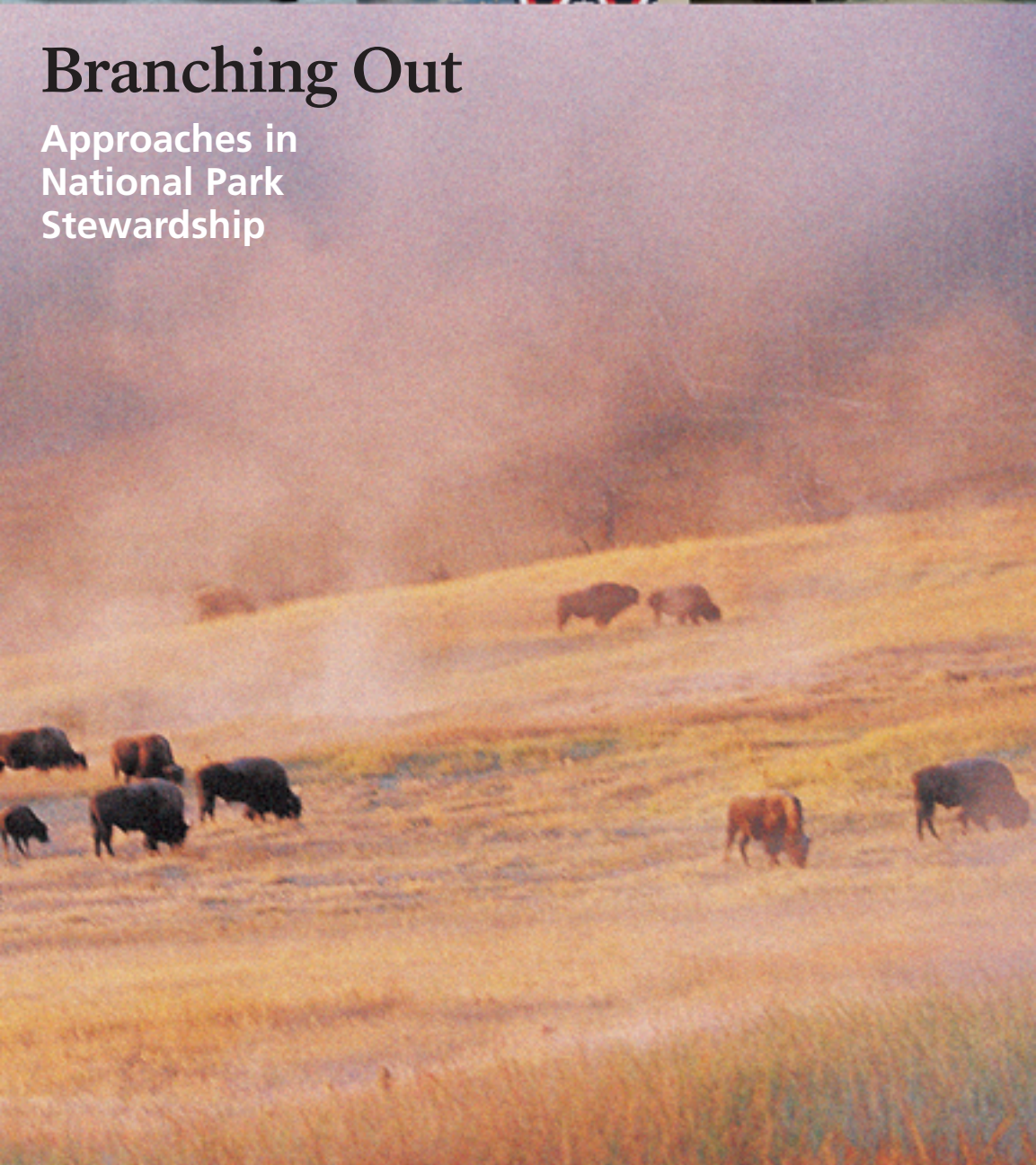
National Park Service
U.S. Department of the Interior

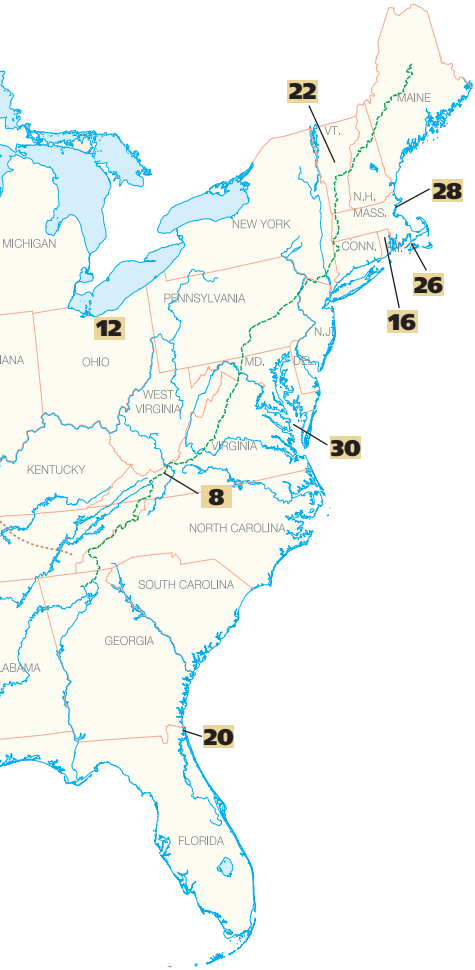
Branching Out

Approaches in National Park Stewardship



14
4
WASHINGTON
MONTANA
NORTH DAKOTA
MINNESOTA
21
OREGON
IDAHO
WISCONSIN
SOUTH DAKOTA
WYOMING
IOWA
NEBRASKA
ILLINOIS
10
NEVADA
UTAH
COLORADO
KANSAS
25
MISSOURI
CALIFORNIA
6
7
18
TENNESSEE
ARKANSAS
ARIZONA
OKLAHOMA
29
NEW MEXICO
MISSISSIPPI
24
LOUISIANA
26
TEXAS
23
ALASKA
15
HAWAII

Contents



Cover photo: Bison graze at Yellowstone, the world's first national park, established in Wyoming in 1872.

Introduction 2

Glacier National Park 4
Canyon de Chelly National Monument 6
Hubbell Trading Post National Historic Site 7
Appalachian National Scenic Trail 8
Golden Gate National Recreation Area 10
Cuyahoga Valley National Park 12
Ebey's Landing National Historical Reserve 14
Kalaupapa National Historical Park 15
John H. Chafee Blackstone River Valley National Heritage Corridor 16
Trail of Tears National Historic Trail 18
Timucuan Ecological and Historic Preserve 20
Keweenaw National Historical Park 21
Marsh-Billlings-Rockefeller National Historical Park 22
New Orleans Jazz National Historical Park 23
Cane River Creole National Historical Park and Cane River National Heritage Area 24
Tallgrass Prairie National Preserve 25
New Bedford Whaling National Historical Park 26
Boston Harbor Islands 28
Little Rock Central High School National Historic Site 29
Chesapeake Bay Gateways Network 30

For More Information 32
Acknowledgements 32

Branching Out: Approaches in National Park Stewardship *f*

The U.S. national park idea, once rooted in the preservation of spectacular natural settings in the western part of the country, has branched out in remarkable directions. Today the park idea also embraces the preservation of hundreds of historic sites, shoreline and urban recreation areas, long-distance trails, rivers, and many large-scale "lived-in" heritage landscapes.

This evolution in the park concept reflects in many ways the extraordinary growth and diversification of U.S. society and culture. Parks are about both great events and common experiences of American life and, in some cases, encourage a closer examination of transcendent ideas and values. For example, Little Rock Central High School National Historic Site preserves the story of a famous civil rights confrontation; New Orleans Jazz National Historical Park celebrates the development and impact of a popular musical art form; and Marsh-Billings-Rockefeller National Historical Park explores the ethic and practice of conservation stewardship.

