General Policy 6.4.1)

8.2.3.3 Personal Watercraft

Motorized Personal Watercraft (PWC) use is prohibited unless it has been identified as appropriate for a specific park. PWC may be authorized if an evaluation of the park's enabling legislation, resources and values, other visitor uses, and overall management objectives confirms that PWC use is appropriate and consistent with the criteria in section 8.2.

8.2.4 Accessibility for Persons with Disabilities

All reasonable efforts will be made to make NPS facilities, programs, and services accessible to and usable by all people, including those with disabilities. This policy reflects the commitment to provide access to the widest cross section of the public, and to ensure compliance with the intent of the Architectural Barriers Act and the Rehabilitation Act. The Service will also comply with section 507 of the ADA (42 USC 12207), which relates specifically to the operation and management of federal wilderness areas. Specific guidance for implementing these laws is found in the Secretary of the Interior's regulations regarding enforcement of nondiscrimination on the basis of disability in Department of the Interior programs (43 CFR Part 17, Subpart E).

One primary tenet of disability rights requirements is that, to the highest degree reasonable, people with disabilities should be able to participate in the same programs and activities available to everyone else. In choosing among methods for providing accessibility, higher priority will be given to those methods that offer programs and activities in the most integrated setting appropriate. Special, separate, or alternative facilities, programs, or services will be provided only when existing ones cannot reasonably be made accessible. The determination of what is reasonable will be made only after careful consultation with persons with disabilities, or their representatives. Any decision that would result in "less than equal opportunity" is subject to the filing of an official disability rights complaint under the Departmental regulations cited above.

(See Physical Access for Persons with Disabilities 5.3.2; Accessibility for Persons with Disabilities 6.4.10; Accessibility for Persons with Disabilities 9.1.2. Also see Director's Order #16A: Reasonable Accommodation for Applicants and Employees with Disabilities; Director's Order #42: Accessibility for Visitors with Disabilities)

8.2.5 Visitor Safety and Emergency Response

8.2.5.1 Visitor Safety

The saving of human life will take precedence over all other management actions as the Park Service strives to protect human life and provide for injury-free visits. The Service will do this within the constraints of the 1916 Organic Act. The primary—and very substantial—constraint imposed by the Organic Act is that discretionary management activities may be undertaken only to the extent that they will not impair park resources and values.

While recognizing that there are limitations on its capability to totally eliminate all hazards, the Service and its concessioners, contractors, and cooperators will seek to provide a safe and healthful environment for visitors and employees. The Service will work cooperatively with other federal, tribal, state, and local agencies, organizations, and individuals to carry out this responsibility. The Service will strive to identify recognizable threats to the safety and health of persons and to the protection of property by applying nationally accepted codes, standards, engineering principles, and the guidance contained in Director's Orders #50, #58, and #83 and their associated reference manuals. When practicable, and consistent with congressionally designated purposes and mandates, the Service will reduce or remove known hazards and apply other appropriate measures, including closures, guarding, signing, or other forms of education. In doing so, the Service's preferred actions will be those that have the least impact on park resources and values.

The Service recognizes that the park resources it must protect are not only a visitor attraction, but that they may also be potentially hazardous. In addition, the recreational activities of some visitors may be of an especially high-risk, high-adventure type, which pose a significant personal risk to participants, and which the Service cannot totally control. Park visitors must assume a substantial degree of risk and responsibility for their own safety when visiting areas that are managed and maintained as natural, cultural, or recreational environments.

These management policies do not impose park-specific visitor safety prescriptions. The means by which public safety concerns are to be addressed is left to the discretion of superintendents and other decision-makers at the park level, who must work within the limits of funding and staffing. Examples include decisions about whether to install warning signs or artificial lighting; distribute weather warnings or advisories; initiate search and rescue operations, or render emergency aid; eliminate potentially dangerous animals; close roads and trails, or install guardrails and fences; and grant or deny backcountry or climbing permits. Some forms of visitor safeguards—such as fences, railings, and paved walking surfaces—typically found in other public venues may not be appropriate or practicable in a national park setting.

(See Air Quality 4.7.1; Lightscape Management 4.10; General Policy 6.4.1; Siting Facilities to Avoid Natural Hazards 9.1.1.6; Waste Management and Contaminant Issues 9.1.6; Risk Management Program 10.2.4.8; Food Service Sanitation Inspections 10.2.4.14)

8.2.5.2 Emergency Preparedness and Emergency Operations

The National Park Service will develop a program of emergency preparedness in accordance with title VI of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 USC 5195—5197g); National Security Decision Directive 259 (February 4, 1987); Department of the Interior policy; and other considerations at the Washington headquarters, regional, and park levels. The purpose of the program will be to maximize visitor and employee safety and the protection of resources and property. This program will include a systematic method for alerting visitors about potential disasters and evacuation procedures.

Superintendents may assist other agencies with emergencies outside of parks, as authorized by 16 USC 1b(1). To the extent practicable, written agreements with other agencies, in accordance with Director's Order #20, must first be in effect. NPS employees who are outside the area of their jurisdiction, and who are directed by their supervisors to provide emergency assistance to other agencies, will be considered to be acting within the scope of their employment.

Park Service emergency operations will be conducted utilizing the Incident Command System (IS) of the National Interagency Incident Management System. The Unified Command System (within IS) will be utilized when other agencies are involved. Each park superintendent will develop and maintain an emergency operations plan to ensure an effective response to all types of emergencies that can be reasonably anticipated.

