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A HISTORY OF THE
NATIONAL PARK SERVICE MISSION 66 PROGRAM

By: Roy E. Appleman
January 1958

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February 15, 1958

MEMORANDUM FOR

Mr. Roy L. Appleman ✓
Staff Historian
National Park Service
Department of Interior

As you requested in your note, I have gone over the draft "History of the Genesis of MISSION 66" and have suggested some changes and inserts.

The section about the Cabinet meeting itself is as accurate as we can recollect. However, you should consider this section PRIVILEGED, since it involves Cabinet and Presidential discussion.

To enable this section to be released from its PRIVILEGED character, Mr. Rabb will need a recommendation to this effect from Mr. Wirth with an indication of how Mr. Wirth plans to use the document itself.

I am grateful for your generous remarks about our help to you; we here still consider the MISSION 66 preparation and presentation one of the most effective Cabinet agenda items we have ever had.



Bradley H. Patterson, Jr.

A HISTORY OF THE
NATIONAL PARK SERVICE MISSION 66 PROGRAM

This is written to preserve a brief narrative record of the origin and development of the MISSION 66 program. Mr. Wirth, the Director of the National Park Service, conceived the idea for a MISSION 66 plan early in 1955, and the plan itself was formulated in the ensuing year. In January of 1956 the plan was presented orally to the President of the United States and his Cabinet in a Cabinet meeting. The President accepted the plan and authorized the Secretary of the Department of the Interior to present it to Congress.

Meanwhile, the two Houses of Congress, through some of their members and certain Committees, had become aware of the plan. Notices of it appeared in the press from time to time. In the preparation of the final plan the Bureau of the Budget was kept informed, and its advice sought on the funding program. The first appropriation for MISSION 66 became available on July 1, 1956, under the 1957 appropriation.

The MISSION 66 Plan proved to be an unusually successful way of getting Park problems before the country and of formulating

a method of receiving Administration and Congressional action to support and implement a proposed solution. Because this plan promises to be the basis for National Park Service work during the next ten years, and will undoubtedly influence policy and development far into the future beyond even that time, it has been considered desirable to leave in the records of the Service an account of how it developed.

Origin of the Idea

As with most movements that lead to important and successful action in dealing with public problems, there is a background in the case of MISSION 66. For forty years the United States had had a rapidly growing population. It was a period when the automobile, over ever-expanding and improving public roads, carried more and more people yearly to the scenic and wilderness areas of North America. Prominent among these places were the National Parks and Historic Sites. A problem never solved was the need of obtaining funds adequate to finance park development to serve the increasing visitation, and yet to protect for the long future the charms, attractions, and special values of these parks.

Every Director of the National Park Service from the first one, Stephen T. Mather, on down to Mr. Conrad L. Wirth, had wrestled with this problem. To all of them--Mather, Albright, Cammerer, Drury, Demaray, and Wirth, it was the same thing--trying

in the annual budget and appropriation bills to get funds on a yearly basis which would enable them to discharge their responsibilities. The yearly basis was the old accustomed and accepted way of getting funds from the Congress for the discharge of public business. In the years of the early 1950's after he assumed the Directorship, Mr. Wirth found in this method frustration after frustration. Although Congress granted certain increases, these seemed always to fall behind the pace of mounting public use and needs in the parks, partly because of the falling purchasing power of the funds appropriated due to ever-increasing inflation.

Mr. Wirth discussed this situation at different times over the years with officials of the American Automobile Association, leaders of several conservation and recreation groups, and the Department's Advisory Board on Historic Sites, Buildings, and Monuments. At the same time there were increased pressures to give up the parks because they were not being developed and maintained properly, and he had to persuade the Governors of several states that land in the National Park System was an asset to the state and did not constitute a depletion of the State's resources. Protecting the National Parks, and at the same time providing for their proper development for the use of an expanding population, were related problems ever present in Mr. Wirth's mind.