From origins in the great western parks, such as Glacier *(1930s lantern slide above),* U.S. national parks now include Little Rock Central High School *(top right)* and nearly 390 other diverse areas.

National parks have many different names. There are national seashores, national historic sites, national memorials, national preserves, and national recreation areas, among others. They can be as small as the .02-acre Thaddeus Kosciuszko National Monument in Pennsylvania, or as large as the 13.2-million-acre Wrangell-St. Elias National Park and Preserve in Alaska. Some well known parks, such as Yellowstone, are entirely owned and managed by the federal government; in other parks, such as Boston Harbor Islands, the National Park Service works in partnership with public and private organizations and does not own land.

National heritage areas, a relatively new variation of the park concept, are large regional areas with distinctive and culturally significant features and characteristics. Many of the areas have the characteristics of Category V Protected Landscapes, as defined in the international system of categorizing protected areas. *(See page 32 for IUCN—the World Conservation Union—categories.)* The similarities reflect a growing recognition worldwide of the need to consider protected areas in the context of their larger ecosystems. A landscape perspective focuses on the interaction between people and the natural environment. Instead of treating protected areas as isolated pockets or islands, the areas are viewed as living landscapes, influenced by the ongoing interaction of nature, culture, and people. The scale and complexity of these landscapes often require innovative cooperative approaches to conservation.

Partnerships that combine a landscape perspective with a growing community-based commitment to stewardship have become critical factors in the sustainability of all national park

"The Park Service has outstanding opportunities to communicate its stewardship message through means other than the acquisition and management of land. Programs of educational outreach, technical and financial assistance, and various forms of public recognition contribute to the basic mission. Moreover, as these programs build the stewardship ethic that will ultimately help sustain the parks, the parks should build that same ethic to help sustain the quality of heritage resources outside the parks."

— Rethinking the National Parks for the 21st Century,
National Park System Advisory Board Report 2001

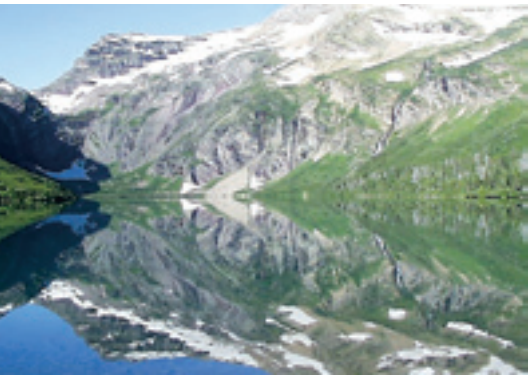
areas—whether traditional units, such as Glacier National Park, or more recent additions, such as New Bedford Whaling National Historical Park. All have outreach, public involvement, and education strategies that reach beyond park and protected-area boundaries. The National Park Service augments these efforts by providing technical and financial assistance to states, local communities, and private organizations through a variety of programs.

The examples that follow represent diverse ways of meeting the challenges of stewardship. They are selected to show a range of National Park Service approaches: from a park managed in a traditional way, working through partnerships to encourage ecological stewardship beyond its boundaries, to programs in which the National Park Service is a catalyst for community-based conservation without having direct management responsibility. The examples in between, presented chronologically, reflect a variety of ways that the authorizing legislation includes partnerships or co-stewardship in the management of park areas. Most are examples of places designated in the past 20 to 30 years. However, a few examples show that partnerships and shared stewardship have deep roots in the U.S. National Park System.

These examples show how the U.S. Congress, the National Park Service, and their partners seek flexible and sustainable mechanisms for protecting the nation's heritage treasures for future generations. By participating in community and regionally based collaborative relationships, the National Park Service also reaches out to larger constituencies and broader communities of interest in its mission to support stewardship beyond the designated units of the National Park System.

The recent report of the National Park System Advisory Board, a congressionally chartered citizen body, suggests that the national park idea must continue to flourish: "By caring for the parks and conveying a park ethic, we care for ourselves and act on behalf of the future. The larger purpose of this mission is to build a citizenry that is committed to conserving its heritage and its home on earth."

Glacier National Park



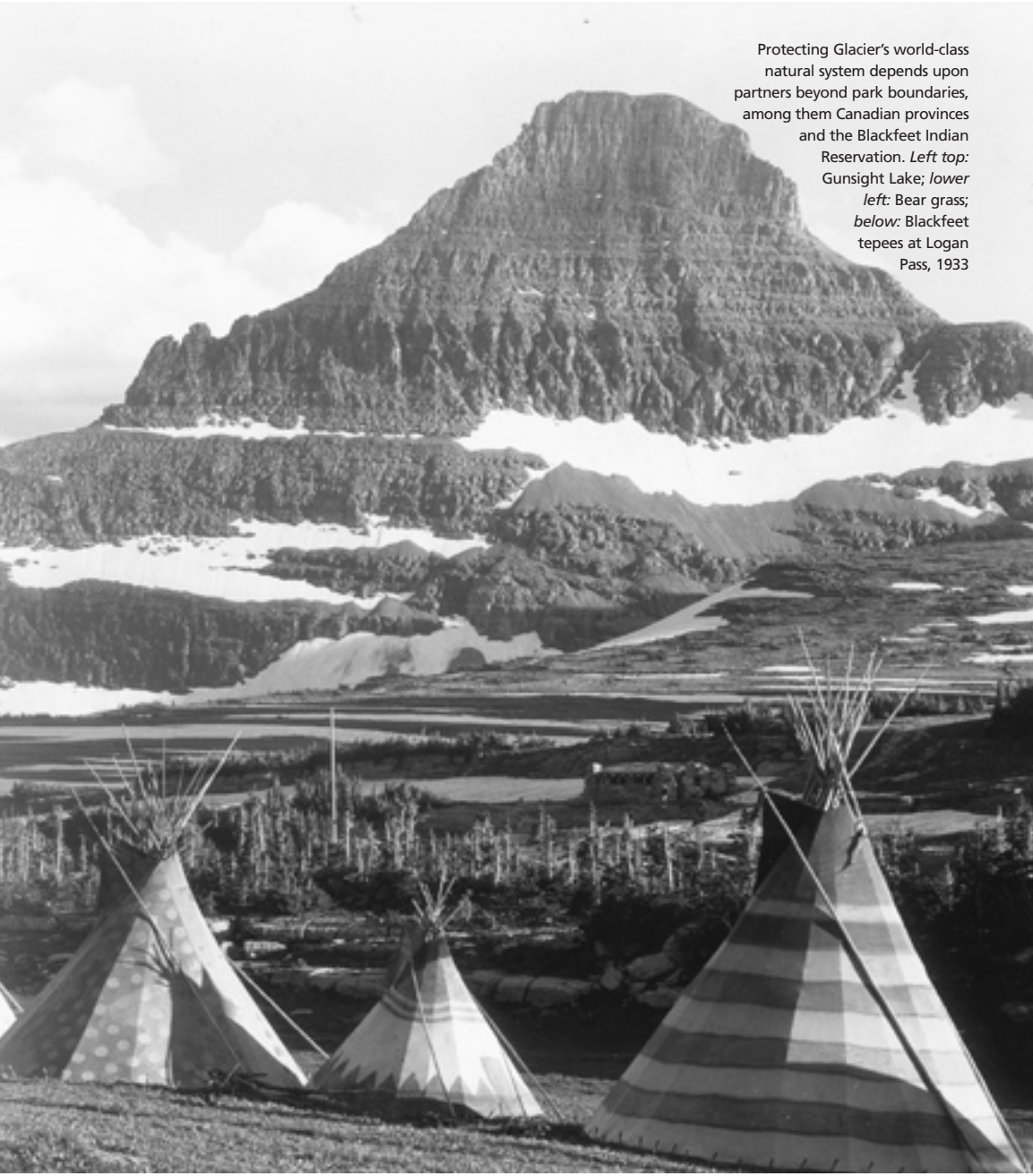
Designated in 1910, Glacier National Park, with more than a million acres of exceptional scenery, was one of the generation of western parks established through the influence of powerful railroads promoting tourism. While the overall management philosophy for Glacier National Park calls for retaining its "classic western national park character," to do so requires the cooperation of local, regional, and even international partners.

