CARPENTER file
KIMBALL
SCHREIBER - CS.

P-1412

COMPILATION

OF THE

ADMINISTRATIVE POLICIES

FOR THE

NATIONAL PARKS AND NATIONAL MONUMENTS
(NATURAL AREA CATEGORY)

OF THE

NATIONAL PARK SYSTEM

SEPTEMBER 1, 1967

UNITED STATES
DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

SCANNED 6/22/00

TABLE OF CONTENTS

	Page
Alphabetical List of Topics	i
GENERAL	1
Purpose	1
National Parks and Monuments	2
Congressional Policies	5
Administrative Policies	9
Management Principles	9
PART I--RESOURCE MANAGEMENT POLICY	10
Plant and Animal Resources	10
Fire	11
Fire Control	11
Grazing	12
Agricultural Uses	12
Disposal of Refuse	12
Off-Road Use of Motorized Equipment	12
Cultural Resources	13
Cooperation with Soil Conservation Districts	13
WILDLIFE MANAGEMENT POLICY	14
Natural Predation	16
Trapping and Transplanting	16
Shooting Excess Animals that Migrate Outside the Parks	17
Control by Shooting within the Parks	17
The Case of Yellowstone	18
Public Hunting	21
Wildlife Populations	21
Wildlife Management Program	21
Research	22
LAND AND WATER RIGHTS ACQUISITION POLICY	23
Land Acquisition and Restoration	23
Water Rights	23
MASTER PLAN POLICY	27
Master Plan	27
Master Plan Team	28
Architectural Theme	28
Land Classification	28
Public Hearings	31

TABLE OF CONTENTS

	Page
PART II--RESOURCE USE POLICY	32
Fishing	32
Research	32
Preservation and Display of Natural and Cultural Objects	33
Disposal of Resources	33
Aircraft Operations	33
VISITOR USE POLICY	34
Visitor Centers	35
Museums and Wayside Exhibits	35
Amphitheaters	35
Conservation Education	35
Wildlife Observation	35
Interpretive Trails	36
Recreation Activities	36
Special Events	37
Accommodations for the Public	37
Safety and Public Health	37
Sale of Native Handicraft and Artifacts	37
Motion Pictures and Still Photography	38
Alcoholic Beverages	38
Advertising	38
Religious Services	38
Cooperating Associations	38
Fishing	38
WILDERNESS USE AND MANAGEMENT POLICY	39
Management Facilities, Practices and Uses	41
Fire Control	41
Insect and Disease Control	41
Rescue and Other Emergency Operations	41
Regulation of Excess Wildlife Population	41
Non-native Plants and Animals	42
Research	42
Fishing	42
Visitor Use Structures and Facilities	42
Boating	42
Commercial Services	42
Mining and Prospecting	43
Inholdings	43
Water Development Projects	43

TABLE OF CONTENTS

	Page
WILDERNESS USE AND MANAGEMENT POLICY (Cont'd.)	
Grazing	43
Timber Harvesting	43
Hunting	43
Motorized Equipment	44
Roads and Utilities	44
PART III--PHYSICAL DEVELOPMENTS POLICY	45
Architectural Theme	46
Airports	46
Navigation Aids	46
Memorials	46
Construction Materials	47
Residential Facilities	47
Concession Facilities	47
Roads	47
APPENDIX	

Alphabetical List of Topics

Subject	Page
Accommodations for the Public	37
Administrative Policies	9
Advertising	38
Agricultural Uses	12
Aircraft Operation	33
Airports	46
Alcoholic Beverages	38
Amphitheaters	35
Architectural Theme	28, 46
Boating	42
Commercial Services	42
Concession Facilities	47
Congressional Policies	5
Conservation Education	35
Construction Materials	47
Control by Shooting Within the Parks	17
Cooperating Associations	38
Cooperation with Soil Conservation Districts	13
Cultural Resources	13
Disposal of Refuse	12
Disposal of Resources	33
Fire	11
Fire Control	11, 41
Fishing	32, 38, 42
Grazing	12, 43
Hunting	43
Inholdings	43
Insect and Disease Control	41
Interpretive Trails	3(
Land Acquisition and Restoration	2[illegible]
Land Classification	28
Management Facilities, Practices and Uses	41
Management Principles	9
Master Plan	27
Master Plan Team	28
Memorials	46
Mining and Prospecting	43
Motion Pictures and Still Photography	38
Motorized Equipment	44
Museums and Wayside Exhibits	35
National Parks and National Monuments	2
Natural Predation	16
Navigation Aids	46
Non-native Plants and Animals	42

Alphabetical List of Topics

Subject	Page
Off-Road Use of Motorized Equipment	12
Plant and Animal Resources	10
Preservation and Display of Natural and Cultural Objects	33
Public Hearings	31
Public Hunting	21
Purpose	1
Recreation Activities	36
Regulation of Excess Wildlife Population	41
Religious Services	38
Rescue and Other Emergency Operations	41
Research	22, 32, 42
Residential Facilities	47
Roads	47
Roads and Utilities	44
Safety and Public Health	37
Sale of Native Handicraft and Artifacts	37
Shooting Excess Animals that Migrate Outside the Parks	17
Special Events	37
The Case of Yellowstone	18
Timber Harvesting	43
Trapping and Transplanting	16
Visitor Centers	35
Visitor Use Structures and Facilities	42
Water Development Projects	43
Water Rights	23
Wildlife Management Program	21
Wildlife Observation	35
Wildlife Populations	21

GENERAL

Purpose. The purpose of this brochure is to restate in one document the existing administrative policies of the National Park Service for the management of the natural areas (national parks and national monuments of scientific significance) of the National Park System.