As one element of the emergency operations plan, or as a separate document, each park must have an oil and chemical spill response management plan for spills that result from NPS activities or from activities that are beyond the NPS's control (such as commercial through-traffic on roads that pass through a park). The plans will place first priority on responder and public safety. Employees will not be permitted to respond to hazardous material spills unless they are properly qualified and certified in accordance with Director's Order #30C: Hazardous Spill Response. The Service will seek to recover all allowable direct and indirect costs for responding to oil or hazardous materials spills.

Parks that have their own aircraft, or incidents of aircraft contracting, must have an aircraft crash rescue response plan in place.

(See Emergency Management 5.3.1.1. Also see Director's Order 60A: Aviation Management)

8.2.5.3 Search and Rescue

To provide for the protection and safety of park visitors, the Service will make reasonable efforts to search for lost persons, and to rescue sick, injured, or stranded persons. This responsibility may be fulfilled by Service staff or by qualified search-and-rescue organizations or agencies that are capable of responding to life-threatening emergencies pursuant to the terms of a formal agreement. Deceased persons will be evacuated unless the level of risk to the rescue party is found to be unacceptably high. Search managers and superintendents will jointly determine when to terminate a search. The NPS will

not charge visitors for search-and-rescue operations. Search-and-rescue operations will be conducted utilizing the IS.

(See Management Facilities 6.3.10; General Policy 6.4.1)

8.2.5.4 Emergency Medical Services

The Service will make reasonable efforts to provide appropriate emergency medical services for persons who become ill or injured. An emergency medical services program will be maintained to provide transportation of the sick and injured, and emergency pre-hospital care, which may range from minor first aid to advanced life support in various environmental settings. Transportation may include everything from patrol cars and ambulances, to fixed-wing planes and helicopter air ambulances.

Qualified emergency medical services in local communities may be used if such services can respond rapidly enough in life-threatening emergencies. When such services are not available, the NPS will make a reasonable effort to provide a level of emergency medical service commensurate with park needs, and in response to an emergency medical needs assessment. Each superintendent will develop and implement a program to meet those needs, in accordance with Director's Order #51: Emergency Medical Services. Extended emergency medical services operations will be conducted utilizing the IS.

8.2.6 Recreation Fees and Reservations

The National Park Service may charge a recreation admission or use fee at parks when authorized by law. Although these fees may provide for the support of the overall management and operation of parks, they are not intended to totally offset the operational costs associated with a park. Such services include protection; resource management; information and orientation; maintenance of park facilities; and interpretation to foster an understanding and appreciation of each park's resources, management procedures, regulations, and programs. Fees may be instituted for secondary or special services that the NPS cannot, or elects not to, offer because of economic constraints or the need for special skills or equipment, or because they are purely supplemental programs. The Service may also contract for the collection of recreational fees if there is a demonstrated benefit to the collecting park unit. In all cases, fee programs will support park purposes and comply with appropriate Service policies and standards.

(See Commercial Use Authorizations 10.3. Also see Director's Order #22: Fee Collection)

8.2.6.1 Recreation Fees

Visitors who use federal facilities and services for recreation may be required to pay a greater share of the cost of providing those opportunities than the population as a whole. Under the guidelines and criteria established by law and regulation, the Service will collect recreation fees of the appropriate type for its parks, facilities, and programs. No fees will be collected in circumstances in which the costs of collection would exceed revenue, or where prohibited by law or regulation. Fees charged for recreational activities will be collected only in accordance with the applicable authority, and recreation fee revenues will be managed according to law and policy. Fee rates will be reasonable and equitable, and consistent with criteria and procedures contained in law and NPS guidance docu-

ments. Those who lawfully enter or use a park for activities not related to recreation will not be charged an entrance fee, recreation use fee, or special recreation permit fee. Examples of non-recreation exemptions include persons entering parks for

- First Amendment activities, which are exempt from all fees;
- Special park uses such as agricultural, grazing, and commercial filming activities (all of which are subject to special park use fees);
- NPS-authorized research activities;
- Federal, state, tribal, and local government business; and
- Outings conducted for educational purposes by schools and other bonafide educational institutions.

(See Fees 8.6.1.2; first Amendment Activities 8.6.3. Also see 36 CFR 71.13)

8.2.6.2 National Park Reservation Service

To better serve park visitors, to ensure the protection of park resources, or to improve operational efficiency, the NPS will operate a national reservation service of its own, or participate in an inter-agency system. A reservation service may involve campgrounds, other facilities, tours, or other services operated or provided by the NPS for visitors. Existing reservation services may be expanded or new services developed, based on NPS needs.

Superintendents are encouraged to have their parks participate in the Service-wide reservation system whenever it will improve visitor services, better market less-used parks, or improve the efficiency of park administration. In order to avoid duplicative costs and confusion, a park must first determine that a Service-wide system already in operation will not accommodate the park's reservation needs, before participating in some other type of reservation system.

(See Chapter 7: Interpretation and Education)

8.3 Law Enforcement Program

8.3.1 General

The law enforcement program is an important tool in carrying out the National Park Service mission. The objectives of the NPS law enforcement program are (1) the prevention of criminal activities through resource education, public safety efforts, and deterrence; and (2) the detection and investigation of criminal activity and the apprehension and successful prosecution of criminal violators. In carrying out the law enforcement program, the Service will make reasonable efforts to provide for the protection, safety, and security of park visitors, employees, concessioners, and public and private property, and to protect the natural and cultural resources entrusted to its care.

