



TRENDS

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A comprehensive review of the national conservation and resource programs should include the progress made on Department of Defense lands. Such an examination will portray how far our horizons have expanded in the natural resource spectrum, above and beyond the national Defense horizons.

For many years we have been working closely with the Departments of Interior and Agriculture to build a long-term program of outdoor recreation and conservation on lands currently under our control. While this program admittedly does not approach the magnitude or degree of effort of that administered by these Departments, our goals

and objectives are, I believe, in great measure the same, namely, to provide increased outdoor resources and quality recreation for the American people.

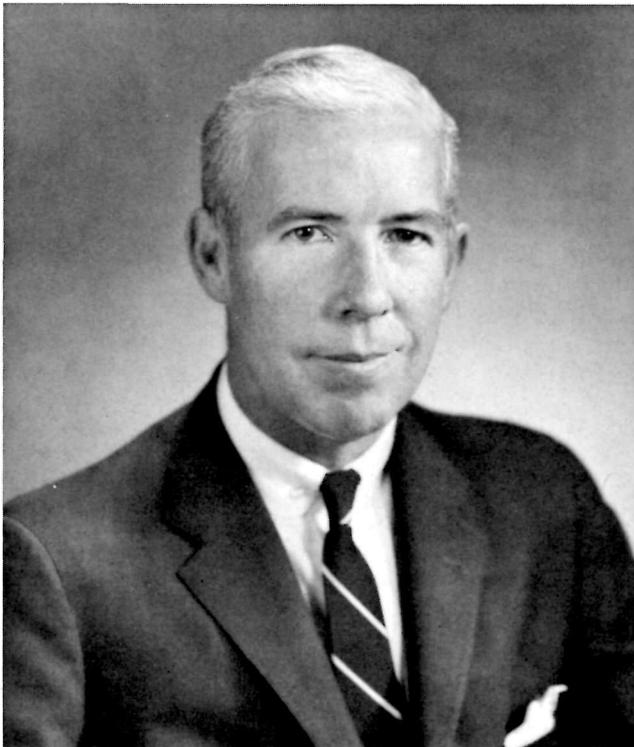
Added emphasis was given to this program by President Kennedy in April of 1963 when he established the Recreation Advisory Council. The President's action was further strengthened by passage of Public Law 88-29 in 1963, establishing the Bureau of Outdoor Recreation, and by Public Law 88-578, the Land and Water Conservation Fund Act. As a member of the six-agency Recreation Advisory Council, the Department of Defense today is coordinating many aspects of its internal land management program with the

other participating agencies and as a consequence is giving an additional impetus to the total outdoor resources program.

From the standpoint of its long-range perspective on national needs alone, the present

THE EXPANDING HORIZONS OF DEFENSE

by NORMAN S. PAUL – Assistant Secretary of Defense (Manpower)



Norman S. Paul

Defense program constitutes a significant departure from previous policies regarding public land pre-empted for military training. Today's program recognizes the need to obtain greater general benefit from the lands in question, in a program of broad cooperation, stressing greatly increased attention to improved management practices.

In this context, it is well to remember that over 2 per cent of the total land and water area in the United States is under Department of Defense jurisdiction, together with all of the responsibilities inherent in a major land management program. Certainly this includes up-to-date concepts of conservation, scientific management of natural resources and opportunity for intelligent public use consistent with the primary military mission.

We have readily assumed the responsibility of exercising good stewardship of the lands entrusted to our care, not only because of the total investment involved, which is sizable, but because of the obvious future potential of these lands in terms of recreational assets. In short, we are hopefully anticipating the time when great increments of these lands can be returned to the American people for general use, and be returned, incidentally, in far better condition than when first enclosed.

We have enjoyed noteworthy cooperation from other Federal, state and local agencies. Their sound professional advice and assistance have completely ruled out the establishment of any kind of conservation service within the Department of Defense itself. Thanks to their help, we recognize that any such arrangement would be highly duplicative. Consequently, our reliance will continue to be placed on those agencies officially chartered to administer national resources activities.

continued overleaf

Trends in PARKS and RECREATION

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Articles concerned with studies, concepts, philosophies and projections related to the many aspects of parks and recreation are invited. Illustrative graphic materials, where necessary or desirable, and a brief biographical sketch of the author should accompany text intended for publication. Send all material intended for publication to: Editor, TRENDS in Parks and Recreation, National Park Service, Washington, D.C. 20240.

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THE EXPANDING HORIZONS OF DEFENSE - cont'd.

I believe this was further demonstrated in 1963, when the Secretaries of Defense and Agriculture signed an agreement providing for close cooperation on the conservation of forests, vegetative cover, soil and water on Defense administered lands. This agreement also served to reinforce the current Memorandum of Understanding with Interior on administration of Defense fish and wildlife resources.

Right now I believe the Defense conservation and outdoor recreation program is moving forward with good results, in direct compliance with the natural resources goals and policies of our country. At more and more bases and installations in the United States it is setting a pattern leading directly to maximum multiple-use of land and water areas and, most importantly, access to them for the enjoyment of the general public. I have personally observed some of this program in operation and I can testify to the constructive approach and zealous attention being paid to its objectives. Today, over 200 military installations in the United States are participating in outdoor recreation, forestry, fish and wildlife, soils, and water and grassland programs. Additionally, we need to recall that the Army Corps

of Engineers currently has over 225 water resource projects which provide a major segment of the water based recreation now in use.

To give recognition for work well done, and progress made, the Secretary of Defense in 1962 established the Defense Conservation Awards which each year single out the three best programs at bases in the United States. In the first two years the top award has been won by personnel at Fort Knox, Kentucky and Eglin Air Force Base in Florida, and honorable mentions have ranged from Alaska to Louisiana.

Inherent in the overall program is the distinct sense of building something lasting for tomorrow, a consideration that is making this one of our most stimulating and popular programs. I personally predict that it will grow in emphasis and accomplishment from year to year and that the results will be to the direct benefit of millions of Americans who share an abiding love of the outdoors.

One thing is certain. And that is the fact that the Defense Department is keenly aware that what is accomplished within the perimeters of fences around Defense installations has a direct bearing upon the welfare and the happiness of those outside. We are, therefore, intent upon developing the right combination of multiple-use facilities to allow controlled public use of such lands at all times when it is possible to do so.

The entire Defense Department program, as I have earlier mentioned, is a partnership effort with local, state and other Federal agencies. As Secretary McNamara has stated "Our natural resources are not only vital to the welfare of the American people but their conservation and wise use is an important part of our national security."



Where tropic breezes play . . .

Virgin Islands NP
NPS photo by Allan Rinehart

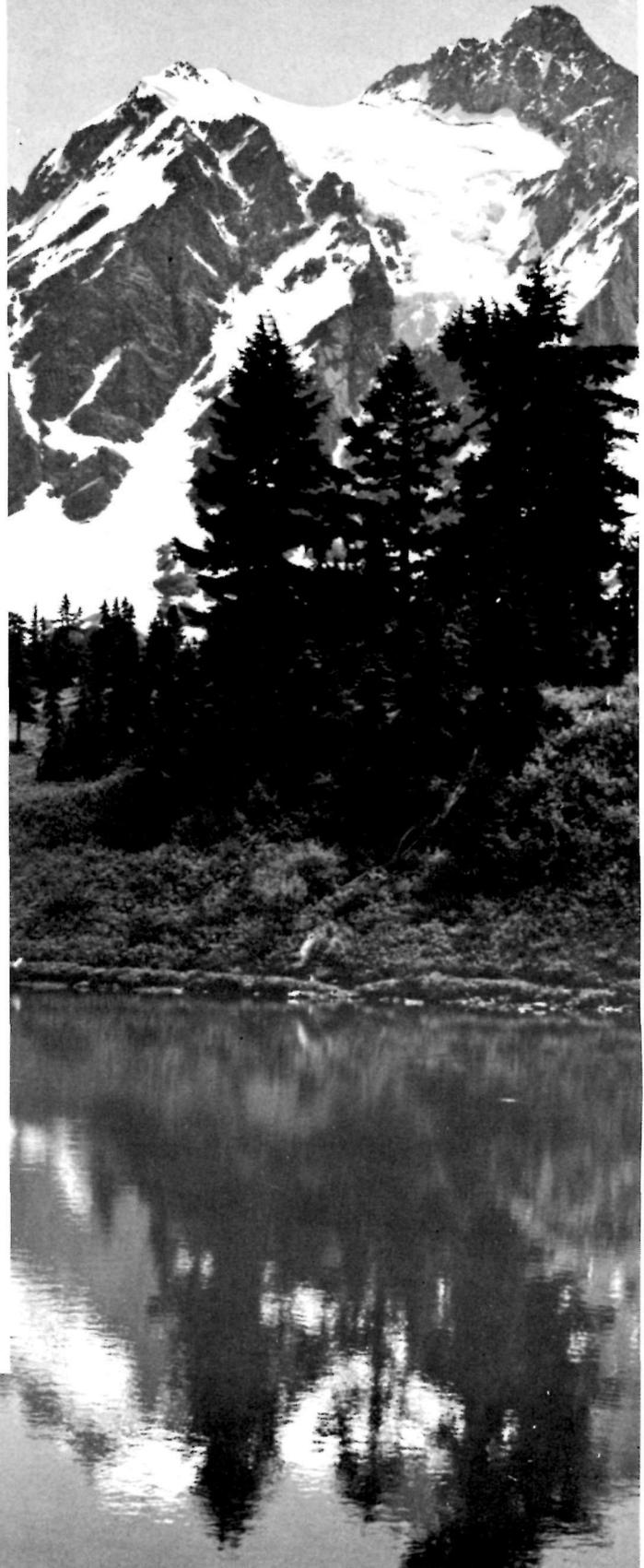


*O see where wide the golden sunshine flows—
The barren desert blossoms like the rose!*
—R. W. Gilder

Guest editorial -
**The Search
for Utopia**

A noted anthropologist once said: "The search for Utopia is as old as civilization." What he meant was that ever since the day when primitive man deserted his nomadic way of life and began to live in family groups, tribal communities and villages, towns and finally cities, removing himself from ancient ways and from living close to the earth, he remembered his past with nostalgia. He looked back to a time when life was simpler, when he was more a part of ancient rhythms, unbroken vistas, old freedoms, dangers and challenges. Like modern man he forgot the insecurity, the hardships, his fear of the unknown and pictured a time when things seemed better, a Utopia perhaps, a dream of the millenium.

This has gone on since the dawn of history, and as the pace of change has accelerated, man has removed himself more and more from the influences which molded him. Now almost completely urbanized, he is living in great cities with millions of his kind or in suburban complexes along their fringes. No longer does he have to hunt, fish, or till the soil for food or think about shelter or protection for all such things are taken care of for him. But even so, better clothed, fed, sheltered and entertained than he has ever been, the dream of the old Utopia goes on and within him is a hunger and nostalgia and a harking back that nothing artificial can still.



The anthropologist said further: "No materialistic Utopia can succeed unless human nature is changed." What he meant was that the past is so completely a part of man physiologically and psychologically that no matter how ideal his situation, he still cannot forget his background. In short, if man thinks he can build his Utopia entirely within the confines of an urban complex removed from natural surroundings, he is doomed to disappointment. He simply cannot adapt himself that swiftly and ignore complexes that have been shaping him for a million years or countless millions of years if we consider his long prehuman past. Man of the space age in the throes of a technological revolution may think he has made the adjustment, but he still has far to go.

The great historian Trevelyan said: "We are children of the earth and removed from her our spirits wither."

He recognized this truth and we have only to look at man today to realize what he meant. Confused, torn by dissensions and new ideologies, assailed by influences never known before, he is living in an environment which has lost its ecological balance and many of its basic rewards and satisfactions. As a result he is constantly searching for something to fill the void within him, not realizing that the solution is to return even briefly to the nature of which he is a part.

We in America are close to our past for we have been on this continent only a short while. A century ago, buffalo still roamed the plains and there were unexplored frontiers with migration taking place from east to west. So close are we to this past we can almost hear the rumble of wagon trains. The sounds of rapids, waves, wind in the forests, the cries of animals and birds, the smell of woodsmoke are still part of our consciousness and even of our recent memories.

No wonder we surround ourselves with relics of the colorful days of exploration and settlement, squirrel rifles over our fireplaces, wagon wheels at our gates, fireplaces in our homes, bits of pewter on our mantles. These things epitomize something we have lost, something we treasure.

Modern man, whose nature will not change for millennia to come if ever, needs reminders of his background. It is good for him to see the trail over which he has come. He cannot live without primitive beauty, without space, without a semblance of simplicity and unchanged nature.

The National Park Service in its program of preserving historic and archeological sites, the enormously popular landmarks program is satisfying this human need. Such places become more and more important as our population increases and natural areas disappear. An old grist mill, a covered bridge, a pioneer log cabin or a stockade, the ruts of wagon trains, the sites of battles and skirmishes, Daniel Boone's Wilderness Trail, the Natchez Trace, such places renew the past and the sense of once more being a part of early America.

The national parks and monuments, the seashores, recreational areas play even a larger part for they not only preserve areas of unusual beauty, scientific, historic, and recreational interest but provide places where man may actually live the days of the

past, for man of this age to be able to stand on a Cape Cod, a Point Reyes, or a Padre Island and view the sea as men first saw it is a soul-satisfying experience. To see Yellowstone Falls, the valley of the Yosemite, Mesa Verde, or Grand Canyon has inspirational impact beyond comprehension. To man constantly in search for Utopia on this continent, they play a vital role.

We cannot turn back the clock, nor do we wish to. Man will go on and on doing the impossible. With his inventive genius, nothing can hold him back. More and more will he live in cities and away from his old environment. Blase sophisticated, surrounded by gadgets and the artificial, he still cannot forget or divorce himself completely from his long past. He may approach his Utopia physically perhaps but spiritually there will always be a powerful longing for simplicity, natural beauty, and things of the earth for this is part of his nature, a nature that will not change.

Our task is to preserve an environment where man, in spite of his way of life, can still find enrichment for his spirit. His search for Utopia will go on and on and some day he may find it, if he is wise enough to know what it means and preserve in the face of his headlong assault against the planet places of beauty and naturalness where he can know again the influences that made him what he is. No task is more important than this in an age where we have the power to destroy our living space. This is the challenge confronting us all.



Sigurd F. Olson
Consultant to
The Secretary of the Interior
and the Director, National Park Service



A look into the past . . .

The overshot wheel at Mabry Mill, Blue Ridge Parkway

Letters - -

To the Editor of TRENDS

Sir:

Thank you for sending the copies of TRENDS with the text of the UNESCO Recommendation concerning the safeguarding of the beauty and character of landscapes and sites. I was delighted to see that the Recommendation is receiving this wide coverage. If you can spare an extra copy or two, I should appreciate having them. Also, I would be interested if there are any letters to the editor on the subject in future issues.

Annis Sandvos
Cultural Affairs Officer

October 29, 1964 Multilateral Policy Planning Staff

We ask our readers to pass along their comments on articles such as the UNESCO Recommendation Concerning the Safeguarding of the Beauty and Character of Landscapes and Sites which appeared on page 25, et seq., of the October, 1964 issue. Reader response is the only means by which we may gauge the value of the articles we are providing in this publication.