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

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

Separate brochures will deal with administrative policies for the management of the historical areas and the recreational areas of the National Park System. The types of areas included in the historical area category of the System are: national historic site, national battlefield site, national historical park, national military park, national memorial, national memorial park, national monuments that preserve antiquities, such as prehistoric Indian ruins, etc. The types of areas included in the recreational area category of the National Park System are prescribed in Policy Circular No. 1, dated March 26, 1963, of the Recreation Advisory Council. The Council lists these types of areas as: "* * * national seashore, national lakeshore, national waterway, national riverway, national recreation demonstration area, and similar names which embody either the physical resource base or the functional purpose to be served."

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

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

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

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

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

> "As a country for sightseers, it is without parallel; as a field for scientific research, it promises great results; in the branches of geology, mineralogy, botany, zoology, and ornithology it is probably the greatest laboratory that nature furnishes on the surface of the globe."

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

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

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

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

A national monument may range from small acreage, such as the 959 acres in El Morro National Monument to the nearly 2.7 million acres of Katmai.

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

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

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

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

Parks are relatively spacious--monuments may be any size.

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

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

National parks and monuments represent the finest examples of our country's lands and waters, those natural features of such scenic, scientific, educational, and inspirational importance that they merit commitment to national care. They are established to preserve for all time scenic beauty, wilderness, native wildlife, indigenous plant life, and areas of scientific significance or antiquity.

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

Congressional Policies. The specific policies laid down by the Congress for the management of any particular natural area may be found in the legislation establishing that area. The Congress, however, has made certain pronouncements of broad policy which have special significance on the administrative policies for all natural areas.

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

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

> "The Service thus established shall promote and regulate the use of the Federal areas known as national parks, monuments, and reservations hereinafter specified by such means and measures as conform to the fundamental purpose of the said parks, monuments, and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.
>
> "/The Secretary of the Interior/ * * * may also grant privileges, leases, and permits for the use of land for the accommodation of visitors in the various parks, monuments, or other reservations * * *."

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

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

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

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

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

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

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

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

> First--the enclaves of development "for the accommodation of visitors" connected with roads, bridle paths and foot trails.
>
> Second--transition zones between these enclaves of development and the wilderness beyond; and
>
> Third--the untrammeled, primeval wilderness.

The task of the Service is, in brief:

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

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

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

Administrative Policies. The earliest expression of administrative policy is to be found in the letter of May 13, 1918, from Secretary of the Interior Franklin K. Lane, to Director Stephen T. Mather of the National Park Service. (See Appendix for the full text of Secretary Lane's letter.)

With minor modifications, these guidelines have prevailed to this day. Moreover, they underlie much of our current administrative policy, for, as Secretary of the Interior Stewart L. Udall stated in his memorandum of July 10, 1964, to the Director of the National Park Service, "the principles enunciated /by Secretary Lane/ have been fully supported over the years by my predecessors. They are still applicable for us today, and I reaffirm them." (See Appendix for full text of Secretary Udall's letter.)

The Management Principles for the natural areas of the System as prescribed by Secretary Udall, are as follows:

> Resource Management. The management and use of natural areas shall be guided by the 1918 directive of Secretary Lane. Additionally, management shall be directed toward maintaining, and where necessary, reestablishing indigenous plant and animal life, in keeping with the March 4, 1963, recommendations of the Advisory Board on Wildlife Management.
>
> In those areas having significant historical resources, management shall be patterned after that of the historical areas category to the extent compatible with the primary purpose for which the area was established.
>
> Resource Use. Provide for all appropriate use and enjoyment by the people that can be accommodated without impairment of the natural values. Park management shall recognize and respect wilderness as a whole environment of living things whose use and enjoyment depend on a continuing interrelationship free of man's spoliation.
>
> Physical Developments shall be limited to those that are necessary and appropriate, and provided only under carefully controlled safeguards against unregulated and indiscriminate use, so that the least damage to park values will be caused. Location, design, and material, to the highest practicable degree, shall be consistent with the preservation and conservation of the grandeur of the natural environment.

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

PART I

RESOURCE MANAGEMENT POLICY

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

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

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

The resource management task thus embraces:

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

2. The application of ecological management techniques to neutralize the unnatural influences of man, thus permitting the natural environment to be maintained essentially by natural agents.

3. Master Planning for the appropriate allocation of lands to various purposes in a park, and in the character and location of use areas as needed for developments.

The administrative policies which guide park resource management are as follows:

Plant and Animal Resources--Natural areas shall be managed so as to conserve, perpetuate and portray as a composite whole the indigenous fauna, flora and scenic landscape.

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

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

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

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

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

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

Any fire in a natural area other than one employed in the management of vegetation and/or wildlife of that area will be controlled and extinguished.

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

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

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

Off-Road Use of Motorized Equipment--Public use of motor-propelled vehicles shall be confined to designated park roads or other designated overland routes exclusive of foot trails and bridle trails. Public use of portable power equipment, such as generators, power saws, and the like, may be permitted in specifically designated areas.

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

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

Cooperation with Soil Conservation Districts--A natural area may participate in the program of a Soil Conservation District when the purposes, plans, programs and operation of the District are consistent with the purposes of the natural area and the policies for its management and use.

WILDLIFE MANAGEMENT POLICY

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

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

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

Congressional policies similar to those enunciated in the 1894 Act were prescribed for many of the other national parks as they were established. In the 1950 Grand Teton National Park legislation, the Congress reaffirmed its traditional policy relating to recreational public hunting in the national parks. The Congress did provide, however, that in the elk management program for the park the Secretary of the Interior should engage hunters deputized as park rangers in the controlled reduction of elk when in the proper management and protection of the elk it was found to be necessary to carry out a program of direct reduction. Thus, recreational public hunting has not been approved by the Congress as an appropriate park visitor use in the natural area category of the System. On the other hand, fishing has been an approved park visitor use in such areas since the establishment of Yellowstone National Park.