Glacier is part of the Crown of the Continent ecosystem, which includes the mountainous regions of northwestern Montana and parts of the Canadian provinces of Alberta and British Columbia. It is one of the most ecologically intact temperate ecosystems in the world.

Throughout its history, Glacier National Park has recognized the importance of partnerships. Park visitors still enjoy hotels and backcountry chalets built by railroad companies in the early 1900s. Park and tribal officials have long worked together on issues involving the adjacent Blackfeet Indian Reservation. In 1932 Glacier and its neighbor to the north, Waterton Lakes National Park, were joined in the world's first international peace park. In 1995, the Waterton-Glacier International Peace Park was designated a world heritage site, and both the U.S. and Canadian units are biosphere reserves.

Partnerships are expanding as land uses adjacent to park boundaries change and as experience and scientific research reveal more about the park's complicated ecosystem. In addition to international and tribal neighbors, Glacier National Park now engages in numerous partnerships with other public land managers, private property owners, nonprofit organizations, and gateway communities to balance diverse uses of the landscape with protection of a world-class natural system. For example, park managers work with nearby national and state forest managers to protect viewsheds and wildlife habitats. The park assists local communities in developing compatible land-use plans. Park officials participate in partnerships to protect regional water supplies and to address threats to grizzly bears and other wildlife.

The park's management plan clearly states the motivation for increasing partnership efforts: "Glacier National Park's resources are not static or isolated but are linked to regional ecosystems and the ways that those ecosystems are managed. The future of resources such as the park's air quality, its elk and grizzly bear populations, and its quiet depend as much on the activities of external landowners and agencies as they do on park management."



Protecting Glacier's world-class natural system depends upon partners beyond park boundaries, among them Canadian provinces and the Blackfeet Indian Reservation. *Left top:* Gunsight Lake; *lower left:* Bear grass; *below:* Blackfeet tepees at Logan Pass, 1933

Canyon de Chelly National Monument

Canyon de Chelly National Monument in Arizona is an early example of shared steward ship. It was estab lished as a unit of the National Park Service in 1931, with all of the 83,840 acres belonging to the Navajo Nation. The site features prehistoric and historic archeological sites—evidence of 5,000 years of human history—in a labyrinth of canyons. The National Park Service administers and manages the park's archeological resources, while contemporary and traditional cultural uses of the land perpetuate the values and practices of the Navajo people who still live and farm there. Authorized Navajo guides lead tours into the canyon and share with park visitors the culture and history of the land and of the Diné, the Navajo people for whom the canyon is both a physical and a spiritual home.

Inset: Navajo couple ride across Chinle Wash, ca. 1913. Today s visitors to Canyon de Chelly can cross the wash on the White House Trail to view ancient cliff dwellings.

Hubbell Trading Post National Historic Site

Established in 1965, Hubbell Trading Post National Historic Site, also in Arizona, operates through a cooperative arrangement with a nonprofit organization. The site is the oldest continuously operated trading post in the Navajo Nation. The National Park Service owns the 160-acre homestead and trading post that John Lorenzo Hubbell and his family ran for 90 years. The National Park Service is responsible for protecting the natural and cultural resources of the site; providing culturally sensitive interpretation; and maintaining an active, authentic trading post for both local Navajo and visitors.

Through a memorandum of agreement, Western National Parks Association, a nonprofit National Park Service cooperating association, operates the retail activities of the trading post. The association ensures that all Indian arts and craft items are authentic and certified, produced solely by American Indians. Sales proceeds benefit the National Park Service's education and research programs.

Navajo rugs and jewelry are world famous for their traditional designs, and the interpretive programs and trading operations at Hubbell help perpetuate weaving and other native crafts. This unusual site also sells groceries and convenience items and serves as a gathering place for local Navajo, as it has for many generations.

Navajo continue to trade at Hubbell as they have since 1876, helping to perpetuate traditional arts and crafts. *Inset:* Store area known as the "bullpen," 1949

Appalachian National Scenic Trail

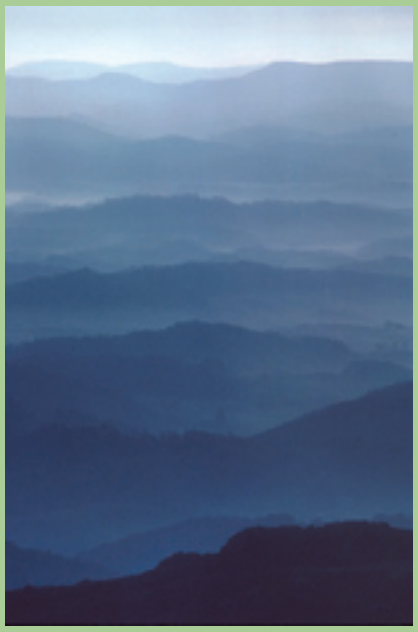
Known as the A.T., the Appalachian National Scenic Trail is one of the nation's oldest and most remarkable stories of co-stewardship. Originally conceived in 1921, the trail was designed, constructed, and marked in the 1920s and 1930s by volunteer hiking clubs coordinated through the Appalachian Trail Conference. Today, the footpath stretches for more than 2,170 continuous miles along the crest of the Appalachian Mountains from Maine to Georgia. The longest unit in the National Park System, the trail is a fragile resource dependent upon engaging adjacent landowners and communities in a shared stewardship endeavor.

In order to ensure permanent public protection for the Appalachian Trail, Congress made it the cornerstone of the 1968 National Trails System Act, which designated the Appalachian Trail in the East and the Pacific Crest Trail in the West as the first national scenic trails. Subsequent legislation expanded the trails system to include historic and recreation trails. Not all national trails are designated units of the National Park System or administered by the National Park Service, but the Appalachian Trail is both.

The National Trails System Act authorized funds for federal and state agencies to protect the entire route of the trail with public ownership as needed to assure its continuity. That task, coordinated through the National Park Service Appalachian Trail Project Office, is 99.5 percent complete. In addition to its scenic and recreational qualities, the Appalachian Trail and its associated corridor provide protection for an exceptional diversity of natural and cultural resources.

In 1984 the National Park Service delegated the day-to-day management responsibility for the trail to the nonprofit Appalachian Trail Conference. In addition to coordinating the 31 volunteer trail clubs that manage trail lands and maintain facilities, the conference provides information for trail users and works through its private land trust to acquire and protect land adjacent to the publicly purchased corridor.

Stretching through nine states, the Appalachian Trail has more miles of boundaries, neighbors, and gateway communities than any other unit of the National Park System. A publicly acquired corridor, combined with volunteer citizen-based cooperative management, protects the trail environment for all to enjoy. *Above:* Volunteer trail crews at work



The Appalachian Trail is within a day's drive for two-thirds of the U.S. population, offering beauty and recreation to both day users and distance hikers. *Clockwise:* Backpacker resting on The Pinnacle, Pa.; Carpet of May apples, Thunder Ridge, Va.; Hiker on Franconia Ridge, N.H.; Mountain laurel, Harriman State Park, N.Y.; View from Wilburn Ridge, Mount Rogers National Recreation Area, Va.

Golden Gate National Recreation Area

Designated in 1972, Golden Gate National Recreation Area protects some 28 miles of California coastline, more than 1,250 historic structures, and habitat for 27 rare and endangered species. Its landscapes include beaches, redwood forest, lagoons, marshes, Alcatraz Island, and more, known collectively as Golden Gate National Parks. Just under half of the 75,500 acres are federally owned.