Sir:

Congratulations on the broad scope of TRENDS. Not only does Park Practice inform and guide the park superintendent in his immediate practical problems, but in this publication you contribute handsomely to the philosophy of conservation and recreation. A fine job!

Edward J. Meeman
Conservation Editor
Scripps-Howard Newspapers
Memphis, Tenn.

November 2, 1964

The publication of TRENDS is undoubtedly the most difficult one we have ever undertaken—not so much because we cannot find suitable material for it, but in determining which articles should, and which should not, be presented. We want to keep TRENDS on the very highest plane, and have it provoke thought. Articles which have been contributed recently tend toward this objective and you may expect to find future issues to be more provocative than the first two.

Sir:

Somehow, all first editions of new publications seem to achieve a mark of excellence—as was the case with TRENDS. The test is whether or not they maintain this quality in future editions. I am gratified to find, after reading edition No. 2, that the newest member of the Park Practice Program library of publications is not only improving its self-imposed standard of quality, it is broadening its service to the conservationist through diverse subject matter of important interest. TRENDS fills a definite need as a forum of ideas where both the established writer and the man with an idea rub shoulders in discussing the direction in which the park and conservation movement is taking us.

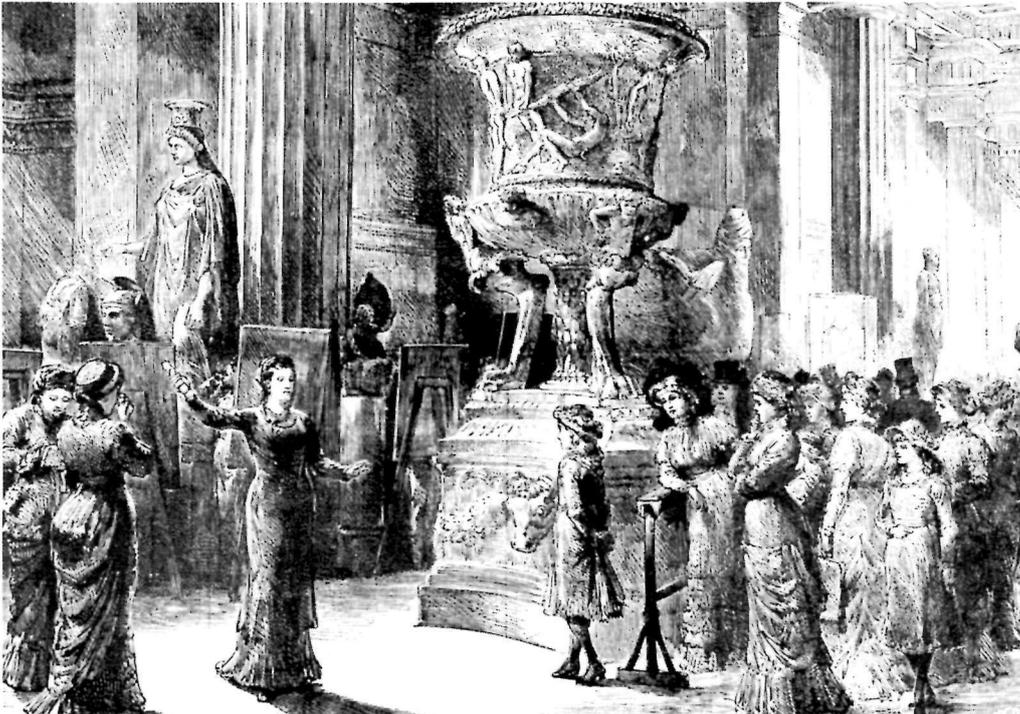
Colin Ritter
Writer

December 7, 1964

We sure try!

The Lady and the Story - -

The Year: 1878
The City: London
The Place: British Museum
The Subject: A Lady Lecturer at Work



We run this delightful engraving from Harper's Bazaar, year 1878, by way of posing a question. Was this interpretation in the sense we now use the word in National or State Parks, museums, and so on?

The picture points up, we think, the oft-repeated and entirely logical contention that interpretation is synonymous with education, else why would the ladies in their gaily-streamered and bus-tled dresses be giving such rapt attention to the lady with the baton? We think they're out to learn something and enjoying every minute of it.

But why have the plug-hatted gentlemen elected to stand in the background? Could it be that they consider the world not yet ready for lectures by the gentler sex?

In any event, this business of "interpretation" has been going on for quite some time, it would seem.

The continuing growth in the popularity of camping has been accompanied by the appearance in the market place and in the campgrounds of many new varieties of camping equipment used by park visitors for overnight shelter. The campground can no longer be looked upon as the preserve of the tent and, to a lesser extent, of the house trailer. These traditional denizens of the campgrounds have been joined by tent trailers, campers, camping vans, car top sleepers, station wagon attachments and others. The rapid increase in the variety of shelter types has been accompanied by some remarkable changes in form and size of the tent itself.

Park planners and administrators have been aware of the varying nature of camping equipment for some time. They have realized that the changes will have profound effects upon the design of campgrounds and upon the services required by camp visitors. As a first step towards understanding the extent of any shifts in the use of camping equipment in Canada, a sample survey of all campgrounds in 15 of the 17 National Parks of Canada was carried out during July and August of 1963. The sample consisted of a count taken sixth day of all overnight equipment in all campgrounds.

In general, the study revealed that while the tent is still the favorite type of overnight accommodation it is used, however, by only 60% of the overnight visitors. One quarter of the campground patrons used house trailers, seven per cent had tent trailers and the remainder had a variety of other equipment. It should also be noted that nearly one quarter of the tents exceed 9 feet by 12 feet in dimension. Detailed figures illustrate the diversity of overnight accommodation used in National Parks campgrounds.

CAMPING EQUIPMENT TRENDS in the NATIONAL PARKS of CANADA ~ A STUDY

by GORDON D. TAYLOR ●

photo: Canadian Govt. Travel Bureau



Campgrounds at Black Brook Cove, Cape Breton Highlands NP, Nova Scotia

Mr. Taylor, a native of British Columbia, earned his BA degree in geography and history at the University of British Columbia in 1949. He received an MA in geography from the same University in 1950. After two years further graduate study at the University of Minnesota, he joined the Parks and Recreation Division of the British Columbia Forest Service as a Research Assistant. Since 1961 he has been in charge of the recreation research program of the National Parks Branch of the Department of Northern Affairs and National Resources in Ottawa.

Table No. 1

Camping Equipment Counted - 1963
Fifteen National Parks

Type of Equipment	No. of Units	Percentage
Tents		
9'x12' or smaller	21,385	44.2
Larger than 9'x12'	7,837	16.2
	<u>29,222</u>	<u>60.4</u>
Cabin Trailers		
Less than 16'	7,451	15.4
16'x20'	3,458	7.2
More than 20'	1,445	2.9
	<u>12,354</u>	<u>25.5</u>
Other Types		
Tent trailers	3,568	7.4
Camping vans	1,103	2.3
Piggy back campers	1,110	2.3
Car top sleepers	171	0.4
Station wagon tents	332	0.7
All others	501	1.0
	<u>6,785</u>	<u>14.1</u>
Total	48,361	100.0

Although the tent is the most common form of accommodation, it is of greater importance in the parks located in the Atlantic Provinces (1) than it is in those situated elsewhere in Canada. In the seven National Parks in the Western Cordillera, tents made up 54.7% of campground equipment. Contrast this figure with the 72.3% recorded in the Atlantic region and the 58.2% at the three parks (2) in the Prairie Provinces. At Point Pelee National Park in Ontario tents accounted for 69.3% of the shelter units. These figures indicate that the tent increases in importance from west to east.

Another tendency in campgrounds that requires further study is that of campers to provide their own shelter and

facilities for cooking and eating. In counts of 502 campsites this summer at Fundy National Park, 50 per cent of the occupants had provided themselves with adequate shelter. In another study at Banff National Park in 1963 just over 82 per cent of the campers stated that they had a portable stove of some type with them, seven per cent stated that they did not have such a stove, and the remaining 11 per cent did not answer the question.

There are, then, regional differences in the popularity of types of camping equipment. Why these differences exist is not explained in the data available. Two possible explanations occur and are offered as conjectures only at this time. One thought is that the difference may be due to climatic and topographic reasons. More protection is needed against harsh climatic elements in the high mountains of the west than it is in Central or Eastern Canada. Or, it may be that the modern revival of camping and outdoor travel has its home on the west coast and that the fads and fancies of camping spread out in a wavelike manner from a western cultural centre. It is obvious that much more knowledge is needed before a full explanation can be offered.

Camping is apparently no longer the time honoured preserve of the tent. Trailers have been popular for many years and it is evident they are still on the increase. A major change is taking place in the growing use of a variety



*Camping at Cape Breton Highlands NP, Canada
photo: Canadian Govt. Travel Bureau*

of other shelter types. There is as yet no indication of how rapidly the relative balance between equipment types is changing. There is, however, an awareness that changes are taking place. Further study will be required before the nature of the changes can be fully appreciated. In addition a full study of the nature of the regional differences will be needed. As part of that study the permanency of these differences and the relative rates of change within regions will require answers.

In our initial study we attempted to determine if the style of campground, as determined by site density, utility services and location had any influence on the type of equipment used. Other than certain obvious differences that occurred where road conditions or campgrounds design did not allow house trailers, the results were inconclusive. In some cases the small size of the sample prevented meaningful comparisons, in others the differences between campgrounds may not have been great enough to have any significant influence.

The purpose of these studies is to assist in the design of campground facilities that will accommodate the variety

of shelter types used by the travelling public. Campground design should reflect the present relationships between tents, trailers and other types, and the regional differences in this balance. When some indications of the trends over time can be shown, it will then be possible to give greater assistance to the designers than can be done at the present time.

Even with present knowledge, imperfect and sketchy as it is, certain guide lines for the future can be set out. First of all, if the tent continues to decrease in relative popularity and indications are that it well may do so, the basic campsite consisting of a parking space for a vehicle and a designated area for a tent may join the Model T Ford in the vintage class. Much more consideration will have to be given to sites based on a "drive-through" access pattern. Secondly, with the increasing variety of shelter types, sites should be able to accommodate most forms of camping equipment and hence will have to be more adaptable to changing conditions than are some of the currently popular designs. Thirdly, the increasing use of personal shelter for cooking and eating means that more than one piece of equipment is being put up in the campsites. The cleared area devoted to camping may have to be made larger in order to accommodate larger tents and the additional shelter and to protect the site itself from excessive wear and tear. In addition the provision of kitchen shelters in camp-



*Camping in Fundy National Park, New Brunswick, Canada
photo: Canadian Govt. Travel Bureau*

grounds will have to be reconsidered in light of any trend towards greater self-sufficiency on the part of campers. And finally the popularity and versatility of portable stoves may allow us to do away with outdoor fireplaces for cooking purposes.

The social function of a campfire as a meeting place and as an integral part of the camping experiences cannot be met by a liquid fuel burner. One or more central fire pits within the campground would fulfil these social needs and at the same time probably effect a saving in fuel costs.

Camping is by no means a stable phenomena but is one that appears to be in a state of constant change. Park administrators must have an awareness of the nature of these changes and a willingness to adopt new design and new methods in the provision of campground facilities.

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- (1) New Brunswick, Newfoundland, Nova Scotia, Prince Edward Island.
 - (2) Elk Island, Prince Albert, Riding Mountain.
 - (3) House trailers and piggy back campers were not included in these counts.

I am particularly honored to speak to you this evening because this is a vital time for conservation and recreation in this country.

It is a time when we are deciding what kind of America we are going to build over the next decades. It is a time when we are deciding whether our affluence will create only bigness or whether it will create greatness as well.

These decisions will shape our most important legacy to our children and grandchildren—the quality of the environment we pass on to them.

Never before have the opportunities been so great. The Congress of the United States has enacted the most significant conservation and recreation laws since Theodore Roosevelt's time. The Land and Water Conservation Fund, the Wilderness Bill, the new Bureau of Outdoor Recreation and the first new national parks in a decade—these truly offer a new horizon both for conservation and outdoor recreation.



THE NEW HORIZONS FOR CONSERVATION AND OUTDOOR RECREATION

by Lawrence S. Rockefeller ●

The President of the United States has expressed his wholehearted interest. He said at the University of Michigan last June that creating the right kind of countryside and the right kind of cities are basic ingredients of building a great society.

States across the country have passed bond issues and put through new programs to build more parks, acquire more open spaces, and develop more recreation opportunities.

And perhaps more important of all, there is a new awareness in the land. The voters in this country are making it clear that they don't want an ugly America. They want and they are willing to pay for a beautiful America—an America with opportunities for productive and pleasant use of increased leisure.

For you, who have worked so long and so hard over the years, these events should be a source of great satisfaction and of great pride! The goals to which you have devoted your lives have been resoundingly endorsed by the President, by the Congress and by the people. And they have backed up their endorsement with action.

Gentlemen, this success is not an end; it is only a beginning. These victories are not the conclusion of a crusade, but only the launching.

● Mr. Rockefeller needs no introduction to those in the world of conservation and natural resources. He devotes much of his time to three fields of activity: conservation and outdoor recreation, science-based industry and philanthropy. Named by President Eisenhower in September, 1958 to head the national Outdoor Recreation Resources Review Commission (ORRRC), the now-famous report, delivered to President Kennedy and the Congress in January, 1962 resulted in an action program for all levels of government and private interests to meet the people's outdoor recreation needs over the next four decades. Mr. Rockefeller is now honorary chairman of the Citizens Committee for the ORRRC Report, organized in 1963 to expand the public's knowledge of the Report's aims and proposals.

We have been given new and powerful tools, but with these tools

come a heavy load and a mighty challenge.

In short, gentlemen, we are on the spot. We've won our point. The money and the authority which we have been seeking for years have in large measure been provided. Now we are going to have to deliver the public benefits we've promised in return.

And let it be noted that there are those who question whether park, recreation and conservation people can do the job. They say we are bureaucratic and inefficient. We've been described as cold to new ideas, as narrow and parochial. And we've been charged as being more interested in preserving resources than with serving people.

There may be some truth in these charges, even though exaggerated. But the fact that there is doubt in our capability is a reality—and we must overcome that doubt.

And let me say at this point that I speak to you not as a critic but as a fellow working park executive—as the Chairman of the New York State Council of Parks.

I think we are going to do the job. If we do not do it superbly, we will never get a chance like this again.

If we do not, the public will become dissatisfied, political support will wane, and this great chance will slip from our hands. We will have failed, but much more importantly, this chance to shape America's future growth will be lost.

I would like, therefore, to offer for your consideration and for the consideration of others, a program of action for park people, for recreation people and for conservation people.

Since this is the season for it, I'll call it a platform, if you will. And I might add, it is open to amendment.

As a first and fundamental plank, let us affirm that we are concerned with the full range of both natural and man-made beauty in America.

We who share this concern have diverse responsibilities and interests—for city and county parks and playgrounds, for state and national parks, for forests, for fish and wildlife.