Pondering this matter one Saturday evening at his home in early February 1955, Mr. Wirth's thoughts suddenly settled on the idea that perhaps the main cause of past failures was the neglect to deal with the problem on a long-range basis. Why not set up a master plan for the System on the basis of a relatively long period of time-- a period of time that looked beyond the year-to-year appropriation and yet did not carry so far into the future that it would lack reality. If the Congress and the Administration were to grant the funds necessary properly to protect and administer the National Park System, they should know what the present and future use demands were, how much it would cost to provide the necessary personnel and facilities, what would be a reasonable and economical period to complete such a program, and what they would get for the money so expended. Ten years seemed the right length of time to plan between the extreme of the ever-present yearly budget plan and of the distant future. These thoughts ran through Mr. Wirth's mind on the night of February 6, 1955.^{1/}

The next day, Sunday, Mr. Wirth spent at home. He found his mind occupied with and continuing the reflections of the night before. He realized that before any long-range plan could be formulated he would need to know a lot of things that he did not then know. What

^{1/} This account of what caused Mr. Wirth to launch the MISSION 66 study is based on interview, Roy E. Appleman with Mr. Wirth, March 23, 1956.

would be the population of the United States in 1965? What proportion of the population ten years hence would visit the parks? What would their wants and needs be then? How would these differ, if at all, from those of present day park visitors? What changes would occur in the next ten years in the pattern of vacation and tourist travel that might affect the parks? What new and additional accommodations would be needed for overnight and dining accommodations in the next ten years? Would there be an increase in the older and in the younger age brackets of visitors over ^{those of} the present? What new roads would be needed? What new trails? What new camping facilities would be required? With the prospect of new multitudes of people in the parks, how best could one protect their perishable and unique features for the generations of the future? What increases in employee personnel would be needed to administer the parks, provide ranger protection, and supply the interpretive services visitors had come increasingly to expect and want? And what would all this cost?

Mr. Wirth, in contemplating these and other factors, decided that a thoroughgoing, objective, and scientific study of the parks and their prospective future use was basic to the long range plan that had been shaping in his mind.

With these thoughts in mind, he went to his office on Monday, February 8, 1955. As was his custom, he called a "Squad Meeting,

a gathering of his principal advisors in the Washington Office of the National Park Service, made up of the Assistant Directors, Special Assistant to the Director, and the Chiefs or Acting Chiefs of Divisions. Mr. Wirth expounded his idea to this group. He proposed to set up a special staff selected from personnel in the Washington Office, and to put this group in his conference room to work exclusively on a plan. Relieved of all regular duties, they would devote full time to the long-range planning study until it was completed. He did not know just how long a period of time this would take. The group would be selected in such a manner as to be representative of the major functions of the Service. And he said he wanted men on it who would be missed in their regular Divisions.

The reaction of the members of the "Squad" was favorable. They seconded the idea with enthusiasm. The discussion then turned to the question of selecting the persons to comprise the study group. This led to the decision to have two groups--one would be a Steering Committee; the other would be the Working Staff. Before the meeting ended, Mr. Wirth appointed the following membership to these two groups:

Steering Committee

Lemuel A. Garrison, Chairman
Chief, Conservation and
Protection Branch,
Operations Division

Thomas C. Vint
Chief, Division of
Design and Construction

Henry Langley
Chief, Programs and
Plans Control Branch
Operations Division

John E. Doerr
Chief, Natural History Branch
Division of Interpretation

Donald E. Lee
Chief, Branch of
Concessions Management
Operations Division

Keith Neilson
Finance Officer
Administration Division

Jackson E. Price
Chief, Branch of Lands
Operations Division

Working Staff

William G. Carnes, Chairman
Chief Landscape Architect
Division of Design and
Construction

Harold G. Smith
Assistant Chief, Programs
and Plans Control Branch
Operations Division

Robert M. Coates
Chief, Economics and
Statistical Section,
Conservation and Pro-
tection Branch

Howard R. Stagner
Principal Naturalist
Natural History Branch
Division of Interpretation

Jack B. Dodd
Assistant Chief Forester
Conservation and Protection
Branch

Roy E. Appleman
Staff Historian
History Branch
Division of Interpretation

Raymond L. Freeman
Assistant Chief, Branch of
River Basin Studies
Division of Cooperative
Activities
(Added to the Staff on
April 20, 1955.)