The scale and complexity of administering one of the world's largest urban national parks is enormous. Managing through agreements and partnerships is a matter of both practical necessity and philosophy. Park leaders believe that forging partnerships with the community is the best way to strengthen the park's relevance to its neighbors and to engage the public in long-term stewardship. The park and its principal non-profit partner organization, Golden Gate National Parks Conservancy, have advanced a vision of community-based stewardship that is shared by 10,000 park volunteers and more than 150 partner institutions, including nonprofit organizations, government agencies, school districts, churches, neighborhood centers, youth groups, and private businesses. Through these relationships, the park and conservancy have transformed Golden Gate National Parks into one of the most important incubators for new ideas and programs in the U.S. National Park System.

San Francisco's Presidio is a specific example of the complexity of this urban park area. The Presidio became part of the Golden Gate National Recreation Area in 1994, following closure as the nation's oldest continuously operated military post. Its 1,480 acres are rich with cultural history, spectacular vistas, a diverse ecosystem, more than 500 historic buildings, coastal defense fortifications, a historic airfield, and more than 800 acres of undeveloped green space.

Congress created the Presidio Trust, an independent executive agency of the U.S. government, to partner with the National Park Service in managing the Presidio. The Presidio Trust has jurisdiction over the interior 80 percent of the Presidio, including most of the historic structures. Its congressional charge is to preserve and enhance the Presidio as an "environmentally and economically sustainable national park in an urban area" and to achieve financial self-sufficiency by 2013. The Presidio has been described as a "great experiment," stretching the U.S. concept of national parks to demonstrate how an urban community within a larger park landscape can function as a model for sustainability, innovation, and social responsibility.

Golden Gate National Parks Conservancy, the park's non-profit support partner, developed a series of distinct logos to unify diverse park areas under a common brand. The logos are part of an overall campaign to increase community awareness and support. (Logo art copyright Michael Schwab Studios)

Golden Gate Bridge, viewed from Fort Point National Historic Site, a 19th-century coastal fort that is part of Golden Gate National Parks.

Cuyahoga Valley National Park

Cuyahoga Valley National Park in northeastern Ohio was designated a national recreation area in 1974 and renamed a national park in 2000. The nearly 33,000 acres, of which 19,500 have been acquired by the National Park Service in easement or fee title, were set aside by Congress "for the maintenance of needed recreational open space necessary to the urban environment." The park is a scenic gem between the industrial cities of Akron and Cleveland.

Visitors can enjoy year-round activities, such as 125 miles of hiking, skiing, bicycling, and horse trails; walks along the canal; golfing and fishing; excursions on the Cuyahoga Valley Scenic Railroad; and environmental education programs. The National Park Service works cooperatively with recreation-focused organizations and county park authorities, which are the other principal landowners in the park.

Cuyahoga Valley National Park is also the keystone in the Ohio & Erie Canal National Heritage Corridor, established in 1996. One of 23 national heritage areas, the 110-mile canal corridor is the focus of public and private efforts to reinvest in historic settings, conserve the natural environment, support recreation, and attract sensitive economic development.

The park claims "rural charm set in relief against an urban background" as one of its strongest assets, but its goal of preserving the park's countryside for public use and enjoyment is difficult. Many of the small farms that once characterized the area have fallen into disuse or disrepair.

In an effort to restore the working pastoral landscape, Cuyahoga Valley National Park started a program called the Countryside Initiative.

Modeled after park concepts in England and Europe, the program will rehabilitate small farms that once operated in the valley to be used for modern, sustainable farming practices consistent with the purposes of the park. A new nonprofit organization, the Cuyahoga Valley Countryside Conservancy, was established in 1999 to develop and manage the program. Over the next decade, an average of three farms annually, ranging in size from 12 to 61 acres, will be offered under 50-year leases to private individuals through competitive bidding. Although somewhat controversial in a national park setting, the experiment is designed to recapture rural landscapes important to the aesthetic and cultural values of the park.

The valley carved by the Cuyahoga River, once a transportation route for American Indians and later for canal and rail commerce, is now a haven for recreation. *Clockwise from left:* The Towpath Trail, a fully accessible hiking/biking trail, follows the historic Ohio & Erie Canal.

The Cuyahoga Valley Scenic Railroad, a private-sector, not-for-profit partner with the NPS, runs scenic excursions through the park. Brandywine Falls, at 60 feet the tallest waterfall in the park, was once the focal point of a bustling industrial village. Sustainable farming ventures help preserve an agricultural heritage more than a thousand years old.

Ebey's Landing National Historical Reserve

Ebey's Landing National Historical Reserve was heralded as a "new kind of national park" when it was established in 1978 in Washington State. While Congress placed care of the reserve under the National Park Service, it did not intend for day-to-day management and administration to remain with the Service. Management responsibility would transfer to a local entity, but the National Park Service would continue to provide technical assistance and grants up to 50 percent of the reserve's annual operation and management needs. The Secretary of the Interior could assume control of the reserve if the local management authority failed to perform its role. Lands and/or interests in lands could be acquired only on a willing seller/willing buyer basis. Disallowing condemnation for national park purposes was unusual at that time, but it is now quite common.

The reserve concept was modeled after "greenline parks" in England, which were developed after World War II as a way to preserve working landscapes through the cooperation of governments and private landowners. The concept of mixed use and intergovernmental cooperation sparked interest in the United States in the face of a growing need for land protection and decreasing availability of funds. As applied in the United States, federal, state, and local governments form a partnership to jointly plan, implement, and maintain protection of the area. The National Park Service acquires core zones to protect the natural and/or cultural landscape within authorized boundaries. In remaining areas, the concept calls for protection through zoning and development regulations and voluntary cooperation by the partners and residents.

At Ebey's Landing, the National Park Service purchased development rights to key sites, and a combination of strategies—scenic easements, land donations, tax incentives, zoning, local design review—were used to protect other areas. Through an interlocal agreement, the National Park Service, state, county, and town share responsibility for carrying out the intent of the legislation and for providing visitor services. A volunteer trust board, made up of representatives of each partner and community residents, is responsible for direct administration and management.

The reserve concept at Ebey's Landing allows for sustainable development of a 25-square-mile area where historic farms are still farmed, forests are harvested, century-old buildings are used for homes and business, and views are much as they were for settlers in the early 19th century. In the midst of the rapidly developing Puget Sound region, the reserve is the only remaining area where a spectrum of Pacific Northwest history is still visible on a large scale.

In the heart of Whidbey Island, Ebey's Landing NH RES encompasses prairies and farmland, woodlands, shallow lakes, steep seaside bluffs, and a deep protected cove.

Kalaupapa National Historical Park

On the Hawaiian island of Molokai, Kalaupapa National Historical Park, established in 1980, consists of 10,779 acres, of which fewer than 23 acres are federally owned. The National Park Service administers the park, working through cooperative agreements with private and state entities.

Kalaupapa is significant on many levels. Surrounded on three sides by ocean and on the fourth by the dramatic North Shore Cliffs—a national natural landmark—the scenic peninsula was inhabited for at least 900 years by Hawaiian people. The park contains one of the richest and least disturbed archeological preserves in Hawaii. However, it is a national historical park because of its tragic stories of displacement and isolation. Between 1865 and 1895, indigenous people were removed from their ancestral homeland to make room for a leprosy colony. From 1866 to 1969 nearly 8,000 victims of Hansen's disease lived there in isolation. The park's boundaries include two historic Hansen's disease settlements: Kalawao on the eastern side of the peninsula and the community of Kalaupapa on the western side, which is still home for Hansen's disease patients.

