



TRENDS

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The United States is entering a new era of conservation. President Johnson signalled its beginning in his Message on Natural Beauty to the Congress on February 8, 1965.

The President noted that his program for preserving and enhancing the Nation's natural beauty would "require a new conservation."

"Our conservation must be not just the classic conservation of protection and development," he added, "but a creative conservation of restoration and innovation."

The President suggested a logical place to start this overall beautification program would be along the Federal aid systems of highways, and he instructed the Department of Commerce and the Bureau of Public Roads to take a series of "initial steps" to get the program underway.

This we have done. We have enlisted the aid of the Governors of all the States and the Highway Directors of

the States in helping us to get started immediately on those suggestions by the President which could be accomplished within the existing Federal aid program. This includes:

-- Requiring that landscaping be made a part of all projects on the Federal-aid Interstate, primary and urban highways. (This is in addition to the usual erosion control measures).

-- Encouraging the States to acquire land or easements adjacent to highway rights-of-way where necessary to preserve and enhance the beauty of our countryside in both rural and urban areas.

-- Requesting the States to provide more rest areas adjacent to the highways for convenience, safety, relaxation and recreation.

THE ROLE OF HIGHWAYS IN A MORE BEAUTIFUL AMERICA

by JOHN T. CONNOR
Secretary of Commerce



-- Broadening the study now underway on the needs for scenic roads and parkways to include the goal of maintaining and enhancing the beauty of America.

-- Encouraging the States in their maintenance operations on public highways to aid and abet the growth of native wild flowers.

-- Requesting the States to organize and work closely with civic groups and garden clubs in their efforts to encourage the improvement of the appearance of private properties adjoining the public roads.

Following this up, the President has sent to the Congress a legislative program designed to insure America a better view from its highways. This would:

-- Control outdoor billboard advertising along our Interstate system.

-- Remove automobile junkyards and other trash and debris from view along the Interstate and primary highways.

Trends in PARKS and RECREATION

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-- Require that three percent of Federal-aid highway funds be used for the preservation and enhancement of natural beauty of land along our highways, and

-- Provide that a portion of funds now used for secondary roads be used for the construction of scenic and recreational roads.

Thus we are entering a new era in highway building and maintenance, too, an era in which aesthetic value moves up alongside engineering standards, and we have a wonderful opportunity to leave a mark on our countryside that will endure through the ages.

The President's highway beautification program makes sense from an economic point of view as well. The Federal Government is spending around \$4 billion a year on its highway programs, and it behooves us to protect that investment.



Colonial Parkway

National Park Service Photo

If we allow our roadsides to become despoiled with uncontrolled signs, junk heaps, borrow pits and other jarring sights, there is no question that the value of the roads themselves will deteriorate.

Driving for pleasure has become this Nation's No. 1 pastime. American motorists travel 130 billion miles a year on pleasure trips and spend some \$20 billion annually on these vacation travels. And I agree with President Johnson that they are entitled to enjoy the view as they roll along.

There is an added benefit to be gained in this effort. I understand the national bill for picking up trash along our roads is reckoned in the multimillions of dollars.

Neat, clean, picturesque roadways would be certain to reduce this expense. Let me explain: if you are standing in a pile of rubbish, you would have no hesitancy about throwing away an old wrapping or package. But if you were in the spotless drawing room or parlor of a well-kept home, you wouldn't dream of flicking ashes on the floor.

The highway beautification program and the emphasis on scenic roads and parkways also tie in with the Nation's rapidly developing tourist industry.

So it makes sense from virtually any point of view.

An indispensable element in the strength and prosperity of the America we know today is our unparalleled system of highway transportation. Over the past half century we have made an enormous public investment in highways to enable us to enjoy the mobility which we have today. We are continuing the commitment to provide our citizens with the best highways in the world.

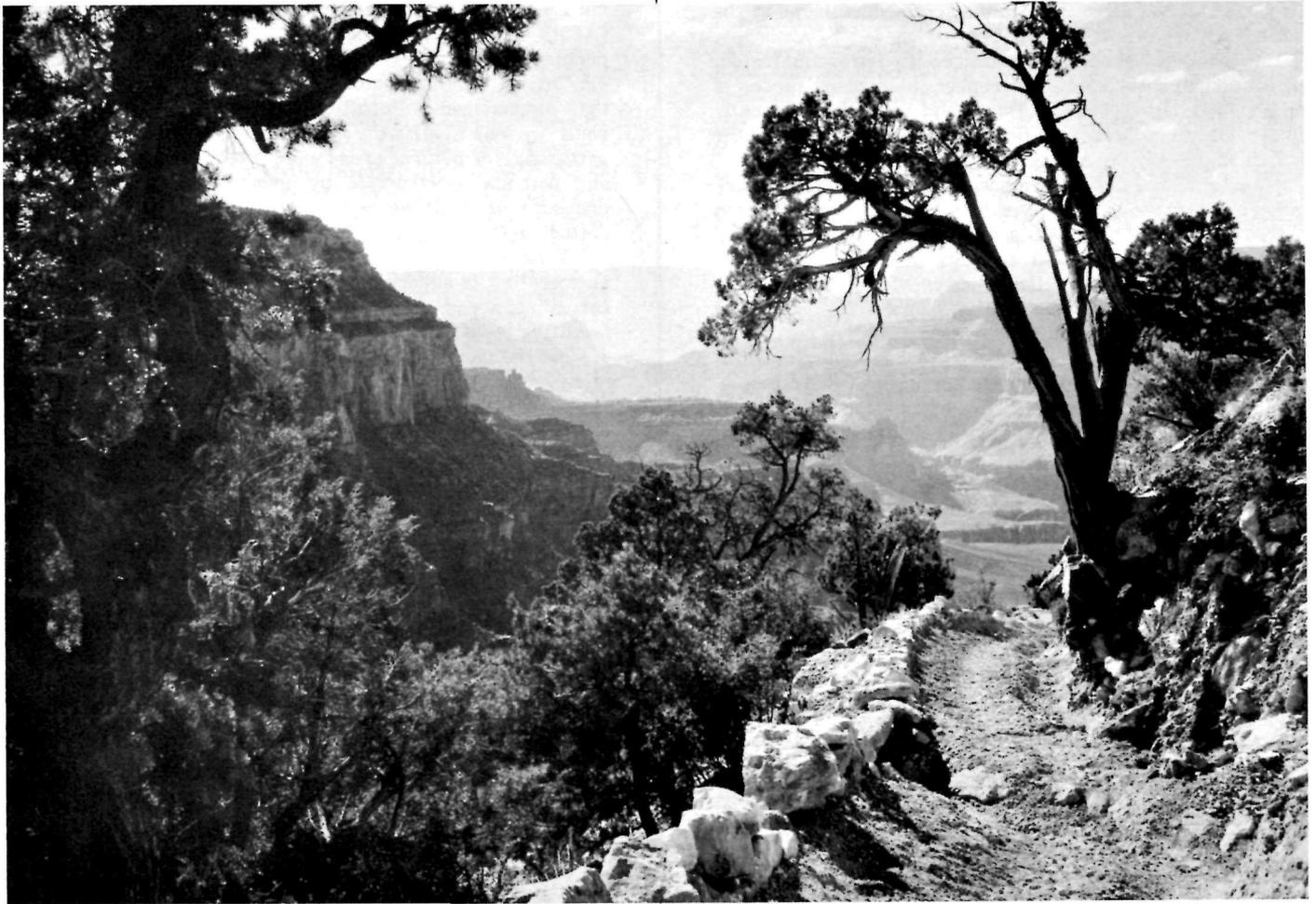
Our Federal-aid highway program has been the basic instrument in carrying out this national policy. Through many years of successful Federal-State partnership, this program has created the safe, efficient and economical transportation network that has served our economic growth, social progress and the national defense.