The members of the Steering Committee were to review periodically the work of the Staff and help give it direction. The Staff was to give full-time work to the planning task. Mr. Wirth had already thought of the name "MISSION 66" for this effort.

With the "Squad" meeting at an end, Mr. Wirth directed that the members of the Staff be informed of their new assignments, and for them together with the members of the Steering Committee, to meet with him that afternoon at 2:30 in Room 3100, the conference room adjoining his office.

Excitement ran through the Park Service offices just before noon that Monday as word passed around that a special study group had been formed to inquire into possible changes in the Service's policies and to plan for the future. Members of the Staff received news of their selection for the work with a mingled feeling of surprise, uncertainty, and anticipation. But all looked forward to the afternoon meeting when they would learn more about the task ahead.

At 2:30 in the afternoon in Room 3100, where they were joined by Mr. Wirth and the Assistant Directors, Mr. Wirth proceeded at once to lay before the Staff his idea of the task it was to perform. He said, in effect, that there was a pressure of public steam criticizing conditions in the parks. It was not enough to think of bringing the National Park Service out of the muck to high ground. The habit of going to the PCP's and pulling out from them a yearly program must be changed. Since 1946 there had been more money for the Service than before, but it purchased less. Travel was increasing. Funds appropriated were actually on the basis of serving 21,000,000 visits to the parks; now there were about 46,000,000 visits yearly, and this number would increase. The Service was confronted with

the possible destruction in the parks, he said, of what it was charged with saving. His desire was to lay before Congress a program designed to secure a reasonable protection of the parks and yet provide for increased public use in such a way as not to wear them out. He thought there was danger of them being "loved to death."

Mr. Wirth said he wanted two things resolved in the course of the study: 1. A reasoned objective for the Service over a long period of time; (2) A program to accomplish that objective. He said the solution would not be in the books and in regulations; perhaps it could not be found within the terms of existing legislation. But whatever was required, he wanted to know it. He wanted the Staff to come up with answers. In an analogy to a poker game, he said the Service was being "called". Now it had to show its hand. And he wanted it to be a good hand.

He stressed finally that any development recommended must be for the purpose of protecting the Nation's heritage - scenic, scientific, and historical - in the national parks. He wanted the plan to be completed in time so that he could present it to the General Service Conference of Park Service Superintendents to be convened at Great Smoky Mountains National Park on September 18. He wanted the first result of the new program to show in the 1957 budget. He ended his comments by saying that he wanted a memorandum prepared and ready for

distribution to the Washington Office staff and to the field by Thursday next, February 11, informing all members of the Service of the MISSION 66 study he had just launched and what he hoped to accomplish with it. *

* The writer kept an informal diary of the proceedings of the Staff during work on the MISSION 66 Report, from Feb. 8, 1955 to Feb. 8, 1956. He made notes at the time discussions were in progress and often took down literally verbatim the words spoken by various persons. He has drawn heavily on these contemporary notes in preparing this account. Almost nothing herein is based on unsupported memory.

After Mr. Wirth left the meeting, Mr. Garrison discussed the task ahead of the group and said that it would have 90 days in which to complete it.

The Staff Begins Work

The staff members settled down for work in Room 3100, the Director's conference room between his own and Mr. Tolson's offices. There they talked about how they should start on their new job. This room was to be their work shop for the next year, although none of the group realized it at the time. The first series of discussions seemed to point at finishing the task within three or four months.