In implementing these laws, the National Park Service at the outset concentrated on a program of wildlife protection, which in that era was certainly the most obvious need in wildlife conservation, i.e., protecting

the wildlife populations from public hunting and protecting their habitat from wildfire. Experience over several decades of park management has demonstrated, however, that protection, though it is important, is not in itself a substitute for adequate habitat.

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

In a letter of March 4, 1963, transmitting its report to the Secretary, the Advisory Board stated:

> "* * * the Board made a major effort to familiarize itself with actual conditions in the parks and monuments. The full Board visited Yellowstone and Grand Teton National Parks where the elk situation has been acute. Individual Board members inspected a number of other parks which in the judgment of the National Park Service have current wildlife problems. Between us in the last few years we have seen nearly all of the major parks and monuments, including those in Hawaii and Alaska. * * *
>
> "Additionally, we have endeavored to understand and to evaluate the full spectrum of opinions and viewpoints on park management. In September at Jackson Hole the Board met with five directors of state game departments. In December in Washington we met with five executive officers of conservation organizations. Many other individuals and groups have offered advice and information. * * *
>
> "* * * We read thousands of pages of reports, documents, and statistical tables, but used these data only sparingly to illustrate specific points. Emphasis is placed on the philosophy of park management and the ecologic principles involved. * * *."

In its report, the Advisory Board stated:

> "Good park management requires that ungulate populations be reduced to the level that the range will carry in good health

and without impairment to the soil, the vegetation, or to habitats of other animals. This problem is worldwide in scope, and includes non-park as well as parklands. Balance may be achieved in several ways.

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

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

"(c) Shooting excess animals that migrate outside the parks. Many park herds are migratory and can be controlled by public hunting outside the park boundaries. Especially is this true in mountain parks which usually consist largely of summer game range with relatively little winter range. Effective application of this form of control frequently calls for special regulations, since migration usually occurs after normal hunting dates. Most of the western states have cooperated with the National Park Service in scheduling late hunts for the specific purpose of reducing park game herds, and in fact most excess game produced in the parks is so utilized. This is by far the best and most widely applied method of controlling park populations of ungulates. The only danger is that migratory habits may be eliminated from a herd by differential removal, which would favor survival of non-migratory individuals. With care to preserve, not eliminate, migratory traditions, this plan of control will continue to be the major form of herd regulation in national parks.

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

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

"(e) The case of Yellowstone. Elk summer in all parts of Yellowstone Park and migrate out in nearly all directions, where they are subject to hunting on adjoining public and private lands. One herd, the so-called Northern Elk Herd, moves only to the vicinity of the park border where it may winter largely inside or outside the park, depending on the severity of the winter. This herd was estimated to number 35,000 animals in 1914 which was far in excess of the carrying capacity of the range. Following a massive die-off in 1919-1920, the herd has steadily decreased. Over a period of 27 years, the National Park Service removed 8,825 animals by shooting and 5,765 by live-trapping; concurrently, hunters took 40,745 elk from this herd outside the park. Yet the range continued to deteriorate. In the winter of 1961-1962, there were approximately 10,000 elk in the herd and carrying capacity of the winter range was estimated at 5,000. So the National Park Service at last undertook a definitive reduction program, killing 4,283 elk by shooting, which along with 850 animals removed in other ways (hunting outside the park, trapping, winter kill) brought the herd down to 5,725 as censused from helicopter. The carcasses of the elk were carefully processed and distributed to Indian communities throughout Montana and Wyoming; so they were well used. The point at issue is whether this same reduction could or should have been accomplished by public hunting.

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

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

"From now on, the annual removal from this herd may be in the neighborhood of 1,000 to 1,800 head. By January 31, 1963, removals had totalled 1,300 (300 shot outside the park by hunters, 600 trapped and shipped, and 406 killed by park rangers). Continued special hunts in Montana and other forms of removal will yield the desired reduction by spring. The required yearly maintenance kill is not a large operation when one considers that approximately 100,000 head of big game are taken annually by hunters in Wyoming and Montana."

* * * * * *

"In summary, control of animal populations in the national parks will appear to us to be an integral part of park management, best handled by the National Park Service itself. In this manner, excess ungulates have been controlled in the national parks of Canada since 1943, and the same principle is being applied in the parks of many African countries. Selection of personnel to do the shooting likewise is a function of the Park Service. In most small operations, this would logically mean skilled rangers. In larger removal programs, there might be included additional personnel, selected from the general public, hired and deputized by the Service or otherwise engaged, but with a view to accomplishing a task, under strict supervision and solely for the protection of park values."

In summarizing its recommendations on wildlife management in the national parks, the Advisory Board concluded:

> "The goal of managing the national parks and monuments should be to preserve, or, where necessary, to recreate the ecologic scene as viewed by the first European visitors. As part of this scene, native species of wild animals should be present in maximum variety and reasonable abundance. Protection alone, which has been the core of Park Service wildlife policy, is not adequate to achieve this goal. Habitat manipulation is helpful and often essential to restore or maintain animal numbers. Likewise, populations of the animals themselves must sometimes be regulated to prevent habitat damage; this is especially true of ungulates.
>
> "Active management aimed at restoration of natural communities of plants and animals demands skills and knowledge not now in existence. A greatly expanded research program, oriented to management needs, must be developed within the National Park Service itself. Both research and the application of management methods should be in the hands of skilled park personnel.
>
> "Insofar as possible, animal populations should be regulated by predation and other natural means. However, predation cannot be relied upon to control the populations of larger ungulates, which sometimes must be reduced artificially.
>
> "Most ungulate populations within the parks migrate seasonally outside the park boundaries where excess numbers can be removed by public hunting. In such circumstances, the National Park Service should work closely with State fish and game departments and other interested agencies in conducting the research required for management and in devising cooperative management programs.
>
> "Excess game that does not leave a park must be removed. Trapping and transplanting has not proven to be a practical method of control, though it is an appropriate source of breeding stock as needed elsewhere.
>
> "Direct removal by killing is the most economical and effective way of regulating ungulates within a park. Game removal by shooting should be conducted under the complete jurisdiction

of qualified park personnel and solely for the purpose of reducing animals to preserve park values. Recreational hunting is an inappropriate and non-conforming use of the national parks and monuments.

