

# COURIER

The National Park Service Newsletter

May 1978

## Special report: Superintendents' conference

In September, Director William J. Whalen announced that a general superintendents' conference would be held, the first such National Park Service gathering in 12 years.

The plan was to bring together key NPS decision-makers—all park superintendents, regional directors, associate regional directors and the Washington Office directorate—for 3 days of discussions.

Whalen's objectives included generating understanding of new Presidential and Secretarial initiatives, sharing with the managers his goals for the National Park Service, involving them in development of a Servicewide policy stressing cost-effective operations and allocations of resources to the most important programs, exchanging views, and evaluating progress in meeting short term goals and setting those for the longer term.

The theme "Directions" was adopted for the conference.

The participants gathered in late October at "YMCA of the Rockies," an extensive facility in the Colorado mountains very near Rocky Mountain National Park. In an alpine setting, this site offers excellent accommodations for such a get-together—assembly hall, administration building, many residence halls with meeting rooms on every floor, covered swimming pool, activity buildings and dining hall. There are also numerous individual cabins, and courts for games and sporting events. The place is open year around—a place where families or groups of several hundred persons go for work or play.

The Park Service conference was blessed with ideal Rocky Mountain weather—bright and cool.

The conference agenda called for speeches by the Director, by Assistant Secretary Robert L. Herbst, and by prominent outsiders. On each of the 3 days, nine groups assembled in workshop sessions to enable superintendents and others to talk over park management issues. In addition, regional directors met with superintendents from their sections of the country. An evening banquet was held at the Stanley Hotel in Estes Park, Colo., a handsome old hostelry which is being refurbished.

The Park Women's Organization provided a program, and also met to discuss subjects of interest to park women and the organization.

Superintendent Chester L. Brooks of Rocky Mountain and his staff assumed major responsibilities for arranging logistics and other matters necessary to the conduct of the conference, as did staff members of the Rocky Mountain Regional Office and the Denver Service Center.

The conferees gathered and registered the afternoon and early evening of Monday, Oct. 24, and attended a welcome party later that evening.



*YMCA of the Rockies extends a welcome.*

*YMCA of the Rockies: Hyde Memorial (left), Administration Building and Dining Hall.*



## First day, Tuesday, October 25

At 8:30 Tuesday morning, Deputy Director Ira J. Hutchison, General Chairman, called to order the assembly in Hyde Memorial. After preliminaries, Ira introduced Director Whalen for the opening address, "Directions."



*Deputy Director Ira Hutchison, General Chairman, at the podium.*

## Director Whalen speaks

Bill covered the full range of Park Service concerns, focusing on the state of the National Park System, the outlook for the future, and the responsibilities of the Service.

"Parks are fragile islands of hope in a world rushing hell-bent to self-destruction either suddenly, in the fiery death of nuclear holocaust, or slowly, by starvation, caused by the energy consuming gluttony of this generation," he said.

"This mindless misuse of the planet in general threatens parks in particular," he said. "Air and water polluting actions initiated far from our jurisdictional boundaries insidiously destroy the pristine resources of America's wonderlands."

The Director said that if we are to carry out our stewardship responsibility, we must be vigilant to all potential threats. There are, however, tools to do the job. He pointed to revisions to the Federal air and water laws, which provide legal opportunities to protect parks.

Then the Director addressed himself to the NPS science program. He said that in order to protect and preserve park resources, we must be able to understand how natural resources function. He outlined his goals in this area, including building a base of scientific information about park resources; establishing thresholds above which degradation will not be permitted; development of a "park watch," as an early warning system, and making the latest in science and technology available to managers. He called for working closely with sister Interior agencies, and said he will establish a new position of associate director for Science, who will be

responsible for securing scientific know-how for the Service and fully integrating it into NPS management.

In the field of cultural preservation, he said managers have to be mindful of new concepts and new scientific methods, which are more effective and cost less than traditional methods. He called for recruiting highly-talented and trained people in the field of cultural resources. He announced that the Office of Archeology and Historic Preservation would be transferred to the Bureau of Outdoor Recreation.

On Concessions, he called for improvement of evaluations on concession operations and development of a more "business-like" approach to the review of requests for rate increases.

"The public deserves nothing less from the concessioner than the same high quality of service and stewardship it demands from us," he said. "That will be our standard for concessions management."

He praised the Bicentennial Land Heritage Program and said it will provide funds critically needed to rehabilitate the parks.

On energy conservation, the director called on NPS to be a model. He asked for reduction of energy use by 20 percent by 1985 and requested WASO's Divisions of Maintenance, and Interpretation and Visitor Services to begin work with field and regional staff to reduce park energy consumption at the same time making our interpretive programs more energy conscious.

Bill said the Service management effectiveness called for the launching of a major improvement effort. "The management improvement program should develop systems designed to strengthen and improve our data collection and reporting methods, budget preparation, ADP application, cost accounting and work measurements . . ."

He said the recent Civil Service Commission report on NPS personnel management was a cause for concern. ". . . we can no longer postpone putting our personnel management house in order."

He announced the establishment of a Policy Group to be directed by George Gowans,

*Director Bill Whalen delivers his opening remarks to the assembly of Park Service superintendents. On the right are Deputy Director Hutchison and RMR Director Lynn Thompson.*



reporting on this conference to the director and his deputy.

On Affirmative Action, the Director said: "We must, together, enhance the meaning and direction (of the phrase). I expect . . . the National Park Service to take many affirmative actions to provide equal opportunities for all people . . . We must work to remove all barriers that keep people out of the parks, for the parks must not continue to be exclusive."

He appointed Regional Director Dick Stanton, MAR, to head a task force to determine methods for management to meet the Service's Affirmative Action program.

On law enforcement, he said he is issuing new policy directions, recently recommended by the Law Enforcement Task Force.

Discussing planning and public involvement, the director said he was hopeful the EIS process can be simplified. He called on the superintendents to provide a practical, knowledgeable link with planners and be the ultimate determinant in protecting the integrity of the park. They also must take steps to see that public is adequately informed during the planning process.

On Alaska, he said the recent Administration proposals "bring us significantly closer to the concept of complete ecosystem protection. He called Alaska "the future of the Park Service," and said it would have a revitalizing effect on NPS.

Moving on to urban parks, the Director stated that "an urban conservation ethic is now badly needed," along the lines of the conservation ethic of John Muir.

And Bill concluded with this charge: "I encourage each of you to work in your committees, rural or urban, to become involved in conservation issues—not only because many problems we must deal with in the parks begin outside the parks, but because our problems and our own actions can help improve the quality of people's lives.

"And it seems to me that is the highest possible reward for public service and the noblest goal for the people of the National Park Service."

## Group work sessions

After the Director's speech, conference participants assembled in groups to discuss how the principal topics covered in "Directions" should be implemented. In most cases, brief

comments were made by a three-member panel, after which a general discussion was held. Following are highlights of subjects discussed and conclusions reached.



Bob Barrel, State Director, Hawaii, addressing the work session on Public Involvement.

## Science in the NPS

*Leader: Boyd Evison, Superintendent, Great Smoky Mountains, NP, N.C.-Tenn.*

The consensus of these 30 participants was that "science is alive and well in the NPS, but there's room for improvement;" and that the assimilation and application of research findings is the link in the research/management chain most in need of strengthening.