But our roads and streets can serve more than utilitarian needs. They can serve the needs of the spirit as well. They can open our eyes to the beauty of America as well as her vitality.

President Johnson summed it up in his Message on Natural Beauty, I think, when he suggested:

"Beauty must not be just a holiday treat, but a part of our daily lives."

How vain,
inglorious the mightiest
stridings of men
when they be judged by
Nature's changeless ways;
Where the eloquence
of majesty bespeaks
Eternity—
deigning all mortal effort
as but a passing phase.
—Ira B. Lykes



On the Kaibab Trail, Grand Canyon

NPS photo by George A. Grant



Guest editorial -

CONFLICT OF POLICY

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

As is well known the several types of park and recreation areas and the other natural resource assets owned and operated by the national, state and local governments as well as land and water in private ownership, have been undergoing sharp scrutiny during the past few years vis a vis their availability to and potential usefulness by the public for purposes of outdoor recreation.

The Outdoor Recreation Resources Review Commission, in its monumental study and report, plus many pieces of related legislation, federal, state and local, have literally raised the lid of Pandora's Box. What is emerging is of the utmost importance to all park and recreation officials.

Never mind the fact that following the impetus to the park and recreation movement given by the Civilian Conservation Corps program of the 1930's many people have struggled valiantly and with marked success over the intervening years to meet the challenge of providing satisfactory services to cope with the public demand for more and better park and recreation facilities. But do give particular attention to the fact that these efforts have culminated in substantial action by the Congress and several State Legislatures and most recently in the expression of personal interest by the President of the United States. In any context this is the acme of success.

Secretary of the Interior Udall has written convincingly and speaks with accuracy about the "Quiet Crisis" in the conservation field. We, in the park and recreation field, are all now face to face with another crisis but it is not quiet, nor in my opinion, will it ever become so.

Traditionally, State Parks were created substantially in the image of and following the philosophy of the National Parks by selecting the most spectacular scenic areas within the States without specific regard to their location vis a vis concentration of population. Provision of areas and facili-

Wheaton Regional Park, Silver Spring, Md.



Maryland-National Park and Planning Commission Photo

ties for more intensive use had been left generally to the county, metropolitan and municipal establishments.

But now with the fantastic mobility of our ever-increasing population and with their increased knowledge and interest we are brought up sharply to deal with a tremendous demand for more places to put a boat in water, to swim, camp, picnic, ski, not only from a quantitative standpoint but also on a qualitative basis. No longer are

the majority of people satisfied with the primitive campground of past years but are now equipped to "plug in" to water, lighting and sanitation facilities and, what's more, expect to find them.

There are many more examples of the changes occurring but I believe this one makes the point.

This is the character of our crisis, this is a major problem facing park and recreation officials, planners, executives, administrators and operators alike. There is thus emphasized a "conflict of policy" if you please. What shall we do? Shall we continue to cherish our traditional philosophy of natural areas and protect them from overuse and potential destruction by ignoring the trend in public pressure or shall we desert our long held and sometimes called purist position?

I believe we do not really have to make this choice. The answer lies in adherence to a carefully developed classification of areas and the types and extent of services and facilities to be provided or foregone.

What the increase of public pressure really means is that more and more people want different kinds of areas and facilities than our earlier practices provided. Each level of government can and should plan accordingly.

The way, therefore, to meet the demand is not found in retreating from our high standards of quality where these are as always defensible but in careful determination of the particular type of area and services most appropriate to meet a specific situation. The ORRRC report contains an excellent guide to area classification. The Secretary of the Interior has issued a sound policy regarding classification of Federal park and recreation areas which is significantly valuable for use by States and other subdivisions as well.

The spectrum contains many colors. Let's use them all but call them by their right names.

All organizations that are responsible for the provision of non-urban recreation facilities have been faced with a tremendous problem in recent years. A growing interest in recreating in the out-of-doors is well documented by the attendance figures at National and Provincial or State parks in Canada and the United States. The demand has been increasing faster than facilities can be provided.

The reasons for the increasing popularity of non-urban recreation are not fully understood. If the problems presented by increasing public usage of park and recreation

The amount of recreation that a person requires will depend upon a variety of factors. These factors will include the following items:

- | | | |
|---------|------------------------|---------------------|
| (a) Age | (c) Occupation | (e) Past Experience |
| (b) Sex | (d) Place of Residence | (f) Personality |

There are two extremes of need readily accountable. At one extreme will be people who require a good deal of recreation, at the other those who require very little. It should

RESEARCH IN NON-URBAN RECREATION by GORDON D. TAYLOR

areas are to be solved, a new approach to the question is required. Rapid changes in the socio-economic environment undoubtedly lie at the base of the problem. Some of the pertinent factors can be isolated and studied—reduced working hours, increased wages, increased mobility, increased urbanization, to name a few. What is not so easy to study is the effect of these changes upon individuals and upon their behavior patterns. The problem to be solved is why these socio-economic changes have resulted in an increased popularity of outdoor activities.

It is possible that part of the solution to the problem lies in determining the relationships, if any, that exist between recreational demand and recreational need. Recreational demand is the pressure placed by the human population upon recreational facilities and resources. Recreational need is the amount of recreation that an individual needs in order to lead a meaningful and well-balanced life.

Demand can be gauged in a variety of ways. Probably the easiest is by relating park attendance to park facilities. Need is much more difficult to obtain. A new technique to determine recreational need is required. Attempts to determine need have usually measured demand. To ask a person the activities he prefers and the number of times a year he would use facilities for these activities, is to measure demand. No consideration has been given to how many times he really needs to take part in these activities. It is at this point that a departure from previous techniques is required. Prime emphasis should be placed upon recreational need.