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

Secretary Udall, on May 2, 1963, approved the recommendations of the Advisory Board on Wildlife Management in the National Parks and directed that they be incorporated in the administrative policies of the Service. Accordingly, the following administrative policies guide wildlife management in the natural areas of the System:

Public Hunting. Public hunting shall not be permitted in natural areas.

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

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

outside the areas. Other control measures, as necessary, shall be undertaken as follows: (1) Live-trapping in the areas for transplanting elsewhere; (2) research specimens for National Park Service and cooperating scientists; and (3) direct reduction by National Park Service personnel. It is recognized that it may be necessary, on occasion, to carry on each phase of this program simultaneously. The National Park Service will adjust the use of these control methods (except natural predation) to meet varying weather and other relevant conditions, giving highest priority to the opportunities for public hunting outside the areas and live-trapping in the areas for transplanting elsewhere. (See Plant and Animal Resources, Resource Management Policy Section.)

Research. The short and long term research on distribution and abundance of wildlife populations, changes in habitat conditions, and trends in forage utilization is to be continued and enlarged to provide the basis for continuing evaluation of the management program and to determine annual wildlife reduction requirements, if any.

LAND AND WATER RIGHTS ACQUISITION POLICY

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

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

The administrative policy which guides the Service in the acquisition of land and water rights within the natural areas is as follows:

> Land Acquisition and Restoration--As funds permit, the Service will acquire such property interests in non-Federal lands within the authorized boundaries of natural areas as may be needed to provide for effective management, visitor use, and the achievement of the primary purpose for which the area was established. All physical improvements or land uses on acquired property that are inimical to or inconsistent with the purpose, management or visitor use of an area should be removed or discontinued.
>
> Water Rights--So far as is practicable without jeopardizing the sovereign interests of the United States, all rights to the use of water diverted to or used on federally owned lands in natural areas by the United States, its concessioners, lessees, or permittees, shall be perfected in the name of the United States in accordance with appropriate state water laws.

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

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

Owners of private lands within natural areas may be granted access to water sources on federally owned lands through their own or Federal conduits only when no other reasonable access is available. Property interests, if any, in water rights which may result from such authorizations shall be determined in accordance with established Service procedures pursuant to applicable law.

No water shall be diverted from federally owned lands within a natural area onto private land outside the area, except as specifically authorized by established Service procedures pursuant to applicable law.

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

I. <u>In newly authorized areas (usually those national parks and monuments authorized since 1961) where federally owned lands are limited and privately owned lands are extensive</u>, the priority of acquisition is as follows:

(a) Land needed for preservation or protection of park values.

(b) Land needed for development of facilities.

(c) Unimproved land to prevent threatened development or use which would be inconsistent with existing or potential park purposes.

(d) Land which the owner needs to dispose of for hardship reasons.

(e) Land which the owner, voluntarily, has placed, or intends to place, on the market for sale.

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

1. Purchases are negotiated on the basis of competent appraisals of fair market value.

2. Less than fee interests (see No. 3 as examples) may be acquired when such interests will meet the needs of the Service and are justified on cost.

3. Reserved use and occupancy by the owner for life or for a term of years is allowed if purchase on this basis will meet the needs of the Service and are justified on cost.

4. Eminent domain proceedings are utilized only as a last resort when all reasonable efforts of negotiations have failed.

II. In the older national parks and monuments (generally those established prior to 1961) where most of the lands included within the areas are now in Federal ownership--usually 90 percent or more of the total acreage in the area--a more liberal acquisition procedure has been established. In these national parks and monuments, the relatively small amount of land in private ownership, for the most part, is devoted to historic uses related to the early settlement of our Nation, such as modest homesites, ranches, limited eating establishments, lodges, etc. Except as a specific property may be needed in rare instances for development of public use facilities, or where the existing use is adverse to the proposed plans for the management of the area, these historical uses may reasonably be allowed to continue until (a) such time as there is a desire on the part of the owners to dispose of their holdings; or (b) until it is proposed that the present compatible uses of these lands be altered or changed so significantly as to make them incompatible with the primary purpose for which the area was established. Accordingly, in the acquisition of the properties devoted to such compatible uses, the National Park Service shall observe the following procedure:

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

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

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

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

MASTER PLAN POLICY

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

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

Moreover, where national parks and national forests adjoin, such as Mount Rainier, Yellowstone and Grand Teton National Parks, the National Park Service and the Forest Service formalized, in 1963, a joint effort to analyze the resource and visitor needs and develop cooperative plans for the accommodation of these requirements which will best insure the achievement of both of our missions. This program formalizes and broadens the informal efforts made for many years by many of our park superintendents and forest supervisors to coordinate management programs, including visitor facilities and services. Such cooperative programs are authorized by Section 2 of the Act of August 25, 1916, establishing the National Park Service.

The administrative policies that guide the Service in Master Planning are:

> Master Plan. A Master Plan will be prepared for each area. It shall cover specifically all Resource Management, Resource Use and Physical Development programs. An approved Master Plan is required before any development program may be executed in an area. (See Research in Wilderness Management Policy and Resource Use Policy Sections.)

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

Architectural Theme. (See Physical Developments Policy Section.)

Land Classification. Master Planning requires a sound classification for the lands in a park or monument. This is necessary not only to serve as a basis for recommending lands for "wilderness" classification in accordance with the Wilderness Act, but also for use in making other Master Plan judgments.