Law enforcement is characterized by high risks and inherent dangers to enforcement officers, and by high public expectations that law enforcement activities will be performed in a professional manner. It is therefore essential that the Service issue clear policies and procedures to guide the law enforcement program, and that commissioned employees receive the training and equipment necessary to perform their jobs successfully. The NPS law enforcement program will be managed and supervised in accordance with all applicable laws and regulations; Part 446 of the Department of the Interior Manual;

these Management Policies; and Director's Order #9: Law Enforcement Program (or U.S. Park Police General Orders, as appropriate). To help sustain the high level of public trust necessary for an effective law enforcement program, commissioned employees will adhere to the Department of the Interior's law enforcement code of conduct, and the standards of ethical conduct found in Reference Manual 9.

The authority and responsibility to manage the law enforcement program will flow from the Director to the regional directors, and from regional directors to park superintendents. To aid in meeting their responsibilities, each park superintendent will prepare a Law Enforcement Needs Assessment and update it at least every three years, guided by the Visitor Management-Resource Protection Assessment Program.

8.3.2 The Context for Law Enforcement

Park law enforcement activities will be managed by superintendents as part of a comprehensive, interdisciplinary effort to protect resources, manage public use, and promote public safety and appropriate enjoyment. This is in keeping with guidance provided by Congress in 1976 when it amended the General Authorities Act (16 USC 1a-3):

The Committee intends that the clear and specific enforcement authority contained in this subsection, while necessary for the protection of the Federal employees so involved, will be implemented by the Secretary to ensure that law enforcement activities in our National Park System will continue to be viewed as one function of a broad program of visitor and resource protection. (House Report No. 94-1569, September 16, 1976)

8.3.3 Shared Responsibilities

Congress has authorized the designation of certain employees as law enforcement officers, with the responsibility to "...maintain law and order and protect persons and property within areas of the National Park System" (16 U.S.C. 1a-6(b)). Only employees who meet the standards prescribed by, and who are designated by, the Secretary of the Interior may perform law enforcement duties. The duties of these commissioned employees will not be limited to just law enforcement; they will also continue to incorporate a diversity of other protection concerns, as stipulated in House Report No. 94-1569.

The Service recognizes that effective enforcement requires a cooperative community effort. Therefore, employees without law enforcement commissions will continue to share responsibility for the protection of park resources and visitors, and they will be expected to report any apparent violations or suspicious activities. All park employees will be trained to recognize, observe, and record criminal acts and illegal activities. The Service will also encourage and assist park neighbors in the development of cooperative crime prevention and detection programs.

Extended law enforcement operations will be conducted using the NIIMS Incident Command System.

8.3.4 Enforcement Authority

Within park boundaries, the Service will fulfill its law enforcement responsibilities using NPS employees. However, the NPS

is authorized by 16 USC 1a-6(c) to appoint (deputize) another agency's qualified personnel as special police when it will benefit the administration of a park area. Deputations may be issued only for the purpose of obtaining supplemental law enforcement assistance during emergencies or special events, and not to delegate NPS law enforcement responsibilities to state or local governments. All such appointments must be approved by the park superintendent and supported by a written agreement with the other agency at the park or national level, except when there is insufficient time because of an emergency law enforcement situation.

The Service is also authorized to use appropriated funds for "Rendering of emergency rescue, fire fighting, and [other] cooperative assistance to nearby law enforcement and fire prevention agencies and for related purposes outside of the National Park System" (16 U.S.C. 1b(1)). This authority will be used only after first determining that such actions will facilitate the administration of the park, or be an effective management tool for obtaining mutual assistance from other agencies. Furthermore, the authority will generally be used only in response to an unexpected occurrence that requires immediate action, which may include one or more of the following:

- Emergency responses such as life or death incidents, serious injury/fatality accident/incident scenes, crime scenes involving the protection of human life, officer in trouble, threat(s) to health or safety of the public.
- Emergency or law enforcement incidents directly affecting visitor safety or resource protection.
- Probable-cause felonies and felonies committed in the presence of and observed by National Park Service rangers.
- Misdemeanors committed in the presence of National Park Service rangers that present an immediate threat to the health and safety of the public.

Cooperative assistance rendered to nearby law enforcement agencies outside of park boundaries should be limited to only those actions or efforts that support or assist those agencies. Further, insofar as 16 USC 1b(1) does not confer arrest authority to NPS personnel who act outside park areas, state arrest authority is first needed before NPS personnel may enforce state law or engage in law enforcement activity. The Service may not assume law enforcement responsibility outside of park boundaries in lieu of the legitimate responsibilities of nearby agencies.

8.3.5 Jurisdiction

The term "jurisdiction" defines the sphere of authority and outlines the boundaries or territorial limits within which any particular authority may be exercised. Jurisdiction may be either "exclusive," "partial," "concurrent," or "proprietary." Insofar as is practicable, the Service will seek to acquire concurrent legislative jurisdiction for all units of the national park system, as required by the 1976 amendment to the General Authorities Act. Concurrent jurisdiction allows the NPS to enforce federal criminal statutes and also to assimilate state law under 18 USC 13, when no applicable federal law or regulation exists. Concurrent jurisdiction will allow for the more efficient conduct of both state and federal law enforcement functions within the parks.

8.3.6 Use of Force

Commissioned employees may use a wide variety of defensive equipment and force options in response to various threats and other enforcement situations. The primary consideration is the timely and effective application of the appropriate level of force required to establish and maintain lawful control. The only justifications for the use of force are:

- To defend self;
- To defend others;
- To effect an arrest;
- To restrain or control violent, threatening, or resistive behavior, or to disperse an unlawful group.

Commissioned employees may use deadly force only when necessary; that is, when the ranger has an objectively reasonable belief, in light of the facts and circumstances confronting the ranger, that the subject of such force poses an imminent danger of death or serious physical injury to the ranger or to another person. "Deadly force" is the use of any force that is likely to cause death or serious physical injury. Deadly force does not include force that is not likely to cause death or serious physical injury, but unexpectedly results in such death or injury.