The major problem for research in non-urban recreation, probably in all recreation fields, is to determine the need for recreation. The problem can be set out as the determination of the amount of recreation a person requires so that the culture of the nation may become well balanced—a balance between work, play and rest.

be possible from a study of the population to determine the amount of recreation needed by the population. The population should be able to be broken down into a variety of categories, each category with a somewhat similar need for recreation. It should then be possible to project the needs of each group out to determine the needs for the entire population. Further, it should be possible to project these needs in terms of a future population. The next stage in the procedure is the translation of needs into plans for areas and facilities. If the needs have been adequately determined, the park planners should be able to convert these needs into specific proposals.

This type of study is required. It does not say how the need is to be determined. In the literature and in conversation with competent specialists, the writer has not been able to find a method for determining need. It appears that the problem has not yet been tackled in the form outlined above. A lack of a suitable approach does not mean that the problem cannot be solved. A method of study must be devised.

Responsibility for the determination of recreational need does not rest with any one group of scientists. The problem is one that must be tackled by specialists from a variety of fields. Sociology, psychology, psychiatry, history, anthropology, geography and recreation, to name a few, all have contributions to make.



● 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.



At this time, the writer would like to outline a suggested program of research that will have as its specific objective, the determination of recreational need.

- (a) A detailed population study of the area to be studied,
- (b) An analysis of the make-up of various human beings to determine the amounts of work, play, and rest required for a balanced life,
- (c) An analysis of recreation to determine the essential elements in relationship to human well-being,
- (d) The translation of (b) and (c) above into a measuring device which can be administered to a sample of the population,
- (e) An interpretation of the results of such a test in terms of broad categories of recreational activities,
- (f) The projection of needs determined for the sample over the whole population,
- (g) The translation of needs for the whole population into a definite program of development.

A recreation program based on the results of the research outlined in the preceding paragraphs will be on a sound footing. The legitimate needs of the population will be met. Until these problems have been solved, the true relationship between demand and need will not be known.

When non-urban recreation is established on a basis of the needs of the population, it will be in a position to defend its right to a legitimate share of the natural resources of the area it serves.

this attracts a large crowd of delighted visitors who are brought face-to-face with the ancient technique of loading, priming and firing a weapon of this kind.

Black powder is used and the only deviation from reality is the absence of a ball, and the wadding used is cut from styro-foam. The muzzle of the cannon is pointed out over the waters of Matanzas Bay beyond the moat.

At Chickamauga-Chattanooga National Military Park, a Civil War rifle musket is being fired for the visitors and is becoming an important feature of the interpretive lecture at that historic place.

Since practical demonstrations of this nature appear to have wide appeal to the visitors it is hoped that they may be given not only increased enjoyment during their visits but that they go away enlightened through a better understanding of the limitations and effectiveness of those weapons of earlier times.

The scope of interpretation should be considered broad enough to encompass many other kinds of practical demonstrations. Period costumes worn by comely young ladies has lent a distinctive charm to the Beaugard Mansion at

INTERPRETATION IN ACTION

A new concept, greatly widening the horizon of historical interpretation, has been put into practice as an interpretive technique. Introduced for the first time during the 1965 summer season in at least three national park areas, the actual firing of weapons from an earlier period is receiving enthusiastic acclaim from the visitors.

At Fort Frederica National Monument, St. Simons Island, Georgia, we had the pleasant experience of listening to an interpreter tell the story of the fort and of the events which took place when it was an active settlement in the 1730's under James Oglethorpe. During the course of the lecture the interpreter explained the pistol used during that period, then loaded and fired it for his audience.

Each part of the weapon was explained as he went about loading it, which made the experience much more meaningful.

At Castillo de San Marcos National Monument, St. Augustine, Florida, a cannon of the Spanish occupation period is fired twice each day. As may be seen from the photograph,



Chalmette National Historical Park, New Orleans in a program started by Superintendent Lyle K. Lynch while he was stationed there. Taped bugle calls automatically timed and sounded at appropriate moments, such as is tastefully done at Fort Davis National Historic Site in Texas, can lend an air of realism.

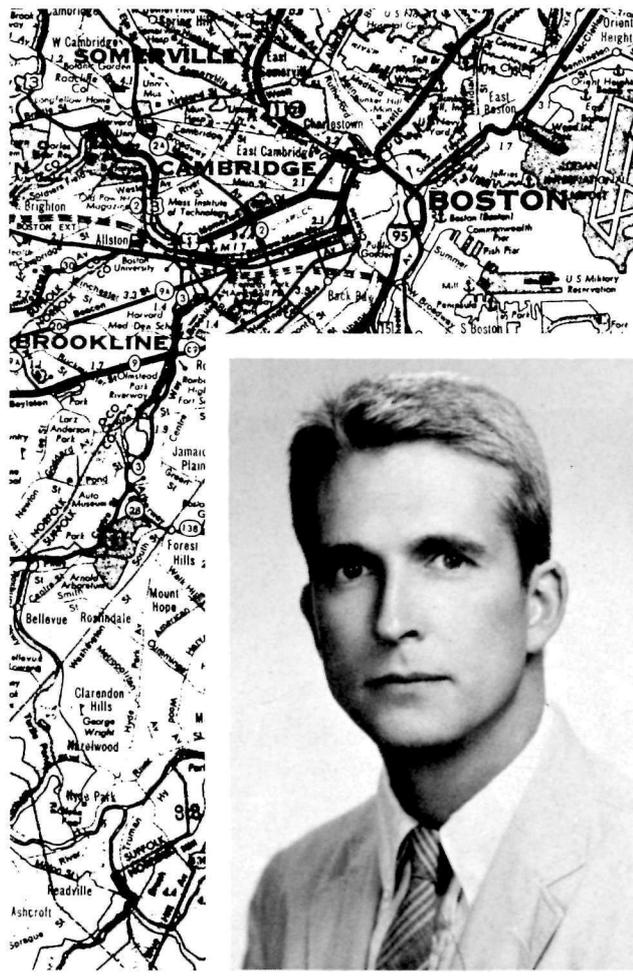
The imagination of the interpreter can no doubt devise other demonstrations of an educational nature—the kind that will please, and be long remembered by the visitor.

—Ed.



Jew resource issues have received greater attention in recent years than the general questions of open space and outdoor recreation. These subjects are closely related, and each has a strong bearing upon the other. Open space, strategically located and with adequate provision for access and use, can provide greater outdoor recreation opportunities for urban America. Imaginative planning and development of outdoor recreation facilities and areas can meet many of our metropolitan open space needs.