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

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

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

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

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

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

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

The "wilderness threshold" lands afford the newcomer an opportunity to explore the mood and the temper of the wild country before venturing into the wilderness beyond. Here,

in the wilderness threshold, is an unequalled opportunity for interpretation of the meaning of wilderness.

Class III lands also serve important research needs of the Service, as well as for many independent researchers and institutions of higher learning.

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

Class IV lands are those on which are located unique natural features, such as Old Faithful Geyser. Class IV lands may be surrounded by either Class III lands or Class V lands. Because Class IV lands are unique, lands adjacent to them should not be designated for use within the context of Class I and Class II designations. Where existing developments of the Class I and Class II types impinge on the integrity of such unique lands, programs should be initiated to remove such intrusions.

Class V are the primitive lands from which park wilderness designations will be recommended to the Congress. These are the lands that have remained pristine and undisturbed as a part of our natural inheritance. They include in some instances, moreover, lands which, through National Park Service management, have been restored by the healing processes of nature to a primeval state. There are no mining, grazing, water impoundment, or other intrusions of man to mar their character and detract from the solitude of nature's quiet processes. Pure and undefiled, they represent the highest order of "preservation from injury or spoliation" of their natural condition. The only facilities allowed in these lands are of the type mentioned in the Wilderness Management Policy Section.

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

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

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

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

PART II

RESOURCE USE POLICY

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

Accordingly, it is clear that park forests, waters, wildlife, and minerals are not available for consumptive, exploitative use as a material resource. The features of a park are to be preserved "from injury or spoliation" * * * "for the benefit and enjoyment of the people" of this and future generations.

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

The administrative policies which guide park resource use are as follows:

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

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

Disposal of Resources--Natural products obtained as a result of resource management activities and physical development projects that are excess to the management needs of a natural area shall be disposed of in accordance with Federal laws and procedures. Also, natural products obtained from natural phenomena which adversely affect, or impair, the management of a natural area and which are excess to the management needs of the area, shall be disposed of in accordance with Federal laws and procedures.

Archeological and historic objects and artifacts shall not be disposed of or removed from the jurisdiction of the Service except in connection with approved educational or research programs. Arrangements for their transfer, loan, or other disposal shall be made in accordance with Federal laws and established procedures. (See Sale of Native Handicraft and Artifacts, Visitor Use Policy Section.)

Aircraft Operation--Where low flying aircraft adversely affect the environment of a natural area, the cooperation of agencies exerting flight control over public aircraft will be sought to institute such measures as will minimize or eliminate the disturbance. The use of aircraft in natural areas is permissible in emergency situations involving the saving of human life or protection of threatened park resources, or when the use of aircraft offers significant advantages to area management and such can be accomplished with minimum disturbance to visitor enjoyment. (See Airports, Physical Developments Policy Section.)

VISITOR USE POLICY

Secretary Franklin Lane, in his May 13, 1918, letter to Stephen T. Mather, included the following comment on interpretation and conservation education in his administrative policy statement:

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

Director Mather implemented Secretary Lane's policy in the following words:

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

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

Appropriate visitor use includes both interpretation and wholesome recreation in an outdoor, natural setting. This does not mean, however, that national parks may accommodate all varieties of recreational use, nor in unlimited volume. Outdoor recreation involves a broad spectrum of activities ranging from participation in outdoor sports to moments of quiet meditation on a solitary walk among the big trees.

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

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

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

Among the great many different interpretive and informational activities and facilities are included:

Visitor Centers--For the purpose of providing centers where visitors can receive orientation and interpretation, and for other management purposes, visitor center facilities are developed at appropriate locations. Audiovisual programs, publications and museums are among the interpretive activities provided in visitor centers.

Museums and Wayside Exhibits--These interpretive facilities are a primary method of introducing and stimulating visitors to a better understanding of the park, its resources, and the activities and services available.

Amphitheaters--Such interpretive facilities for outdoor interpretive programs are included within developed areas where visitor use patterns, particularly evening use, develop a need. All seats will have backrests.

Conservation Education--A broad program to promote conservation education should be a part of the interpretive program, and cooperation with schools, colleges, publishers, and other organizations, is encouraged for the purpose of communicating an environmental consciousness both within and beyond the park.

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

Interpretive Trails--A variety of interpretive trails--nature and history, self-guiding and motor trails--are desirable. The concept of one-way motor nature trails, with ample turn-outs, small overlooks and short (usually 1/4 mile), self-guiding walks shall be encouraged. The use of existing administrative roads for this purpose, either on a self-guiding basis or by personally conducted motor caravans, should be permitted where appropriate. Trailheads, from which trail use can begin, should be provided.

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

That appropriate use of the park requires the service

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

The administrative policies which guide visitor use are as follows:

Recreation Activities--In natural areas, outdoor recreation activities such as hiking, mountain climbing, bicycling, horseback riding, sightseeing, water-oriented activities, winter use activities, nature observation, photography, camping, picnicking, and the like, that can be accommodated without material alteration or disturbance of environmental characteristics or the introduction of undue artificiality into a natural environment are to be encouraged, and provision shall be made to facilitate public participation in them. Water-oriented recreation activities shall be governed by applicable Federal, state and local laws and regulations. Vessels that are to be used as residential facilities may not be placed on waters under the jurisdiction of the Service in natural areas. (See Residential Facilities, Physical Developments Policy Section.)

Special Events--The use of lands or facilities of natural areas for organized athletic events or competitive recreational events characterized as public spectator attractions should not be permitted. Pageants, anniversary observances, and the like, may be permitted when there is a meaningful association between the area and the event, and its observance contributes significantly to visitor understanding and enjoyment and when it can be staged without undue impact on the area's resources. The use of concession facilities for conventions, group meetings, and the like, during seasons of heavy vacation travel, should be discouraged.