The group found a major deficiency in resource information in many parks. Suggestions for improvement included informing park managers on (1) the fundamentals of the sciences pertinent to their areas; (2) how to identify, and put in order of priority, information gaps regarding their park's resources and uses; (3) what is realistic, in terms of time, accuracy, and end products to be called for in their "contracts" with researchers; and (4) what computers can and cannot do for them. Others were how to bridge the researcher/manager "barrier" and antipathies; and the need for integrating research data into action on resource management, interpretation and maintenance.

Other conclusions were that resource management programs need strengthening; archeological and historical resource management needs tend to be slighted; and that recruitment of qualified resource management people is important.

Specifically the panel cited for praise SWRO's resource manager development program and SERO's research review and control procedures. They said standards should be set for evaluation of research.

## Affirmative action

*Leader: Carla Martin, Chief, Western Archeological Center, Ariz.*

This was a controversial panel. The discussions pinpointed some obstacles to affirmative action and recommended improvements that could be made in the fields of equal opportunity and visitor access.

Participants mentioned obstacles such as prejudice and poor attitudes and even apathy on the part of some managers. But they said that the new policy holding individual supervisors responsible for discrimination is potentially "disastrous." Other problem areas, including lack of specific guidelines and the "poor" image of NPS as seen by the handicapped, were discussed.

The panel called for wholehearted backing of Director Whalen's Oct. 25 statement on equal opportunity and support of the new EEO task force to be headed by Dick Stanton.

Specifically, the panel called for recognition that "equal opportunity is good business"; training of supervisors in the special needs of handicapped and minorities; issuance of guidelines to managers, exploring specific appointing authorities, and setting aside 50 percent of seasonal positions for new hires.

To achieve equal visitor opportunities, the panel said NPS should intensify efforts to comply with the 1973 Rehabilitation Act, which guarantees to the public access, use of, and involvement in programs.

Planning should include exploring innovative methods to meet the leisure needs of the poor, the handicapped, senior citizens and non-English speaking visitors.

## Public involvement

*Leader: Bob Barrel, State Director, Hawaii State Office*

The group reached a unanimous understanding that the Service does now, and always will plan and operate in public—that there can be no "secret" planning or clandestine decision-making.

Not only are the legal requirements for openness clear, there is a full intellectual commitment to public involvement.

It was recognized that the process of public involvement cannot solve all problems, does not absolve NPS of decision-making responsibilities, is time consuming, can hinder orderly programming, is expensive and that it can create unrealistic expectations among participants.

The group recommended that the Director further endorse the mandatory nature of public involvement in planning and decision-making. Such a policy should clearly state the "flexibility of the process," and the need to adapt different methods to different problems.

The participants said superintendents should be encouraged to find creative solutions based on their knowledge of local or regional circumstances, attitudes and interests. They also called for more training.

Finally, it was recommended that examples of successful public involvement, with analysis of why they were successful, be distributed widely, to encourage those who haven't tried it.

## Future of the National Park System

*Leader: Hobie Cawood, Superintendent, Independence NHP, Pa.*

The group strongly supported Director Whalen's enthusiasm for reaffirmation of the 1916 Act, preservation of park resources, defense of purposes of parks as defined in legislation, criteria for proposed additions to the National Park System, the Alaskan proposal, and the new idea of a conservation ethic.

In discussions of other subjects, they approved of the Congressional plan under which 12 proposed parks are submitted each year on the grounds that it would give NPS an opportunity to use professional planning in presentations to Congress.

They suggested that historical and natural criteria for new areas be reexamined with the idea of making them less subjective. The criteria that now exist are too loose and pose a risk of bringing substandard areas into the System.

The group supported development of criteria for national significance of recreation areas. Recreation areas, they said, are a valid part of the System, but should be of national importance.

The panel felt the concept of affiliated areas has merit but that it should not be permitted to dilute the image of a "unit of the National Park System."

Finally, they said that bringing the parks to the people" or "people to the parks" is only part of the NPS task. The Service should expand its constituency and make a greater effort to set a conservation ethic—including environmental awareness, historical preservation and energy conservation.

## Management effectiveness

*Leader: Bob Jacobsen, Superintendent, Shenandoah NP, Va.*

This panel addressed two major topics—the condition of personnel management and zero base budgeting.

The findings and concerns of the Civil Service Commission in its recent audit of the Service were explained. Participants were also informed on pending classification decisions which could greatly affect NPS grade structures and the forthcoming national personnel management evaluation to be done by the Civil Service Commission.

Participants expressed the need for much better communication between NPS personnel specialists and park managers. They questioned the large number of NPS classification guidelines and saw a need for establishment of in-Service career ladders for administrative officers and personnel specialists.

Next, a group discussion of ZBB was conducted. It was noted that procedures were still being revised and that instructions would likely be refined in future years as Management Improvement Project recommendations are implemented.

Concern was expressed over the increasing workload imposed by new programs and regulations (environmental compliance, concessions oversight, public involvement, and so forth) for which there is no increased funding. The question was asked, "How much more cargo can we add to our ship without throwing necessary baggage overboard?"

Finally, the group applauded Director Whalen's reconstruction of the Policy Council to include a regional director and a superintendent on a rotating basis.

## Preservation of cultural values

*Leader: Jim Sullivan, Superintendent, Colonial NHP, Va.*

Since the Office of Historic Preservation and Archeology will soon transfer to the Bureau of Outdoor Recreation, NPS preservation efforts will now be an in-house program.

Comments were made about adjacent land uses near Gettysburg NMP, Pa., on the controversial Gettysburg Tower and over-commercialization in the town. The Advisory Council met recently in Gettysburg and appointed a task force to look into those problems.

On historic structures within parks, there seemed to be a difference of opinion. Most superintendents opted for adaptive use of such structures, while many historians do not want them altered.

New guidelines will soon be issued concerning buildings having national significance.

Representatives of Harpers Ferry Center discussed cataloguing the number of historic objects in NPS that are in need of preservation treatment. HFC can handle only about 6,000 objects per year. There is a need to enlarge the staff of conservators. A survey of NPS collections is currently being conducted.

A DSC representative said poorly written 10-238 forms could lead to resource damage. Parks should get professional advice on writing up these

forms from the regions and service centers.

Some panelists expressed concern over the lack of complete historic structures reports in parks.

Other points and suggestions that were mentioned included:

The key to good preservation is good maintenance; professional assistance should be closer to the parks; research and interpretation should be reunited; regional preservation centers should perhaps be set up, and skilled local craftsmen hired for preservation work.

## Threats to parks

*Leader: John Good, Superintendent, Everglades NP, Fla.*

Conferees limited their discussion to "Threats to Parks," arising from outside park boundaries. They agreed on the importance of gathering data defining the nature and severity of threats at the park level, tapping professional talent from the park, region, or from private firms. Also discussed was the importance of cooperation between the Service, project advocates, environmentalists and other agencies "before battle lines are drawn." Many said that NPS was not alone in its environmental battles, but shared common concern with such agencies as the Environmental Protection Agency, Forest Service, U.S. Fish and Wildlife Service and, quite often, State agencies.