There was a great convenience and advantage to the staff in working in this room. Mr. Wirth had only to open the side door of his office and he could step in and discuss any topic with the staff. As

time passed, all members came to know that the Director's time was very valuable, and that it was hard for him to give as much as half an hour to any discussion without being called away on some important and urgent matter. The arrangement worked well, however, for Mr. Wirth did find time to consult frequently with the staff.

A few of the division heads at first continued to assign work to some of the staff members detailed from their divisions. It was hard for everyone to believe at first that this Staff was to work on the new task assigned by the Director, and on nothing else. But the Director soon made it clear that no one, for any purpose whatsoever, was to request or expect Division work from any member of the Staff. Each and every member of the Staff had been relieved of his regular duties until the newly assigned MISSION 66 task was finished. There was no more trouble on that score.

The first official act of the Staff was to draft a memorandum announcing to all offices and members of the Service the establishment of the MISSION 66 Staff and its purpose. The Steering Committee reviewed the draft before it went to Mr. Wirth for approval. In this memorandum to the Washington and All Field Offices, dated February 18, 1955, Mr. Wirth officially announced his MISSION 66 project to the Service. It said in part:

"The year 1966 will mark the Golden Anniversary of the National Park Service. In an effort to solve, by that time, the difficult problem of protecting the scenic and historic areas of the National Park System from over-use and, at the same time, of providing optimum opportunity for public enjoyment of the parks, I have initiated a project which we are calling MISSION 66

"The purpose of MISSION 65 is to make an intensive study of the problems of protection, public use, interpretation, development, staffing, legislation, financing, and all other phases of park operation, and to produce a comprehensive and integrated program of use and protection that is in harmony with the obligations of the National Park Service under the Act of 1916.

"The immediate objective of the MISSION 66 is the development of a dynamic program to be presented to the Secretary for consideration by the Bureau of the Budget and the Congress beginning with the 1957 fiscal year estimates. The ultimate objective is the complete execution of the program by the time the Service celebrates its Golden Anniversary in 1966.

This memorandum named the members of both the Steering Committee and Staff, and officially relieved the latter from their regular duties. It also set forth the name MISSION 66 as the term that would henceforth be used in referring to this special undertaking. It made clear that all members of the Service would be expected to participate in studies that were to be undertaken in formulating the desired program.

The Staff undertook at the start to review all the basic existing laws that affected the functions and scope of the Service. It also assembled and studied other related documents and statements from prominent individuals who had been associated with the past history of the Service. Among the most important of these documents was the "Statement of National Park Policy" signed by Secretary of the Interior Franklin K. Lane, and dated May 13, 1918. Secretary Lane had sent this document to the first and newly appointed Director of the National Park Service, Stephen T. Mather, as a policy directive to

him for the new Bureau. Mr. Horace M. Albright, then a young assistant in the Secretary's Office who had been handling park matters prior to the establishment of the new Bureau, was the principal author of the directive.

The vision and soundness of this first policy statement for the new bureau is confirmed by the fact that nearly all of it is still applicable, in a broad way, to Service policy today. A few excerpts from Secretary Lane's directive to Mr. Mather may be appropriate here. The Staff accepted it as stating certain valid basic assumptions on which their work should proceed. It said in part:

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

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

"Every opportunity should be afforded the public, wherever possible, to enjoy the national parks in the manner that best satisfies the individual taste."

The Staff studied legislative background of the Service.

This included particularly the organic act of August 25, 1916 (39 Stat. 535) establishing the National Park Service; the Antiquities Act of June 8, 1906 (34 Stat. 225); the National Historic Sites Act of August 21, 1935 (49 Stat. 566); and the Park, Parkway and Recreation-Area Study Act of June 23, 1936 (49 Stat. 1894).