But let it be made clear that the total effect of our effort is a concern for the environment. Our job is to see that this country will be a better and healthier place to live and labor and enjoy the fruits of labor.

We must provide good parks and good playgrounds, but we also must provide a public conscience for the land and the water. We must be the advocate in the public forum for health and beauty wherever they are an issue.

And they are at issue in how we plan our cities, how we build our roads, how we use our streams and rivers, how we use our air. Indeed, they are at issue in almost the full range of human activity.

I do not suggest that we stubbornly oppose building and growth. I do suggest that we constructively propose tasteful and well-done building and growth.

The ultimate net effect of our diverse concerns should be a more beautiful, a more pleasant, a better America.

Second, this concern for the kind of country we are building must have a greater voice in the councils of the federal government.

The Bureau of Outdoor Recreation is charged with coordinating the score of federal agencies involved in recreation, but perhaps that is not enough.

Certainly, the implicit responsibility of the Bureau for the full range of environment should be made explicit. Perhaps its name should be changed to reflect more than outdoor recreation. And it may be that its status within the Department of the Interior is not the most forceful place for it.

The Recreation Advisory Council of cabinet officers with some responsibility for outdoor recreation provides a degree of government wide supervision. It could do more. Perhaps it could become that one place in government where conservation, recreation and natural beauty are considered across the full range of federal activity. The BOR might serve directly as a secretariat to the Council.

Another move which would help is the appointment of an Advisory Committee to the Recreation Council. I suggest that this committee might be made up of members of Congress and informed citizens representing a diversity of interests. It should, of course, be bi-partisan.

This Congressional, citizen, bi-partisan approach follows the ORRRC pattern. I suggest that it is a most appropriate and effective one.

Third, we should affirm that the states must play a key role in this effort.

They are ideally situated for it. They are close enough to the scene to take account of sectional differences, and they are strong enough to carry forward effective programs.

The states must play the pivotal role of bringing together the efforts of the federal government on one hand and the local units of government on the other.

Unlike some federal grant-in-aid programs, the Land and Water Act provides that grants are made through the states. If the cities and counties want federal money they must go to their state capital to get it.

This means that the states must work well with the federal government, and that they must work well with local governments.

We must cooperate closely with the Bureau of Outdoor Recreation. Its mission of coordinating the various federal programs, the various levels of government and the private sector is vital. From it a cooperative nationwide effort must evolve. I know that there may be some old antagonisms and some old prejudices lying around. I know that some new ones may have developed.

I know also that as a new bureau starting from scratch, BOR has had its problems, and these problems can be irritating to people who have been around a long time.

But I have confidence in the Bureau, and I urge you to

help it succeed in our mutual self-interest and in the interest of the country.

The other half of the state job is the relationship with the local units of government. In too many cases state programs are administered as if local governments didn't exist.

They do exist, and they must be very much a part of these programs. Counties, for instance, are becoming increasingly active and important.

The local governments have to be part of the statewide planning effort.

And I suggest that they be encouraged to become full partners. States must be more than a pipeline for federal money. They should offer planning and technical aid, in many cases, financial assistance to local governments.

Fourth, we must put our state administrative machinery in order to do the job. In many states, the park, recreation, forest, fish and game, highway and other agencies are competing with each other. Or even worse, they are ignoring each other. There is no agency concerned with the big picture.

One of the strongest recommendations of the Outdoor Recreation Resources Review Commission urged each state to establish a government focal point for outdoor recreation. This is even more crucial if we are to undertake a concern for the entire environment.

The Land and Water Conservation Fund Act gives special urgency and incentive to comprehensive, coordinated planning.

The Act requires a comprehensive statewide plan. I hope we will see this requirement not as red tape—not as a barrier between ourselves and some attractive federal money—but as the finest opportunity we have ever had to build well for the long haul.

Fifth, I suggest that we must evolve an entirely new and very much more comprehensive concept of access to outdoor opportunities.

What is involved here is more than roads and traffic control, although physical access is important. But we must think of access in an even broader term.

We should make it our responsibility to see that every segment of our society—whether they be black or white, rich or poor—has an opportunity to use public facilities.

We share a continuing responsibility to encourage appreciation of quality—quality in the environment and in the uses we make of it. For millions who have no tradition of outdoor experience, there is need for basic programs to teach the skills and convey the love of the land which combine to make outdoor recreation meaningful.

In many cases this boils down to provision for those who do not own an automobile. Our park systems tend to be predicated upon automobile ownership—and even in this affluent society there are many who do not have one available to them.

Access also means actively encouraging people to use all parts of our outdoor areas. It is sometimes easiest to control people in tight perimeters. But we must encourage them into the remote and the more inspiring areas away from the parking lots and snack bars.

This means imaginative use of educational devices and trail markers. It means good personnel contact with the public. It means good maintenance.

Most of all, it means a concern with people. It means that they be treated as welcome guests who are to be encouraged to benefit from the outdoors.

Sixth, we must strive for a balance of outdoor opportunities for the public.

The balance consists of a mixture of opportunities of all kinds—from high density urban areas to the remote wilderness.

For too long conservationists have been squabbling about

doctrine—where roads should be allowed and where they should not; where hunters can come in and where they can't, and so on. These battles have been fought to the point of tedium at a thousand meetings and conferences across the land.

I suggest that the time has come to stop quibbling. Let's agree that we must make provision for all kinds of use—and create a planned balance.

An important part of this issue is development. As pressures increase on outdoor areas, there will be need for more development, for development increases capacity to serve people. Where and how this development takes place should be part of a well-thought-out balance of opportunities.

The obvious tool for doing this is the statewide recreation plan required under the Land and Water grants. If these plans are well drawn, provision can be made for all uses.

The forum for debate can be the planning agency—not the hotel lobbies and the fish and game columns in the daily press.

I realize that this is very much easier said than accomplished, that tough decisions must be made.



*Allagash Falls, Allagash River in northern Maine
photo: NPS, USDI by M. Woodbridge Williams*

But this is very much part of our challenge—to make some tough decisions that will stick. And the Land and Water grants offer us the opportunity to make them under the pressure of necessity.

Seventh, we must give far greater emphasis to conservation in our cities and suburbs.

Today this is the crucial arena for conservation and recreation. Here is where the people are. At least two-thirds of the population live in urban surroundings now and an even greater percentage will do so in the future.

Our park work—particularly at the state and national level—has had a rural orientation in the past. We must reapportion our efforts to provide outdoor opportunities for city people.

Part of this can be done by greater cooperation with local government for traditional park programs.

But we must also try to build conservation and recreation into the environment as we create roads and houses. The cluster concept which calls for tighter development patterns and dedication of the land thus saved to open space is a promising new idea which is catching on. And the idea of tying open space together with stream networks and pathways can provide a whole new look to our suburbs.

Diverse groups dedicated to single purposes have a value, but I think we have overdone it to a point of weakness.

I would hope that in the near future we would see a trend toward consolidation of some of these groups with similar purposes.

In addition, we must look to others with whom we have not been well enough acquainted in the past. The women's organizations and the civic organizations are our natural allies. We must enroll them in the ranks.

Consolidation and greater cooperative efforts by private organizations could and should provide a strong source of continuing support for the goals we seek.

Tenth, and finally in all of this, I urge that we maintain a bi-partisan approach. Conservation has traditionally been above partisanship. We have had and do have great leaders and friends in both parties. Let's keep it that way.

I do not mean to imply that we should consider ourselves above politics. Almost every goal we seek requires government action, and we must be a part of the political process to get that action.

But we must maintain our roots in both great political parties and work to strengthen them where we and they are weak. We will lose much of our vast reservoir of public good will if we should ever be so foolish as to identify ourselves with only one party.

Certainly, federal loan regulations and local zoning ordinances should encourage well-planned developments of this kind.

A review of the relationship between the open space program of the Urban Renewal Administration and the new Land and Water Act will provide opportunities for more help for the urban areas.

Eighth, let us not be afraid to use new devices or imaginative old ones.

Outright acquisition of land may not always be the only answer. Indeed, in some cases, it may not be the best one.

Scenic easements, purchase of rights of way, tax abatement programs, hunting and fishing rights, and sale lease-back arrangements offer an array of tools we should use. Sometimes bureaucratic inertia has blinded us to these opportunities because they seemed like too much trouble or simply because they had never been used before.

But these less-than-fee acquisitions can often achieve the public goal at less cost and with less disruption to other uses than traditional acquisition.

Ninth, we must strengthen the private conservation and recreation organizations.

There are over a thousand of them. But there is duplication, overlapping and inefficiency. Too much time is spent in jockeying for position or mailing each other literature.

This platform I have outlined is an ambitious one. It is a big job. It will require great effort, great patience and consideration wisdom. It will not be completed in a year or a decade, but it must be a continuing responsibility.

The Congress, the President and the people of this country have said that what we are doing is important. They have said it must be done. They have given us a vote of confidence, but we must perform.

To us is given the task of helping to mold the growth of the country; to us is given the task of seeing that growth brings not only a bigger but a better America; to us is given the task of insuring that leisure is a blessing, not a curse of idleness.

So let us rededicate ourselves to our work. Let us so perform that future generations will look back and say of us—These men saw the vision of not only a strong America, not only a prosperous America, but a beautiful America as well.

I thank you.

PROGRAM FOR THE HANDICAPPED

by Conley L. Moffett ●

As you know I first became interested in the possibility of developing some sort of interpretive program for the deaf about three years ago. The need became apparent to me when my nephew, who is a deaf mute, began to quiz me constantly about things pertaining to nature and the out-of-doors. I found that there were only very limited services available to him outside of his own school, and that most children in his age group were vastly interested in nature.

Most deaf mutes are taught to lip read. Even so sign language is necessary for any appreciable degree of communication. The first step for me was to learn the alphabet which my wife was also gracious enough to learn. We spent many hours together spelling out small messages to each other. Then after becoming fairly proficient with spelling, I purchased a book entitled, "Talking with the Deaf," which contained many illustrations of common words. Learning these words began to cut down on the amount of spelling I had to do.

My vocabulary slowly increased as I worked more and



more with my nephew and other deaf mutes until about a year ago, when I felt like I was ready to conduct my first nature walk. This was done with a group of third graders whose teacher fully understood what I was trying to do, and who supplemented my presentation where necessary. This was one of the most gratifying walks I have ever conducted and was certainly one of the most appreciative groups of participants I have ever had.

The biggest handicap I am faced with currently is the fact that my major source of help is about 200 miles from Raleigh. There are, however, several people in Raleigh who do help me on occasion. When the new school for the deaf is opened at Wilson, I plan to devote much more time to this work since the school will be only about 40 miles away.

There are several things which have to be taken into consideration when conducting a nature walk with the deaf. First of all the groups should be small, preferably no more than 10. The stops have to be very carefully picked so that when the interpreter stops, every member of the party is in full view of the interpreter when he faces them, and at the same time are able to see the object being discussed. It is also imperative to take advantage of the other senses—sight, smell, touch and taste. For example, they may not hear birds, but their awareness and keen observation of the presence of birds is almost uncanny. On at least two occasions members of the group were able to locate birds before I could even when I had the advantage of hearing them.

I believe one of the main points to be considered is that these children should not be treated like they are handicapped. They are no different from anyone else other than the fact that they are deaf. They want to participate; they want to satisfy their curiosity; they want to learn; they want to belong and be accepted for their own merits.

I do not propose that very Park Naturalist become a Dactylogist; but I do think that where we have parks near concentrations of the deaf, it would be desirable for the naturalist to at least learn the alphabet. The rewards are too great not to learn it.

I believe that with proper planning, interpretive devices can be devised which will not discriminate against a visitor because he cannot hear, is blind or in some other way physically impaired. Instead we as professional interpreters must reach back into the dark corners of our minds and come up with new ideas which incorporate the odors of a campfire, the dampness of a moist coniferous forest, the vividness of a peacock, the smoothness of a stream worn pebble, the sweet taste of a wild strawberry and the delicate beauty of a passion flower.

*... Not as the loud had spoken,
But as the mute had thought.*

—Thomas Hardy

- Mr. Moffett has been Chief Park Naturalist for State Parks of the North Carolina Dept. of Conservation and Development for the past five years. Prior to this time he served for four years as a seasonal naturalist on the Blue Ridge Parkway. Mr. Moffett holds a BS degree in Science from Appalachian State Teachers College and has done graduate work both there and at North Carolina State College.

Beautiful Monument Valley in Navajoland, Four Corners region of the Southwest

photo: Bureau of Indian Affairs, USDI



TOURISM ON INDIAN RESERVATION

by Virginia S. Hart and Leonard Ware ●

With American families taking to the highways in greater numbers every year, often in search of a scenic trail or a restful campsite, Indian reservations are putting up welcome signs. Catering to tourists on reservations arises from a grim fact: Indians need jobs.

Unemployment on many reservations runs as high as 50 per cent of the labor force, as compared with about 5 per cent among the American people as a whole. Family income, conversely, is abysmally low.

One basic cause of poverty on the reservations is a growing population clinging to a land base too small to support it by traditional means. A naturally high birth rate plus, thanks to the U. S. Public Health Service, a declining death rate, has contributed to a reservation population boom that betters the national average! There are about 380,000 Indians on reservations today.

Some, of course, leave the reservations every year to work in cities or towns. But the majority, fearful of change, remain.

The Bureau of Indian Affairs has tried to devise ways and means by which those Indians who remain on the reservations may support themselves.

Some reservations have rich stands of timber which can

*They love their land
because it is their own,
And scorn to give aught
other reason why.*

—Fitz-Greene Halleck

and are being harvested both scientifically and profitably. A few reservations—the good fortune of which has been over-advertised—have valuable oil and gas deposits. Most just have land—dry, unproductive

land which, in many cases, was “reserved” for the Indians because no white man wanted it.

But there are new possibilities for capitalizing on what was once nothing and nowhere land, a tourism-bent public has opened the way.

Although there is small chance that another group of Indians like the Agua Caliente band of Southern California will suddenly find themselves the owners of a posh resort like Palm Springs, there are unquestionably opportunities for Indians to tap the apparently ever-increasing flow of the American tourist business. Indeed, the very remoteness of most Indian reservations may be making them more attractive to persons who want to escape the crowds which now annually besiege our better known parks and scenic wonders. Some reservations, moreover, have fishing and hunting resources which are still relatively untouched.

With these opportunities in mind, the Bureau, beginning in 1961, contracted for 25 studies by experts as to the feasibility of tourist or recreational development on as many reservations.



Navajo weaving near Torreon, New Mexico

photo: Bureau of Indian Affairs, USDI

● Mrs. Hart, Public Information and Reports Officer, Bureau of Indian Affairs, holds a BA degree from Clark University, and an MA degree from American University. She served for four years with The Voice of America as Chief of the Washington Far East Service; three years as Information Officer with the U.S. Office of Education; has done free-lance public relations and radio production work; and has been a guest lecturer with the Dept. of Journalism and Public Relations, American University. She joined the Bureau in 1964.

Mr. Ware holds BA and MA degrees from Harvard University. Historian of the Normandy invasion, he is a Navy veteran of both World Wars. He has served as Public Affairs Officer with the American Embassy in Israel, as Assistant Editor of the BOSTON HERALD, and as a contributor to several magazines including the NEW YORKER. He retired recently from the position of Asst. Public Information and Reports Officer after 8 years with the Bureau of Indian Affairs.