The group felt WASO could be of assistance by encouraging mass transit in the vicinity of parks and fostering information exchange at Washington levels with other agencies. Also, WASO could perceive broad patterns in threats and focus national concern. One suggestion was that the Director issue an annual list of the 12 most threatened parks in the System.

It was suggested that the Departmental Solicitor could advise the Service on how existing law could be used to attack threats from beyond park boundaries. Joseph L. Sax's "Helpless Giants: The National Parks and Regulation of Private Lands" was cited as containing many good ideas for new legislation to protect parks.

One participant summed up the group's viewpoint as follows: "It's high time for the Service to get out of the reaction mode where we respond to disasters after they have befallen us and into the active mode where we anticipate threats from outside the parks and move to counteract them before harm is done."

## NPS in urban society

*Leader: Claire St. Jacques, Director, Wolf Trap Farm Park, Va.*

The Park Service got into the urban park "business" in a big way in the '70s, said the panel. There are now large urban parks in or near New York, Boston, Philadelphia, St. Louis, San Francisco, Cleveland, and Washington, D.C.

Some of the ideas considered included:

New thrusts are needed in interpretation and programming to meet the needs of the mostly repeat visitors to urban parks. Outreach programs are necessary for those who cannot visit the parks.

Environmental education is a most important role urban parks can play.

Where urban tax bases are eroding in cities and States, some believe there is a tendency to try to

"dump" areas onto the National Park System.

Participants emphasized that the National Park System is "an integrated system of natural, historic and urban areas. Not two systems, urban and other."

They believe that the role of urban parks needs to be defined within the region where they exist. "We need to be careful and not promise more than we can deliver," said one participant.

## NPS women participants

The National Park Women were invited to attend the opening session and heard the Director's remarks. He and Deputy Director Hutchison met later in the morning with E&AA members at Alpin Lodge. Bill mentioned his view on parks as models of conservation and suggested the women act as the NPS conscience on wise use of energy. He urged continuation of their historical support of the E&AA scholarship fund. Ira spoke briefly on their unique position from which the women could act as liaison between the Park Service and local communities. Both men emphasized their support of the group's effort.

## John Davis remarks

Tuesday afternoon, a general session was called to order in Hyde Memorial to hear John W. Davis, Executive Director of the National Recreation and Park Association. (Incidentally, Mr. Davis was born in Ninety Six, S.C., location of Ninety Six NHS.) He was introduced by Director Whalen.

Davis told the session that there was a big job ahead for the Park Service and organizations like his own in sensitizing the public "on the importance of what we do." He said it's rather ironic that the Service's interpretive and environmental education programs are "exciting interests now and . . . drawing more and more people into the already crowded parks."

He cited a second reason for overcrowding in the parks as Americans' desire to get away from the "hustle and bustle" of everyday life and increased leisure time available to all.

"Leisure and parks and recreation represent a big business in this country," he said. "As professionals, it's our responsibility to coordinate one with the other in order that we can share our experiences so that the American public can be the recipient of the service we can offer together."

Davis described his association as "a unified voice which advocates quality park and leisure experiences for all people."

He traced NRPA's origins, relating the strong influence of Park Service people, among them former Directors Mather, Wirth and Hartzog.

"Programmatically, there has been long-standing and constructive relationships between the Service and NRPA," he said. He gave examples of cooperation, such as the Park Practice Program; jointly-sponsored institutes on environmental interpretation, and participation of the two in a national endowment to the parks in the "Parks, Arts and Leisure" project.

He called for seeking ways of integrating the Service's research, education and training with the efforts of States, localities and universities.

"You have a lot to offer," he said of NPS, "and we need what you have to offer."

## Management improvement

Later that afternoon, a discussion was held on the NPS Management Improvement Project. Coopers and Lybrand, consultants for the project, presented their views on National Park Service management practices, and explained, in general terms, where it appeared improvements might be made. Charts were used extensively.

Members of a panel made comments and asked questions. Chairperson of the panel was Marjorie Hackett, Superintendent of Sunset Crater and Wupatki National Monuments, and the members were Jim Thompson, Associate Regional Director, Pacific Northwest Region, Jack Ogle, Superintendent Natchez Trace Parkway, and Don Dayton, Superintendent Carlsbad Caverns and Guadalupe Mountains National Parks. Finally, questions from the audience were written on cards and delivered to the stage for reply.

## Film festival

After dinner, a film festival was held, under the direction of Bill Everhart. Viewers were fascinated to see old black-and-white footage of Yellowstone, much of it taken in winter. Then they viewed films on Isle Royale National Park, Mich., and Alaska.



Coopers and Lybrand representatives at presentation of Management Improvement Project.

## Second day, Wednesday, October 26



Larry Young, urban environment director, Izaak Walton League of America.

At 9 o'clock, session chairperson Jean C. Henderer, chief, Office of Cooperative Activities, WASO, introduced speaker Larry Young. Young is urban environmental director of the Izaak Walton League of America, executive director of the Joint Center for Urban Environmental Studies, and a delegate to the Maryland General Assembly.

Young's discussion embraced facets of recreation and open space in the urban environment. "None of us feel that being poor should be an unsurmountable barrier precluding American citizens from the fullest enjoyment of this great Nation," he said.

Young explained that open space lands "must be seen as functionally integrated with other land uses throughout the urban fabric;" that open space and recreation should be defined in terms of how they relate to human need.

He emphasized the great value of water to recreation users. "Cleaning up our water systems is neither an isolated 'urban' or 'rural'

problem," he said. "It is a National problem of vast dimension and of particular importance to the enhancement of open space and recreation opportunity."

Recreation, he said, must be "improved, expanded and extended" to entire communities—the streets, community centers, rest homes, schools—the places where people gather. Neighborhood planners must consider neighborhood recreational areas as integral parts of people's lives, not places that can be merely visited on weekends, or areas that can be necessarily obliterated or "renewed" in the name of progress. Planners must consider the actual users, "many of whom have lost hope and feel that society has passed them by.

"Open space is crucial for survival. It meets vital human needs which cannot be met through any other land use; it gives a sense of continuity with nature and natural processes, relief from intense urban development and an opportunity for healthy social interaction. Open space should be the fundamental consideration for planning new areas and developing existing areas," Young said. "Recreation must be planned as a basic social service."

## Group sessions

After the Larry Young speech, nine group work sessions were held on Current Park Issues. Following are brief reports on those discussions.

## Law enforcement

Leader: Joe Brown, Regional Director, Southeast Region

The session opened with a discussion of law enforcement in the parks. Who has the responsibility? The opinion was expressed that

enforcement levels should be geared to the management needs of individual units, not governed by a blanket policy.

The point was also made that two levels of law enforcement are essential if seasonals are to be fully utilized. Concern was expressed that our people nowadays are often overtrained in law enforcement and undertrained in resource management.

The group noted an imbalance in resource management and visitor protection. Some felt resource management has been "wiped from the slate" by a drive to satisfy training requirements for law enforcement commissions, making it difficult to recruit a "well-rounded individual with good background in resource management as well as visitor services." Most favored keeping management of resources a ranger function.

In other discussions it was said that the park technician position has become a dead-end job. Among possible solutions named were raising the journeyman level for this function to GS-7 and/or eliminating the GS-026 technician series and combining it with GS-025.