The legislation designating this national park shows sensitivity to Kalaupapa residents. The park must protect the "current lifestyle of these patients and their individual privacy" and must "provide a well-maintained community in which Kalaupapa leprosy patients are guaranteed that they may remain at Kalaupapa as long as they wish. . . ." There must be appropriate training so that, to the extent practical, preservation and interpretation of the settlement are managed and performed by patients and Native Hawaiians. Patients have first-refusal rights to provide revenue-producing visitor services. They may fish and hunt without regard to federal regulations.

Patients also have the right to limit visitation to the settlement. The legislation created an 11-member advisory commission, 7 of which are present or former patients elected by the patient community. The commission advises the Secretary of the Interior on such matters as public visitation to the park. Current restrictions specify no more than 100 visitors a day, no children under 16, and visitors must have permission to enter the settlement and to photograph patients.

Kalaupapa, ca. 1905, the second of two isolation settlements for Hansen's disease. In the 1890s people and facilities moved from the windward to the leeward side of Kalaupapa Peninsula for the warmer, drier climate.

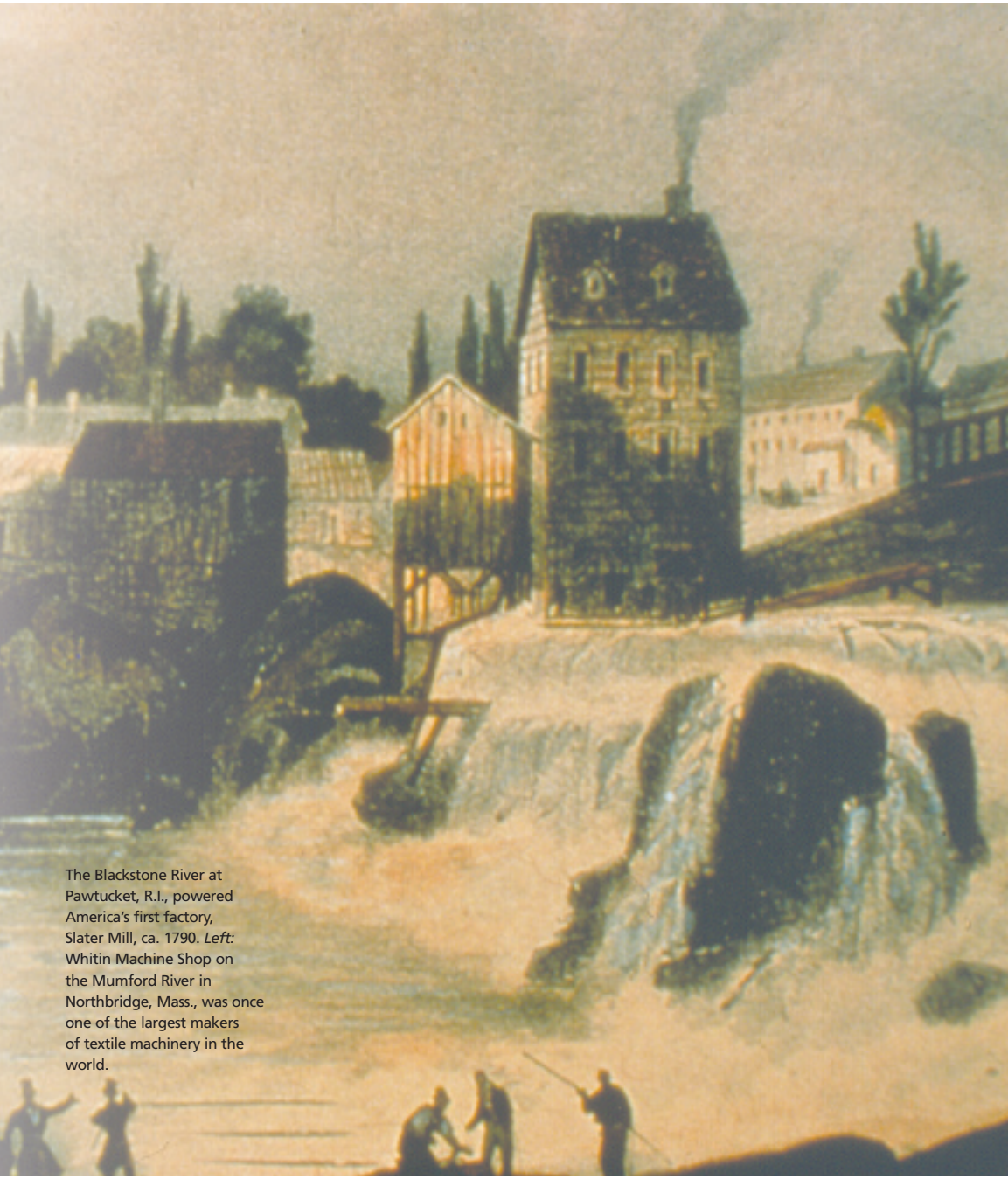
John H. Chafee Blackstone River Valley National Heritage Corridor

National heritage area designation recognizes the initiative of local citizens in identifying the distinctive physical features and cultural traditions of the areas where they live and work. The National Park Service is a partner, facilitator, and advisor, but does not acquire or manage heritage areas or regulate private property. The enabling legislation for a national heritage area names a "management entity" to coordinate the partners' voluntary actions. This entity might be a government agency, a private nonprofit organization, or an independent federal commission. The management entity, with National Park Service assistance and with authority to receive and disperse federal funds, develops a management plan that includes strategies for achieving and sustaining a unified vision. In general, the national heritage area concept provides for National Park Service technical and financial assistance to "jump-start" a conservation effort, with the expectation that the effort will sustain itself locally without long-term National Park Service presence.

John H. Chafee Blackstone River Valley National Heritage Corridor in New England is one of the earliest national heritage areas. It was established in 1986 to recognize the region's role in spawning America's Industrial Revolution. The area includes 454 square miles along the 46-mile river corridor between Worcester, Massachusetts, and Providence, Rhode Island. Through 24 communities and thousands of buildings and sites, the region tells the story of this country's transition from an agrarian to an industrial society.

More than 500 organizations, businesses, private agencies, and individuals are partners in developing a regional vision for the area, motivated by civic pride and economic sense. Heritage area leaders hope that a new level of appreciation for the region's national significance may help revitalize the Blackstone River Valley as a place to visit, live, work, and invest.

Congress created a 19-member federal commission as the Blackstone's management entity. In newer heritage areas, management entities are often nonprofit organizations or state or regional authorities. National Park Service professionals make up the staff of the Blackstone River Valley National Heritage Corridor, although this is not typical of national heritage areas. The commission's strategy is threefold: public education; partnerships, which pool local and national resources; and targeted investments, which focus funding on highly visible projects that reinforce the heritage story and build enthusiasm. In 1996 Congress authorized the federal commission for a second 10-year-term. During that time, the commission will continue this strategy and explore possible structures for long-term management of the area.



The Blackstone River at Pawtucket, R.I., powered America's first factory, Slater Mill, ca. 1790. *Left:* Whitin Machine Shop on the Mumford River in Northbridge, Mass., was once one of the largest makers of textile machinery in the world.