These studies were undertaken on a private business basis. The contractors were required to appraise realistically the scenic attractions, recreational opportunities, and tourist facilities that might be developed by the tribes. Traffic counts on nearby highways, the experience and probable competition of nearby tourist

attractions, costs of developing, managing, operating, promoting and maintaining tourist sites or special attractions were all scrutinized. Recommendations resulting from these studies resulted in a few shattered dreams, but many more dreams were turned to realities.

As might be expected, the obstacle to success most frequently found was the problem of financing. Few tribes have large funds of their own for investment and the Bureau cannot use gratuity or appropriated moneys for such purposes. It can grant loans from its revolving loan fund, but that source of capital is already overtaxed. Tribes with favorable reports on their tourist potential have thus been turning more and more to Government lending agencies and to private investors for financing.

The feasibility studies have brought general agreement on one point. Most tribes cannot afford to go into the casual or transient tourist business which attracts visitors for only a few hours through the provision of picnic tables, a souvenir shop, a snack bar, etc. Neither, probably, can they compete in overnight camping with the excellent and inexpensive facilities already provided by the National and State parks. A few tribes can possibly operate small motels and camping grounds at a profit, but such enterprises rarely employ more than a few people for more than a short period of the year and can make no appreciable impression on the tribe's overall economic situation.

The efforts of the Indian tribes and the efforts of the Bureau to assist them are now being concentrated, for the most part, on the establishment of distinctive resorts which will attract guests who are willing and able to pay relatively high prices for at least one or two days. It is the intent that such resorts will operate throughout the whole year, or a large part of the year, and will employ a substantial number of Indians both in management and in the labor force.

This program is admittedly a difficult and a demanding one for a people who have had no experience in managing large enterprises and who, by tradition, tend, on the surface at least, to be indifferent towards visitors. Thus a great deal of teaching or promotional work has to be done on both sides: To inform the general public about the recreational resources of the reservations, and to demonstrate to the Indians the duties, as well as the rewards, of inn-keeping.

But a few tribes have already been notably successful in attracting visitors and profiting by their visits. One of these is the Eastern Cherokee Band of Western North Carolina. Blessed by two geographical factors—the pre-

sence of a large, motoring public in the surrounding southeastern States and the immediate proximity of a major tourist attraction, the Great Smoky Mountains National Park—visits to the reservation are also stimulated by nightly performances during the summer of "Unto These Hills," an outdoor dramatic spectacle presented annually since 1946. The Eastern Cherokees have in recent years seen their tribal and individual returns from the tourist business grow from a few thousand dollars each summer to several millions.

The fame of Cherokee land has also attracted a few all-year industries to the area. The combined effect has been to vanquish unemployment. Actually there is a labor shortage in Cherokee during some seasons, and some non-Indian communities in that depressed Appalachian area have benefited from the Cherokee success story.

Far away in Arizona the White Mountain Apaches have created on their Fort Apache Reservation what is believed

to be the largest privately owned recreation area in the West. Taking advantage of mountain valleys which, for Arizona, contain an abundance of water, they have created a half nature-made, half man-made system of lakes and trout streams. The streams are continuously stocked, and fishing is permitted—for a fee—the year round. The tribe also operates four gasoline stations, two motels, four general stores, and nearly 700 camps and picnic sites with sanitary facilities. It has developed 500 summer homesites on which



Elk hunting, Fort Apache Agency, Arizona

photo: Bureau of Indian Affairs



Fishing at Eagle Lake; Mescalero Res., New Mexico

photo: Bureau of Indian Affairs, USDI

lease-buyers have built 300 cottages in the last few years, costing from \$6,000 to \$14,000. Only about 100 miles distant from the large, low-lying cities of Phoenix and Tucson, the cool mountain country of the Fort Apache Indians is already established as one of the most popular year-round resorts of the Southwest.

In the adjoining State of New Mexico the Mescalero Apaches have embarked on a similar enterprise. They recently purchased a ski facility in the Lincoln National Forest just north of their reservation situated on Sierra Blanca, one of the highest peaks in New Mexico. The tribe is investing \$250,000 additional to improve accommodations for skiers and sight-seers. They are also planning to spend \$1,750,000 in the next few years on a separate and larger resort in the Sacramento Mountains within their reservation. This will consist of a 120-room hotel, swimming pool, 18-hole golf course, tennis courts, and facilities for horseback riding, fishing, and boating. The tribe is counting on U.S. trans-continental route 70, which crosses the reservation, and on the large cities of Albuquerque to the north and El Paso to the south to supply their principal patronage.

Far to the northwest, the Indians of the Warm Springs Reservation in Oregon have invested in an enterprise which, in contrast with the two Apache resorts, sells warmth and sunshine. Situated on the eastern slope of the coastal range in an area that enjoys over 300 sunny days a year and yet is only 114 miles from Portland on the rainy, western slope, the



Umatilla Res., Oregon

photo:

Bus Howdyshell, Pendleton, Ore.



Instructing Apache students on gondola loading procedures-ARA 16 week ski area school

Bureau of Indian Affairs photo.



Jicarilla Res., Dulce, New Mexico

photo: Bureau of Indian Affairs, USDI

MANAGEMENT AND LONG RANGE OBJECTIVES OF THE NATIONAL PARK SERVICE

by George B. Hartzog, Jr.,
Director, National Park Service

For a frame of reference against which to consider these management principles, we might review the growth of the National Park movement. The concept of the National Parks is an American Concept. We all can be very proud of the fact that park systems exist in 80 nations. This grew out of the Yellowstone legislation in 1872, for the preservation of America's scenic outdoors. In 1916 Congress established the National Park Service. In 1935 Congress passed the Historic Sites Act, to preserve America's historical history. In 1936 Congress passed acts to lay the foundation between State and Federal government. In 1962 there was re-organization in the Department, where responsibilities were transferred to the Bureau of Outdoor Recreation. I have contracted agreement which clarify the functions of this Bureau. It clearly states a continuing relationship between the National Park Service and State park departments.

The establishment of the Cape Cod National Seashore marked a new concept in the development of the National Park System, namely, the appropriation of large sums for the purchase of extensive lands and inclusion of these lands in seashores and recreational areas.

Three categories of areas exist and we recognize they cannot be managed in the same way. The Secretary has issued a memo of July 10th which recognized these three categories of areas. This memo establishes clear-cut management principles of the National Park System. When the Park Service was established, they worked in developing a management principle for the great natural areas included in the National Park System. It is sometimes called the Magna Carta of the National Parks. For the information of the public, this outlines the basis of the policies under which we will manage the three categories of areas under the National Parks System. We have a task force now which will come to Washington for the management of these three categories of areas. Another force will be appointed which will prepare a statement for the use of the three categories.

1. To provide for the increased needs of people for parks, and for increased visitation.

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.

From a panel discussion at the annual meeting of the National Conference on State Parks, Morristown, N.J., September, 1964.

Americans should be grateful for the addition of ten new areas to the National Park System. There also has been authorized another great national seashore.

We should concern ourselves with the total environment. We must not let the land around our national parks deteriorate.

Questions and Answers (Answered by Dr. Crafts and Mr. Hartzog)

Question: Will there be any help for outdoor historic theatres?

Answer: There could be if your State Outdoor Recreation plan would include it in its proposals.

Question: What is the possibility of getting funds for the establishment of highway picnic spots?

Answer: It depends if the state wishes to give the matter high priority.

Question: When will Congress consider the first appropriation?

Answer: Congress must appropriate moneys for the fund. Under the terms of the legislation, moneys do not begin to go into the fund until January 1st. In the first 6 months from January 1st to July 1st, sixty million dollars will go into the fund. Congress has not yet appropriated a dime.

Question: Are there any plans for recreational areas in connection with Federal reservoirs?

Answer: The National Park System is a part of the nationwide recreation plan. We do have plans for studying areas of national significance to be national seashores, lake waters, reservoirs.

Question: Will the Federal Government have anything to say about State areas?

Answer: We will have a voice in this matter but not the final say. A state plan is approved by the Secretary of the Interior.

Question: Can the state charge fees at reservoirs as did the Engineering Corps?

Answer: Under the terms of this act which does not become effective until January 1st, the prohibition with respect to the Corps charging fees has been revoked. Whether the state can charge fees on Federal lands, I think this would become a discretionary matter with the state. It is up to the state.

Question: Will funds be available from the fund where Federal funds are available from other sources?

Answer: Funds will not be available from this fund.

Question: Will the local governments apply for funds directly to your agency?

Answer: No, they must go through the State.

THE VISITOR'S EYE VIEW of INTER-GOVERNMENT RELATIONS

by Raymond L. Freeman ●

Much has been written and spoken on the topic of inter-government relations in park and outdoor recreation work, but I am afraid that, as necessary and meaningful as this topic is, most discussion on it has tended to center on its administrative aspects to the exclusion of a very important part of the larger problem. With so many Federal, state, local, and private agencies involved in the broad field of recreation, it is easy for us park people to devote much of our attention to such questions as: just who has the responsibility for what? Should metropolitan



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areas help defray the cost of parks in nearby rural counties? What responsibility does the Federal Government have in local or regional recreation? or How can all-Federal recreation activities and areas be better coordinated? All of these are very important problems whose solutions will in large part determine the quality of recreation and the amount of open space that we Americans will enjoy in the future. But these are mainly administrative or legislative or fiscal matters. As such, these problems, the contortions we go through over them, and their ultimate solutions are important mainly to us. I recognize that they must be answered correctly if the American public is to benefit from its parks—but they are mainly problems concerning the mechanics of creating, developing, and administering park and recreation programs.

What, on the other hand, do inter-government relations mean to the public? Or more specifically, what is the end result—so far as the visitor to a park or recreation area is concerned—of the relationships that exist between and among us public park people? Let's shift our vantage point from that customary—and hyper-sensitized—one of administrators, and try to see this from an angle that is sometimes overlooked or ignored: the visitor's-eye view.

First, let me draw a word picture of what I think a visit to a park or recreation area is, as it might be described by a reflective visitor himself. When he leaves the city—and let's remember that that's where most of them live—he does not become solely a "recreational driver" or a "camper" or a "walker for pleasure" or any of the other recreationists that statisticians like to talk about. Nor does he rapidly change from one of these to another as he takes part in different activities during the course of the day. To the contrary, he is one person doing many things, few of which are sharply distinguished from the others, some of which are and some of which are not recreation, per se, but all of which—to him—blend together to form his day, weekend, or vacation away from his urban surroundings. His entire stay in the park—sleeping, fishing, eating, photographing, tire changing—can no more be entitled as solely "recreational" than his daily routine back in the city can be labeled as solely "economic" or solely "educational" or solely anything. These are both continuing life experiences that are made up of innumerable events, activities, and feelings. This park visit can perhaps best be described as a pleasurable change of scene. I would like to refer to it as a single, continuous thing: an "outdoor experience." This visitor does not view his outdoor experience as X number of mandays or as participation in X number of reportable activities or in any of the other statistical ways we tend to view it. It is to him merely the sum total of the changing scenes, his changing moods, and his various activities; in other words, the pleasure he gets from his trip.

Secondly, and what is equally as important to recognizing this concept of a visit, is understanding the stage it is played upon. When the visitor appears at the entrance to our park or forest or recreation area, I'm afraid that we have a tendency to think that he has now begun his trip, that he just sort of materialized here. He is now a recreationist and, of course, when he leaves our area he immediately loses that status, becoming, at some undetermined point outside the park, a city sweller again. But this is not the way he feels about it. His trip begins at his home, and from that time til he returns he is seeing and doing many things. His stay in our park or forest will—we hope—be one of the high spots of his journey. But let's not be so naive as to fail to recognize that he lives,

breathes, and—yes—recreates along his entire way, and that his stop with us may be only one of many enjoyable places he visits.

Try, now, to keep in mind this visitor's—eye view of his recreation trip—as a continuing, many-sided thing. Let's examine some of our government relations and see how they look from that vantage point.

As I said, we have spent much energy on developing relationships between and among many levels of government so as to improve the mechanics of park and recreation administration. Allow me to discuss some relationships that are slightly different. Some of these are inter-governmental—as between two bureaus or between the Federal Government and a state—and some are intra-governmental—such as within a bureau, a parks division, or a park staff; but they are characterized by a basic difference from the more commonly discussed relationships.

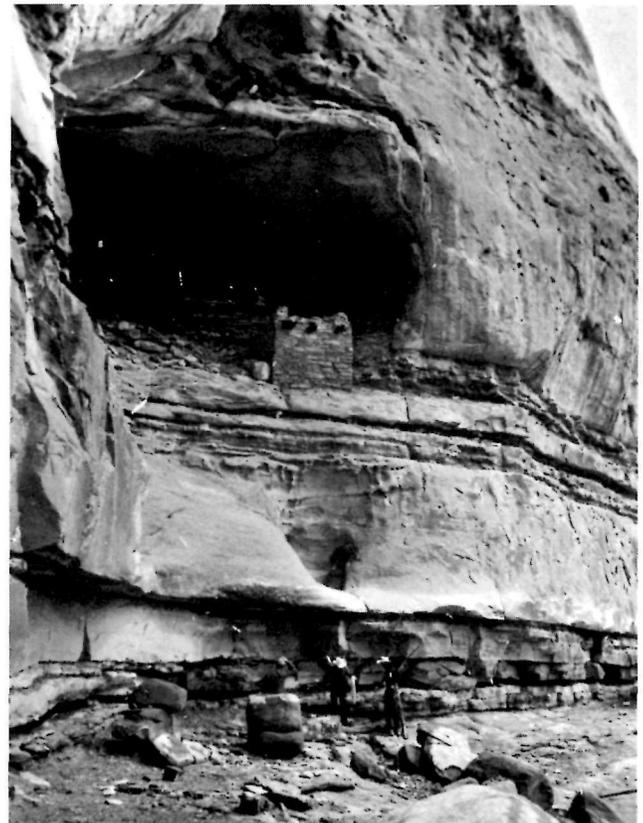
Probably the primary instinct that excites and animates we park people is the feeling that our cause is just and pure. This has unfortunately led us into a long history of conflict and non-cooperation with the “enemy”—those people whose jobs it is to cut down trees or build roads. Secretary Udall, in his recent book, “The Quiet Crisis,” described the birth and growth of this animosity, from the earliest days when John Muir and Gifford Pinchot were comrades in arms fighting for an enlightened approach to resource management, to the time when their divergent viewpoints and incompatible personalities forced their paths apart. “Drawing a line between the workshop and the Temple was, and still is today, the most sensitive assignment for conservation planners,” says Mr. Udall. So for years, the National Park Service and the Forest Service—to name just one set of heirs of the Muir-Pinchot feud—have been waging a cold war of philosophy. This conflict has traditionally been cast in terms of morality: that either the nature lovers or the tree cutters are right and have the answer. Fortunately, the example, while a good one, now no longer applies. Only recently—thanks to voices of moderation such as Secretary Udall's—we are all coming to remember what it was that Muir and Pinchot were pulling for, before they began pulling apart. So much of our energy has gone into building walls between us and into propagandizing the public as to the rightness of our own philosophies of land management that we have often failed to recognize that we all work for the same landlord, and that there are reasons—good reasons, moral and practical—for both philosophies to exist side by side.