On the subject of uniforms, it was noted that "we have an emotional problem in who would be the 'badge'". This has been resolved by authorizing anyone wearing a Class A uniform to wear the Park Service Ranger badge. The group was assured that "judgment, discretion and total image" would be regarded in setting uniform standards.

Concern was expressed that uniforms may be taken away from some who have worn them with pride for years. Other points made were that a suitable supplier for women's uniforms has yet to be found; that practical rain gear for maintenance personnel should be developed; and that decisions need to be made on use of the dress blouse and the superintendent's dress blazer.

## Youth programs

*Leader: Jack Fish, Director, National Capital Region*

The group met to promote awareness of the various NPS youth programs, including the Youth Conservation Corps (YCC), the Young Adult Conservation Corps (YACC), the Student Conservation Corps (SCA), and Job Corps.

Each program was outlined by a panel member. The superintendents had many questions regarding the availability of these programs, benefits and problems, including possible labor and minimum wage conflicts.

After discussion, the following recommendations were made:

- Information, regarding the types and availability of NPS youth programs, should be communicated to all parks.
- Creation of a publication describing youth programs, which should be distributed to all parks from the Youth Programs Office, WASO.
- Sufficient funds should be provided to adequately train program staff.
- YACC staff training in counseling is essential to a successful program.
- The work experience of enrollees must be coupled with training—to provide participants an opportunity to grow in attitudes and skills.
- A regional keyperson should be appointed to coordinate all youth activities. This person would function as the parks' primary source of advice and assistance.

## Land acquisition

*Leader: Howard Chapman, Regional Director, Western Region*

The group considered land issues in relation to acquisition, retained rights and special uses following acquisition.

Concern was voiced for a better line of communication between land acquisition personnel and managers throughout the acquisition process.

For areas established prior to 1960, the panel thought that superintendents should be particularly vigilant for changes that would threaten the integrity of parks. An "early warning system" was thought to be necessary.

Clarification is needed in the matter of special permits and land condemnation.

When condemnation action is initiated, some superintendents expressed concern about the length of time it takes for clearance from WASO.

New area superintendents are concerned about not owning subsurface rights. They feel this may become a cause for serious concern in the future.

The panel felt that guidelines need to spell out more specifically the priority of acquisition of lands.

Special use permits were cited as a subject needing extensive review and development of operating procedures. There seems to be confusion as to which level of authority has the right to grant special permits.

There was considerable discussion on the provision of trail shelters at Olympic National Park, Wash., and particularly what effect would be felt by the area on a Servicewide wilderness policy on shelters.

It was stressed that attention needs to be given to finding a way to purchase State lands, e.g., school sections.



*Ebba (Mrs. Chet) Brooks announcing arrangements for Park Women.*

There was a general feeling that clearer delineation of guidelines were needed for easements for utilities such as power lines.

Finally, coastal zone management promises to be an issue which will increasingly involve NPS. There is a need for consistency in our approach to it.

## Centralized hires, seasonal and intake programs

*Leader: Dave Beal, Regional Director, Midwest Region*

The panel lauded the present intake program as carefully designed to recruit highly-qualified employees.

They were distressed by the fact that so few minority applicants could be considered for hire. Supervisory evaluations were generally thought to be too generous and therefore not useful.

The group recommended careful monitoring of the selection, assignment and training procedures of the program. Many snafus have occurred with some parks not being notified of arriving selectees or applicants receiving no word from NPS as to their status.

The best source of candidates seems to be the NPS seasonals and technicians. Thus, EEO and affirmative action personnel must stress getting people started right in such positions.

Turning to seasonal hires, the group said there is still a problem in getting enough minority applicants. Park managers must continue to actively recruit.

Use of the point-rating system for critical skills must be carefully handled. Managers must "work" registers to identify best-qualified candidates.

The group agreed that many morale problems and misconceptions could be averted if managers assisted applicants in understanding the system.

## Carrying capacities and transportation systems

*Leader: John Cook, Director, Southwest Region*

An open and freewheeling discussion revealed that there were many concepts of carrying capacity and transportation systems.

Regarding transportation, it was agreed that NPS has thought mostly in terms of moving people within the parks. Participants believed that more emphasis should be placed on transportation systems originating outside park areas, and thought given to unusual systems, such as boats.

The panel said the NPS must better explain the objectives for transportation systems—resources preservation, fuel conservation, impact dispersment and moving people.

During the session, it became clear that carrying capacity and transportation cannot be separated. Said one participant: "In many cases, we have reacted to a problem with a transportation system solution and must now react to that solution as a capacity problem." The group agreed that, in most cases, capacity must be addressed first, then transportation systems evaluated and implemented within total park objectives.

The participants recommended that questions of carrying capacity and transportation systems be addressed *consistent* with each area's management objectives, and that the Service reevaluate its attitude toward tramways as a viable alternative to other modes of travel.

## Energy conservation and cyclic maintenance

*Leader: Jack Stark, Regional Director, North Atlantic Region*

This group came up with more than a score of suggestions on how the Service could conserve energy. Among them were the following:

- Establish a full-time energy conservation coordinator in WASO with access to top management.
- In each park, completely insulate and weatherstrip one building per year.
- Have a panel of experts survey each park's energy consumption of each energy source, identify problems, recommend solutions, and lay out a step-by-step approach to fit budgets.
- Close off or consolidate selected facilities, functions, and unused rooms.
- Reduce snow removal; reduce grounds maintenance; reduce hot water temperatures.
- Post energy conservation signs.
- Integrate energy conservation into ongoing interpretive programs.
- Utilize effective educational devices such as children's coloring books, cartoons, multi-media, and campfire programs.
- Participants in the cyclic maintenance workshop gave unanimous support for the program. Some suggestions to improve it included establishing WASO or Regional guidelines and procedures; broaden the program to include curatorial and exhibit rehabilitation; and add an inflation factor. They were divided on whether the Denver Service Center should be involved in some way.

## List of classified structures

*Leader: Dick Stanton, Regional Director, Mid-Atlantic Region*

The group suggested that the LCS be made better known throughout NPS. They recommended that an updating system be devised so that the list is kept current and that references to it in *Management Policies* be revised and clarified to specify its purpose. They said that the notion that all properties on the LCS be nominated to the National Register should be abandoned.

They suggested that directives should be taken to ensure that Section 106 compliance is met. As an example, they advised that new guidelines be set for the Historic Preservation Act of 1966 so that purpose and value are clear and succinct; and NPS's responsibility to it is clarified. They said that the differences between preservation, restoration, and reconstruction should be differentiated from routine, replacement-in-kind maintenance.

The group agreed that a Cultural Resources Preservation Fund would help provide for needed research planning, preservation and restoration of cultural properties. They suggested that such a program should operate on a regional basis and as a separate activity apart from development. They suggested that an Associate Directorship for cultural resources would help NPS carry out its responsibility in this area.

## Parks and the planning process

*Leader: Lynn Thompson, Regional Director, Rocky Mountain Region*

Conferees concluded that "the planning process works—but it could work better."