If force other than deadly force reasonably appears to be sufficient to accomplish an arrest or otherwise accomplish the law enforcement purpose, that is the preferred level of force. In no instance may deadly force be utilized unless such use is objectively reasonable under the circumstances.

Animals may be destroyed when necessary in self-defense or in the defense of others. Pets or feral animals that are running at large and observed in the act of killing, injuring, or molesting humans, livestock, or wildlife may be destroyed, as provided by regulations at 36 CFR 2.15(c).

8.3.7 Public Information and Media Relations

The National Park Service will provide information to the public and the news media in accordance with applicable laws, Departmental policy, and Director's Order #75: Media Relations. Superintendents should identify appropriate opportunities to (1) enhance deterrence by publicizing arrests, weapons seizures, and successful prosecutions; (2) highlight cooperation and assistance activities such as Park Watch; and (3) educate the public about the full range of threats to, and the difficulty in protecting, park resources.

The right of the public to obtain information about government operations and activities is subject to the requirements of FOIA and the Privacy Act.

8.4 Overflights and Aviation Uses

A variety of aircraft, including military, commercial, general aviation, and aircraft used for National Park Service administrative purposes, fly in the airspace over national parks. While there are many legitimate aviation uses, overflights can adversely affect park resources and values and interfere with visitor enjoyment. The Service will take all necessary steps to avoid or to mitigate adverse effects from aircraft overflights.

Because the nation's airspace is managed by the Federal Aviation Administration (FAA), the Service will work constructively and cooperatively with the FAA, as well as with national defense and other agencies, to ensure that authorized aviation activities affecting units of the national park system occur in a safe and appropriate manner, with minimal impact on park resources and values and visitor experiences. The Service will build and maintain a cooperative and problem-solving relationship with national defense agencies to address the congressionally mandated mission of each agency, and which will prevent or mitigate any adverse effects of military training or operational flights on park resources or visitors. Cooperation is essential because the other agencies involved have statutory authorities and responsibilities that must be recognized by the Service.

(See Soundscape Management 4.9. Also see Director's Orders #47: Soundscape Preservation and Noise Management; #60: Aviation Management)

8.4.1 Alaska and Remote Areas

Aviation can provide an important, and in some cases the preferred, means of access to remote areas in certain parks, especially in Alaska. In such cases, access by aircraft may make an important contribution to the protection and enjoyment of those areas. Dependence on aviation will be fully considered

and addressed in the planning process for those parks. Alaska parks have specific regulations concerning fixed-wing aircraft, published at 36 CFR Part 13, and 43 CFR 36.11(f).

8.4.2 Education

The Service will develop educational materials for the general public and for aviation interests, describing the importance of the natural soundscape and tranquility to park visitors, as well as the need for cooperation from the aviation community.

(See Chapter 7: Interpretation and Education; Soundscape Management 4.9)

8.4.3 General Aviation

The Service will work closely with the FAA and with general aviation organizations to ensure that general aviation operations over units of the national park system are conducted in accordance with applicable FAA advisories and "fly-friendly" techniques and procedures designed to help pilots minimize impacts on national parks. The Service will seek the assistance of these organizations in problem resolution if general aviation concerns arise over national parks.

8.4.4 Administrative Use

Aviation is a necessary and acceptable management tool in some parks when used in a manner consistent with the NPS mission. Aviation activities will comply with all applicable policies and regulations issued by the Department of the Interior, the FAA, and the NPS. In its administrative use of aircraft, the Service will:

- Use, to the maximum extent practicable, the quietest aircraft available for its aviation operations.
- Limit official use of flights over parks to those needed to support or carry out emergency operations or essential management activities in cases where there are no practical

alternatives or when alternative methods would be unreasonable. Full consideration will be given to safety; wilderness management implications; impacts on resources, values, or visitors; impacts on other administrative activities and overall cost-effectiveness.

- Plan, schedule, and consolidate flights so as to avoid or minimize adverse impacts on park resources and values and visitor enjoyment.
- Require other agencies that request to use aircraft within park boundaries to comply with the standards and policies applicable to NPS aircraft.

(Also see *Director's Order #60: Aviation Management*)

8.4.5 Military Aviation

The Service will work cooperatively with agencies of the Department of Defense in order to address the congressionally mandated missions of all agencies. In addition, the Service will prevent or strive to mitigate any adverse effects of overflights related to military training or operational low-level overflights on park resources, values, or visitor experiences in national park units. Superintendents are responsible for opening lines of communication with base commanders controlling Military Training Routes or Military Operations Areas that may affect their parks, and for developing formal agreements that mitigate identified impacts.

8.4.6 Commercial Air Tour Management

The National Parks Air Tour Management Act of 2000, and implementing FAA regulations, provide for a joint FAA/NPS planning process that will lead to the management of commercial air tours over national parks by the FAA (with the exception of parks in Alaska, which are specifically excluded from the process). The NPS, as a cooperating agency, will assist the FAA in developing an air tour management plan (ATMP) for each park with existing or proposed air tours. Superintendents will work cooperatively with the FAA, air tour operators, and other stakeholders in the development of ATMPs, and will determine the nature and extent of impacts on natural and cultural resources and visitor experience opportunities inside park boundaries. The FAA, with responsibility for ensuring the safe and efficient use of the nation's airspace and for protecting the public health and welfare from aircraft noise, will implement the ATMP and regulate commercial air tours in accordance with it.