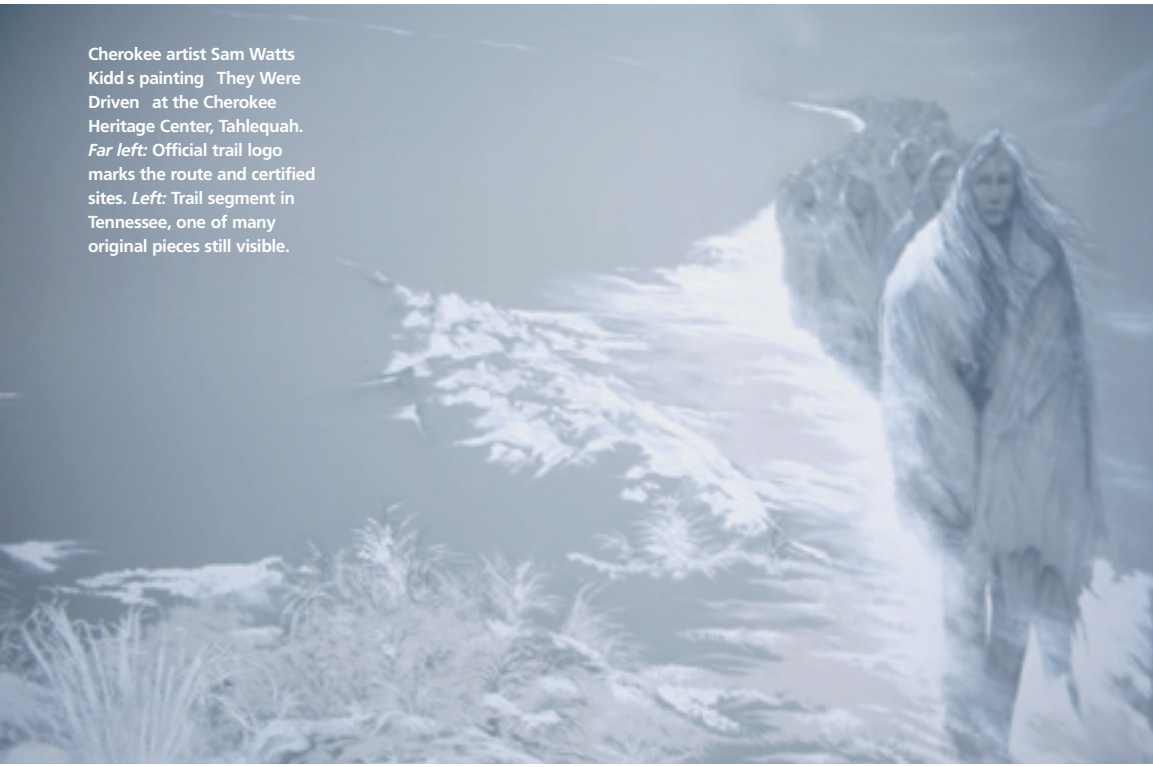
Established in 1987, Trail of Tears National Historic Trail commemorates the tragic experience of the Cherokee people who, in 1838–1839, were forced from their homelands in the southeastern United States to resettle in Indian Territory (today the state of Oklahoma). Of the more than 16,000 Cherokee who started west, several thousand died during the roundup and journey or from the consequences of relocation. The historic trail also commemorates the survival of the Cherokee people, who continue to preserve their government and culture.

Various detachments followed different routes in what is collectively known as the Trail of Tears. Today the designated trail follows two of the principal routes: 1,226 miles along the Tennessee, Ohio, Mississippi, and Arkansas rivers; and an 826-mile overland route from southeastern Tennessee to Tahlequah, Oklahoma. The combined routes cross portions of nine states.

Although not currently designated as a unit of the National Park System, the trail is administered by the National Park Service in cooperation with local, state, other federal agencies, interested groups, and private landowners. The advisory council established by the Congress for initial planning has expired, and the National Park Service now works with the Trail of Tears Association to build constituency support for the trail. Created in 1993, the association is a nonprofit, self-governing, independent body, which, through a cooperative agreement with the National Park Service, promotes public awareness and assists with trailwide programs and issues.

National trails operate through a cooperative management system; they are partnership driven and supported by strong citizen involvement. The tasks vary widely among the different trails and combinations of partners. The National Park Service coordinates, facilitates, and monitors management of the Trail of Tears, and offers technical and limited financial assistance. Other public agencies and private interests, working through a variety of agreements, are responsible for marking trail routes, securing lands and interests, preserving trail resources, and maintaining public access and benefit.

Compared to scenic trails, which usually have a single unifying vision that partners share—a trail on the ground that can be walked continuously from end to end—a single vision is more difficult for historic trails. However, the National Park Service and the Trail of Tears Association are jointly developing a strategic plan and an interpretive plan to achieve a unifying vision appropriate to this trail's resources and story.



Cherokee artist Sam Watts Kidd s painting They Were Driven at the Cherokee Heritage Center, Tahlequah. *Far left:* Official trail logo marks the route and certified sites. *Left:* Trail segment in Tennessee, one of many original pieces still visible.

Timucuan Ecological and Historic Preserve

Protecting one of the last unspoiled wetlands on the Atlantic coast, including evidence of 6,000 years of human habitation, Timucuan Ecological and Historic Preserve was established in Florida in 1988. Congress designated a national preserve to accommodate public and private uses not traditionally found in national parks, such as hunting and fishing. It encompasses 46,000 acres, 75 percent of which are waterways and wetlands forming an estuarine system where the Nassau and St. Johns rivers meet the Atlantic Ocean. The entire area is within the city of Jacksonville and Duval County, offering a large open area for recreation and the protection of natural and cultural resources within a major metropolitan center.

Less than 30 percent of the land within the boundaries of the preserve is under National Park Service direct management. Therefore, the park must rely on building relationships and partnerships to achieve its mission of resource protection and visitor access. The park's management plan envisions the National Park Service coordinating government agencies and private interests, including more than 300 private landowners who live and work within the boundaries of the preserve.

The park superintendent began by developing relationships with the two other principal landowners, the State of Florida and the City of Jacksonville. This eventually led to a common vision and an interlocal partnership agreement. The three primary land managers have defined a "cooperative zone" where they share management responsibility and resources, including shared staffing, planning, and marketing. Under their partnership name, Timucuan Trails State and National Parks, they accomplish more than any of them could do alone.

Vast expanses of salt marsh grasses and waterways characterize the Timucuan Preserve. The estuarine ecosystem is rich in native vegetation and animal life.

Keweenaw National Historical Park

Keweenaw National Historical Park on the northern peninsula of Michigan was established in 1992 with a partnership premise. Federal ownership is minimal, limited to key structures in two units of the park. Nearly all of the 1,800 acres designated as Keweenaw National Historical Park will remain in private ownership, and the National Park Service will work through 17 cooperating sites over a hundred-mile area to preserve and interpret the geological, cultural, and industrial history of "Copper Country."

The relatively remote location has kept intact a nearly undisturbed historic landscape of the industrial, commercial, and residential remnants of a once-thriving copper industry. The area's rich ethnic diversity derives from immigrants who came from all parts of the world between 1860 and 1920 to seek opportunity in the mines during copper's heyday.

Keweenaw National Historical Park is anchored by two geographic units, 11 miles apart. The Quincy Unit includes remnant structures of the Quincy Mining Company; the Calumet Unit includes the historic community of Calumet and remnant structures of the famous industrial giant, the Calumet & Hecla Mining Company. Working with a permanent advisory commission designated by Congress to represent community interests, the National Park Service provides financial and technical assistance and works through cooperative agreements for resource protection and visitor services.

Miners work by tallow candlelight in the Copper Range Mining Company's Champion Mine, Painesville, Mich., ca. 1900.

Marsh-Billings-Rockefeller National Historical Park

Also designated in 1992, Marsh-Billings-Rockefeller National Historical Park in Woodstock, Vermont, is a place to reflect on the history and meaning of stewardship and the emergence of a conservation ethic. The park maintains one of the nation's oldest continuously managed woodlands as an educational demonstration of sustainable forestry, cultural landscape preservation, and value-added conservation. The park works in close partnership with the adjoining Billings Farm & Museum, a living museum of Vermont's rural past, as well as a working dairy farm. Together, the park and the Billings Farm & Museum interpret the conservation legacy and stewardship of George Perkins Marsh, Frederick Billings, and Mary and Laurance S. Rockefeller. The park partners share visitor facilities and cosponsor special events and programs.