Next, let's explore a bureaucratic attitude that many of us will admit to, but only a few of us might question its value. For want of a psychological term, I'll refer to it as “Boundaryitis” or “Territorial sanctity.” We have drawn lines on the ground, usually enclosing a particularly attractive piece of land. Under authority vested in us by Congress or a state legislature or a county board we administer that land by a set of rules and regulations. As the quality and quantity of our park system develops, and as the traditions and spirit of our park organization matures, we tend to develop an outlook that is not necessarily conducive to cooperation with other agencies. We begin to look on our park as an almost holy reservation, and upon ourselves as its deserving guardians. This, as we all know, is a valuable attitude for establishing morale and in protecting a concept of resource conservation that often has tenacious enemies. But taken too far, it can serve to make us a bit “holier-than-thou,” to endow our parks and our uniform and our staffs with a sense of glory and mission that is perhaps more appropriate to rival football teams than to public servants whose job it is to manage one small segment of the public's land.

We also have some intra-mural relationships that can

bear some scrutiny in this vein. As park and recreation administration has intensified and its benefits have assumed greater importance in American life, it has drawn increasingly on educated people who are trained in and dedicated to specialized fields. It is perhaps beneficial that we have pride in our specific professional training and maintain a degree of identity with it; it is perhaps natural that this should lead to a certain amount of healthy rivalry between us. But I am afraid that we have often let this inter-professional rivalry—which is, after all, a selfish thing—side-track us from our main task of providing for the public. For example, when an interpreter and a ranger have slightly condescending attitudes toward each other because of bloated professional egos; when engineers and landscape architects find it difficult to work in tandem because of conflicting philosophies on the merits or purposes of their respective professions; when architects find themselves at odds with the planners; when naturalists and foresters have contempt for the training and ethics of each other and when all believe that the administrator is a stumbling block—then I believe that perhaps the public good suffers from the professional snobbery of us who are supposed to be working together.

And then there are those areas of public park administration—as in most other places in life—where the right hand, rather than cooperatively handing the ball to the left hand, drops it on the floor, or worse, throws it behind the table. An example that comes to mind is that of a local park authority which law must work closely with a planning body. The planners, working toward a planned community in its entirety, want a park system that is valanced with other elements of the design. They want a geographic distribution of parks that will meet certain criteria such as population densities, zoning, and distances from various locations. They publish their plans and set out to achieve them. But, on the other hand, the park people, in acquiring land, developing facilities, and administering a park sys-



Prehistoric cliff dwelling, Canyonlands National Park

NPS photo

tem are faced with altogether different considerations. Rather than simply following the idealized plan, they must be guided also by topography, available land, money authorization, and the price of land. Unfortunately, an outside observer might sometimes think that these two parts of the same local government do not share a common language or have no knowledge of the other's affairs, because each seems to go his own way with little attempt—or at least little success—at resolving these problems in the achievement of their common objective.

There are many other areas besides these few where our work requires cooperation between various levels of the public service, be they horizontal relationships or vertical, and where friction can develop, but I think that these three examples of difficulty will suffice. Now—how do these issues, that seem to be so important from our professional standpoint, effect that visitor that I described a few minutes ago and his experience in our park?

From what I've noticed, this fellow is far more aware of his problem and conflicts than ours, and at the moment we meet him he is not nearly as anxious to hear about our problems as he is to just plain enjoy himself. He is not necessarily aware of which agency administers the place he happens to be in at any moment as he drives along; he may not even be cognizant that there is a real difference between a State Park and a National Park. The fine nuances of land use philosophy that we are so concerned with don't particularly interest him, nor is he aware of many of our pet projects and hopes, our professional jealousies, or our sincere worries about fulfilling our mission. Many people leave a park without ever realizing that the proprietor of his lodgings was not the administrator of the park.

Let us keep in mind that boundaries or rules or philosophies that we work with may not be quite as logical to others as they seem to us. Boundaries between park and non-park are often quite arbitrary and sometimes totally



A chimney rock in Canyonlands National Park NPS photo

unknown to the visitor. Similarly, many visitors will not differentiate between the service he receives from a concessioner and that from the park staff; such jurisdictional or responsibility "boundaries" are strictly administrative and don't directly affect him.

Or consider the person who is out to see the mountains or forests: it matters little to him that those beautiful public lands are divided up into areas that are administered by different public agencies for different purposes and uses. He doesn't care about the rivalries between those agencies and land use philosophies—he just wants to enjoy those places. He, as a citizen, has delegated us technicians the responsibility to see that he does, and it is our job to relate that obligation to the broader needs of public land administration.

It is sometimes difficult for us who have studied and worked with various elements of the landscape, and whose professional training and experience often cause us to dissect the land and its human uses and to consider them as separate entities, to realize that our visitor friend does not see them that way, that he sees it as a totality. Whether that totality will be of high or low quality largely depends on the end result of the relationships and attitudes I have mentioned and how they invisibly help mold the total environment the visitor is exposed to. Do these efforts of ours help blend his trip into a continuum, or have we placed a series of sharp boundaries in his path where there should be a gradual synthesizing of impressions? Do our differing methods and philosophies preserve for him the natural unity he comes to visit, or do they disrupt that unity? Remember what our visitor is seeking, and the answer should be plain. The different approaches to land management by State parks, municipal parks, the National Park Service or the Bureau of Public Roads or a regional planning board are all answers to legitimate public needs. The public cannot afford the expensive luxury of allowing its land stewards to squabble over slogans or carry on holy wars of philosophy. Public land administrators who pay more attention to professional or inter-bureau rivalries than to providing for the public good run the risk of becoming "bureaucratic empire builders" first—and public servants second.

Does all this prove that the public is indifferent to the job we are doing, that the great strides our nation has made in sensible land management and resource conservation and in the preservation of natural and historic values has gone unnoticed?—I scarcely think so!

These, then, are the questions we park people must ask ourselves. It is, after all, the enjoyment and meaning that the public drives from its parks, not the ascendancy of one profession or concept over another, that is the end we should seek. As I have attempted to illustrate here, inter-government relations do not stop at organizing a national recreation plan or in planning cooperative arrangements between the Federal Government and individual states, or at the many other official and legal contacts. One of its most important facets is the manner in which our day-to-day working problems can be solved within a broad governmental framework of cooperation and understanding. And maybe that work—understanding—is the key. Understanding of the other bureau's purposes and mission; understanding of the other profession's methods; understanding of what our visitor is and what he seeks; and last, a better understanding of ourselves.

If what we are doing is worthwhile—and we all feel deeply that it is—then I don't think that we need be so worried that other philosophies are seducing the public; we don't have to constantly be pointing out how good we are. I don't think that the world is bent on the destruction of our parks or our cause. Have some faith in the American public—after all, if it weren't for the, neither we nor our parks would be here today!

Published in response to numerous inquiries concerning the the working relationship of these two Bureaus of the United States Department of the Interior.

In the land of standing rock, Canyonlands National Park



NPS photo

NPS-BOR MEMORANDUM of UNDERSTANDING

This Memorandum of Understanding is intended to clarify the responsibilities and functions between the two agencies, as follows:

1. National Park System Planning: The National Park Service is responsible for National Park System planning, including national recreation areas to be administered by it. The National Park System is a part of the nationwide recreation plan of the United States which is the responsibility of the Bureau of Outdoor Recreation. Accordingly, to facilitate the greatest possible coordination between the two agencies in performing their respective functions, the National Park Service shall notify the Bureau of Outdoor Recreation of any study proposal the Service undertakes and the Bureau will notify the Service of any study proposal it undertakes that is likely to involve or affect the Service and its plans. To enable the National Park Service and the Bureau to discharge their respective responsibilities, each shall provide the other with copies of their professional reports on any area proposed as a national recreation area.

2. Federal Water Project Studies: The Bureau shall be responsible for the recreation aspects of comprehensive river basin planning as sponsored by the Ad Hoc Water Resources Council or by a Federal agency and preauthorization recreation planning for projects outside of the river basin concept, including the up-dating of feasibility planning where warranted.

The Service shall (a) have primary responsibility for the historical, archeological and natural science aspects of all comprehensive river basin planning and shall (b) provide technical assistance for the Bureau in its pre-authorization studies in those established fields of endeavor where the Service is experienced, such as general development planning and related activities.

The Service shall also be responsible for all postauthorization assistance involving development planning, site planning, consultation pertaining to the development, interpretation and operation of recreation areas, reservoir management planning, negotiation of agreements for administration of reservoir recreation areas and in the follow-up on administration of such agreements.

3. Federal Contacts and Activities: The Bureau of Outdoor Recreation will assume primary responsibility for (1) surveys or studies relating to the formulation of the nationwide outdoor recreation plan, (2) special studies involving several Federal or non-Federal agencies having outdoor recreation responsibilities, (3) determining an area's suitability for designation as a national recreation area, and, if suitable, recommending which Federal agency should administer, or (4) special studies assigned by the Secretariat or the Recreation Advisory Council.

The National Park Service will assume primary responsibility for studies or surveys which: (1) involve historic, archeologic, and special natural science themes, (2) are initiated to evaluate potential additions to the National Park System, (3) are requested by other Federal agencies to provide assistance in development, operation, interpretation, and planning for proposed or existing specific areas or systems of areas and provision of consultative assistance on same subjects, or (4) special studies assigned by the Secretariat.

In the event that field investigation or subsequent review reveals the desirability of shift of primary responsibility from one agency to another, such shift will be made. Should as the result of such study or any other study conducted by the Bureau of Outdoor Recreation, the National Park Service be recommended as the agency to administer a particular existing or potential national recreation area, and upon approval of such recommendation by the Secretary of the Interior, the Service will from that time on have the primary responsibility for all basic follow-up planning and action on the proposal.

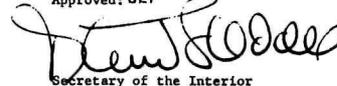
4. Other Contacts and Activities: The Bureau shall be responsible for cooperating with, assisting, and advising other Federal agencies, States, local governmental entities, and others, on broad recreational planning including the nationwide recreation plan, the allocation of grants-in-aid funds, etc.; and basic coordination and liaison between Federal agencies and non-Federal interests in matters pertaining to outdoor recreation. (This should not prevent direct contacts between Federal agencies and State or local agencies of like disciplines.)

The Service is responsible for cooperating with, assisting, and advising other Federal agencies, States, local governmental agencies, and others, with respect to specific area planning, management, interpretation, protection, maintenance, and operating problems, including development of specific projects, parks recreation areas, etc.


Director, Bureau of Outdoor Recreation


Director, National Park Service

Approved: SEP - 2 1964


Secretary of the Interior

Jhe longer I associate as a public citizen with parks, forests and the open spaces the more conscious I become of the varied viewpoints, the conflicting formulae, on how these lands can best be managed and by whom—all advanced, of course, “in the public interest.”

It is difficult to avoid confusion, but I endeavor to listen respectfully, with an open mind, whether to private landowners such as the timber industry, to one agency of government or another to a tourist-promoting chamber of commerce, or to a conservation organization devoted to preservation of wilderness.

All are energetic, filled with the conviction of their causes—in the public interest.

The simplest solution perhaps is to accept a particular position as being totally correct: for the sanctity of private ownership or for the wisdom of public ownership, for the benefits of multiple use or for the need of preservation, for the economics of establishing parks to attract many visitors or for the esthetics of parks for their own sake. Yet the tougher choice is to find the rightness in them all, each in its proper degree and proper place.

This is what the public needs desperately, a greater harmony and less disharmony, among those who profess to serve its interest. In the spirit of the Great Society, outdoor recreation and conservation are the monopoly of no one but the opportunity and responsibility of everyone, the public as well as the professionals, the developers of cities and roads as well as the managers of forests, grasslands and parks. It should not be necessary for any force to feel that it must stand taller than some other force, for fear of being left behind in the public image. What is necessary is that anyone who comes forth should be encouraged to take his place. Yet we are subject to a conflicting barrage—that wilderness deprives the average citizen of recreation, that “commodity exploiters” are bent on depleting resources, and endless arguments that cannot possibly embrace the totality of truth. Consequently, the public is not only subject to grave confusion but is deprived of the kind of sound, positive legislation it has the right to expect. After all the din surrounding passage of the Wilderness Act and the Land and Water Conservation Fund Act, we are now told that the promises of these measures will not be realized except through rounds of new legislation. But how could Congress act otherwise in view of the divisive pressures upon it?

The late Howard Zahniser was endowed with a singular breadth of vision, or perhaps I should call it patience or reason, that is too seldom found. Wilderness was his goal, and without his leadership there would have been no Act at all, yet he appreciated that wilderness preservation constitutes one portion of a larger pattern; he felt that wilderness could be safeguarded by recognizing the proper roles of so-called mass recreation and multiple use outside

“IN THE PUBLIC INTEREST”

by Michael Frome ●



- Mr. Frome, author of “Whose Woods These Are—the Story of the National Forests,” presently is working on a book about the Great Smoky Mountains. He is a Contributing Editor of “Changing Times”, the Kiplinger magazine, and writes also for “Holiday” and other national publications. Mr. Frome is immediate past president of the Society of American Travel Writers.

of wilderness. He learned that his was not the only viewpoint in the public interest.

Sometimes such lessons are learned painfully. When I was in Texas recently I went to McKittrick Canyon, part of the proposed Guadalupe Peak National Park. Sitting next to me in an automobile was a local chamber of commerce official. He explained his support of the venture in the usual terms, words that I have heard also from chamber of commerce men in the Sawtooths of Idaho, the Bogue Banks of North Carolina and the Oregon Dunes: a National Park would be great for the economy of the region, stimulating national advertising and attracting throngs of tourists. I waited for him to add some word about his desire to conserve the natural values of the Guadalupe. There were none. I asked if his chamber of commerce did not favor as a principle private or state ownership in preference to Federal land ownership. "In general, yes," he replied, "but this is different."

Perhaps it is different. Perhaps the tourist promoter and local booster does have as much right to speak about parks as anyone else, and has as much stake in them. I recall a recent article by the estimable Ernest Swift which presented the opposite viewpoint. "Esthetics are often used as a camouflage to promote gross commercialism," wrote Mr. Swift. "Such has been the case in promoting some of the newly advocated national parks and recreational areas. The initial sponsoring had almost the mystical gleam of an ethereal crusade to save esthetics. Many sincere people accepted this original objective as all wool and a yard wide; others saw a wide opportunity for commercialism. When pure esthetics failed to strike a responsive chord, some politicians sweetened the pot with the allure of tourist dollars which would accrue to the respective states and localities."