OPEN SPACE: A METROPOLITAN RESOURCE PROBLEM



by ANDREW J. W. SCHEFFEY ●

A GROWING AWARENESS

A series of books, articles, and pamphlets have been produced in the last several years, each dealing with a particular phase of the open space problem, and written from the viewpoints of specialists in many fields—planners, lawyers, foresters, landscape architects, economists, political scientists, biologists, and engineers. Private and public interests have become mobilized to meet different needs. These range from the open space activities of more than two dozen Federal programs to local or municipal programs similar to the Conservation Commission movement in New England. Several states have enacted ambitious legislative programs providing for open space land acquisition, and private efforts similarly motivated have sprung up in communities throughout the Nation.

This diversity of interest and activity reflects the manifold functions that open space in its various forms can and does perform. Each function or purpose usually has a special supporting group or interest. No two approaches are completely alike. Open space is merely the term used to describe this range of conditions and problems.

THE FUNCTIONS OF OPEN SPACE

A group of essays in a recent book entitled, Cities and Space: The Future Use of Urban Land, attempt to define more clearly the values and functions of open space. One paper in this collection, written by Stanley B. Tankel of the Regional Plan Association in New York City, makes a distinction between the kind of open space of which people are personally aware, and that kind of which they are unaware, even though it deeply affects their daily lives.

Three types of open space are found under the first category:

- a) that space which is used for active and passive recreation, and for circulation—parks, playgrounds, walkways;
- b) that open space which is viewed—from the home, the highway, the place of work, the places of rest;
- c) that which is felt—space providing privacy, seclusion, a sense of proportion, scale or aesthetic satisfaction.

● Dr. Scheffey is presently serving the University of Massachusetts as Resource Development Specialist in the Department of Forestry & Wildlife Management of the College of Agriculture and as Editor of the Massachusetts Heritage, in which this article originally appeared. A native of Pennsylvania and a 1950 graduate of Haverford College, he has earned a M.S. and a Ph.D. from the University of Michigan. He has made land utilization studies in Mexico and Korea and has served with distinction on the policy staff of the Outdoor Recreation Resources Review Commission.

Under the second category, two additional functions are noted:

- a) open space which does urban work—watersheds, flood prevention areas, airsheds;
- b) the type of open space which helps to shape development patterns—space around buildings, greenbelts between adjoining communities, areas reserved for future growth and development.

These different functions are associated primarily with the kinds of open space found within urban or metropolitan situations. In suburban or rural areas different categories might be cited—agricultural land, abandoned farms, private and public forests, municipal watershed lands, summer homes, resorts, and reserves of various kinds. These lands are managed and owned for particular purposes—the production of crops, timber, water, for commercial or private recreation—and yet they constitute extremely significant open space resources from a regional viewpoint.

Only in rare instances does a single piece of open space, or a particular area, serve just one of these several functions. In most cases these are multiple-use resources, providing simultaneously for a variety of functions. For example areas placed into reserve for historic, ecologic, or wildlife conservation purposes usually have high value as open space in addition to their original or primary function.

THE URBAN IMPACT

One characteristic distinguishes the open space issue from those resource problems that we have known before. It is a distinctly urban phenomena, the by-product of our highly urbanized patterns of settlement. The steady growth and concentration of our population, its increasing mobility and spending power, and the horizontal spread of our cities are the basic factors involved.

The direct urban impact is clear. Rising land prices in and around cities squeeze out those marginal or extensive land use activities that have traditionally kept open land open. Under economic pressure, these uses give way to intensive urban demands—shopping centers, industrial parks, housing developments.

The horizontal spill-over or spread of cities across the countryside also has an indirect effect upon open space. Heretofore continuous stretches of open lands—farms, forest or marsh—become carved up into unrelated bits and pieces. Pocket developments at the fringe, and ribbon construction strung along highways leading out from the city, result in the familiar checkerboard pattern of urban growth. This has been described as the 'leapfrogging' pattern of metropolitan expansion.

The land left behind and between is neither urban nor rural, open or developed, managed or abandoned. It has created new problems of planning, management and control, and many of our open space problems exist in these areas. They have become the concern of urban voters and urban legislators.



"K" Street, Washington, D.C.

National Park Service Photo

THE ACQUISITION AND MAINTENANCE OF OPEN SPACE

The ways of securing and keeping open space are as varied as the resource itself. Purchase for fee simple, either under public or private auspices, is frequently the most direct and feasible approach. The acquisition of less than full ownership rights, through the purchase of scenic easements or development rights, has proven effective in some cases. Various forms of tax incentives have been devised to encourage private owners to keep their lands in an open status. Numerous regulatory techniques have been utilized, including large lot zoning, cluster zoning, and subdivision control. Land use zoning for flood plains, agriculture, industrial or housing purposes can often realize certain open space objectives. Private land trusts and mutual covenant agreements have come into use increasingly in recent years, and the power of eminent domain is sometimes available, though infrequently utilized.

Several Federal and State programs have been initiated to assist local communities in open space acquisition. A recent publication prepared by the Urban Renewal Administration of the Housing and Home Finance Agency, entitled 'Preserving Urban Open Space', provides an excellent summary and explanation of the various forms of public assistance that are available. It discusses the concept of open space, traces the origin and operation of various programs, and outlines procedures that might be followed at the local, regional, or State level.

A more detailed discussion of open space acquisition is presented in a report, Open Space Action, prepared by

Everglades National Park



National Park Service Photo

William H. Whyte for the Outdoor Recreation Resources Review Commission. After reviewing and evaluating the relative merits of various approaches, this report summarizes the legislative programs that have been developed by a number of States and municipalities.

The 1963 Yearbook of Agriculture, published by the United States Department of Agriculture, and bearing the title 'A Place to Live', contains many articles on the role of public agencies in open space planning, the obligations of private citizens and organizations, and the opportunities for community action in this new area of endeavor.

PLANNING FOR OPEN SPACE: A CHALLENGE TO COMMUNITIES

Planning for the preservation of open space—both public and private—is a community and regional problem. It is not so much a matter of quantity of land available, as it is of location, use, and management. Flying from Washington to Boston, one is impressed with the preponderance of green open spaces that still exist in this densely populated

Blue Ridge Parkway, Mt. Mitchell



National Park Service Photo

region. Yet driving the same distance provides a different impression. At the ground level, or from the community view, the region appears as one continuous urban strip.

The same generalization can be applied to Massachusetts. Nearly two-thirds of the total area of this State is in forest, yet this does not mean that we have no open space problems. In our metropolitan centers, suburban areas, and rural towns a growing concern over open space is apparent. This accounts in part for the rapid spread of the Conservation Commission movement in the State.