Marsh-Billings-Rockefeller National Historical Park is also the headquarters for the Conservation Study Institute, which the National Park Service established in 1998 to enhance leadership in the field of conservation. The institute works in partnership with academic, government, and nonprofit organizations to create opportunities for dialogue, reflection, and creative thinking about conservation's past and present, and to contribute to shaping future directions in the field.

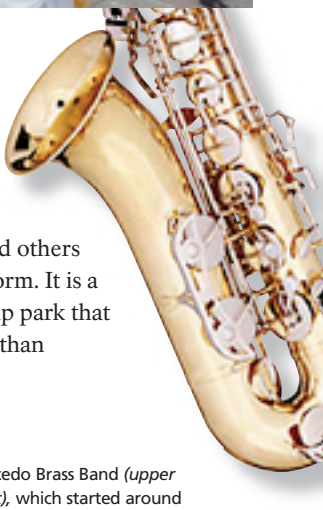
Top: Interior of the park's visitor center, handcrafted by Vermont artisans with wood from the Billings Forest, shows value-added conservation: associating local product with place to promote both conservation and sustainability. *Above:* Conservation Study Institute encourages conservation leadership through education and dialogue.

New Orleans Jazz National Historical Park

Like Marsh-Billings-Rockefeller, New Orleans Jazz National Historical Park is an "idea park." It was established in 1994 to celebrate the origins and evolution of America's most widely known indigenous musical art form. Its cultural landscape is New Orleans, the multiracial, multiethnic, metropolitan heart of Louisiana's Mississippi delta, widely recognized as the cradle of jazz. The park transcends fixed boundaries. Sites associated with jazz "in and around New Orleans" will be evaluated for national historic landmark designation and may be added to the park. The "collections" of this amorphous park will be the sights and sounds of a living cultural tradition.

New Orleans Jazz National Historical Park holds no land. It has a long-term lease from the City of New Orleans to construct an interpretive center and headquarters in Armstrong Park, a city park named to honor favorite son Louis Armstrong. The legislation specifies that "programs at the center shall include, but need not be limited to, live jazz interpretive and educational programs, and shall provide visitors with information about jazz-related . . . opportunities." The act also directs the Service to cooperate with schools and other organizations to "implement innovative ways of establishing jazz education partnerships that will help to ensure that jazz continues as a vital element of the culture of New Orleans and our Nation." To assist in implementing the act, Congress created the New Orleans Jazz Commission. The 17-member operating commission serves as an independent advisor and also has authority to raise and disperse funds and to develop partnerships.

Instead of managing lands or buildings, the role of the National Park Service in this new national park is to cooperate with the City of New Orleans and others in perpetuating an art form. It is a theme-based partnership park that is more "state of mind" than real estate.



Tuxedo Brass Band *(upper left),* which started around 1910, was one of the earliest New Orleans street bands. *Above:* Today brass bands perform for New Orleans Jazz NHP to keep this musical tradition alive.

Cane River Creole National Historical Park
Cane River National Heritage Area

In northwestern Louisiana, Cane River Creole National Historical Park and the Cane River National Heritage Area were established in 1994 by legislation that mandated coordination between the two. The act creating the national park and the national heritage area stated that a partnership approach was desirable "because of the complexity and magnitude of preservation needs" and the "vital need for a culturally sensitive approach." That culturally sensitive approach comes, in part, through the 19-member Cane River National Heritage Commission representing local community, landowner, and government interests. While the park serves as the focus for interpretive and educational programs within the national heritage area, the commission facilitates partnerships among a wide range of local groups through diverse projects and programs.

Managers of the national park and the heritage area coordinate their activities closely. To help ensure that the heritage area "complements the national historical park" as intended by Congress, planning for the two areas was conducted at the same time. Coordinated actions proposed in the management plans will support both entities.

Cane River National Heritage Area is a 116,000-acre region located in Natchitoches Parish, the oldest permanent settlement in the Louisiana Purchase Territory, dating from 1714. The area is a predominantly rural agricultural landscape known for its Creole-style architecture and for communities with family ties reaching back to French and Spanish roots. The central corridor runs along both sides of Cane River Lake for 35 miles below the National Historic Landmark District of the city of Natchitoches.

The national park consists of two French Creole plantations —both national historic landmarks— covering more than 200 acres within the national heritage area. The park and heritage areas include numerous sites reflecting influences of French, African, Haitian, Spanish, and American Indian cultures.

French Creole architecture of the national park's Oakland Plantation unit and this historical image of Creole women are among extensive Cane River cultural heritage resources.

Tallgrass Prairie National Preserve

Tallgrass Prairie National Preserve in the Flint Hills of Kansas is one of several additions to the National Park System in the 1996 Omnibus Parks and Public Lands Management Act that specified partnership components. To provide management flexibility and respond to local concerns about federal control, a preserve approach is being used to protect the rare expanse of rolling grasslands.

In an unusual private-public partnership, the National Park Trust purchased the land designated as a unit of the National Park System; the National Park Service serves as the primary managing agency through a cooperative agreement. Of the nearly 11,000 acres in the preserve, by law the National Park Service can acquire, by donation, only up to 180 acres, to include the core historic structures of the 19th-century Spring Hill Ranch. The National Park Trust, a land conservancy, retains the rest. As a private landowner, the trust pays local taxes to support community services.

The park is still in development, but the partners are working to integrate management of natural and cultural resources representing the interaction between people and the prairie land that once covered much of central North America.

Surrounded by prairie grasses, the Lower Fox Creek School is one of the core structures managed by the National Park Service. *Inset:* Earliest known photograph of the one-room school, ca. 1900.

New Bedford Whaling National Historical Park

One of two parks created in Massachusetts in 1996, New Bedford Whaling National Historical Park encompasses 34 acres over 13 city blocks, essentially a third of New Bedford's downtown. More than 70 structures, owned privately or by other government agencies, are within park boundaries. In addition, the enabling legislation authorizes the National Park Service to assist several specific sites outside the park's boundaries.

National Park Service ownership will be minimal. Congress authorized acquisition, by donation only, of property "needed for essential visitor contact and interpretation." Partnership is a fundamental component. The legislation requires the National Park Service "to collaborate with the city of New Bedford and with associated historical, cultural, and preservation organizations to further the purposes of the park. . . ."

Congress specified a partnership framework, but left the "how" up to the managers on the ground. Unlike legislation for some of the partnership parks, there is no requirement for an advisory committee to represent community interests. However, park managers created Partners in the Park to engage community interest and involvement during the planning process, and the group continues to meet as an informal forum for sharing ideas and information.

In an unusual feature of the legislation, Congress created a distant partner for New Bedford Whaling National Historical Park: the North Slope Borough Cultural Center in Barrow, Alaska. Later renamed the Inupiat Heritage Center, it opened in 1999 as an affiliated area of the National Park System. New Bedford Whaling National Historical Park and the Alaska Regional Office of the National Park Service work with local partners to help ensure that contributions of native Alaskan people, particularly the Inupiat Eskimo, are recognized in the story of commercial whaling. This first "bicoastal" unit of the National Park System interprets both the vestiges

of 19th-century New Bedford—when it reigned as the largest whaling port in the world—and the more than 2,000 whaling voyages between New Bedford and Alaska's arctic coast serving a worldwide market.

Trade newspapers *(background)* provide an invaluable record of New Bedford's whaling history. *Opposite page, clockwise:* Waterfront today; commercial fishing is still city's largest industry. *Ernestina,* now part of the park, had long career as a fishing schooner. Rotch-Jones-Duff House (1834) was a whaling merchant's home. *Clockwise, this page:* Lowering the bow boat, ca. 1904. Inupiat Heritage Center preserves cultural traditions. Panoramic view of New Bedford Whaling NHP and the waterfront.