But does this design need to be regarded as completely harmful? I have known chamber of commerce men and tourist promoters who are supporters of first class park management and of the sound preservation of historic sites. They have learned that beauty is good business, that a park is as valued an asset to a community as a new factory, even though parkland may be "off the taxbase." There are, unfortunately, other lessons many of them have not yet learned: that a park deserves the surroundings of an attractive community instead of a honkytonk or tourist slum; that wilderness has a special value not only because it is scarce but because we can get in and out of it, yet overuse and abuse destroy the very qualities that make it choice; that Federal parks and Federal money are not the only avenues open to them and cannot fulfill all their wants.

In Texas again, for example, the people of Alpine demonstrated considerable pride in the Big Bend National Park, as they have every right to. They supported its establishment and share a sense of custody of one of the marvels of earth; the chamber of commerce manager, in fact, who lived in the Big Bend before the coming of the Park, is devoted to its protection. But the beauty of the Park is in its remoteness—the 140,000 visitors per year must really want to go there and travel great distance; a million visitors, or even half a million, would ruin it. These local

people are also proud to show the new restoration at Fort Davis National Historic Site, 25 miles from Alpine. Yet they make little mention, show little pride, in the adjoining David Mountain State Park, a charming recreational area filled with first class scenery and first class potential for camping, nature trails and overnight lodgings, where the last development of note took place in the 1930's, and which has languished as a stepchild ever since.

Parks, recreation, the beauty of the land and landscape afford the opportunity for all, for all levels of government, for private landowners and industries, the "grossly commercial," and for those who like to think we are esthetically pure of heart. The Federal Government does need to acquire land, either through purchase or exchange, in order to straighten out the frightful, costly pattern of intermingled private landholdings within National Parks, National Forests and Bureau of Land Management areas; and I wish the opponents of such efforts would scrutinize their consciences more closely in terms of the public interest. On the other hand, I wonder whether the "Government getting the land before the developers and exploiters do" really solves a problem or shifts it to another setting. Better may be to appreciate that a cattleman or a timberman can be a conservator for the future; that the pattern of scenic easement, which Secretary Udall effected along the Potomac River, has untold possibilities; that builders of cities and subdivisions sometimes try, too—Build America Better is the name, theme and goal of a committee of the National Association of Real Estate Boards, striving for sensible development with planning, parks, protection of historic structures, with beauty as well as profit.

Over one century ago the ladies of Mount Vernon proved the quality of people acting on their own in the public interest, by rescuing a preeminent shrine without the slightest trace of Government aid. Last year a Boy Scout Council did likewise, by allocating \$3,000 to construct a natural history trail at its wilderness camp on the shore of Chesapeake Bay, hoping for "an outdoor living museum of a calibre equal to those of the National Park Service." A small sum, yet somehow it holds as much significance as would a \$3,000,000 appropriation by Congress in our behalf, establishing the intimacy and respect, the pride, that derive from direct participation.

What I have learned, as one individual who has tried to exercise the responsibility of learning, is that there are no absolutes, no absolute rights and no absolute wrongs. I would hardly represent myself as the "average citizen," whomever he may be. But if I were to state my public demands, free of any partisan or ideological commitment, they would be for sounder reasoning, for public spirited management of private and public lands, each to fulfill its proper purpose; for the integrity of the wide wilderness, the protection of the National Parks as the classic shrines of nature and history, the multiple use of National Forests, development of the public domain lands under the BLM, acceptance of responsibility by the States, and for the beauty of cities we live in. Is it possible to be in favor of all these? Maybe not, but the Nation needs them all, and we can have them all in the age of maturity and the comprehensive public interest.

One dark, spring day not long ago a five-inch rain fell on my community in less than seven hours. The rains began at midnight and by daylight the surveying crews were already spreading out with their transits to measure what so unrealistically was called "a 100-year-rainfall." (Hundred-year rains come more often, nowadays.) The street drains swallowed what they could, the streets took the rest. The ditches overflowed, the streams turned into torrents, creeks topped their banks, and orange-brown waters spread far out across the gentle valleys and the flatlands.

WATERSHED THINKING FOR TOPOGRAPHIC RENEWAL

by Grady Clay ●

Later that day, while the waters still were high, I was able to fly over that sodden countryside and see those invading crescents, those sheets and ribbons of muddy water spreading across the suburban landscape. There was water in the streets, water in the houses, and boats dashing across the fields. "And my brother caught a carp this big in the back yard," one of the happy young flood victims told me later.

The high waters were followed, of course, by low accusations and the usual indignant outbursts: citizens calling

on officials to "do something," a retired warrior of old drainage battles proclaiming "I told you so!"; and talk (again) of a \$5,000,000 local bond issue for "improvement."

A short distance away, in the next county, similar rainfall was absorbed by a new group of upstream stormwater-retention reservoirs. They had been built under Public Law 566, the small-watersheds subsidy which helps protect farmland from flooding. This was a milk cow-and-tobacco landscape, its rich valleys reserved for high-return crops (and the one most vulnerable to high waters).

Ten years ago, no sensible farmer would plant cash crops in the valley; the next 100-year or even five-year rain would wash them away.

Today, all that is changed; and from the air one sees the new earthen dams holding back the floodwaters, releasing them slowly in gentle flow to the valleys below.

Here are two watersheds, and two sets of conditions remarkably alike—and one problem. One watershed already is urbanized; the other is still a generation away from city "development" with streets, curbs, gutters, and all the impervious rest. The farm landscape is being treated with the understanding that comes from knowing nature and its rules, as well as nature and its tricks. The other, within the city, has been brutalized and cut up with little attention paid to the essential fact that water runs downhill; and that the logical place to begin watershed improvement is upstream.

And yet the small-watershed idea still remains stuck on the farm, and its most important application has not yet been sought by most city experts. We still subsidize the farmer's crops, but neglect to apply the kind of watershed thinking, which protects his crops, to the cities and towns which consume them. We still are dominated by the ditchers—and—drainers who are converting all landscape within their power into irrigated deserts between thunderstorms.



Photo by Ralph Anderson

Photo by Dr. Brady

● Mr. Clay, a native of Atlanta, Ga., holds an AB degree from Emory University (1938), and an MS from the Columbia University Pulitzer School of Journalism (1939). A Louisville newspaperman and editor-lecturer specializing in the changing man-made environment, Grady Clay is Editor of "Landscape Architecture Quarterly" and Real Estate and Building Editor of The Louisville Courier-Journal, and consultant on urban affairs. Mr. Clay is a Neiman Fellow, Harvard Univ., (1948-49) and has lectured at many universities.

Of course there are a few exceptions—and may their numbers increase. Parts of Long Island are dotted with stormwater retention basins as a matter of necessity, for there's no place else for rainfall to go. I have visited another small town fortunate enough to have its own small watershed basins which survived the worst storms of recent years.

The "water meadows" of England are another example tested for hundreds of years. These are nothing more than open valleys and meadows adjacent to streams which tend to flood. These meadows act as great sponges and reservoirs, absorbing millions of gallons of water which might otherwise flood downstream.

The New Town of Stevenage, about 30 miles north of London; once the town was developed, with its vast new impervious areas, both the Stevenage and Aston brooks (tributaries to the River Beas) would have flooded badly quite a distance downstream.

Areas adjacent to both brooks were left undeveloped in the city plan, and now act as great collecting areas: the town's safety valves against floods, with adjustable sluices to control their rate of filling. After severe rains and the meadows are covered with water, it is released gradually to prevent downstream inundations.

These scattered examples offer a clue to what our cities need: the ministrations of men who understand natural forces, and their influence on man and his work, and can apply their understanding to both urban and rural environment.

It is on this very point that the claims by the American Institute of Architects' Committee on the Profession make so little sense. The Committee argued that the building architect "must retain the basic control of design, not only of individual buildings but . . . of the total 'man-made physical environment.'"—as though the architect, and he alone, were capable of the wide view and broad vision needed properly to relate man to his changing environment. One profession alone cannot hope to master the techniques of total environmental design, much less to become master of all the practitioners, developers and citizens who are changing the environment every day.

The gap between urban and rural thinking is indeed an old one, and its presence prevents the solution of many pressing ailments which are far larger than an urbanized watershed. In relating man to his new environment, there is little to be gained by denying the qualifications of any important profession, whether it be that of the architect, landscape architect, city planner or engineer. Certainly, the landscape architect is uniquely fitted to bring a new and necessary unity to the urban and farming scene. What is needed here is a point of view which seeks to unify, rather than divide; and to apply to every problem the kind of far-ranging imagination and ingenuity in which the landscape profession has specialized. "Watershed thinging" is merely a first step.

Let us shift the scene toward the city, and consider a second step. The scene I have chosen is one of those familiar to any city-wanderer: a by-passed valley, its sides too steep for most building techniques or home-buyers' tastes of the past. Neglected by all but animals and small boys, it has been bypassed by developers. Its only attractions have been its holes and swampy places, inviting to dumpers. Geologically it is noted for its abandoned quarries and steep cliffs. Its edges are as non-negotiable as are many of the titles to its real estate, and its unmade streets, although they appear on city maps, are invisible under a tangle of weeds and trees.

History has useful lessons about such areas, which traditionally attract weak land-users—slum-builders, squatters, and poor people throwing up their pitiful shacks; dumpers, waste-pickers, and garbage-gleaners; and eventually slum-clearance experts to clear the mess. The lesson is: stop them at the beginning.

The names of many current urban-renewal projects reveal such topographic difficulties. In Scranton, the South Side Flats lie along the Lackawanna; the Petersburg project along the Roaring Brook. Both neighborhoods were

badly damaged by the 1955 floods. Capitol Hill project in Nashville was necessary to clear the old slums spilling down the steep slopes. Little Rock has its Granite Mountain project; Clarkesville, Tennessee, its Gallows Hollow. Murfreesboro has The Bottoms; Frankfort, Kentucky, The Crow.

All these projects of today merely emphasize what inevitably happens when people settle on bad land. Names such as Monkey Bottom, Black Bottom, and Hayti in the North Carolina Piedmont further show that minority groups—in this instance Negroes—traditionally were relegated to land nobody else wanted.

In the course of tramping through a succession of such places, it has often occurred to me that these are lands which should never have been settled in the first place. Those that lie lowly along the creeks are bound to be flooded. And those on the steepest slopes call for a constant battle with gravity which most people avoid, leaving such sites either to the very rich, the very poor, or, as I shall suggest, to anyone interested in giving his city a better future shape.

For each of these bypassed valleys there are dozens further out of town, waiting to be engulfed by the expanding city. And it is these semi-urban valleys, these tall hills, dramatic cliffs, and sometimes awesome badlands on the edge of town that offer an opportunity for us to break the old pattern of misuse of land.

So far, there have been too few solutions. Most of them run to filling the lowlands with garbage ("sanitary landfill," they call it), or the valleys with highways ("location-al opportunities," they call them).

This is one of those interdisciplinary gaps which should be filled by efforts from several fields: by the utility engineer, renewal expert, city planner, soil conservationist, and the landscape architect.

One such solution might be the technique of "small urban-watershed renewal." This could combine the conservationist's method of improving small watersheds under Public Law 566 with the renewal specialist's tactics of land assembly, slum clearance, and replanning of land uses on a large scale.

My purpose here is not so much to write a new law as to suggest interprofessional collaboration to help prevent future slums, cut down on flash floods in city and suburb, and to provide a framework of open space for our expanding cities and new spaces in which to design an urban landscape of beauty and variety.

We already have federal laws to assist in small-watershed protection and urban renewal. All they need is modest amendment. Together they would make it possible for cities and towns to buy the valleys, cliffs, and other "topographic slums" described here, especially wherever they form continuous strips of watershed land. The land could be acquired by a local Small Urban Watershed Renewal Agency, replanned, and designed for new uses. Portions could be sold or leased. The major part should remain for public use as parks, wilderness, game reservations, school sites, playing fields, and to provide space for churches, arboretums, zoos, nurseries, specialized agriculture, and such activities.

Certain portions of the watersheds should be used as storm-water-retention sites, with extra holding capacity built into the dams for flood times.

When purchased ahead of the city's growth, these open areas could form a new network of green space to emphasize the shape and beauty of neighborhoods and of the whole city. It is not enough to say, "We must reshape our cities for a better landscape tomorrow." We must find ways of translating dreams into reality.

The impact of recreational fishing—or, for that matter, other field participant sports—must be considered in overall planning of parks and recreation areas in relationship to other uses as well as the preservation of natural and scenic values. In presenting this article, TRENDS offers one point of view in the knowledge that there are other approaches to solving the problems of balance between outdoor participant recreation and wilderness aesthetic quality. There are undoubtedly other approaches which merit consideration and TRENDS offers an opportunity for expression. Comment or other points of view would be welcomed.

—Ed.

Western national park waters provide opportunities for anglers to enjoy some of the finest trout angling to be found in the country. Here fishermen participate in the fun of fishing for wild trout in waters difficult to surpass and in surroundings of superlative natural beauty.

National Parks have been set aside by Congress for protection and use as scenic and scientific gems of the highest order. As such they are less vulnerable to many disrupting forces of modern progress which continually endanger and threaten wild trout waters. Headwaters of many park lakes and streams, furthermore, are located "on top of the mountain," protectively situated above many sources of contamination and activities which modify the habitat. Thus these relatively undisturbed waters and the populations of wild trout they contain will play a significant role of ever increasing importance in the future of wild trout fishing in the West.

Western national monuments and parks which contain highly satisfactory trout waters and fine populations of wild trout include: Mount McKinley, Olympic, Mount Rainier, Crater Lake, Lassen Volcanic, Yosemite, Sequoia, Kings Canyon, Grand Canyon, Glacier, Yellowstone, Grand Teton and Rocky Mountain National Parks and Glacier Bay, Katmai, Bandelier and Dinosaur National Monuments.

This condition has not always existed, however. When



THE ROLE OF WESTERN NATIONAL PARK WATERS IN FUTURE TROUT FISHING

by Orthello L. Wallis ●

pioneers discovered these areas, they found waters that contained native trout and others which were without fish life.

Ice age glaciers which remolded the landscape wiped out many trout populations that may have existed. Newly formed lakes that occupied deep cirques created by the glaciers were barren. In other localities volcanic activity and lava flows, likewise, diminished original trout populations.

Then as trout attempted to populate these barren waters their upstream movements were effectively halted by waterfalls too high to leap. The story is similar in many parks.

In Yosemite National Park, for example, man discovered trout only below the great falls of Yosemite Valley. The vast backcountry in the High Sierras with hundreds of lakes and miles of streams, contained no fish.

On early scientific expeditions into the Yellowstone country, explorers found trout and other fishes only in Yellowstone Lake and its tributaries, in the Madison River, in the Gibbon River, and in Lava Creek. Pliocene lava flows had left the waters on the plateau without fish and high waterfalls had prevented natural replenishment.

The fact that cutthroat trout were found in Yellowstone Lake, high above the falls of the Yellowstone River, proved to be puzzling. Later it was discovered that cutthroat trout, that moved up the Snake River, had figuratively "climbed over the mountain." At Two Ocean Pass, where the head-

*When if or chance or
hunger's powerful sway
Directs the roving trout
this fatal way . . .
Now, happy fisherman;
now twitch the line!
How thy rod bends! behold
the prize is thine!*

—John Gay

waters of the Yellowstone and the Snake Rivers join, the trout from the Snake River made the interchange by passing through the marshy headwaters area and descending into the Yellowstone Lake basin.