Ideas the panel came up with to improve the planning process included:

Too much detail generated by reviewers of Management Objectives often results in unnecessary limitations on management and early obsolescence of the document. Superintendents do not have to accept without question comments from reviewers.

The process, as is, will accommodate limited revisions, but major changes require a complete, totally-thought-out revision process.

More effort is needed in developing

understanding about correct sequence planning between Service Centers.

There should be more emphasis on getting less complicated projects done in the region or park.

Early and continuous involvement by superintendents will reduce review time and revision.

The Outline of Planning Requirements has not fulfilled its potential as an aid in planning. Early-on regional and park dialogue would be productive.

Many superintendents still don't fully understand the planning process and the roles of the Denver Service Center and the Harpers Ferry Center. The panel found a need for a simplified explanation of the functions of these offices.

## Non-traditional park uses

*Leader: Russ Dickenson, Regional Director, Pacific Northwest Region*

The session featured brief presentations on unusual uses of parks, such as special events, off-road vehicles, performing arts, hang-gliding and others, followed by discussions.

On snowmobiles, the panel had reviewed the recently developed, proposed policy at length, and the recommendation was that the Director sign it.

The current policy on hang-gliding was approved.

In the comparatively few areas, where off-road vehicles (including dune buggies) are permitted, handling on a case-by-case basis is believed to be satisfactory.

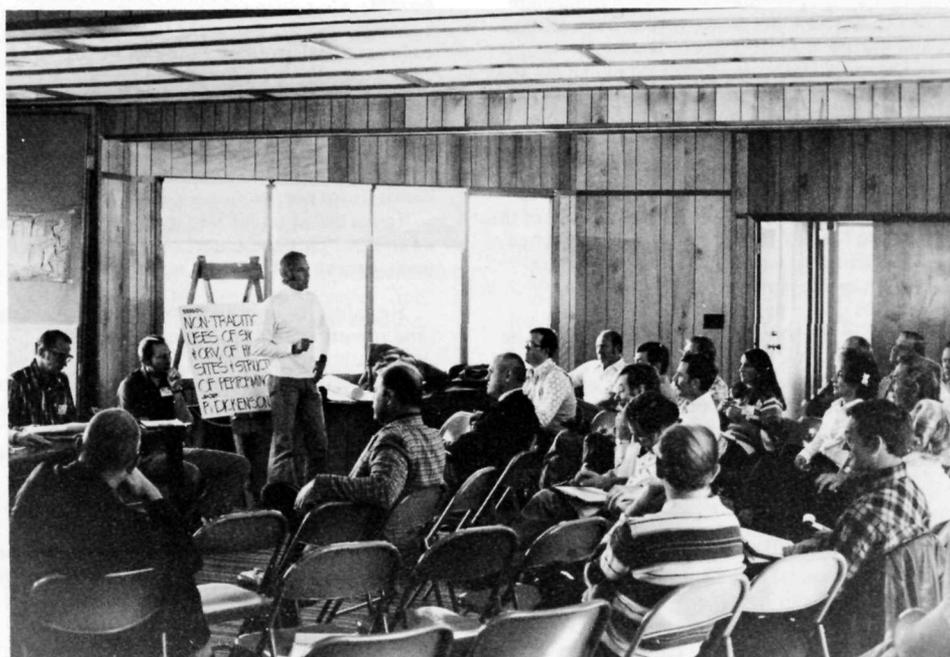
Managers of historic sites and structures often receive requests for use by civic and

social groups. Roosevelt-Vanderbilt NHS has developed an evaluation checklist, a fee schedule and other aids to deal even-handedly with requests. The group recommended that the Washington Office act as coordinator to inform other superintendents of these procedures.

Most areas of the Park System handle special events, Fourth of July celebrations being one of the most prominent. The number of requests for such park use is increasing, but current policy statements and guidance appear to be adequate.

Major discussion centered on the funding of performing arts, and views of participants were mixed. Recommendations were that on-going, repetitive programs be funded through regular budgetary processes, but that initiative and basic funding for other programs (especially in non-urban parks) should come from private sources.

*Jack Morehead, superintendent, Isle Royale NP, Mich., addressing the Non-traditional Uses workshop.*



## Herbst speaks at banquet

On October 26, regional directors held meetings with the superintendents from their regions.

At 5 o'clock, buses began to leave the administration building for the historic Stanley Hotel in Aspen. Guests were shown around the structure, which was built by the originator of the Stanley Steamer automobile.

At 7, the banquet began, with Ira Hutchison serving as master of ceremonies.

To raise money for the Educational Fund, the National Park Women conducted a drawing.

Bill Everhart, whose coming retirement was announced, was honored in a presentation marking his memorable contribution to the national parks. George Fry, Chairman of the NPS Employees and Alumni Association, was presented a citation from the Boy Scouts of America.

Director Bill Whalen then introduced the speaker of the evening, Assistant Secretary Robert L. Herbst.

Herbst began by praising the conference theme, "Directions," as most appropriate and asking conferees to join with Director Whalen and Deputy Director Hutchison in providing "the leadership and directions to implement the new attitudes, policies and techniques so much a part of President Carter's Administration."

He praised the new Director and Deputy Director as "dedicated, capable and having a desire to look at some of the old problems with the positive attitude that they can be solved rather than deferred."

To the superintendents he said: "I am honored to have the opportunity to address what I believe to be the greatest collection of public servants in the Government."

He called the mission of the Park Service "a magnificent one—you have in your immediate day-to-day care the crown jewels of the natural and historic resources of our Nation."

Secretary Herbst then went on to explain the assignment of the National Heritage Trust to a reconstituted Bureau of Outdoor Recreation, (now HCRS).

"It is not an indictment of past NPS performance," he said.

"Rather, we intend to increase the scope of this effort so broadly that it would . . . add a scope of management so vast as to dilute your central mission as site managers of the superlative elements of our heritage."

He said the new program would draw on the talent base of the NPS.

He praised the Service for its role in the recently submitted Interior proposals for the creation of new parklands in Alaska.

"The reason the Park Service's Alaska decisions were supported by the Administration was because they had a strong professional base," he said.

He said it was the Administration's position to back professional judgment. "We will pay the price to back our heritage. We will seek protection in Congress and the courts. We will exhaust our administrative remedies. We will err



Assistant Secretary Bob Herbst and Director Bill Whalen at the Wednesday evening banquet.

on the side of protection," he said.

Next he addressed one of the main topics of his speech: Science.

"The old, easy days of running the System solely from the superintendent's point of view are over," he said. "Hard science is desperately needed as an on-going source of continuous guidance."

Managers need to be well informed at every area of the System; to achieve this goal, the Park Service science program must be upgraded and the information integrated into all levels of planning and operations.

Herbst praised the President's environmental message delivered to Congress in May. "For the first time, we have a President who truly understands synthesis and the natural process," he said.

The Administration seeks to increase environmental awareness for every citizen and "bring together a great variety of programs (dealing) not only with ways to preserve the wilderness, wildlife and natural historic resources, but also with the effects of pollution, toxic chemicals and the damage caused by the demands for energy."

Herbst called on NPS to make environmental awareness "part and parcel of your planning, management, maintenance and interpretation."

He called for improvement in data collecting and reporting, in budget preparation, in automatic data processing application, in cost accounting and work measurements and in public image in visitor centers, kiosks, hearing rooms and even courtrooms.