The question becomes that of planning for effective open space. Is it the type of space that people can use? Is it located where they can get at it, and is it accessible? Is it permanent? Is it the sort of open space that can become part of our daily lives, or can it only be reached after arduous travel, on weekends or vacations? It is a part of our environment, or merely something that appears on the maps? In short, is it a meaningful and useful resource for seven-tenths of the American people who are living in our cities, towns, and suburbs, and can we count on it for the future?

These are the sorts of questions that demand critical attention from citizens everywhere who are concerned with the quality of landscape and cityscape that we shall pass on to our children. Most of us today live in communities rather than on the land, and only through community action and community planning can we shape our future outdoor environment.

Open space preservation is a planning problem and a political problem. Open space considerations must be incorporated into the planning process at all levels. As the values and functions of open space are varied, so also are its advocates. Getting support for positive and meaningful programs will require the mobilization of these diverse groups and interests, each motivated in most instances by a different set of reasons.



Exciting Human Beings

We know the world is changing. An era is ending.

At an unrecorded date in the past ten years, an important marriage occurred, whose brilliant and dynamic offspring are just beginning to come of age. This was the wedding of the computer's electronic brain and the automated machine. Despite the lack of flesh in the mating, it has produced what may be the most exciting human beings to come upon the American scene since the men who made the industrial Revolution.

These men are clothed in the traditional grey flannel of their contemporary—the Organization Man—but in their minds and in their hearts is a concept which will affect every phase of American life. These are what I like to call the Change Seekers: business executives, government

THE CHANGE SEEKERS

by SEMON E. KNUDSEN ●

President Ponder, members of the faculty, and brothers of Delta Sigma Pi,

Let me begin by expressing my appreciation for the very deep honor you have conferred upon me. I am delighted to have become an honorary member of Delta Sigma Pi.

From this fraternity and its 127 affiliated chapters throughout the college world have come, and will continue to come, a succession of prominent business men. Many of them will speed the maturing of many important American businesses from their sometimes awkward, sometimes graceful adolescence to adulthood.

They will be the kind of men whose understanding and support our businesses and industries need in the face of our population's expansion and our country's future place in global economics.

Tonight I would like to talk with you about these men, specifically about their executive attitudes and the important role they will play in American business in the next ten years.

● With the exception of three years following graduation from Massachusetts Institute of Technology in 1936--when he worked in Detroit machine shops--Semon Knudsen has spent his entire working life with General Motors Corporation. He rose through positions of increasing responsibility and now is a vice president of the Corporation and general manager of the Chevrolet Motor Division.

This paper is the talk given by him at the Graduate School of Business Administration, May 1, 1964, in accepting honorary membership in Delta Sigma Pi Fraternity--a professional fraternity of business administration students.

leaders, scientists, and other professional men--committed to the daring concept of constant change. Where the Organization Man believes in leaving things as they are, the Change Seeker believes that progress can only come through constant and dynamic change.

These men are products of an age in which accomplishments which once required a decade now take place in a year. They are sometimes younger and always more restless than their predecessors. Where the Organization Man preferred to play it safe and count on small but steady gains, the Change Seeker gambles for the big breakthrough, the kind which can give the whole world a push forward--as did the electronics industry, as did the discovery of antibiotics. On them, the solid survival and future of this country not only depends but is committed.

Future Rise of Incomes

In the next ten years, people will have more money left over to spend as they please after taking care of food, rent, clothing and taxes. Today people spend 247 billion so-called discretionary dollars a year. By 1970 this figure will almost double.

The traditional income pyramid will be turned upside down by 1970. By that year 25 million families, nearly 40 per cent of the total, will be in the higher income group and holding more than 60 per cent of all consumer spending money. Another 30 per cent will be in the middle bracket, and only 16 per cent will have less than 4,000 dollars per year income.

In this climate, the changes will be big. Right now, many executives are ready for such change. Many know what is coming and bring to their work a positive and aggressive attitude toward change. But I think it is safe to say that this is not true across the board.

Change Versus Conformity

The '40s and '50s saw the rise and dominance of the Organization Man. He was the product of the depression with its years of economic privation and reforms, of the war and the post-war period. After years of tension and conflict, there was a deep yearning for a sense of stability and security. The organization, in part, provided this.

During the '50s the Organization Man and the Change Seeker came into conflict. The Organization Man's philosophy was: "We shouldn't take chances. We should be sure from the start every time."

Couple this factor with another one, long established: Most men actively resist change. We like things as they are. To change is to accept, in part, the unknown. Our drive for security and safety argues against this. The better off we are and the higher we go in an organization, the more this is true.

Man prefers an established and clearly visible path to a changing one, even though change may bring richer rewards.

From birth, we are trained to conform, trained to accept specific patterns of behavior, and the values, ideals and institutions of the older generation are idealized.

At times, it's hard for the individual to accept change. New ideas are not as hard to come by as they are to sell.

It's the job of every one of you potential leaders of the immediate future—to work against these two factors: the fundamental conservatism of executive leadership developed during the '40s and '50s and man's basic personal and psychological resistance to change.

In the coming decade, you men with leadership potential must not merely accept change and adjust to it, but must actively seek and work to produce change.

Opportunities Created By Change

As a result of the growing volume of discretionary dollar spending, people at all income levels, in the smallest towns and on farms as well as metropolitan centers, are beginning to demand more handsome, more attractive and more becoming possessions. Along with this, a tremendous cultural wave is flooding our country—with symphonies, in some cases, outdrawing baseball, and good reproductions of the world's finest paintings within financial reach of millions.

During the next ten years, Americans will learn to live even better, and the process will affect all business. Price will cease to be the only criterion for broad sections of our buying population.

The opportunities created by the accelerating rate of change are forcing the Change Seekers to start to take charge now.

American business is searching for them inside their own organizations and is, in fact, determined to develop them. How . . . ?

Individualism and Leadership

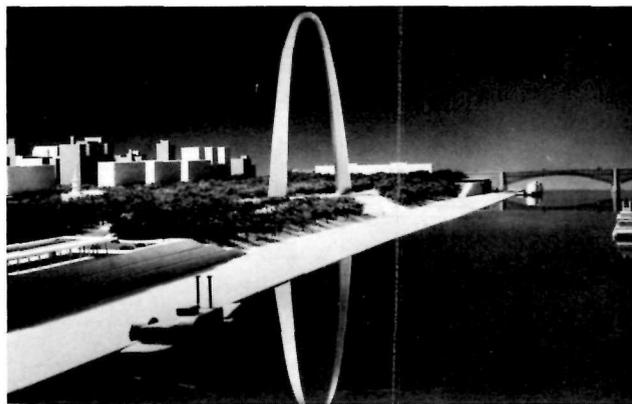
I am not ashamed to talk about individualism. But, since the time that I was at MIT, pressures have been growing for a constantly greater reliance on the group—making individualism unpopular. In denouncing it, we went too far. To borrow a familiar phrase, we "threw the baby out with the bath water." For obviously, the leadership of the Change Seeker is the quality of an individual, not of a group.