Attempts to populate the barren waters with trout began at an early date. Trout, both native and foreign, were planted and transplanted into many of these fishless waters.

From the initial sporadic plantings, such as those made by lone cattlemen who carried a few trout in coffee pots to isolated lakes, trout stocking activities became widespread with the advent of Federal and State fish commissions. The United States Army cavalry troops, the early defenders of the National Parks, were especially interested in placing trout in all available back-country waters and pursued this activity with great zeal.

Few waters in western national parks failed to receive introductions of trout of one species or more during the early years of American fish culture or during subsequent years. Great alteration of natural conditions and native trout populations resulted from this activity.

Biological factors and conditions for natural spawning were satisfactory for trout in many barren waters. The

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trout introduced into such waters became established, and populations of wild trout which resulted are maintained to this day in them entirely by natural reproduction. Such conditions, however, were not present in all waters. In some lakes and streams the introduced trout failed to survive. In others, the newcomers replaced the native forms; while in still others, both the native and introduced species survived together.

Although adequate areas for natural spawning were absent in some lakes, other conditions proved ideal for trout growth. Populations of trout stocked in such waters gradually diminished unless additional supplementary plantings were made.

This describes the types of trout waters found in western national parks today.

Recreational angling is supported in western national park waters primarily by the conservative use of wild populations of native and introduced trout that have resulted from natural reproduction. Secondly, it is maintained by judicious use of hatchery trout stocked sufficiently ahead of the angler to ensure that the trout caught are essentially "wild."

When angler-use becomes greater than wild trout populations can withstand without detrimental effects, regulatory measures are developed to perpetuate recreational angling within the natural capabilities of the wild trout populations. These measures include: lower catch limits, increased size limits, shorter seasons or catch-and-release programs which provide for return of most or all of the trout caught.

By such measures, the famed cutthroat trout fishery on Yellowstone Lake is being maintained. These cutthroat trout populations are being perpetuated entirely by the natural spawning in the tributaries of Yellowstone Lake, in spite of ever-increasing fishing pressures. Investigations conducted by the Bureau of Sport Fisheries and Wildlife are assisting the National Park Service in managing this significant resource, which happens to be the largest trout fishery in the country that is being preserved in this manner.

In many lakes found in western national parks where natural spawning is absent or insufficient to maintain a fishable population of trout, the National Park Service operates stocking programs in cooperation with the Bureau of Sport Fisheries and Wildlife and the State Fish and Game agencies.

Minimum reliance is placed upon hatchery trout stocked just ahead of the angler. Such artificial embellishment of trout fishing in western national park waters is inconsistent with the objective of preserving the enjoyment of park aquatic resources under conditions which are as nearly natural as possible. Only three western national park streams receive small plants of catchable-size trout. Stocking in all other waters is composed of fingerling trout. Most of these plants are made in lakes where reasonable return of wild trout may be anticipated. If conditions favor natural spawning of trout in streams, the stocking of fingerlings can be expected to produce minor benefits.

In stocking operations, the use of native species of trout is favored wherever feasible. Non-native species are used to supplement populations of those species where replacement by the native forms is impracticable. The frequency of trout stocking and the numbers of fish planted are established so as to best utilize the productive capabilities of the waters in relation to angling pressures.

Modern methods, such as planting by airplane, have in-

creased the efficiency of stocking with subsequent reduction in cost and effort.

In 1963 a total of 1,660,152 trout were planted in western national park waters. This total is divided as follows: rainbow, 1,031,979; brook, 99,132; cutthroat, 405,790; brown, 9,611; golden, 70,400; and lake, 43,240. These plants were made in 120 lakes and 13 streams.

The current and future programs of trout management in western national park waters continue to be directed toward:

1. Preservation of native species, sub-species and strains of trout and the natural environments.
2. Perpetuation of opportunities to fish for wild trout by means which will not dilute efforts to maintain and restore native species; will not deplete wild populations of introduced trout; and will not diminish the value of park features of scenic, scientific or historic significance or the enjoyment of them by other park visitors.
3. Restoration of native species in representative waters where the forms were extirpated or reduced through activities of man, such as the introduction of exotic species or strains or through natural phenomena. It is recognized that restoration of native species and original aquatic conditions to all park waters is not practicable for various reasons but efforts will be encouraged to accomplish this objective in selected lakes and streams. Some waters will be established as refuges for rare and endangered species or sub-species and managed in accordance with Trout Unlimited's American Trout Policy to maintain healthy, genetically pure, self-perpetuating populations. On such waters, fishing for these fishes will be secondary to the preservation and research objectives.

Various trends can be anticipated in the future management of the trout fisheries in western national parks.

Fishing pressures upon wild trout populations may be expected to increase. However, it is anticipated that this



Mt. Rainier National Park

Photo by Mt. Rainier National Park Company

increase will be at a less rapid rate than the increase in travel to the national parks for various reasons. Additional trout waters will be created outside park boundaries. These and existing trout waters will be more intensively developed and managed for maximum trout production and angler use. Such waters will attract fishermen who might otherwise fish in park waters. The bulk of trout fishing in national parks is done by "local" fishermen from the neighboring communities. In their effort to do and see as much as possible during the vacation periods, many park visitors are frequently in "too much of a hurry" to fish in strange waters.

Certain modified regulations will be developed. Longer seasons may be expected on many waters, although shorter seasons will be enforced on others. For example, just recently, all of the lower elevation waters in Rocky Mountain National Park were opened on a year-round basis. Some changes in creel limits may be anticipated on certain waters to regulate the catch within the natural capabilities of the wild populations. This is a rationing of the take rather than the recreational experience.

Seasonal catch limits may be developed in the future.



Lassen Volcanic National Park, California



Chain Lake, Yosemite National Park, California

Restrictions against even taking any trout out of the park may be established.

No new trout waters may be expected in existing parks as practically all waters suitable for trout have received plantings and are under active management consideration. There may actually be some reduction in trout waters in some parks because of demands to preserve the habitat for wildlife conservation and other objectives. It is anticipated that the number which will be closed for such purposes will be few, however.

In addition to national parks, the National Park Service administers national recreation areas. Many of these reservoir recreational areas, such as Lake Mead and Lake Mohave, Flaming Gorge and Glen Canyon, contain trout fishery resources of great magnitude. In these areas, the management of the trout fishery will be geared to satisfy demands for mass recreation, with opportunities being made available by both natural and artificial measures. The trout fisheries of these national reservoirs are managed by the various state fish and game agencies in cooperation with the Bureau of Sport Fisheries and Wildlife. Recreational areas will be administered by policies distinctive from those which guide in the management, preservation and use of national park resources.

To sum it up, the role of western national park waters in future trout fishing will be demonstrated in various ways, including the following:

1. Preservation of natural wild trout waters.
2. Preservation of native strains and species of trout and self-perpetuating forms of introduced trout which have remained unmodified by stocking operations for many generations.
3. Perpetuated native trout and long-established populations of introduced trout may serve as sources for eggs and adult stock desirable for reestablishing pure strains and especially adapted forms in waters within and outside the parks. Such use of these resources will be limited so that it will not diminish the wild stock or the fishing opportunities for park visitors.
4. Western national park trout waters, because of their relatively undisturbed condition, may serve as laboratories for trout research when such studies do not alter the natural environment.
5. The significance of the native species, sub-species and strains, and the importance of isolated populations of established introduced trout, will be demonstrated in future research directed toward the development of new techniques and procedures for more exacting taxonomic descriptions. (Fish from isolated waters in Yellowstone have already been used in studies directed toward the refinement of blood serum techniques for identification of trout strains.)
6. Restoration of native species and strains in selected waters and subsequent protective measures.
7. Experimentation with new management techniques and regulations governing angler-use activities may be undertaken in western national park waters. (Fishing-For-Fun, catch-and-release programs are currently being employed experimentally on selected waters in several national parks.)
8. Perpetuation of opportunities to fish for native and wild trout amid surroundings of scenic beauty.

The role of western national park waters will become of ever-increasing importance in future trout management, preservation, and recreational angling.

- - - AND NOW, THE NATIONWIDE PLAN

by DONALD B. ALEXANDER, Executive Secretary,
National Conference on State Parks

Back in 1936 the Congress enacted Public Law 700-1/2 commonly known as the Park, Parkway and Recreation Area Survey Act to be administered by the State Cooperation Division of the National Service. At that time many people both in and outside the Federal government who did not thoroughly grasp the far reaching importance and significance of the program thus set in motion complained. The complaints were many and varied. "Too much work," some said. Others averred that the studies and research called for were too detailed and complicated. Still others resented the "government men" who came through their states seeking these data. Some regarded the whole Survey as just another government boondoggle. How wrong they were!

This work, carried out over about twenty-five years has played a major role in the acquisition and development and usefulness of the State Park Systems of many of the States as they exist today. The program gave not only general policy guidance but also provided the States with tangible technical and professional planning assistance.

Who knows all of the factors which have contributed to the present outdoor recreation explosion? It is probable, however, that the fruits of the original State Cooperative program have made a major contribution to its development through introducing people to, and making them aware of, the availability of so many new opportunities to indulge in outdoor recreational pursuits. Is this not good?

In 1958 the Congress established the Outdoor Recreation Resources Review Commission which for three years carried on with its own staff an extensive study in depth and made a report to the President with a series of recommendations. One of these was for the establishment of a Bureau of Outdoor Recreation whose purpose was, among other things, to carry on continuing study and research to keep the data current and to produce a Nationwide Plan.

In May 1963 the Congress enacted Public Law 88-29 authorizing establishment of the Bureau of Outdoor Recreation and charged it with the following duties:

- "(a) INVENTORY Prepare and maintain a continuing inventory and evaluation of outdoor recreation needs and resources of the United States.
- "(b) CLASSIFICATION Prepare a system for classification of outdoor recreation resources to assist in the effective and beneficial use and management of such resources.
- "(c) NATIONWIDE PLAN Formulate and maintain a comprehensive nationwide outdoor recreation plan taking into consideration the plans of the various Federal agencies, States, and their political subdivisions. The plan shall set forth the needs and demands of the public for outdoor recreation and the current and foreseeable availability in the future of outdoor recreation resource to meet those needs. The plan shall identify critical outdoor recreation problems, recommend solutions, and recommend desirable actions to be taken at each level of government and by private interests. The Secretary shall transmit the initial plan which shall be prepared as soon as practicable within five years hereafter, to the President for transmittal to the Congress. Future revisions of the plan shall be similarly transmitted at succeeding five year intervals. When a plan or revision is transmitted to the Congress, the Secretary shall transmit copies to the Governors of the several states."

Barely has the Bureau of Outdoor Recreation's work begun than across the land are again heard many of the complaints which resounded in 1936.

Complaining about governmental work and study programs is probably "par for the course" but much of the present unhappiness is being expressed by "second generation" park people who are prone to take for granted the currently favorable situations in which they find their State Park Systems. The effort to put together the Nationwide Plan is the beginning of another, and very necessary, cycle. While there is evidence that the planning project is beginning to show better progress its success depends on the efforts and cooperation of all concerned. Let's give it a chance.

It would be well for all to remember that the most effective method of engaging in cooperation is by personal contact, and that the principal ingredient for success is knowledge. Understand the program, all of it. Discuss it, debate it, by all means, but be sure that differences on the subject are real and not imaginary.



Photo by LEET-MELBROOK

An address by Mr. Davis before the Joint Annual Conference of the Illinois Association of Park Districts and the Illinois Recreation Association, Hotel Faust, Rockford, Illinois, September 24, 1964.

I am most honored to have been selected to deliver the keynote address at this important conference. The accomplishments of the park districts here in Illinois are a matter of record spanning over 60 years; I believe the First Park District at Evanston was established in 1902. Since then, the park districts have become the moving force in the State for park acquisition, management, and development of regional and local park systems. For their part, member



organizations of the Illinois Recreation Association can take justifiable pride in the services they provide to their communities—contributions that cannot be measured in dollar terms alone. It is a privilege to address two such distinguished groups, and a substantial challenge as well. For a keynote message is responsible for providing a fundamental fact, or idea, and it is a challenge indeed to present one that has not already been given your full consideration, perhaps years ago.

Yet we are dealing with so many new questions that yesterday's lessons may not always be relevant in finding solutions to the problems of today, or tomorrow. Planning our resources for tomorrow—the keynote topic—thus rescues me from the danger of singing back to you old and familiar refrains. But it places me in a new jeopardy of suggesting the shape of things to come, and offering remedies as yet untested for meeting needs still only anticipated.

If we are to suggest how to plan our resources for the future, we will need to define first what resources we mean,



PLANNING OUR OPEN-SPACE LAND RESOURCES FOR THE FUTURE

by Arthur A. Davis, Deputy Assistant Commissioner ●
for Open-Space Land, Urban Renewal
Administration,
Housing and Home Finance Agency

and then sketch in broad strokes the shape of the future for which we are planning.

The resources I will be dealing with are those lands and waters related to or affected by the forces of urbanization now working such dramatic changes on the face of our land. We will be considering how to plan for the lands a half hour from home; of how we may use or abuse these lands and waters in such fashion as to affect the lives of all of us here, and of generations to come. What is happening to these areas, and what they can contribute to our society in the future—these I think are of central concern to us. As Dr. Weaver has said, "Our city dwellers have a need and desire to breathe, to touch the earth occasionally, and to be refreshed by beauty instead of exhausted by congestion and ugliness."

We recognize, of course, the need for the proper conservation and management of all the lands and waters of our nation—forest and range, meadow and tundra, marsh and desert. Our concern, though, is with meeting local and regional needs, and it is the resources required to meet these needs that are under the greatest pressures. It is here that great changes are taking place. Here lies the grave challenge to our ability to develop an urban society that retains a continuing association with the natural world.

Can we provide in our crowded urban areas a place for nature and a place for man? I think we can. But it presents new and difficult problems that will test the mettle of all of us. President Johnson, in his recent speech at the University of Michigan, eloquently expressed the challenge as that of creating a great society which he described as "a place where every child can find knowledge to enrich his mind and enlarge his talents. It is a place where leisure is a welcome chance to build and reflect, not a feared cause of boredom and restlessness. It is a place where the city of man serves not only the needs of the body and the demands of commerce but the desire for beauty and the hunger for community.

"It is a place where man can renew contact with nature. It is a place which honors creation for its own sake, and

● Mr. Davis, a native of New York City, holds a BS degree in Forestry and Wildlife Conservation from the University of Maine, and a Master's degree in Forestry from Yale.

Prior to joining ORRRC in 1959, he was with the Bureau of the Budget for almost five years, working on conservation problems. From 1954 to 1959, he was with the Fish and Wildlife Service.

In his new post, Mr. Davis will be concerned with the Open-Space Land provisions of the Housing Act of 1961, which authorizes Federal grants to public bodies to assist in acquisition of land for park, recreational and conservation purposes.

for what it adds to the understanding of the race. It is a place where men are more concerned with the quality of their goals than the quantity of their goods."