On concessions, he praised Director Whalen's establishment in July of the three concessions management task forces. Program deficiencies were identified and field and regional office personnel put to work on recommending pricing studies, rate approvals, and all that this involves.

"The only way I know how to handle tough (concessions) problems is by equally tough action. . . ."

He compared the newly-authorized Young Adult Conservation Corps to the CCC, a rare opportunity "to make our dollars do so much—producing work products and a generation of Americans who know firsthand what it means to be part of the building of a Nation."

The Assistant Secretary said that at the Federal level, there is great potential for integration of Federal programs in employment, transportation, housing, the arts and community services to produce more recreation opportunities.

He expressed great concern for the present "crisis in planning." He said steps should be taken to ensure "front-end" rather than "after-the-fact" planning, and cited current programs at EPA, HUD and ACTION as good examples for future planning.

Herbst warned against viewing automatic infusions of new money, such as the Bicentennial Land Heritage Program, as answers to our problems.

Rather, he called on NPS managers to "maximize efficiency and squeeze the most work and value out of every added resource."

He reiterated some of the accomplishments he expected of the Park Service:

"Equal employment opportunities, affirmative action, park facilities that take into consideration the needs of those with mental, physical, economic handicaps."

"We need superintendents with truly felt sensitivity to human needs if we are to measure up to the needs of the times."

He called Interior's equal employment opportunity record "one of the worst in the Government." The Park Service has not been the leader it should be in this regard, he noted.

In conclusion he said: "I haven't been on this job very long, but believe it or not, this speech doesn't even touch on all the areas I'm aware of that need treatment."

## Third day, Thursday, October 27

Thursday morning, Director Whalen introduced conservation leader, author and philosopher Margaret E. Murie for an address.

### Margaret Murie remarks

Margaret Murie, who lived for 31 years at Grand Teton National Park, received a cheering ovation after completing her remarks before the assembled superintendents.

She began her speech with reminiscences of life at Mt. McKinley National Park, Alaska, and Grand Teton, where she feels she holds a record of longest residence in a national park.

She described to the group her ideal superintendent: "A person of enormous heart and enormous patience and love for people, who senses the feelings of staff and of the public, but who also . . . has a rod of steel up his spine."

Some other thoughts she shared:

"This bureau (NPS) has the most idealistic mandate of all and the superintendent is right there in the sensitive spots where things are happening, subject to all the pressures from visitors, from concessioners, from local businessmen, from conservationists on the one hand and four-wheel drive enthusiasts on the other."



Conservationist Margaret E. Murie with Director Whalen.

"This is Alaska's time. Alaska needs all your help; Alaska is different. It is absolutely necessary that the NPS adopt the ecosystem approach (there). It's necessary that you are imaginative and innovative and fearless; and it is necessary that the people aspect be closely analyzed."

She concluded with the following remark:  
"You are the guardians of the best in American life. Don't be afraid to be proud of this, for you are really the keepers of the American dream."  
After the speech came the last of the group work sessions: "Common Interest Parks."

### Newly established areas

Leader: Lorraine Mintzmyer, Superintendent, Buffalo NR, Ark.

The group commented that the scope of problems concerning newly established areas is vast and that the time allotted for discussion was simply insufficient to effectively deal with them. On behalf of the panel the chairperson suggested that superintendents from new areas should develop better procedures for new area study, legislative support and action.

The panel did recommend that:

- Temporary, emergency type staffing be adopted for new areas. The team should be well-rounded in many Park Service disciplines.
- Reference material kits be supplied to new areas when they open.
- The Legislative Division in WASO better reflect park management capability.
- An interim management plan be developed to guide park operations while a General Management Plan is being completed.
- Land and Water Conservation legislation be amended to provide for State, county and municipal land acquisition within park boundaries.
- A plan be developed that would provide funds for new areas without taking them away from existing areas.
- A commitment from the States regarding jurisdiction be obtained during the legislative process.
- Boundary surveying and monumenting be performed prior to the first phase of land acquisition and that it be funded by Land and

Water Conservation appropriations.

- That land acquisition personnel be trained in NPS policy and management principles.

### Urban/cultural/ memorial parks

Leader: Bob Chandler, Superintendent, Jefferson National Expansion Memorial NHS, Mo.

This session concerned common interest parks in urban areas that contain cultural sites or memorials.

Problems cited by the panelists included over-use, pollution and public involvement in planning. Over-use reduces opportunities for effective interpretation, degrades the resource and suggests visitor use should be curtailed in places like the Statue of Liberty, Kennedy Center and Jefferson NEM. Urban parks suffer from more pollution than other areas and negative impacts are generally more severe.

Public involvement in planning and decision making is now a must, especially in new areas.

Numerous requests for special events in urban parks pose a problem for managers. The group felt that sponsoring these events is in the interest of the community; but noted that current budgets do not enable parks to recover support costs.

Participants called for more outreach programs to communities, encouragement for employees wishing to serve in urban assignments, and closer working relationships with other agencies and institutions in the park and recreational business.

Some panelists pointed out a deficiency in the personnel classification of maintenance positions in the 1640 series. Present classification is based on GSA standards which are sometimes not applicable to NPS maintenance employees doing complex work in unique facilities.

Finally, the group agreed that maintaining the large number of historic buildings in their parks severely strained budgets. They called for adaptive use to generate revenues.

### National seashores, lakeshores, and scenic riverways

Leader: Larry Hadley, Superintendent, Cape Cod NS, Mass.

At this workshop, the conferees decided to limit their discussions to three important topics, and they agreed on three resolutions to enhance management of national seashores, lakeshores and scenic riverways.

Resolution I recommended that the Park Service seek concurrent jurisdiction with States for waters of lakeshores, seashores and riverways in the Park System. The consensus was that 1/4 mile jurisdiction would be adequate to regulate uses such as fishing, swimming, surfing, diving and boating. Concurrent jurisdiction would also permit the Service to exert some influence over local pollution around marinas, docks and boating areas.

(Continued on page 10.)

(Continued from page 9)

Resolution II stated that local advisory commissions are important to the overall management of all three types of areas and represent a good public involvement tool for managers. During discussions, it was pointed out that some advisory commissions are stumbling blocks for management, public relations and planning. It was stated that the value of citizen advisory commissions must be evaluated on a park-by-park basis. It was also recommended that the 10-year limitation on the life of advisory commissions be extended.

Resolution III supported the purging of "recreation" area as a classification for national lakeshores, seashores and scenic riverways. (Note: Director Whalen announced in November that the management categories, including "Recreational," would not be used any longer.)

## Deserts, canyons and river running

*Leader: Jerry Wagers, Superintendent, Lake Mead NRA, Nev.*

This group discussed resource management relating to crowding, sanitation, river running and safety in desert and canyon parks.

They agreed that the basic data that goes into resource management is of prime importance; without it superintendents lack the tools to support management decisions. In some cases, they said, increased day-use has become such a threat to the resource that managers need better rationale to help defend their control of park-use. They favor an overall Resource Management Plan for the Park System.

The superintendents believe that carrying-capacities need to be determined in order to solve problems of crowding, visitor conflicts and sanitation. Analysis of reservation systems, zoning, raft trips and camping regulations are also needed.