8.4.7 Permitted Overflights

When issuing permits for activities such as filming or research, in which the use of aircraft is proposed, the superintendent will impose conditions to protect park resources and values from adverse impacts. Permit requests will be denied if the activity will have unacceptable impacts on a park's resources, values, or desired visitor experiences.

8.4.8 Airports and Landing Sites

Private or commercial aircraft may be operated in parks only on lands or water surfaces designated by the Park Service as landing sites through special regulation. (See section 8.4.1 regarding Alaska and some remote areas.) The Service will evaluate and manage aircraft landing sites under its jurisdiction to ensure that the use of the sites will have no unacceptable impacts on park resources and values, public safety, or visitor enjoyment. Existing sites that meet these criteria and that have been designated as a result of previously established use may be retained as long as

the administrative need for them continues. New sites will be designated only where essential to provide administrative access to remote areas (other than wilderness), and only where the site can be established, used, and maintained without the need for new construction or major site improvements.

The National Park Service will also work with entities having jurisdiction over landing sites and airports adjacent to parks for the purpose of preventing, reducing, or otherwise mitigating the effects of aircraft operations. Whether landing sites or airports are situated within or adjacent to parks, the objective will be to minimize noise and other impacts, and confine them to the smallest and most appropriate portion of the park as possible, consistent with safe aircraft operations.

(Also see 36 CFR 2.17; 43 CFR 36.11(f); *Reference Manual* 47)

8.5 Native American Use

The National Park Service will develop and implement its programs in a manner that reflects knowledge of and respect for the cultures of Native American tribes or groups with demonstrated ancestral ties to particular resources in parks. Evidence of such ties will be established through systematic archeological or ethnographic studies, including ethnographic oral history and ethnohistory studies, or a combination of these sources. For purposes of these policies, the term "Native American" includes American Indians, Alaskan natives, native peoples of the Caribbean, native Hawaiians, and other native Pacific islanders. The term will be applicable to federally and state-recognized tribes and to those Native Americans who are defined by themselves and known to others as members of a named cultural unit that has historically shared a set of linguistic, kinship, political, or other distinguishing cultural features.

The Service will regularly and actively consult with traditionally associated Native American individuals or groups regarding planning, management, and operational decisions that affect subsistence activities, sacred materials or places, or other ethnographic resources with which they are historically associated. Information about the outcome of these consultations will be made available to those consulted.

In developing its plans and carrying out its programs, the Service will ensure the following:

- Park Service general regulations governing access to and use of natural and cultural resources in parks will be applied in an informed and balanced manner that is consistent with park purposes, does not unreasonably interfere with Native American use of traditional areas or sacred resources, and does not violate the criteria listed in section 8.2 for use of the parks.
- Superintendents will establish and maintain consulting relationships with potentially affected Native American tribes or groups.
- Management decisions will reflect knowledge about and understanding of potentially affected Native American cultures and people, gained through research and consultations with the potentially affected groups.

AIRFA (42 USC 1996) states that "henceforth it shall be the policy of the United States to protect and preserve for

American Indians their inherent right to freedom to believe, express, and exercise the traditional religions of the American Indians, Eskimo, Aleut, and Native Hawaiians, including but not limited to access to sites, use and possession of sacred objects, and the freedom to worship through ceremonials and traditional rites." The National Park Service recognizes that site-specific worship is vital to Native American religious practices. As a matter of policy, and in keeping with the spirit of the law, the Service will be as unrestrictive as possible in permitting Native American tribes access to park areas to perform traditional religious, ceremonial, or other customary activities at places that have been used historically for such purposes, provided the criteria listed in section 8.2 for use of the parks are not violated. In allowing religious access by other entities, including nonrecognized Indian groups, the NPS will consider requests individually, being mindful to not take actions which will either advance or inhibit religion. The Service will not direct visitor attention to the performance of religious observances unless the Native American group so wishes.

With regard to consumptive use of park resources, current NPS policy is reflected in regulations published at 36 CFR 2.1. These regulations allow superintendents to designate certain fruits, berries, nuts, or unoccupied seashells which may be gathered by hand for personal use or consumption if it will not adversely affect park wildlife or the reproductive potential of a plant species, or otherwise adversely affect park resources. The regulations do not authorize the taking, use, or possession of fish, wildlife, or plants for ceremonial or religious purposes, except where specifically authorized by Federal statute or treaty rights, or where hunting, trapping, or fishing are otherwise allowed. These regulations are under review, and NPS policy is evolving in this area.

The Service will protect sacred resources to the extent practicable and in a manner consistent with the goals of the traditionally associated Native American tribe or group, when authorized under NHPA. The location and character of sacred sites will be withheld from public disclosure, if disclosure will cause significant invasion of privacy, risk harm to the historic resource, or impede the use of a traditional religious site by practitioners.

As with other non-recreational users, members of Native American tribes or groups may enter parks for traditional non-recreational activities without paying an entrance fee.

The ceremonial use of peyote will be limited to members of the Native American Church during religious ceremonies, in accordance with regulations of the Department of Justice, Drug Enforcement Administration ("Special Exempt Persons, Native American Church," 21 CFR 1307.31).

(See Consultation 5.2.1; Ethnographic Resources 5.3.5.3; first Amendment Activities 8.6.3; Consumptive Uses 8.9. Also see Executive Order 13007; Director's Orders #71A: Relationships with Indian Tribes, and #71B: Indian Sacred Sites)

8.6 Special Park Uses

8.6.1 General

A special park use is defined as a short-term activity that takes place in a park area, and that:

- Provides a benefit to an individual, group, or organization rather than the public at large;
- Requires written authorization and some degree of management control from the Service in order to protect park resources and the public interest;
- Is not prohibited by law or regulation;
- Is not initiated, sponsored, or conducted by the Service; and
- Is not managed under a concession contract (see chapter 10), a recreation activity for which the NPS charges a fee, or a lease (see chapter 5).