Boston Harbor Islands

Established in 1996 as a national recreation area, Boston Harbor Islands is referred to as "a national park area," out of respect for American Indians who consider the islands sacred ground. The park's enabling legislation cites the importance of understanding American Indian association with the islands, and park partners hope to broaden public appreciation for the full range of the park's intrinsic values, not just its recreation assets. Indeed, the 34 islands that make up the national park area offer an exceptional assemblage of natural, geologic, archeological, historic, and cultural features, as well as 35 miles of relatively undeveloped shoreline—all at the front door of New England's most populous city.

Little Brewster Island, one of the 34 islands that make up Boston Harbor Islands national park area, is the site of the nation's oldest continuously manned lighthouse.

Boston Harbor Islands is a particularly ambitious partnership park. Rather than having the National Park Service purchase and manage land as it would in a typical national park, Congress made the National Park Service a non-land-owning participant in a 13-member Boston Harbor Islands Partnership. The partnership, appointed by the Secretary of the Interior, includes representatives from designated federal, state, local, and private management interests. In addition, the legislation established an advisory council as a mechanism for public involvement during the planning process.

The partnership sets overall policy and standards for the park, with staff support provided primarily by the National Park Service. Existing owners continue to manage their areas, but with a common vision consistent with laws applicable to the National Park System. The National Park Service provides public information, coordinates the partnership and advisors, and develops overarching programs. The National Park Service is authorized to spend appropriated funds according to an approved management plan, but the legislation requires a three-to-one match of nonfederal to federal funds.

In one of the most unusual features of the legislation, Congress designated a private, nonprofit organization as a partner in the new national park, with specific responsibility for raising and generating money from the private sector. The Island Alliance has a seat on the partnership and works to attract investment and private sector funding. Boston Harbor Islands, a national park area, has been called the first park in a new management ideal for park development and funding, combining private and public investment to make the park affordable.

Little Rock Central High School National Historic Site

Quite a different type of urban partnership park, Little Rock Central High School National Historic Site in Arkansas, established in 1998, is an example of "place-based" heritage conservation in the extreme. The national park is a functioning high school of 2,400 students and 115 faculty in the heart of the state's capital city. Central High School was pronounced "the most beautiful high school in America" when it opened in 1927. It obtained notoriety—and significance as a national landmark—in 1957–58 as a battleground in the African American struggle for civil rights.

Congress established Central High School as a unit of the National Park System in order to preserve, protect, and interpret its role in the integration of public schools and the development of the civil rights movement in the United States. It was here that nine African American students attempted to enter an all-white high school in the first important test of court-ordered desegregation. As events unfolded in a bitter contest between state and federal authority, the world watched through the new technology of television.

The boundaries of the national park include the 21-acre campus and a few adjacent properties for a total of 27 acres. The National Park Service can only acquire property through donation or exchange. Further, the law prohibits National Park Service interference with the authorities of either the Little Rock School District for the high school or the City of Little Rock for the surrounding neighborhood.

The act directs the National Park Service to develop a management plan that includes "the roles and responsibilities of other entities in administering the historic site and its programs." In lieu of a formal advisory committee, the Central High Museum, Inc., which functions in partnership with the park, helps provide interface with community interests. Federal ownership and management by the National Park Service will be minimal, and the park will work through cooperative agreements with various partners for interpretation and resource preservation.

The façade of Little Rock Central High School, brought into homes by television coverage of racial conflict, became a symbol for the federal government's commitment to desegregation of public schools.

Chesapeake Bay Gateways Network

Chesapeake Bay Gateways Network is a broad partnership experiment, using financial and technical assistance from the National Park Service as a catalyst in a large-scale conservation effort. This final example represents one way in which the National Park Service and partners try to bring a stewardship ethic home to individual citizens.

For two decades, the states of Maryland, Virginia, Pennsylvania, and the District of Columbia, along with the U.S. Environmental Protection Agency, have joined in a program to protect and restore the Chesapeake Bay—the largest estuary in the United States and one of the world's most productive bodies of water. In 1998, Congress passed the Chesapeake Bay Initiative Act, directing the National Park Service to work with Chesapeake Bay Program partners to build both physical and programmatic links among the Chesapeake's rich resources.

Working through a broad-based partnership, the National Park Service coordinates an extensive system of Chesapeake Bay gateways and information centers. The network includes parks, wildlife refuges, historic sites, maritime museums, water trails, and other existing sites and communities, each representing a part of the Chesapeake story and a place to experience it. By offering an integrated approach to interpretation and by improving access to bay resources through improved information and a system of connecting land and water routes, the partners are trying to change how people perceive the bay. They believe that connecting the places people value to an understanding of the bay as a system will lead to greater public commitment to restoration and conservation of the Chesapeake.

Appreciating the bay as a system involves the entire Chesapeake Bay watershed, more than 64,000 square miles in six states and the District of Columbia and home to nearly 16 million people. It involves partnership on a grand scale. Currently more than 120 gateways have signed agreements with the National Park Service to

50/50 matching assistance grants for gateway projects. Now in the second five-year authorization cycle, the Chesapeake Bay Gateways Network provides a framework for appreciating the Chesapeake Bay as a whole by experiencing its remarkable natural and cultural diversity.

Clockwise from left: Fleet of skipjacks on the Chesapeake, ca. 1921; boardwalk through Chesapeake marshlands at Eastern Neck National Wildlife Refuge; craftsman carving duck decoys; watermen harvesting crabs; children at play near mouth of the bay, First Landing State Park, Va.; classic Chesapeake Bay screwpile lighthouse, Thomas Point Shoal.

participate in the network. Participation is voluntary and involves no changes in independent management of gateway facilities. The National Park Service serves as facilitator, convener, and leader, rather than as manager. National Park Service staff develops overarching programs, such as a logo, website, signing, and maps, and coordinates the Network Working Group, the 17 representatives of state, federal, and baywide nonprofit programs who help guide the network. The National Park Service also administers

IUCN Categories of Protected Areas

I. Strict Nature Reserve/Wilderness Area
Managed mainly for science or wilderness protection

II. National Park
Managed mainly for ecosystem protection and recreation

III. Natural Monument
Managed mainly for conservation of specific natural features

IV. Habitat/Species Management Area
Managed mainly for conservation through management intervention

V. Protected Landscapes/Seascapes
Managed mainly for landscape/seascape conservation and recreation

VI. Managed Resource Protected Area
Managed mainly for the sustainable use of natural ecosystems

International Union for Conservation of Nature and Natural Resources (IUCN) Commission on National Parks and Protected Areas, 1994

For More Information

Rethinking the National Parks for the 21st Century: A Report of the National Park System Advisory Board, July 2001, quoted in this publication, is available online at www.nps.gov/policy/futurereport.htm.

For additional information about the parks described in this publication, visit their websites through ParkNet at www.nps.gov. Link to in-depth expanded park pages or use the "contact" link to reach each park directly.

The following websites offer information on programs related to this topic:

Conservation Study Institute
www.nps.gov/csi

Heritage Preservation Services
www2.cr.nps.gov

National Center for Recreation and Conservation
www.nps.gov/ncrc

National Heritage Areas
www.cr.nps.gov/heritageareas

National Natural Landmarks Program
www.nature.nps.gov/nnl

For information on international conservation stewardship, visit the following:

QLF/Atlantic Center for the Environment
www.qlf.org

IUCN, the World Conservation Union
www.iucn.org

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Credits

Photography *f*

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National Park Service Mission Statement:

The National Park Service preserves unimpaired the natural and cultural resources and values of the National Park System for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

National Park Service
U.S. Department of the Interior

From its origins in the spectacular settings of Yellowstone National Park, the national park idea has evolved to include a rich array of natural and cultural resources. “Classic” models of park ownership and management do not always suit the types of resources now recognized as deserving protection. In the United States, as in many other countries of the world, the stewardship of a nation’s heritage increasingly depends on partnerships. This sampling of U.S. national park areas represents the growing trend of shared stewardship.