Changes in responsibilities and mission brought to the Service by Executive Orders No. 5166 of June 10, 1933 and No. 1228 of July 28, 1933 were studied. In these two Executive Orders, President Franklin D. Roosevelt consolidated in the National Park Service all national military and battlefield parks and the national monuments that had been, up to that time, variously held and administered in three Departments of the Federal Government -- War, Agriculture, and Interior. The most important new function imposed on the Service in these Executive Orders was responsibility for a large number of historical areas -- the battlefield parks and some memorials -- previously administered by the War Department. In some cases the War Department had administered this responsibility for nearly forty years. Twenty-some years later, in 1955, it became clear that in the forty years since its establishment the National Park Service had greatly expanded, not only in the number of Federal properties, but also in the type, for which it was responsible.

Interestingly enough, the principles of policy adopted to guide the development and use of the first great natural parks were equally applicable to the historical, scientific, and memorial properties. For all, there was a singleness of belief and intent; the application of principles and direction of purpose for each would emerge from evaluating the particular resources of each park and adopting the proper means of safeguarding these resources while at the same time making available their values to the American people.

For additional guidance in evolving any new policies that might be needed for the changing times expected in the next decade, the minutes and resolutions of the Advisory Board on Historic Sites, Buildings, and Monuments were examined. Those principles of conservation and protection which this body of eminent men had formulated in advising the Secretary on park matters over the past twenty years were listed. The problems of the past two decades offered many hints of what those of the next decade might be.

The Staff adopted for its own, as an axiom of intent and purpose, a statement from the opinion of Justice Mathew W. Hill in the case of State vs. Dexter, delivered in the Supreme Court of the State of Washington, February 18, 1949 (202 Pacific Reporter, 2d series) as it concerns the Nation's natural resources.

Edmund Burke once said that a great unwritten compact exists between the dead, the living, and the unborn. We leave to the unborn a colossal financial debt, perhaps inescapable, but incurred, none the less, in our time and for our immediate benefit. Such an unwritten compact requires that we leave to the unborn something more than debts and depleted natural resources. Surely, where natural resources can be utilized and at the same time perpetuated for future generations, what has been called 'constitutional morality' requires that we do so.

The practices of European countries in preserving and making use of their great natural wonders came under scrutiny for whatever good suggestions experience there might offer. Policy and practices are by no means the same in various parts of that continent. The English in their own country and the Swiss in the Alps follow almost opposite practices, and it is not always easy to say which is right. Even some

eminent Englishmen have doubts on this matter, as can be sensed from a remark of Professor G. M. Trevelyan to the effect that it is fortunate the Alps are not controlled by the British since, if they were, "they would long ago have been closed on account of the chamois."

Trevelyan was an apostle of close and intimate relationships between man and the countryside. Only by walking over the ground, among the meadows and in the forests, over mountains and across valleys, he thought, could this relationship best be obtained. He once said, "I have two doctors, my left leg and my right ...". He advised calling in these doctors for every disease of the mind and torment of the soul. To him it was for human beings a truth that walk long enough and far enough and there is no trouble which at the end of the day will not look different and feel lighter.

For the first two or three weeks the Staff busied itself with discussing all these and other related matters. It was trying to find a point of departure, a standard against which to measure the many questions it now must consider. It tried to find a series of maxims or rules of conduct to guide its thinking and control its action in the days ahead. The members took it for granted after Mr. Wirth's several discussions with them that they must be as objective as possible. Each was to be free to question anything if he thought a better way could be found. Nothing was to be sacred except the ultimate purpose to be served.

Men, methods, and time-honored practices were to be accorded no vested deference. Everyone realized after a review of Park Service history that much development in the larger national parks, certainly, had been based on how far a stagecoach could travel in a day. The time for a change in the application of different criterion was overdue.