Among all the tragic consequences of the depression and World War II, this suppression of personal self-expression in the group is among the tragic. And it is, of course, fatal to the concept of executive leadership.

For leadership requires courage, boldness, the willingness to accept risk. To use the most dreaded word permitted to be uttered in public, leadership—inevitably—inescapably—involves insecurity.

No group is better than its best man; and conformity,

Jefferson National Expansion Memorial



National Park Service Photo

security and general avoidance of the personal gamble are a peril to our economy. The great difficulty today is that the fear of error cripples all levels of many corporate enterprises.

Many of the men who occupy today's highest business posts fought their way to the top while individuality was still admired. Those among you who will be in those same positions in the next few years must not allow yourselves to be frozen into patterns of thought and action that may make you unable to lead when the time comes.

Your solution must be to turn to—or perhaps return to—the organizational philosophy that permits a wide variety of individual approaches to the same problem. The subordination of self to the organization must not be allowed to smother the identity of the individual executive.

Pressure for Conformity

Any organization represents a cross section of society—the brilliant and the dull, the generous and the grasping, the good and the bad. Grouped together, or averaged, the weakness of one is compensated for by the strength of another.

In this averaging lies danger. The larger the number of people involved in any given decision, the greater the pressure for conformity.

Conformity in behavior or good manners—is a human necessity; conformity in patterns of thought, a human danger. In the past 20 years, we have come to confuse the two.

In spite of this danger, there is nothing, even in large organizations, that automatically closes the door to high individual performance.

And—I would like you to remember: A business will progress in direct ratio to the intellectual freedom of action given to the executives in its organization.

By no means do I suggest that individuality run rampant over organizational purpose.

Opportunity Within Organization

The structure may be constant—and must continue—but its function is made up of hundreds of separate jobs. It is the successful accomplishment of the separate task, rather than the techniques used to approach it, that should be the criterion. Responsibility, authority, and the right to individual method must go hand in hand.

Some of you potential leaders will contribute to the joint effort in brilliant flashes of form; others through your steadiness, persistence, or the grueling and often over-

looked grind of hard routine work. The important thing to the organization is that each man be given the opportunity to exploit his talent to the fullest in the way best suited to his personality.

In business, threat and incentive work hand in hand to keep a man up to his best performance.

The treat is veiled in opportunity. Let a man do his job his own way as long as he is successful; if he fails, be tough-minded enough to replace him.

The incentive is even more important: Give a man enough promise of reward to make him want to succeed, not only in his current job but at ever higher levels.

Characteristics of a Leader

We can determine whether our Change Seekers will be great and good executives. An outstanding leader always can be identified by three characteristics.

First, he is a man with a mission that overshadows personal ambition of ego. This is a constant and three-fold mission: to see, to say, and to serve.

He must see below the surface of things and events. He must then say courageously and honestly what he sees. After which he must then serve others loyally in the light of what he sees and in the spirit of what he says.

The second characteristic of a great man is courage. The great man always has the courage—intellectual and physical—to pursue his personal vision despite all accidents and obstacles.

Third, in proportion to their originality, the deeds of the great and their words are always what the conservative terms "revolutionary."

Unfortunately, really great and good leaders are haunted by a sense of interior failure: Their idea of truth, their interior vision, their great goals, are so high that they know, at all times, they are falling short of them. Humility is the outstanding mark of the great and good executive.

The New and Challenging World

In the next few years, we face a new and challenging world, whether we seek it or not. In it are uncharted areas of engineering, manufacturing, distribution and sales. It would be easy to shrink from their unknown problems, to look back to the safety of the past for solutions, to be lulled by good intentions and by precedent.

As members of Delta Sigma Pi, the greatness you will seek will demand invention, innovation, imagination and decision.

And in American business, we need courage, not complacency; leadership, not groupmanship.

There may be those among you who may wish to hear more—more assurance of a golden future, a future where competition is slack and goals always within easy reach.

But—in this coming era, your goals will not be reached by rhetoric, and you can have faith in your future only if you have faith in yourselves.

Brothers of Delta Sigma Pi, I felt I should share with you tonight what I know and feel. I seek no advance guarantee that my summons will be accepted, but I thank you for allowing me this forum to express it.

No part of American industry's market belongs to it by default. World competition grows keener. The need in American business for dynamic leadership daily grows more urgent.

I ask you to hurry.

Thank you.

Binders for TRENDS

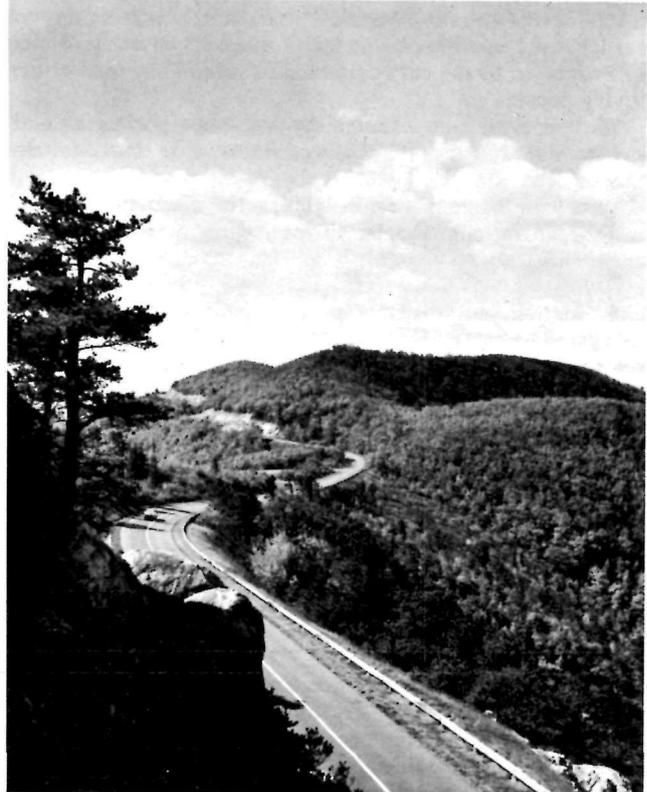
Those members of the full Park Practice Program, which includes the publication 'TRENDS in Parks & Recreation', who joined since July 1, 1964, and those who subscribe to TRENDS only, will shortly receive a gold-embossed 3 ring binder in which to keep their copies.