Accommodations for the Public--Concession and other business operations in natural areas are authorized under the Act of August 25, 1916 (39 Stat. 535), as amended. The Congressionally approved concession policies and the standard contract language approved by the Secretary are incorporated in the Service's "Concessions Management Handbook." In general, the policy relating to concession and other business operations may be summarized as follows: Where adequate public accommodations, facilities and services exist, or where it is feasible for them to be developed by private enterprise outside a natural area, such shall not be provided within the area. Such accommodations, facilities and services as may be necessary within a park or monument for public use and enjoyment of the area shall be provided, insofar as practicable, by private enterprise under contractual arrangements with the Service.

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

Sale of Native Handicraft and Artifacts--The sale of appropriate handicraft articles associated with or interpretive of an area is encouraged. Commercially or mechanically produced "Indian" items may also be sold when clearly labeled as to origin and displayed separately from genuine Indian or other handicraft items. Archeological specimens or objects of American Indian origin, such as pottery or arrowheads more than 100 years old, may not be sold regardless of their place of origin.

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

Alcoholic Beverages--The sale of alcoholic beverages may be permitted in natural areas, subject to applicable Service regulations and/or state laws.

Advertising--The Service may participate in signing and other public information programs to the extent necessary to acquaint the public with means of access to the areas it administers and with the facilities and services available in them.

Religious Services--Where facilities for organized worship are not readily available in nearby communities, the Service will cooperate with established groups and organizations by permitting the use of Government-owned facilities for worship services, when it does not interfere with needful use of such facilities for their primary purpose. Concessioners may be permitted to cooperate with such groups in similar circumstances.

Cooperating Associations--Formation and operation of cooperating associations to facilitate the conservation education and interpretation programs of the areas, as authorized under Public Law 633, August 7, 1946, shall be encouraged where they contribute to the management of the area.

Fishing--(See Fishing, Resource Use Policy Section.)

WILDERNESS USE AND MANAGEMENT POLICY

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

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

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

Today, under National Park Service management, Sequoia National Park contains wilderness to compare with any other national park. And, in spite of increasing public use, these areas are in a less damaged condition today than they were seventy years ago.

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

management to replace the old and time-tested concepts enunciated by the Congress for the natural areas of the National Park System, and implemented by the Service. For example, the Wilderness Act specifically provides that:

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

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

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

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

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

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

continue the following administrative policies governing use and management of wilderness lands within the national parks and monuments:

Management Facilities, Practices and Uses--Only those structures, management practices and uses necessary for management and preservation of the wilderness qualities of an area will be permitted. These would include, but need not be limited to, patrol cabins and limited facilities associated with saddle and pack stock control.

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

Insect and Disease Control--Such control may be undertaken only with the approval of the Director. The measure of control would depend on a determination of whether the insects or diseases are causing the complete alteration of an environment which is expected to be preserved, but controls will generally be limited to disaster conditions which threaten whole ecosystems. Any controls instituted would be those which would be most direct for the target insect or disease and which would have minimal effects upon other components of the ecosystems of which the wilderness is composed.

Rescue and Other Emergency Operations--In emergency situations involving the health and safety of persons and to meet recognized management needs, use of aircraft, motorboats, or other motorized or mechanical equipment will be permitted.

Regulation of Excess Wildlife Population--Population control through natural predation would be encouraged. Trapping and transplanting of excess animals would be practiced by park personnel as necessary. If these prove insufficient, direct reduction by park personnel would be instituted. (See Wildlife Management Policy Section.)

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

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

Fishing--Fishing is an appropriate use and will be permitted under applicable rules and regulations.

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

Boating--Boating, except with motorboats and airboats, is an acceptable use of park wilderness. Where the use of motor powered craft has become established by custom or usage on lakes, streams, or other bodies of water prior to their inclusion in wilderness, such use may be permitted to continue subject to established rules and regulations and any special restrictions that may be imposed for the protection of wilderness.

Commercial Services--Saddle and pack stock and guided boat trips in water areas are acceptable uses, but the number, nature and extent of these services will be carefully controlled through regulations and permits so as to protect the wilderness values.

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

Inholdings--Unless acquisition by the United States is assured, they will be excluded from the area classified as wilderness. It will be the policy to acquire such inholdings as rapidly as possible, and as they are acquired, the lands will be proposed for designation as wilderness if they otherwise meet the criteria for such areas. (See Land and Water Rights Acquisition Policy Section.)

Water Development Projects--Such projects, whether for improvement of navigation, flood control, irrigation, power, or other multiple purposes, are not acceptable in wilderness. Where these activities are authorized by statute, the area in question will be recommended for wilderness only with the proviso that such authorization be discontinued.

Grazing--Grazing is not an acceptable use in national park wilderness. Except where grazing is conducted under permits which may be expected to expire at a fixed or determinable date in advance of legislative action on the wilderness proposal, lands utilized for that purpose will not be proposed for wilderness designation. It will be the policy to phase out such operations as rapidly as possible, and as this is done, the lands will be proposed for designation as wilderness if they otherwise meet the criteria for such areas.

Timber Harvesting--This will not be permitted in national park wilderness.

Hunting--Public hunting will not be permitted in national park wilderness. (See Wildlife Management Policy Section.)

Motorized Equipment--The use of aircraft for airdrops or otherwise and the use of motorized trail vehicles, generators, and similar devices will not be permitted in national park wilderness, except as otherwise provided herein to meet the needs of management.

Roads and Utilities--Public use roads and utility line rights-of-way are not permitted.

PART III

PHYSICAL DEVELOPMENTS POLICY

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

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

Such appropriate facilities, if wisely located, designed and constructed, can serve, moreover, to protect park values by focusing and directing the use of the park. For example, a road, a trail, a formal campground or needed concession facility can serve to channel use in specific locations, thus preventing indiscriminate use of a larger area which could damage or destroy some of the very values for which the park has been dedicated and set aside.