8.6.1.1 Requests for Permits

Each request to permit a special park use or to renew authorization of an existing use will be reviewed and evaluated by the superintendent according to the terms of applicable legislation, regulations, and management planning documents, using criteria and procedures outlined in Director's Order #53: Special Park Uses. When considering permit requests, superintendents will take into account the Service-wide implications of their decisions. A superintendent must deny initial requests, or requests for renewal, upon finding that the proposed activity would not be allowed under the criteria listed in section 8.2. The superintendent likewise must terminate previously authorized special park uses based on such a finding.

8.6.1.2 Fees

Appropriate fees for cost recovery, as well as performance bond and liability insurance requirements, will be imposed, consistent with applicable statutory authorities and regulations. All costs incurred by the Service in writing the permit, monitoring, providing protection services, restoring park areas, or otherwise supporting a special park use will be reimbursed by the permittee. When appropriate, the Service will also include a fair charge for the use of the land or facility.

(See Park Management 1.4; Recreation Fees and Reservations 8.3; Special Events 8.6.2)

8.6.2 Special Events

8.6.2.1 General

Special events—such as sports, pageants, regattas, public spectator attractions, entertainment, ceremonies, and encampments—may be permitted by the superintendent when (1) there is a meaningful association between the park area and the event, and (2) the event will contribute to visitor understanding of the significance of the park area. However, a permit must be denied if the event would be disallowed under the criteria listed in section 8.2. The superintendent must ensure that appropriate permit conditions are imposed for special events.

The Park Service will not permit the public staging of special events that are conducted primarily for the material or financial benefit of organizers or participants; or are commercial in nature; or that demand in-park advertising or publicity; or for which a separate public admission fee is to be charged. However, park buildings or specially designated locations that are suitable and appropriate may be made available for private, "by-invitation-only" events. Admission fees for, or any other monies associated with the "by-invitation-only" event, may not be collected by the permittee on park premises.

Large scale events will be managed utilizing the NIBS Incident Command System.

(See Special Events 6.4.5; Personal Services 7.3.1; Cultural Demonstrators 7.5.6; Facilities for Arts and Culture 9.3.1.7. Also see 36 CFR 2.50 and 36 CFR 7.96)

8.6.2.2 Helium-Filled Balloons

Helium-filled balloons pose a danger to the health and safety of marine wildlife (such as sea turtles and sperm whales) and create a litter problem. Therefore, no releases of helium-filled balloons into the atmosphere within a park will be authorized, except for research or planning purposes. Releasing balloons indoors where they can be retrieved may be authorized under permit.

8.6.2.3 Fireworks Displays

Fireworks displays will not be permitted if they pose an unacceptable risk to park resources or values. In all instances, the decision to approve or deny a request will be made by the superintendent, following consultation with the regional safety officer. Fireworks displays will be conducted in compliance with the National Fire Protection Association Code for the Display of Fireworks (NFPA 1123).

8.6.2.4 Sale of Food or Merchandise

The sale of food in the parks is allowed when managed under a permit which does not conflict with a concession contract, and complies with applicable public health codes and Director's Order #83: Public Health. The sale of printed material as defined in 36 CFR 2.52, 36 CFR 7.96(k), and Reference Manual 53, is allowed; but the sale of all other merchandise, including, but not limited to, T-shirts, clothing, and arts and crafts, is prohibited. These restrictions do not apply to sales operations managed under concession contracts or under agreements with cooperating associations operating within their designated sales areas. *(For the sale of products produced in the conduct of living exhibits, interpretive demonstrations, or park programs, see section 7.5.6 of chapter 7.)*

(Also see 60 FR 17639, April 7, 1995)

8.6.3 First Amendment Activities

The National Park Service will authorize the use of park land for public assemblies, meetings, demonstrations, religious activities, and other public expressions of views protected under the First Amendment of the U.S. Constitution, in accordance with NPS regulations. To ensure public safety and the protection of park resources and values, and to avoid assigning the same location and time to two or more activities, the Service may manage these activities by issuing a permit to regulate the time, location, number of participants, use of the facilities, and number and type of equipment used, but not the content of the message presented.

For all parks except those within the National Capital Region, locations that are available for public assemblies and other First Amendment activities, including the sale and distribution of printed matter, will be so designated by the superintendent on a map in accordance with procedures and criteria found in NPS regulations (36 CFR 1.5, 1.7, 2.51, and 2.52), unless the sites are otherwise protected from public disclosure, such as sites sacred to Native Americans or sites with vulnerable natural and cultural resources. National Capital Region parks

are subject to special demonstration regulations found at 36 CFR 7.96(g)(4)(iii), and do not have such areas designated by the superintendent.

When the Service allows one group to use an area or facility for expressing views, it must provide other groups with a similar opportunity, if requested. No group wishing to assemble lawfully may be discriminated against or denied the right of assembly, provided that all permit conditions are met. Whenever religious activities are conducted in parks, any Park Service actions pertaining to them must reflect a clearly secular purpose, must have a primary effect that neither advances nor inhibits religion, and must avoid "excessive governmental entanglement with religion."

NPS staff on duty in an area in which a First Amendment activity is being conducted will be neutral toward the activity, but will remain responsible for the protection of participants, spectators, private property, public property, and park resources. On-duty staff may not participate in a First Amendment activity. NPS employees exercising their First Amendment rights when off-duty must not, in any way, imply any official Park Service endorsement of the activity.