By March 1, two steps had been decided upon in the Staff and Steering Committee to develop the detailed information the Staff would need in starting to evolve a program for MISSION 66. Requests were sent to each Division and Branch of the Washington Office for a recommended program, within their fields of responsibility, to accomplish the stated purposes of MISSION 66. At the same time, the Staff began work on a questionnaire to be sent to all the parks. Answers to this questionnaire would cover both statistical information and theoretical discussion of park problems. The term "park" was used to apply to any area administered by the Service

Concurrently with these opening steps in starting its work, the Staff decided to carry on interviews with persons from all the Branches and Divisions of the Washington Office. Interviews were to be arranged also with park officials from outside the Washington Office when they were in the city on other business and could spare the time to appear before the Staff. It was agreed that these interviews would be wide open to all members of the Staff to ask any questions pertinent to the task ahead. No interviewees were to be spared embarrassing questions if they promised to bring out useful information. It was

recognized that the most fruitful result of the interviews would be to get the impressions, the criticisms, the pet ideas, the recommendations of a multitude of persons on park problems. Many of the persons who would take the "witness stand" had behind them a long period of varied Park Service experience. In the composite, they represented just about all aspects of Service work and responsibility. The Staff meant to pick their brains.

The Mount Rainier Pilot Study

Concurrently with formulating this plan to interview a great number of people on MISSION 66 problems, the Staff and the Steering Committee on March 1 began considering the best way to approach the study of each park in the System. The purpose here was to arrive at the best evaluations of park resources, the way in which they could best be used for human enjoyment, and yet preserve them for continued use indefinitely into the future. After considerable discussion, the decision finally was reached to make a pilot study of a park having a variety of typical problems. The experience gained in such a study might be applicable to formulating an approach to similar studies for each park in the System. Taken together, the individual park studies would add up to MISSION 66. It was agreed that the first pilot study should concern a park of reasonably difficult problems, many of which would be typical of park problems in general.

Mount Rainier National Park was finally selected for this study. It had both summer and winter use problems. It had mountain and forest. It had a rich flora and fauna, and great scientific interest. It had superb scenery. It had concession problems, road and trail problems, camping and day use problems; it also had public relations problems.

By March 24, 1955, the Staff, with considerable assistance from the Steering Committee, had drawn up general guidelines and precepts for the Mount Rainier study. An outline of the proposed study was discussed with the Director. He seemed in general agreement with the Staff's proposals, except for the completion of the Mount Rainier West Side Highway. The completion of that highway, he thought, should be dependent upon adjustment of the Park boundary to obtain more favorable terrain for the road.

One particular precept that evoked long and, at times, rather sharp, divided opinion in the Staff concerned exclusive franchise for transportation. The viewpoint gradually prevailed, however, that there should not be an exclusive franchise for transportation in any park. This precept was particularly applicable to the Mount Rainier Study because courts had decided in the past that the Interior Department, under its regulations then in effect, could keep "Drive-It-Yourself" cars out of the park - Mt. Rainier was the park involved in the case. There was finally a very strong feeling on the part of a majority of the Staff that such a practice of limiting transportation

facilities within a park was not in the public interest. Where it was in effect it could seriously impair the convenience of individuals and increase their financial burden in visiting a park. The majority of the Staff felt that any means of transportation a visitor might want to use for his own convenience should be allowed in the parks, if it met park regulations concerning safety and protection. This viewpoint was successfully presented to the Steering Committee and the Chief of Concessions, and was accepted by Mr. Wirth. Henceforth concession contracts were not to contain provisions for exclusive transportation franchise within the parks. The members of the Staff who had argued long and sometimes heatedly for this principle felt that in its adoption a major achievement in MISSION 66 objectives had already been accomplished.

Discussion of the Mount Rainier study early brought out the difficult problem concerning overnight accommodations within that Park. The Staff felt rather strongly that the weather and climatic factors, and the past history of overnight concession operations at Mount Rainier, argued for a discontinuance of such facilities. In this connection, Mr. Wirth reviewed for the benefit of the Staff his recent decision not to have overnight accommodations in the Everglades National Park for the present at least, and to allow it at some time in the future only if by then it was demonstrated that interpretation of the Park required it for visitors who started from a point outside the Park and traveled by water into it.