Concerning safety regulations, the superintendents said they are adequate, but the Coast Guard is considering revision to those affecting white water use.

The group expressed concern over impact of off-road vehicles on park resources. A question was raised regarding the appropriateness of designating off-road areas within recreational areas because in some cases unauthorized use has already damaged park resources. The thinking was that if off-road use can be confined to an already-disturbed area, then perhaps the remaining resource can be spared. Off-road vehicle regulations are working fairly well in some parks, especially those with miles of dirt roads. It was suggested that perhaps NPS plan with BLM or Bureau of Reclamation to allow visitor access to their land.

They also recommended that NPS establish a team in the Denver Service Center to work exclusively on oil, gas, and mining lease assessments in all park areas.

As a final point, the group cited fishing derbys as a real problem in recreational areas. Derbys are being sponsored almost on a commercial basis by sporting equipment manufacturers who offer prize money to attract large crowds. Questioning whether this is bonafide recreation, the superintendents suggest it be checked before it begins to hurt resources, and the recreational enjoyment of others.

## Forts, colonial and frontier

*Leader: Janet Wolf, Superintendent, Fort Frederica NM, Ga.*

In the area of personnel recruitment, it was agreed that emphasis be placed on recruiting new professional employees with academic backgrounds in the curatorial and restoration fields; that curators be selected from specialists' registers rather than PACE; and that CSC should establish a job series for maintenance preservation specialists. Panelists also recommended that intern/apprenticeship programs be developed within the Service.

Relating to the curatorial practices of the Service, participants saw a need to develop a system to determine what should be disposed of and what should be kept and where. The Canadian depots system was pointed to as a possible method that could be adapted to NPS needs. More emphasis should be placed on historic preservation of artifacts and documents.

Safety and access by handicapped visitors in historic areas also was discussed. The group felt that a dialogue should be started between safety personnel, historians and historic architects. It was pointed out that in order to make an area safe, one should not, in the process, destroy the resource to be protected. Panelists pointed out the need for revising black powder regulations, setting guidelines for Indian war weaponry, and utilization of low passageways.

"We should not sacrifice the integrity of the fabric for safety any more than we should kill all rattlesnakes or grizzly bears in the guise of safety," said one participant.

The remainder of the discussion centered on adaptive use and reconstruction and upgrading historic structures reports. It was thought that in historic reconstruction, appearance was more important than actual use of historic materials. Panelists emphasized the importance of green buffer space in historic areas and one suggested building visitor centers for historic areas underground to protect the setting.

## Battlefields

*Leader: John Earnst, Superintendent, Gettysburg NMP, Pa.*

The workshop session on battlefields concentrated on six topics: metal detecting, personnel, park planning, museum objects, national cemetery management, and incompatible adjacent land uses.

The problem of metal detectors has been around for some time, but recently the number of professionals using sophisticated gear has changed its nature, making control much more difficult. The panel thought that superintendents needed guidance and assistance to deal with the situation.

The lack of well-trained and highly-qualified administrative personnel is becoming serious, particularly in small parks. Recent downgrading has caused high turnover in this field. Battlefield superintendents seek relief from this problem in order to meet their administrative responsibilities.

Only five of the 18 represented parks had approved master plans. This situation handicaps

managers in their efforts to effectively manage resources.

The number of museum objects in park collections is getting out of hand. Fragile items are deteriorating because they do not receive adequate curatorial attention. Superintendents thought that increased training in curatorial methods could help.

Operating procedures pertinent to national cemeteries need to be clarified. Participants suggested adoption of Veterans Administration guidelines.

The most significant issue facing many battlefields is the incompatible uses of adjacent land. Industrial, residential and commercial developments at park boundaries are diminishing the unique values of the parks. Panelists said these adverse impacts should be recognized and steps taken to mitigate them.

## Native, Indian and archeological parks

*Leader: Jerry Shimoda, Superintendent, City of Refuge NHP, Hawaii*

The group zeroed in on four main topics: (1) supervising Native employees; (2) public involvement, resource management and Native groups; (3) interpretation, community involvement and gathering data from Native groups; and (4) archeology.

Some of the recommendations from the panel's deliberations included: recognition by the Park Service of the critical nature of Native relations; informing transferring employees what to expect when going into an area with high percentages of Native employees; development of a training course for supervisors who have Native employees; recognition of Native cultural practices; taking particular care in selecting a Native supervisor for Native employees; and that Natives of appropriate backgrounds be chosen as cultural demonstrators.

In addition the panel felt that Natives should be encouraged to participate in planning and decision-making through an outreach program from NPS; that Native groups be dealt with "patiently" and as equals; that Native desires should be considered for restoration and/or reconstruction of archeological sites.

Finally, it was thought that a general Native-Indian policy could not be formulated since each group is unique.

Another general thought was that the Service should abandon any paternalistic or big brother approach in dealing with Natives.

## Homes, birthplaces and sites

*Leader: Gene Colbert, Superintendent, George Washington Carver NM, Mo.*

Discussions of the participants in this workshop brought out the following attitudes and conclusions.

The group felt insufficient historic preservation technical assistance is available to managers.

Safety requirements for structures impede their restoration and historic interpretation.

Uses the public wishes to make of historic sites often conflict with historic preservation and

restoration purposes.

A strong feeling was evident that "living history" should not exist in the parks. Some called it entertainment only.

Stronger emphasis should be placed on transforming historic research into interpretive information.

Panelists approved of adaptive use of historic structures but cautioned that the form it takes must conform to the restoration and preservation objectives of particular sites.

More emphasis on interpretation of periods of history in transition was called for.

The group also said increased attention should be devoted to the development of workable, reliable security systems for historic structures.

## Backcountry, wilderness and cave management

*Leader: Superintendent John M. Morehead, Isle Royale NP, Mich.*

The group spent the first part of its allotted time sharing general information. They discussed the need for quantified data in forming regulations or management plans. The use of computer "modeling" was suggested as an excellent way of predicting results of different management plans. Other topics included zoned and non-zoned use concepts, undesignated vs. designated camping, destination vs. entry point control of users, reserved vs. non-reserved permit systems and carrying capacities, quota systems and zoning.

There was consensus on placing more emphasis on better public information and education being made available before park visits.

It was observed that some NPS management tools, such as horses and helicopters, were having severe adverse impacts in some areas.

The group identified several needs. Specifically, it was recommended that more attention be paid to day-use impacts relating to wilderness and backcountry management. The panel called for a Servicewide policy on open wood fires. The group agreed that the public should be taught to accept wilderness on its own terms—including its dangers and inconveniences.

The group felt that there "is a very real need for more sharing of information." It was suggested that a general symposium for backcountry and wilderness area managers would be very useful.

*Intermission at Hyde Memorial.*



## Director's closing statement

Bill harked back to his opening remarks of the conference: "We will succeed only to the extent that you all contribute."

"We received a tremendous contribution, and we're thankful for that. You told us not what you thought we wanted to hear but those things that we must know if we are going to get the job done," he commented.

He emphasized that the land management function of the NPS would be left untouched by the reorganization of BOR.