When a permit is requested for the exercise of first Amendment rights, including freedom of assembly, speech, religion, and the press, the superintendent will issue the permit without any requirement for fees, cost recovery, bonding, or insurance. The superintendent will issue or deny a first Amendment permit request under 36 CFR 2.51 within 2 business days after receiving a proper application. National Capital Parks subject to special demonstration regulations found at 36 CFR 7.96(g)(3) are deemed granted within 24 hours of receipt.

(See Confidentiality 5.2.3. Also see Reference Manual 53)

8.6.4 Rights-of-Way for Utilities and Roads

8.6.4.1 General

A right-of-way is a special park use allowing a utility to pass over, under, or through NPS property. It may be issued only pursuant to specific statutory authority, and generally only if there is no practicable alternative to such use of Park Service lands. The criteria listed in section 8.2 must also be met.

When an application for a right-of-way is submitted, the superintendent will establish conditions, and develop documentation of compliance with NEPA, NHPA, and other statutory compliance requirements as appropriate. Due to the potentially high costs and values associated with rights-of-way, special attention will be paid to fees and the recovery of a fair market value for use of the land. New rights-of-way will be executed by the regional director; conversions from other authorizing documents, amendments, and renewals of existing rights-of-way may be signed by the superintendent. A right-of-way issued by the Park Service is considered a temporary document, and does not convey an interest in land.

National Park Service regulations pertaining to the issuance of rights-of-way are in 36 CFR Part 14; Department of the Interior regulations pertaining to rights-of-way in Alaska are found in 43 CFR Part 36. Additional guidance can be found

in Director's Order #53, and Reference Manual 53: Special Park Uses. A utility or road right-of-way proposed for a park in Alaska is subject to the authorities and procedural requirements of title XI of ANILCA.

(See Park Management 1.4, Rights-of-Way 6.4.8. Also see Director's Order #53)

8.6.4.2 Utilities

Utility rights-of-way over lands administered by the NPS are governed by statutory authorities in 16 USC 5 (electrical power transmission and distribution, radio and TV, and other forms of communication facilities), and 16 USC 79 (electrical power, telephone, and water conduits). Rights-of-way issued under 16 USC 5 or 79 are discretionary, and conditional upon a finding by the Service that the proposed use will not cause unacceptable impacts to park resources, values, or purposes, and is not incompatible with the public interest.

8.6.4.3 Telecommunication Antenna Sites

Requests to site non-NPS telecommunication antennas and related facilities on Park Service lands will be considered in accordance with the Telecommunications Act of 1996 (47 USC 332 note), which authorizes the NPS to issue rights-of-way permits for telecommunications services. Superintendents will accept an application for a telecommunications antenna site only from a Federal Communications Commission licensee authorized to provide these services.

As with other special park uses, telecommunication proposals must meet the criteria listed in section 8.2. In addition:

- Superintendents will encourage preliminary meetings with telecommunication antenna applicants who wish to discuss the pending applications and address NPS concerns. Similar meetings should be held during the decision-making process, as necessary, particularly if the superintendent is considering denying the application.
- Superintendents will consider the safety of the visiting public when reviewing telecommunication antenna applications, including the potential benefit of having telephone access to emergency law enforcement and public safety services.
- Reviews under NEPA and NHPA will be conducted expeditiously and consistent with all applicable statutes, and within timetables established under Director's Order #53.

8.6.4.4 Roads and Highways

Right-of-way permits are not issued for roads and highways within the federal aid highway system. These highways require specific statutory authority. A request for lands for highway purposes under 23 USC 107(d) or 317 is subject to compliance with 23 USC 138—commonly referred to as 4(f). The 4(f) evaluation is to be completed by the Secretary of Transportation and concurred in by the Secretary of the Interior. There are no general NPS statutory authorities for non-NPS roads or for gas pipelines; however, individual park enabling legislation may provide such authorizations. If park-specific enabling legislation is absent, the Service will generally object to proposals for the use of park lands for highway purposes that do not directly benefit a park.

(See Fees 8.6.1.2; Non-NPS Roads 9.2.1.2, Construction and Expansion Proposals 9.2.1.2.2. Also see Director's Order #87D: Non-NPS Federal Aid Roads)

8.6.5 Access to Private Property

The Park Service will not prevent access to the private property of adjacent landowners, as well as the property of landowners within park boundaries, when

- It would contribute in a material way to the park's mission, without causing unacceptable impacts to park resources or values, or the purposes for which the park was established; or
- Access is the landowner's right by law or by deed reservation.

When one of these circumstances exist, commercial vehicles will be allowed access to private property only in accordance with 36 CFR 5.6, "Commercial Vehicles."

8.6.6 Filming and Photography

8.6.6.1 General

The National Park Service will encourage filming and photography when it will promote the protection and public enjoyment of park resources, provided that the activity does not violate the criteria listed in section 8.2.

Filming and photography activities that do not necessarily promote the protection and public enjoyment of parks, but which meet the section 8.2 criteria, will also be permitted. For the purposes of this policy, "filming" is defined as any technology that may be used for recording images or the sound tracks associated with them, including still, motion, and video filming.

8.6.6.2 Permits and Fees

A permit will be required for any filming or photography that (1) involves the use of a model, set, or prop; (2) requires entry into a closed area; or (3) requires access to the park after normal visiting hours.

A permit will not be required for a visitor using a camera and/or a recording device for his/her own personal use within normal visitation areas and hours. Press coverage of breaking news never requires a permit; however, it is subject to the restrictions and conditions necessary to protect park resources and public health and safety, and to prevent impairment of park resources and values.