The attainment of these goals will take the wit, and skill, and vision of all of us. It seems to me they especially challenge those of us concerned with parks, recreation, conservation, and the other values provided by urban open space. For over the years it has been the park administrator who has been most concerned with preserving the handiwork of nature in the city of man, and the recreationist who has fought for constructive leisure time outlets. All experts agree that it is these values in our society that are in the ascendancy.

Now we need to look briefly at the setting in which these goals will have to be realized. For what kind of future are we planning?

In a word, we must plan to meet more pressures on a shrinking natural resource base. Population by the turn of the century—400 million. Illinois, for example, is estimated to top 19 million by the year 2000—almost double the 1960 figure. Higher disposable income, greater personal mobility, available leisure time beyond that enjoyed by any society of man—these are what the experts tell us to expect. They tell us, also, that we are rapidly becoming an urban society. Soon four-fifths of us will live in urban areas. To accommodate this migration, open lands are being developed for urban uses at the rate of a million acres a year. There was a doubling of the lands given over to urban purposes between 1950 and 1960, and there will be a doubling again by the turn of the century.

And the need for parks and recreation? Over-all, it is expected that demands for public recreation opportunities will triple by the year 2000. Except that in the case of day-use recreation opportunities—the kind provided in and close to our metropolitan regions—and in the circumstances of a shrinking resource base, the demand is estimated to increase tenfold.

Can we possibly meet needs of this dimension? Can we do it without destroying the natural environment, and diluting the quality of the individual recreational experience? I think we can. But it will require an enormous expansion of present efforts. And it will require the application of some new approaches as well. Let's examine what needs to be done, and see how it might be accomplished.

First, and it cannot be repeated too often, we need to re-dedicate ourselves to preserving now, while they are still available, those lands a half hour from home where nature still predominates. Open land, undeveloped land, lands—and waters too—that have value for park, conservation, recreation, scenic, and historic purposes must be preserved for public use while they are still available. The critical need for action now is beyond argument.

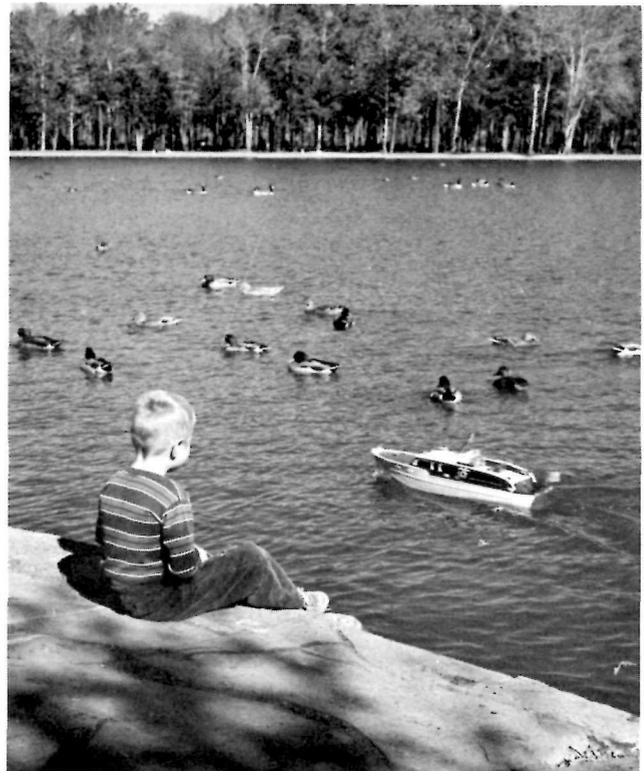
Will these efforts meet future needs? Undoubtedly they will improve our position, thanks to a rebirth of interest at all levels of government, as well as among institutions and private individuals.

The Federal Open-Space Land Program, during its first three years of operation, has assisted in the acquisition of 101,947 acres of urban open-space land. Grants totaling over \$32 million have been made to 219 applicants in 177 communities. Acquisitions have included regional parks and greenbelts; community and neighborhood parks, conservation areas; scenic and historic sites; and special open space uses. Here in Illinois 15 grants have been approved involving Federal funds of \$5,920,806, and a total of 8,379 acres. We are proud of this record, and pleased at the increasing tempo of program activity. Yet the total acreage acquired so far under the Federal Open-Space Land Program is still

only one-tenth the acreage that goes into urban uses each year. Progress to date is encouraging, but we have a long way to go.

At the State level, a number of programs assist local and regional agencies to acquire park, recreation, conservation, and other kinds of open space areas. New York, New Jersey, Pennsylvania, Massachusetts, Connecticut, and now California and Rhode Island provide grants to localities for these purposes. In many cases, there has been three-way cooperation, with the Federal, state and local governments all contributing toward the common objective of open-space preservation. Both state and local funds can be counted toward the non-Federal share of matching funds of local agencies applying for Federal open-space land grants. In addition to the states listed above, a number of states—including Wisconsin, Florida, Minnesota and Ohio have launched sizable outdoor recreation land acquisition financing programs in the last 5 years. This last election saw the voters of California, Rhode Island and Washington approve outdoor recreation—open space bond issues. California voters approved a \$150 million program of park and open-space acquisition, with \$40 million of the total going to local and regional agencies. Rhode Island voters approved a \$5 million bond issue of which one-third will assist local communities in acquiring open space. Washington voters approved two ballot measures for open space acquisition; one, a bond issue of \$10 million will provide funds to acquire state park lands, while a second, financed by the state motorboat fuel tax will provide funds for shoreline acquisition and development. This last measure may also provide local assistance for communities as well as for statewide acquisitions.

But these new efforts, while encouraging, cannot alone meet projected needs for open space areas. In fact, continuing present levels of acquiring public park and recreation



A typical park area easily accessible to urban residents. Bergen County (NJ) Park Commission photo.

areas will only assure that we will lose ground—quite literally—more slowly. Public open space acquisition programs cannot possibly match the pace at which land is being turned to urban uses. And land must be turned to such uses, in quantity, to meet the needs of millions of people for homes, schools, hospitals, stores, industries, roads, airports, and many other purposes. Let us recognize these needs as pressing and legitimate. To be in favor of conservation and recreation does not, I hope, require that we be “against” people. Bulldozers, too, serve useful purposes.

Make no mistake: I urge the preservation for public purposes of every possible acre of urban open space. But I recognize that communities cannot acquire all the park, conservation, and recreation areas they will need to meet project demands by public purchase. New approaches will be needed—and it seems to be that it is groups of this kind that should take the lead in employing them.

If I may present one fundamental idea to you let it be this: that to meet the challenge of population explosion and urbanization, conservationists and recreationists will need to broaden their roles and accept new stewardship responsibilities. Your concern for natural beauty; your dedication to the conservation ethic; your efforts to make recreation activities creative and constructive—these must be carried to the community, not alone in terms of parks and recreation areas, but as they relate to the total physical environment.

Where we have roads and highways, let's have roadside rests, foot paths, bicycle trails, landscaped areas, buffer strips, screens of trees, historical markers—let us consider these as usual concomitants of our road-building, to be included in the planning, budgeting, and construction process of normal costs of our highway system.

We will need new water supply reservoirs. Build into these projects park and recreation features. Provide access to existing areas. Municipal water supplies can be used for outdoor recreation. If this means certain remedial measures, as a new filtration plant, let's fight for them.

Airports are being expanded, with longer runways to handle new jets. For the good of both planes and people, approach zones should be as spacious as possible. Let's not permit unwise development, such as housing sure to be blighted by the constant din of jet engines. Dedicate these areas instead to a permanent open space use—perhaps a park, perhaps an agricultural or conservation area.

The grounds of our hospitals, libraries, court houses, municipal buildings—all can be made to contribute to breaking up the monotony of urban development, arresting blight, and giving form and identity to our communities.

The goal is to relate the natural world to the developments of man: From the flower border of the city hall lawn, to tree-shaded residential streets, imaginatively landscaped public facilities, neighborhood commons, candy-striped playgrounds, small parks that invite one to rest and chat, bicycle paths paralleling our roads, accessible lakes and reservoirs, protected stream valleys, historic sites that have been respected and restored, spacious playing fields, municipal, county, and regional parks, town forests, nature sanctuaries and conservation areas—all contributing to a continuum of nature interwoven throughout the entire fabric of our urban environment.

We need to take full advantage of every opportunity for bringing nature to the metropolis. And we need to involve the entire metropolis—the central city or cities, the surrounding towns and suburbs, the rural-urban fringe areas. All must work in some general harmony. We are too familiar with the bumpy pattern of urban sprawl that accompanies unbridled growth—urban strips that mar rural countrysides,

auto graveyards astride entrance highways to our cities, pockets of blight downtown, monotonous suburban sprawl near town; the list is long and sad.

Better planning is vital. Coordination, setting up common criteria, agreeing upon general priorities, looking at the city and its surroundings in terms of total needs and total resources—these are key steps in attaining our objectives.

In recognition of the importance of joint planning and acquisition programs, the law establishing the Federal Open-Space Land Program provides for increasing grants to 30% of acquisition costs where applicants have, or share, open space responsibilities for an entire urban area. Since few public agencies have authority to plan and acquire lands through the urban region in which they are located, most 30% grants (69 to 99) have been approved on the basis of intergovernmental agreements.

These agreements vary in content, but all are intended to achieve as nearly as possible the degree of coordination that could be obtained by a single agency. To accomplish this, all must have the following:

1. A statement of policy or intent concerning the functions, scope, and purpose of the agreement.
2. A method for coordinating both plans and acquisition proposals for open-space land in the urban area covered by the agreement, not limited to lands involving Federal assistance.

Intergovernmental agreements have been formed for 30 metropolitan areas, including both Chicago and Peoria in Illinois. The Chicago agreement has been entered into by 13 villages, cities, and counties, and involves 80% of the area covered by the 6-county Chicago urban region. All of the signatories of the agreements qualify for the higher grant.

Let me stress that these agreements are designed, executed, and administered by the participants. We are concerned that there is an effective mechanism for getting a total job done. The terms under which local agencies wish to accomplish this job will vary, of course.

These agreements to work together are no departure from time-honored arrangements to join forces in solving common problems. Our towns and cities often act together in the public interest and surely this is a worthy cause. No fire-boss would stand by idly with his crew until the fire had roared over the county line. Unregulated urban growth can leave a comparable blemish.

Let us turn from direct public actions of the various kinds discussed so far to other instruments for preserving open-space lands such as zoning, requirements for the set-aside of open-space lands in new developments, official maps, subdivision regulations. These, and related measures, can be powerful tools in the race for open space. And their use has a solid foundation in law. In *Berman vs. Parker* (Nov., 1954) the U.S. Supreme Court held that “the concept of public welfare is broad and inclusive . . . the values it represents are spiritual as well as physical, aesthetic as well as monetary. It is within the power of the legislature to determine that the community should be beautiful as well as healthy, spacious as well as clean, well-balanced as well as carefully patrolled.”

Few communities would not benefit from a careful re-consideration of how these administrative and regulatory measures could be better employed to the public benefit.

Still other tools are available, often overlooked or untried because they are untested. Easements, long term leases, and development rights can often be acquired at

less cost and dislocation than would be the case if lands were purchased outright. Compensable regulations offer a unique approach to keeping lands in a natural condition. Tax incentives and preferential assessments, agricultural zoning—all offer promise for helping to preserve the urban open space.

None of these devices can accomplish the job alone. Some will require a real pioneering approach. Naturally any new requirement, or constraint, or inducement, will need to be carefully thought through and responsibly administered. But we cannot afford to lose any opportunities out of timidity.

There is yet another need demanding your attention. Our efforts to preserve open-space lands will only meet with public support if they fill a public need. I ask, therefore, that you examine again how well your areas are serving human wants, how responsive they are to meeting community requirements.

Why are some parks sterile, insulated enclosures, repositories of windblown papers, the sanctuary of vagrants by day and vandals by night—while others are warm and tranquil, colorful and secure, beloved by children, young lovers, and our elders? I'm not entirely sure; no one is. There are some theories, some experience, some tentative conclusions. But we need to know more if we are not to waste natural resources that each day are harder to acquire.

Why do children forsake hardtop playgrounds to play on nearby piles of fresh dirt from construction of a new road? Or develop fascinating and complex games with discarded cardboard boxes instead of using new playground equipment? You can get several answers—and arguments.

Why do people seldom venture further than a hundred yards into a wooded area? Are they afraid of snakes and poison ivy? Or possible attack? Why don't people take walks anymore? Is there no place to walk—no sidewalks or trails or paths? Or is there nothing left to delight the eye and nourish the spirit?

What can we do to maintain—or enhance—the quality of the individual recreational experience?

Until we can answer these kinds of questions better, our service to community will be incomplete. In turn, it will be that much more difficult to compete for limited public funds against other claimants that have convinced the community of their worth.

I am not suggesting that you become social psychologists or specialists in behavior (although you may find the services of these professionals most useful). I do suggest that

we modify the injunction "Know thyself" to "Know thy community."

What kind of people live in your town? What do they really enjoy doing in their leisure time? Do you provide a choice, a wide range of enjoyment to attract all ages, sizes, and sexes? Is there opportunity for solitary pursuits, group activities, active sports, family gatherings? Or is your park a stereotype of wooden benches, concrete walks in conventional pattern, a statue attended mostly by pigeons, drinking fountains that don't quite supply enough water for a decent drink—or, alternatively, threaten to put out your eye—and well-manicured grass complete with "Keep Off" signs?

On what basis do you decide how to develop an area—or when to develop it—or how much to develop it? What assumptions guide your land purchase program? Availability? Price? Are you giving priority to acquisition, or using your funds for development?

Intelligent answers to these questions require a critical analysis of the community—as we see it now, as we project its growth over time. Assumptions about the people we will be serving should be basic to the open space planning process. How many, where, of what age distribution and income. Are the users of your parks apartment dwellers? Homeowners? Do they walk, bicycle, drive, and if the latter, how far? Data such as this adds to our understanding of demand, and helps assure that we will as nearly as possible contribute to the lives of all in our communities.

After all, that is our final goal—to contribute to the maximum extent we possibly can to the beauty of our land, and the peace and joy of our people. It is a goal easily stated, but difficult of achievement. But achieve it we can. As President Johnson told the graduates of Michigan, "Let us from this moment begin our work so that in the future men will look back and say: It was then, after a long and weary way, that man turned the exploits of his genius to the enrichment of his life."

Summary: To meet the rapid expansion of recreation demand and to "develop an urban society that retains a continuing association with the natural world", we must greatly expand present efforts to preserve urban open-space and apply some bold new approaches:

1. "We need to rededicate ourselves to preserving now, while they are still available, those lands a half hour from home where nature still predominates."
2. Conservationists and recreationists must carry their efforts to the community "not in terms of parks and recreation areas alone, but as they relate to the total physical environment."
3. Planning and inter-governmental cooperation need to be improved. Formulation of 30 inter-governmental agreements is an encouraging move in this direction.
4. A wider range of instruments to preserve open-space should be used, including easements, long term leases, and tax incentives.
5. Local officials should make a more careful study of their communities to be sure that the open-space land programs are fully responsive to meeting human needs.



Wyandanch Club, Suffolk County, New York. 4,000 acres of beautiful land within 25 miles of New York City.