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

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

These administrative policies are as follows:

Architectural Theme--Only those physical facilities needed for management and appropriate public use and enjoyment shall be provided in a natural area and then only at sites designated on the approved Master Plan for the area. An architectural theme shall be prepared for each park or monument or, where desirable, for each major development site within each park or monument. Particular attention shall be devoted to the harmonizing of such developments with their natural environment, consistent with utility and economical construction and maintenance costs. In all cases, maximum creativity in design and materials--preferably those native to the region or locality--shall be used to insure that the man-made facility is subservient to and not competitive with or dominant of the natural features of the area.

Airports--The Service encourages the location of needful commercial airport facilities and services outside of natural areas and, to the extent permitted by law and funds, will participate in their development. (See Aircraft Operation, Resource Use Policy Section.)

Navigation Aids--Needful navigation aids should be planned in collaboration with the U. S. Coast Guard and should be installed and used in conformity with the standards established by that agency. (See Safety and Public Health, Resource Use Policy Section.)

Memorials--Monuments or plaques of a memorial nature commemorating individuals or events may be erected in a natural area or physical features therein may be named for individuals when the association between the area and the individual or event is of transcendent importance. Except for existing memorializations, generally, no individual should be so honored during his lifetime. (See Statement of Policy of U. S. Board of Geographic Names for

applying names of persons to natural features. Also see Guidelines of National Park Service for making recommendations on Geographic Name proposals.)

Construction Materials--Materials recovered from approved construction sites in a natural area may be used for construction or maintenance projects within the area. If such materials are not obtainable from a construction site, they may be obtained from other sites in the area only when local conditions make importation of the materials impractical.

Residential Facilities--The use of federally owned lands in natural areas for permanent or seasonal residences shall be permitted only when required to house those persons engaged in on-site public services or protection of property. The provision of housing for Federal employees shall be in accordance with Bureau of the Budget Policy, Circular No. 18, October 18, 1957.

Concession Facilities--The number of sites and the locations and sizes of the tracts of land assigned for necessary accommodations shall be held to the minimum essential to the proper and satisfactory operation of the accommodations authorized to be installed and operated. Moreover, such developments as are permitted shall be constructed so as to be as harmonious as possible with their surroundings. To this end, plans and specifications for buildings and other structures to be erected by the concessioners shall be prepared at the expense of the concessioners and submitted to the National Park Service for approval before construction is begun. Such plans, when approved, shall be adhered to by the concessioners in erecting the structures authorized. The concessioners shall maintain a reasonable proportion of their accommodations as low-priced accommodations.

Roads. In his letter of May 13, 1918 to Director Mather, Secretary Lane directed that:

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

When Secretary Lane issued this directive, the National Park System contained 39 national parks and monuments. Annual visitation to all areas of the System approximated 455,000. There were approximately 5,555,000 automobiles in the United States, and our annual rate of production was about 944,000. Our population was estimated at 103,203,000. The workweek averaged 46.3 hours. Ease of travel by air and overland via the Interstate Highway System did not exist.

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

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

Mr. Mather's interpretation of Secretary Lane's policy is pertinent today, even though the conditions of 1918 have changed dramatically. For example, our population has soared to nearly 200,000,000, and it is estimated that it may double within the next four decades. Automobiles on the roads of America today approximate 78,332,000, and our annual rate of production exceeds 8,500,000. In 1966, the National Park System recorded approximately 133,100,000 visits, mostly via private automobile.

Several national parks that have "good sensible road systems" are crowded excessively with automobiles during the height of the heavy visitor use period--usually for short periods during the summer season.

With increasing leisure time, expanding population, improved transcontinental highways and the growing popularity of recreational driving, it is to be expected that visitation to the parks will increase. Admittedly, the automobile crowding during short periods of time in the Nation's parklands impairs a meaningful, quality park experience on such occasions. On the other hand, the anticipated need for automobile access to the parks at peak travel periods, if satisfied completely by the construction of new roadways, will impair the very values for which the national parks were set aside and which are the basis for their continuing and growing popularity as travel objectives. In some cases, new modes of access seem to be warranted. In other cases, regulatory measures may be necessary.

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

In this matter of roads, as in all cases of physical developments within the national parks and monuments, it is important to differentiate between the purpose of these natural areas and the purpose of other areas offering outdoor recreation, such as national recreation areas. The national parks and monuments represent the remnants of our natural inheritance. Their lasting value for the "benefit and enjoyment" of this and future generations will survive only as we preserve them "from injury or spoliation."

The purpose of park roads is to facilitate park management and to enhance the quality of visitor use. Park roads should provide for a leisurely park experience with ample roadside interpretation and opportunities for experiencing the re-creative values of park resources.

It is not the purpose of park roads to move a maximum flow of high speed automobile traffic or to serve the other functions of the secondary and primary road systems of the several states. Alternate routes around the park should be provided to serve this purpose and to accommodate the regional and transcontinental traffic needs of our states and of the Nation.