He believed it was apparent from the conference that NPS needs to promote management skills. "(We) need to improve our information flow from top to bottom."

The Director said; "I feel quite strongly the vibrations of a real commitment from you to affirmative action, and this is a commitment that starts at the first level . . . and runs right to the top."

He said that participants seriously addressed problems such as transportation, science as a management tool, and park planning as an integrated part of the whole NPS management

plan. He pledged that top NPS management will be working on an interchange of planning and park personnel, "so that each understands the work of the other."

He saw the whole public involvement issue as an important one that would win the Service credibility, "one of the most precious commodities in today's suspicious world."

Summing up, the Director said:

"What I have seen here this week leaves no doubt in my mind that we can raise our talent, our experience and our dedication to the highest level of professionalism in the world. The 1977 National Park Superintendent's Conference can be a tool for the creation of a better organization—a better world, if we will all use it. We have worked together for 3 days hoping to influence perhaps a generation. We must now work as individuals, united and strengthened by this experience for the great ideals in our trust.

"God speed and God bless all of you. The Superintendent's Conference is now adjourned. Thank you very much."

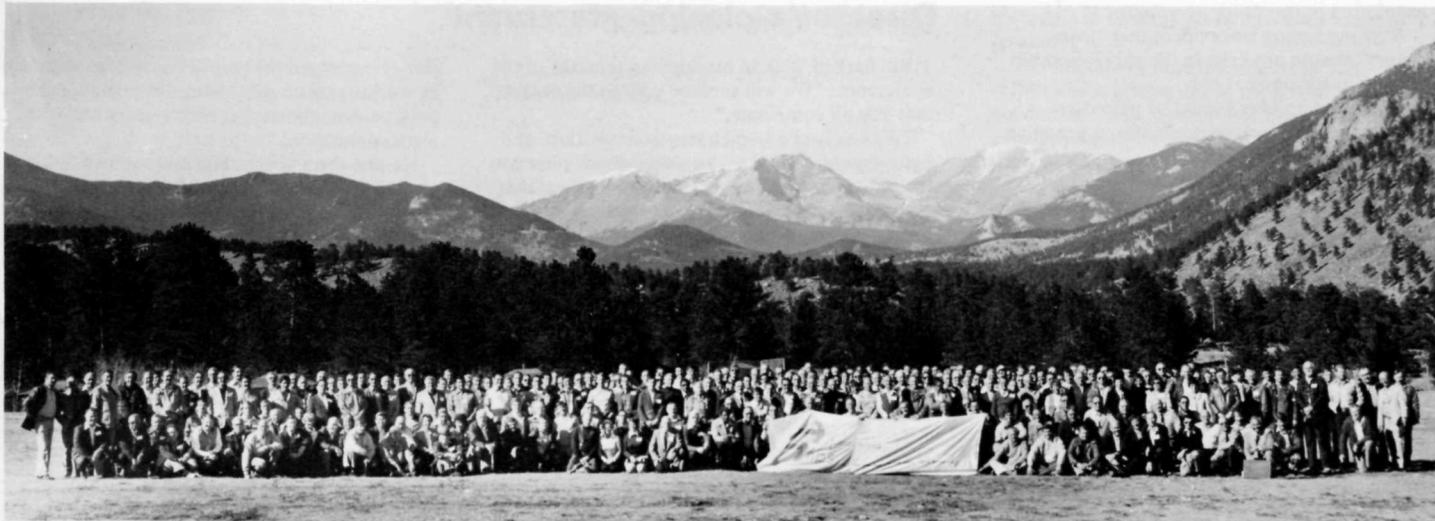


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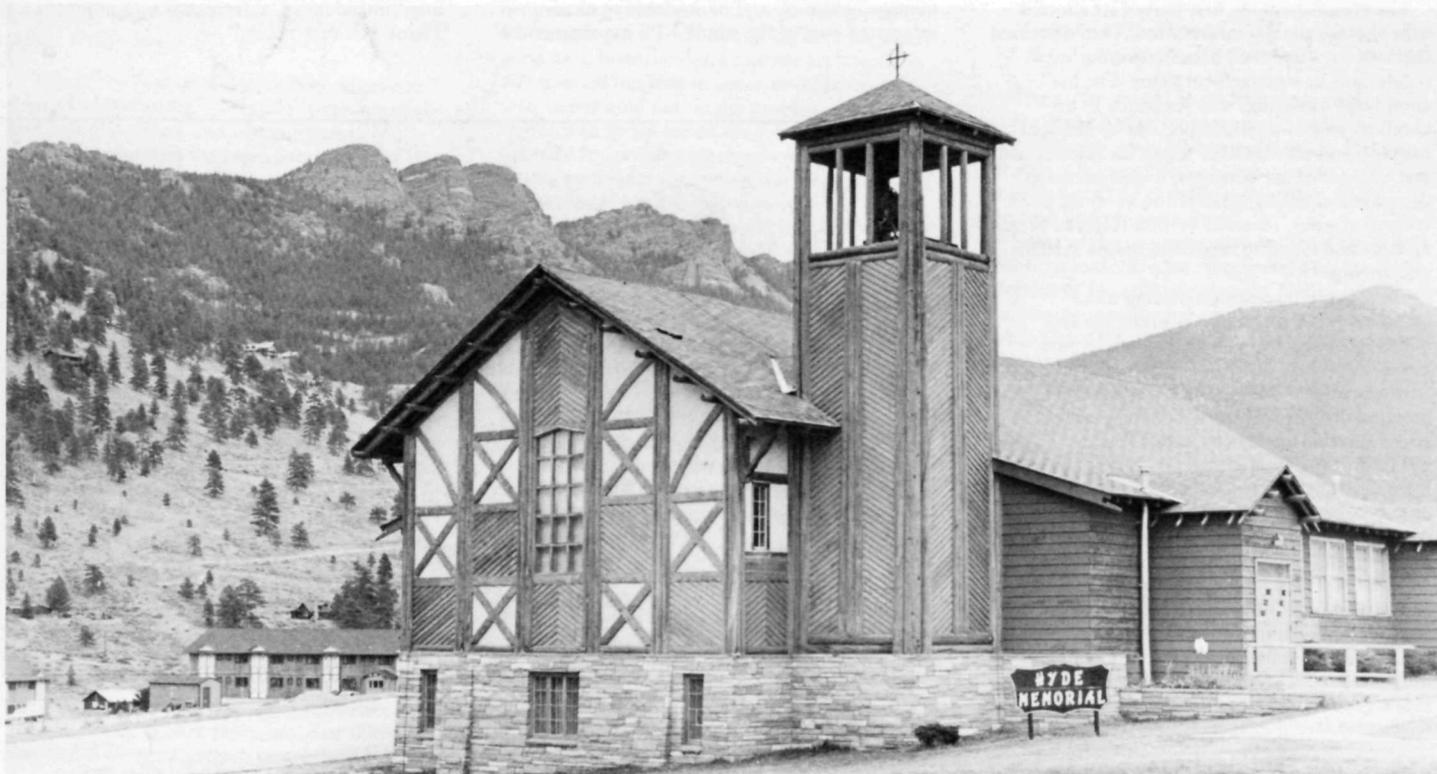


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*The whole bunch.*



*Hyde Memorial.*

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