It will be noted that the first four issues of TRENDS in Parks & Recreation were not drilled for ring binders. We ask that Program participants punch their copies with holes on 4 1/4-inch centers (the same as GRIST is punched) so that they may be put in the new binders when they arrive. All future copies of TRENDS will be drilled before mailing.

Those who were members of the full Park Practice Program prior to June 30, 1964, when the initial membership fee was increased to \$50, may obtain TRENDS binders at \$3 each by addressing:

The National Conference on State Parks
901 Union Trust Building
Washington, D. C. 20005

Blue Ridge Parkway



National Park Service Photo

ON NOSTALGIA AS A PLANNING CONCEPT IN HISTORICAL PARKS

by F. R. HOLLAND, JR. ●

A master plan for an historical park which recently came to my attention said that one of the prime aims of development was to create an atmosphere of nostalgia for the era commemorated. A first reaction was a banality, "Well, that's nice." But the thought kept nagging at me, and so I began reflecting upon this matter of nostalgia in relationship to the historical scene. I ultimately concluded that nostalgia should have little consideration in a park's developmental plan.

Webster defines nostalgia as "Any wistful or excessively sentimental, sometimes morbid, yearning for return to or of some past period or irrecoverable condition." Should we create this atmosphere in our historical parks? Do we want visitors leaving parks "wistfully yearning" for a time in history which, when shorn of its over-emphasized romanticism, contained its share of poverty, hardships, hypocrisy and social injustice?

The world in which we live today is changing rapidly and radically. Concepts, guidelines, and our manner of living and working are being drastically revised. The "bomb", automation, the population explosion, and the tremendous advances in science have touched each of us and has altered, and in many cases rearranged, our lives.



● F. R. Holland, Jr., research historian at C & O Canal National Monument, holds a B.C.S. degree from the University of Georgia, Atlanta Division and an M.A. from the University of Texas. He has served at Shiloh National Military Park, Morristown National Historical Park and Cabrillo and Channel Islands National Monuments. Author of a number of scholarly articles, he has been editor of The Western Explorer, a history journal, and from 1961 to 1964 was a member of the Board of Directors of the Conference of California Historical Societies.



National Park Service Photo

As human beings we have made, and are now making, adjustments of a magnitude demanded of no other society in history. Vastly improved farm technology has forced urbanization upon many who do not want it. The threat of annihilation by awesome means hangs heavy over us. Advances in industrial technology have abolished many unskilled and semi-skilled jobs and created highly skilled specialists. In the wake has been left many unemployable people.

All of these things are factors which make up a disturbed people—not disturbed to the extent of being ready for psychiatric consideration but, rather, unsettled and discontented because they feel their lives are being effected. Many fail to understand the forces shaping our present society. They know change is taking place all about them, but even as you and I, they resent change. They tend to resist the world in which they live. They dislike today's world with its myriad pressures, many unseen; they would like to escape to a world or a time when life was seemingly less demanding.

Are our historical parks serving the best interests of our nation and, more important, the best interests of our people by encouraging their nostalgia, their "wistful yearning" for the past? To phrase the question somewhat differently: Should our historical parks be a sort of "twilight zone" where the visitors can escape from reality?

The answer to both these questions should be "Of course not!" The past tends to become enshrouded in an aura which hides the less desirable aspects and magnifies the glamorous and happier instances. Look at us as individuals. How many of those in the military service during World War II cursed their lot and hated with an intense passion the strictness of the military? Yet today, twenty years later, these same souls don't remember the indignities suffered at the hands of petty tyrants promoted beyond their capabilities, nor can we easily or accurately recall the gut-grinding apprehensiveness experienced while crouched in a landing craft headed for a hostile beach. But with rapidity and pleasure the veteran will recall a week-end pass in an exotic city, or the time a coterie of friends mid-night requisitioned some delicacies from the cook's storeroom, or quiet evening times spent chatting with one's comrades. Although these pleasant moments may have occupied twenty per cent of his time while in service, they are nevertheless the things the veteran will remember. The unpleasant eighty per cent will be forgotten or overshadowed, and the veteran will today think of his experience in World War II as a happy one.

And so we are as a society. We can reflect on the time when our economy was primarily agricultural and life proceeded at a more leisurely pace. We can recall sitting on a creek bank on a warm summer morning pulling a mess of fish from the gently moving waters. Yes, we think of these joys, and we do not think of the women's complexions becoming leathery before the age of thirty from prolonged cooking over a fireplace or wood stove, or the anguish of a farmer when a drought turned the soil to dust and withered plants before they were half grown. We don't recall the ache in one's back from bending over picking scrub cotton all day for the munificent sum of seventy-five cents. We don't think of children dying from diseases which could have been easily cured by today's commonplace medicines.

As a society we have made a great deal of progress, and on the whole this day and age is better than any day and age of the past. We have our problems today, but the past had its problems too, and in most cases they were much more severe. Certainly we as a nation are using more civilized procedures to resolve the question of Negro civil

rights than were used to resolve the question of Negro slavery. Juvenile delinquency is a problem today, but it was a problem in the past. If you doubt it, see the number of entries under the subject in Nineteenth Century Reader's Guide to Periodical Literature.

Our world today is far from perfect, and it has many, many faults and problems which need correcting. But we cannot find solutions unless we face up to the problems, and we can't face our problems if we play ostrich with our heads in the sands of nostalgia.

The point is that our historical parks should not be developed and interpreted as places of nostalgia. Nostalgia should be left to Mr. Disney and Mr. Knott and other professional purveyors of escapism. Our historical parks should not appeal solely to the emotion; they should appeal to the intellect. Their principal aim should be to stimulate a desire for further study, to give meaning to words read in a history book, and to bring about an understanding of how we arrived at where we are today.

An historical park should have as its aim the presentation of an accurate and unfettered picture of a particular



Yorktown - Colonial National Historical Park

National Park Service Photo

period, event, or way of life, and the presentation should be such that the average visitor gains the impression that he has viewed a step man has taken along the road to progress. With the presentation of an historical park in this light, the visitor cannot but have a deeper understanding, and perhaps appreciation, for the present day. Cannot he and society be better served by this means?

This article was written by Mr. Lee to consider certain aspects of scenic easements as they relate to the National Park Service. An article in the April issue of TRENDS set forth the experience of the State of Wisconsin with scenic and conservation easements.



SCENIC EASEMENTS IN THE NATIONAL PARK SERVICE'S PROGRAM

by DONALD E. LEE ●

In recent years, there have been soaring prices for land in practically all parts of the United States. Likewise, lands are now being intensively used or developed where only a few years ago frequently little or no utilization of them was under serious consideration. Also, sizeable Federal agency land acquisition programs for recreational, conservation, scenic preservation, defense purposes, etc., have caused growing local concern over removal of lands from the tax rolls after acquisition for such Federal purposes, thereby tending to place a heavy tax burden on remaining landowners in such counties or areas.