These are matters that are now receiving the most careful examination to insure that the road and trail policy is responsive to the needs of today, consistent with the purpose of the national parks and monuments. In the meantime, the following administrative policies are being observed:

(a) In each area there should be a "good sensible road system" to serve the needs of management and the reasonable requirements of appropriate park visitor use and enjoyment. This does not contemplate that in each area there needs to be a cross-park or through road. Roads should be constructed so as to disturb as little as possible the vegetation, forests, and rocky hillsides through which they are built. In the design of each road, maximum attention shall be given to the leisurely enjoyment of the park features, bearing in mind that the purpose of such roads is to enhance the quality of the park experience to be derived from viewing natural

features and not to expedite the maximum flow of automobile traffic through an area. To this end, every effort shall be made in cooperation with the states and the Bureau of Public Roads to eliminate designated U. S. Highways from the parks and minimize the impact of cross-country through traffic. Present design standards shall be reexamined, as required, to insure that road construction minimizes cuts and fills--substituting tunnels, cantilevering, etc., therefor--straight alignments, built-up road bases, etc. Where roads are necessary, the construction of two-way roads should be deemphasized and the construction of one-way roads should be emphasized. Park roads are to provide a leisurely park experience at low speeds--not to expedite a maximum flow of high-speed automobile traffic. Accordingly, where normal highway standards to accommodate traffic volumes indicate the desirability of widening road and shoulder surfaces, the preferred solution shall be a lowering of speed limits to achieve safe travel within the areas. Guard rails and protective barriers needed for safety on roads and bridges shall be designed to a height that will permit passengers in moving vehicles to view over them. Ample turn-outs and scenic overlooks should be provided to facilitate safe, leisurely visitor enjoyment of natural features.

(b) The routing of all roads and the plans for construction and reconstruction of all roads shall be guided by field determinations of the Chief Scientist and the Assistant Director for Interpretation.

(c) During the short periods of time when automotive traffic exceeds the safe capacity of approved road systems, shuttle bus service should be instituted to relieve the congestion in the places of heavy visitor concentrations. Arrangements for such service shall be made with authorized transportation concessioners.

APPENDIX

COMPILATION

OF THE

ADMINISTRATIVE POLICIES

FOR THE

NATIONAL PARKS AND NATIONAL MONUMENTS
(NATURAL AREA CATEGORY)

OF THE

NATIONAL PARK SYSTEM

SEPTEMBER 1, 1967

UNITED STATES
DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

Department of the Interior
Washington

C
O
P
Y

May 13, 1918.

Dear Mr. Mather:

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

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

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

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

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

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

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

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

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

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

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

All outdoor sports which may be maintained consistently with the observation of the safeguards thrown around the national parks by law will be heartily endorsed and aided wherever possible. Mountain climbing, horseback riding, walking, motoring, swimming, boating, and fishing will ever be the favorite sports. Winter sports will be developed in the parks that are accessible throughout the year. Hunting will not be permitted in any national park.

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

animal animal

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

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

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

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

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

You should utilize to the fullest extent the opportunity afforded by the Railroad Administration in appointing a committee of western railroads to inform the traveling public how to comfortably reach the national parks; you should diligently extend and use the splendid co-operation developed during the last three years among chambers of commerce, tourist bureaus, and automobile highway associations, for the purpose of spreading information about our national parks and facilitating their use and enjoyment; you should keep informed of park movements and park progress, municipal, county, and State, both at home and abroad, for the purpose of adapting, whenever practicable, the world's best thought to the needs of the national parks. You should encourage all movements looking to outdoor living. In particular you should maintain close working relationship with the Dominion Parks Branch of the Canadian Department of the Interior, and assist in the solution of park problems of an international character.

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

In studying new park projects, you should seek to find scenery of supreme and distinctive quality or some national feature so extraordinary or unique as to be of national interest and importance. You should seek distinguished examples of typical forms of world architecture; such, for instance, as the Grand Canyon, as exemplifying the highest accomplishment

of stream erosion, and the high, rugged portion of Mount Desert Island as exemplifying the oldest rock forms in America and the luxuriance of deciduous forests.

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

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

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

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

Cordially yours,

FRANKLIN K. LANE,
Secretary

Mr. Stephen T. Mather
National Park Service

UNITED STATES
DEPARTMENT OF THE INTERIOR
OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

JUL 10 1964

Memorandum

To: Director, National Park Service

From: Secretary of the Interior

Subject: Management of the National Park System

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

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

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

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

Natural areas are the oldest category, reaching back to the establishment of Yellowstone National Park almost a century ago. A little later historical areas began to be authorized, culminating in the broad charter for historical preservation set forth in the Historic Sites Act of 1935. In recent decades, with exploding population and diminishing open space, the urgent need for national recreation areas is receiving new emphasis and attention.

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

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

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

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

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

NATURAL AREAS

Resource Management: The management and use of natural areas shall be guided by the 1918 directive of Secretary Lane. Additionally, management shall be directed toward maintaining, and where necessary

re-establishing, indigenous plant and animal life, in keeping with the March 4, 1963, recommendations of the Advisory Board on Wildlife Management.

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

Resource Use: Provide for all appropriate use and enjoyment by the people, that can be accommodated without impairment of the natural values. Park management shall recognize and respect wilderness as a whole environment of living things whose use and enjoyment depend on their continuing interrelationship free of man's spoliation.

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

HISTORICAL AREAS

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

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

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

RECREATIONAL AREAS

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

disappearing resources within recreational areas shall be managed compatible with the primary recreation mission of the area.

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

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

LONG-RANGE OBJECTIVES

While the establishment of management principles to guide the operation of the three categories of areas within the System is vital, I believe it is of equal consequence that we now identify the long-range objectives of the National Park Service. The objectives developed by the Service have been recommended to me by my Advisory Board on National Parks, Historic Sites, Buildings and Monuments. I am approving these objectives, as follows:

1. To provide for the highest quality of use and enjoyment of the National Park System by increased millions of visitors in years to come.

2. To conserve and manage for their highest purpose the Natural, Historical and Recreational resources of the National Park System.

3. To develop the National Park System through inclusion of additional areas of scenic, scientific, historical and recreational value to the Nation.

4. To participate actively with organizations of this and other Nations in conserving, improving and renewing the total environment.

5. To communicate the cultural, inspirational, and recreational significance of the American Heritage as represented in the National Park System.

6. To increase the effectiveness of the National Park Service as a "people serving" organization dedicated to park conservation, historical preservation, and outdoor recreation.

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

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

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

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

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

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

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

Secretary of the Interior

Enclosure