One very basic concept emerged quite early in the Staff deliberations, and continued to grow in importance and influence in Staff thinking about the National Park System. This is the very simple and obvious concept that the first step in planning is to define the human benefits which should accrue to a park visitor, and that everything that is done in a park in the interests of a visitor must be directed toward and find its justification in that definition. The full recognition of this concept in all its implications can be the most important and far-reaching influence of all conservation - public use ideas toward an improved quality of park use, and the preservation of park resources as well.

The Staff study of Mount Rainier had reached the point at the end of March where it was desirable to go over it in detail with Superintendent Preston Macy. Accordingly, he came to Washington, and during the week of April 4-8 the Staff discussed the study with him. The Steering Committee participated with the Staff and the Superintendent in the review. On the 7th, Mr. Wirth joined the group and with it went over the Mt. Rainier study. The next day, corrections and final changes were made in the study. Mr. Wirth asked that enough copies of it be available for use at the forthcoming Advisory Board meeting and at the meeting of the Regional Directors. The study, called a prospectus, was finished and copies assembled on April 11.

The broad principles evolved in the Mt. Rainier study can be summarized by stating that the MISSION 66 study of any park, and the development of a good use plan for it, required establishing the following things in the priority listed:

1. Determine and state the important park resources.
2. Fix a road and trail circulation system to carry visitors to these resources so that they may see, experience, and enjoy the values to be derived from them.
3. Determine what visitor facilities, other than roads and trails, are necessary within the Park to provide visitors a reasonable opportunity to enjoy the Park resources.
4. Determine the administrative requirements of the Park in terms of protecting its resources and providing visitor services.
5. Determine what land acquisition, if any, is needed for protection of Park resources and to assure reasonably convenient visitor use of these resources.

Staff Interviews

Interviews of Washington Office personnel was carried on rather intensively during March and April. When park personnel, and members of the Regional and Design Offices, were in Washington they too were invited to present their conclusions on park use problems.

One of the Staff's first interviews was on March 4, with a representative of the Mobile Home Manufacturing Company of Chicago, Illinois. The purpose was to inquire into the feasibility of using trailers for cheap overnight accommodation in the parks. As a result

of this interview the staff learned that an 8-foot wide, 35-foot long, trailer with two bedrooms could probably be manufactured for \$3,500. Terms of sale were generally 1/3 to 1/4 down payment, with 5 years to pay the remainder. The Trailer Manufacturer Association was trying to obtain financing terms which would permit a 1/5 down payment, and 6 years to pay the remainder. Oil heat is used in most of the trailers. The Public Housing Authority has used trailers in flood areas, and the Atomic Energy Commission has used about 4,000 units successfully at one of its projects on the Savannah River. The staff discussed this subject periodically thereafter but never reached the conclusion that trailers would be a good solution for cheap overnight accommodation within the large parks.

A partial listing of ideas and suggestions that came to the attention of the Staff in the March and April interviews may be worth recording here.

1. Each park should have erected at its entrances, or just inside the entrances, a large panel marker giving the name of the park and stating the most significant resources of the park. Its purpose would be to alert all visitors to the main features of the park and set the mental tone of what the visitor should expect to find in the park. In a sense, this entrance marker would carry a statement of significance; it would give the meaning of the park, the reason for its being established.

2. Thousands of miles of trails were in existence that were little used, and in some cases used almost not at all.

3. Women want good trails, trails that they can walk on in high heels. Many are not prepared to change into walking shoes for short walks to points of interest. Trails to points of interest should be hard surfaced for all-weather use and smooth enough for all kinds of shoes.

4. The Service should get away from one-man parks. The smallest park needed at least three full time employees. Personal services were better than that of gadgets in most instances. Gadgets cannot answer questions. People will look at scenery in daytime; at night they want something else to do. A failure to reorganize park staffs to meet changing conditions. In many places the functional organization had not changed in decades; ranger districts for example remained the same over the decades although there were different problems of protection and vastly changed means of travel and communication now than in times past.