Appropriate fees for cost recovery and use of Park Service lands and/or facilities, as well as performance bond and liability insurance requirements, will be imposed. All costs incurred by the Service in writing the permit, monitoring, providing protection services, or otherwise supporting filming or photography activities will be reimbursed by the permittee as a condition of the permit.

8.6.6.3 NPS Participation

The Service's participation is governed by the following:

- The NPS may actively assist filming and photography activities that promote public understanding and appreciation of the national park system, and the Director may authorize use of the arrowhead symbol for such filming projects.
- A superintendent may request a credit line, provided that the content or subject matter of the filming project would not reflect adversely on the National Park Service.
- Park Service employees, while on duty or in uniform, will not be employed by filming permittees.

8.6.8.3 Management Plans

Each park that allows domestic or feral livestock, including parks where the livestock use is administered by another agency, will prepare a livestock management plan designed to sustain and protect park resources and values. Restrictions will be placed on the amount and type of use to protect resources and values, and to minimize conflicts with visitors. Particular attention will be given to protecting wetland and riparian areas, sensitive species and their habitats, water quality, and cultural resources. Natural and cultural resource protection will be given first priority when determining livestock management priorities. A monitoring program must be implemented, and will be used to detect change and adjust management to protect resources.

Plans will include an evaluation of impacts as directed by NEPA and NHPA. Benefits and impacts must be carefully weighed. A rigorous assessment is especially important for areas with unique natural and cultural resources, low precipitation, limited vegetation cover, water quality concerns, highly erodible soils, or sensitive species. Areas that have been continuously grazed for long periods, or that are in poor ecological health, will require special emphasis in the plan. Until a plan is completed for livestock operations or recreational stock, environmental impact analysis will be done when the permitting document is issued or renewed.

8.6.8.4 Permitting Instruments

Livestock activities by parties other than the NPS will be conducted only pursuant to the terms and conditions of a special use permit, lease, concession contract, or commercial use authorization. The use of a lease (versus some other instrument) is appropriate only when (1) specifically authorized by the park's enabling legislation; or (2) it is part of an historic preservation program authorized by 16 USC 470h-3; or (3) the livestock use is associated with a building that is leased pursuant to 16 USC 1a-2(k).

In addition to any other penalty provisions, violation of the terms and conditions of the permitting instrument may result in revocation of the livestock use privilege. In parks where the NPS shares livestock allotment management with another government agency, or where another government agency, through legislation, administers the use, a general agreement between agencies is necessary to describe the relationship and responsibilities.

8.6.8.5 Structures

No structures except those specifically authorized by law or approved by the National Park Service will be allowed in parks to increase livestock numbers, sustain livestock in areas in which they cannot otherwise be sustained, or introduce livestock into areas that previously have not been open to livestock. The Service will not expend funds to construct or maintain livestock structures unless there is a direct benefit to the protection of park resources. The permittee may be required to remove structures when livestock activities are no longer authorized.

(See Management of Exotic Species 4.4.4; Water Resource Management 4.6; Identification and Designation of the Wilderness Resource 6.2; Grazing and Livestock Driveways 6.4.7; Equestrian Trails 9.2.3.3; Miscellaneous Management Facilities 9.4.5. Also see Director's Order #77-3: Domestic and Feral Livestock, and Reference Manual 77-3: Director's

Order #53: Special Park Uses, and Reference Manual 53; Director's Order #77-7: Integrated Pest Management)

8.6.9 Military Operations

In general, military activities are discouraged in parks, except for study of military history at related NPS sites. Periodically, an armed services unit may request the use of park areas for non-combat exercises such as search-and-rescue and outdoor survival. Determining when and where military units may conduct such activities is a discretionary decision of the superintendent. A permitted military activity must conform to the following conditions:

- A permit will be issued that clearly states all necessary conditions or stipulations to protect park resources and visitors;
- All applicable park rules and regulations will be followed;
- No weaponry will be carried, displayed, or used, except for ceremonial purposes or authorized public demonstrations;
- The activity will be conducted away from visitor use locations and out of public view (except where a public demonstration is specifically authorized);
- The military organization will designate a liaison officer who will be available to the superintendent throughout the exercise; and
- Permittees will be educated about how the purpose, mission, and regulations of the park differ from their own missions, especially in regard to resource protection and visitor use and enjoyment.

National security and law enforcement agencies, such as the CIA, FBI, and state police, may wish to conduct similar exercises. These requests should be evaluated in the same way as military special use requests.

8.6.10 Cemeteries and Burials

8.6.10.1 National Cemeteries

All national cemeteries administered by the National Park Service will be managed as historically significant resources, and as integral parts of larger historical parks. Burials in national cemeteries will be permitted, pursuant to applicable regulations, until available space has been filled. The management and preservation of national cemeteries are subject to the provisions of the National Cemeteries Act of 1973; NPS "National Cemetery Regulations" (36 CFR Part 12); and Director's Order #61: National Cemeteries.

The enlargement of a national cemetery for additional burials constitutes a modern intrusion, compromising the historical character of both the cemetery and the historical park, and will not be permitted.

8.6.10.2 Family Cemeteries

The burial of family members in family cemeteries that have been acquired by the Park Service in the course of establishment of parks will be permitted to the extent practicable, pursuant to applicable regulations, until space allotted to the cemeteries has been filled. Family members (or their designees) will be allowed access for purposes of upkeep and commemoration (such as wreath-laying and religious rituals) that do not jeopardize safety or resource protection. Park superintendents will keep active files on cemeteries for the purpose of responding to requests and inquiries.