5. The use of radio, and neglect of telephone communication, has resulted in generally bad communication for fighting forest fires. Park staffs are not able to maintain radio equipment. Radio equipment in the parks has performed less satisfactorily than expected.

6. The majority of people will not camp or stay overnight at places in the parks where there is no special attraction. The majority of people will go to alum campgrounds rather than to new, wholesome ones in good wilderness environment, if man-made attractions and entertainment are at or near the former. Yosemite and Sequoia National Parks were cited as examples of this experience.

7. The broad policy of forest conservation has in the past led to a misconception of proper management of eastern historical areas, particularly where conservation of the natural scene was not the real conservation problem. The foresters were not generally the source of this misconceived policy interpretation; it came from other personnel in the Service. Fortunately, there has been a decided improvement in understanding the real conservation factors based upon the important resources of each park and the type of development needed for each one by the public.

8. Concentration of technically trained personnel in the parks often is inefficient. Stationed in a regional or central office they could be used in a more diversified manner and wherever and whenever their talents and skills are required. This matter was discussed at many different times by the Staff. There seemed to be general agreement that, with few exceptions, the technically trained personnel in the higher grades should be stationed in central offices and assigned to park work as needed. Smaller parks, particularly, would benefit from such an arrangement. But it also was understood that certain budgeting and personnel factors made this very difficult to carry out except in a rather limited degree.

9. Mechanical and audio-visual devices cannot answer visitor questions.

10. The National Park System is weak and out of balance with respect to historic sites commemorating western expansion, industry, invention, and great social changes.

11. Concessions are not needed in small areas in urban centers; examples would be those at Castillo de San Marcos in St. Augustine and Fort Mifflin at Baltimore. These compete with business establishments in the immediate surrounding community, and the services they provide are not required for visitor comfort.

12. Night use of parks will diminish.

13. Individuality of each park must be key to policy and development relating to that park.

14. There should be more lifesize exhibits in historical parks. Museum is only an aid to the "thing" itself. This idea favors more reconstructions. People are showing an ever-increasing preference for lifesize reconstructions in the places they visit.

15. A planned approach to a park; put facilities in the approach. This would protect central areas.

16. Trailers for overnight park accommodations - too cramped, too expensive to maintain. Some of the new motels, example those at Great Meadows in Shenandoah National Park, cost about \$3,800 a unit. Employee residences should have a minimum of 3 bedrooms. Will need 1,000 houses in next 10 years; 1/2 new, 1/2 replacements. Will need about 400 seasonal quarters. With rotation policy in effect, the Service

cannot expect employees to live outside park in houses they must purchase or rent themselves. House should be replaced after 50 years. Superintendents say they cannot rent houses to employees at \$30 a pay period. The trend now is for units with 2 double beds. Package construction of houses for employees; in this kind of construction, unit will cost about \$18,000. Must have standardized employee residence plan.

17. The Service cannot control hotels in parks because they are concession owned and operated. It can control campgrounds. Best to have hotels outside parks wherever possible.

18. Warehouse operations in parks costly and inefficient. Small warehouse cannot stockpile. Most parks should contract for supplies or move this part of park operations to nearby town where supplies can be purchased readily. Money is tied up in personnel, equipment, and structures in warehouse operations that is not justified in most places. These views were echoed by many people who discussed this phase of park operations, but seldom by a Superintendent. Even though more costly, most of them like the greater convenience of warehouse and ordinary supply facilities immediately at hand in the park.

19. Past experience shows that personnel trained in radio communication and maintenance in the parks leave for better paying jobs outside as soon as they attain competence. The National Park Service should get out of the electrical business. It is cheaper and more efficient to contract for such services. Utility companies should provide services. Equipment should be leased and maintained under contract. Telephone is still the best means of communication for park purposes.