In an effort to (1) reduce overall acquisition costs, (2) prevent scenically nonconforming or objectionable types of developments, and (3) retain lands on tax rolls where full ownership by the Government agencies is not a necessity, planners and legislators have increasingly in recent years urged the use of scenic easements as a compromise that, in proper circumstances, may be beneficial to the acquiring Governmental agencies, the landowners, and local communities.

The last few years have seen a tremendous upsurge in the land acquisition program of the National Park Service. The passage of the Land and Water Conservation Fund Act last year and the favorable consideration being given to many proposals for new areas of the National Park System foreshadow a program of even greater magnitude in the future.

With land values increasing by leaps and bounds, this greatly augmented land acquisition program must inevitably

cost a large sum of money, a cost which must be borne since this is our last chance to obtain many desperately needed park and recreational lands before they are lost forever to the bulldozers' inexorable march. The fact that the problem is so large and the need so great points up the absolute necessity of finding devices to accomplish the task while keeping the cost to a minimum.

Great as the need is, however, of keeping down the financial costs of the National Park Service's land acquisition program, an even more important factor is the necessity of supplying the needs of the public for park and recreational land with a minimum of disruption of existing uses of land and of the social and economic pattern dependent thereupon.

The need to preserve the beauty and the primitive characteristics of yet unspoiled land—either for its own sake or for the protection of other land already in park uses—without undue disturbance to landowners and to the community of which they are a part, has led to increasing consideration being given to the scenic easement. In many instances the term "scenic easement" has been used without a full understanding of its meaning.

A scenic easement, stripped of technical words, may be defined simply as the right to restrict the development or use of land belonging to another.

Properly drafted, scenic easements may be highly useful interests in land to accomplish, among other things, the multiple objectives hereinbefore mentioned. But the term is meaningless unless it is tailored to meet specific situations and defined with absolute clarity. The following discussion is limited to experience of the National Park Service to date in its use of "scenic easements," or less-than-fee interests in land, and practical considerations involved therewith.

Such restrictions are by no means new. The history of real property law is replete with devices to control, in one way or another, the use of land by one not its owner. The device most analogous to the scenic easement is the restrictive covenant. This device is, or should be, familiar to all who have bought a home in a residential subdivision. It is the promise of an owner not to use his land in certain

● Donald E. Lee, a native of Wisconsin, since 1956 has been in charge of land acquisition work of the National Park Service. Mr. Lee entered the Federal Service in 1927. Among the responsible positions held by him in the National Park Service have been those of Assistant Chief Counsel and of Chief of Concessions Management. Mr. Lee, an attorney, holds the degrees of Bachelor of Arts in Economics and of Bachelor of Laws from George Washington University.

ways. This promise may be made in an agreement signed by the owner. More commonly it consists of restrictions in a document filed by the developer the terms of which the buyer has promised—sometimes unwittingly—to abide by when he has taken a deed to his lot.

These restrictive covenants are generally wholesome and are designed to keep the neighborhood the type of place which the owner desired when he bought. The restrictions deal with such matters as the type of house that may be built on the lot, the distance it must be back from the street, the type of outbuildings, fences, and other structures that may be put up, etc. Restrictive covenants are an invaluable tool of the planner and have served to protect the beauty of many a development. Their disadvantages are that they may become outmoded in time, on which occasion the courts will tend to nullify them, and that the law concerning them is exceedingly complex and may leave the average owner in complete bewilderment in considering their relation to his property.

The first instances of extensive use by the National Park Service of scenic easements came in connection with the establishment of the Blue Ridge Parkway and the Natchez Trace Parkway. These two Parkways consist of varying widths of land, averaging 100 acres per mile providing for the roadway and appurtenances and flanked, in places where open fields exist or are desired, on either or both sides by scenic easements of varying widths up to 50 acres per mile. Scenic easements along these Parkways exist for the purpose of preserving sections of natural landscape along the rights-of-way and are designed to permit the land to remain in private ownership for normal agricultural or residential use while placing a control over the future use of the land to maintain its scenic value for the Parkway.

While there are some variations in scenic easements on various portions of the Parkways, in general, the scenic easement provisions consist of the following:

1. A restriction of new buildings and structures (or major alterations) to farm and residential buildings and structures only, plus a specific prohibition of further nonresidential buildings—with a saving clause permitting the continuance of existing nonconforming uses.
2. An authorization for necessary public utility lines and roads.
3. A prohibition against cutting "mature trees and shrubs," but with a proviso authorizing normal maintenance.
4. A prohibition against dumping.
5. A prohibition against billboards.

Public Law 87-362, enacted to provide for the preservation of the Potomac Shoreline opposite Mount Vernon, authorized the Secretary of the Interior to acquire scenic easements by donation or by other appropriate means and to enter into agreements and covenants with property owners and others for the preservation of the scenic values of the historic overview from the home of the first President. The National Park Service has in the implementation of this public law acquired numerous easements through donation. These easements are based largely on existing restrictive covenants already enforced in the area and confine the use of the land to 5-acre homesites.

Antietam National Battlefield likewise is the subject of legislative authority for the National Park Service to acquire scenic easements, the act of April 22, 1960 (74 Stat. 79), authorizing the Secretary of the Interior to acquire such lands and interests in land and to enter into such agreements with owners of land with respect to the use thereof as is

Mount Vernon

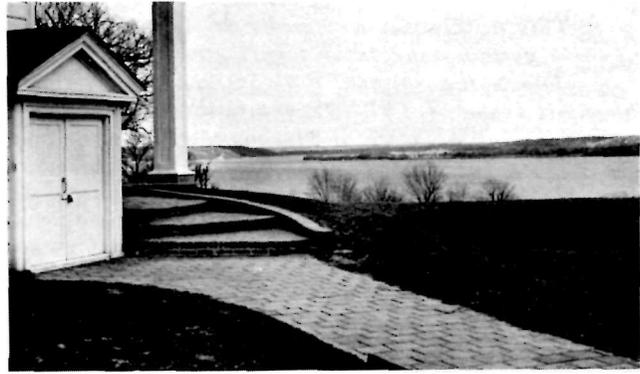


Photo by Abbie Rowe, National Park Service

necessary to maintain or restore the lands to substantially the same condition as at the time of the Battle of Antietam. The National Park Service has drawn up a scenic easement deed carefully designed to preserve the rustic character of the farm properties on the battlefield with a minimum of interference with the rights of the owners and occupants to use the properties for normal agricultural pursuits. For reasons which will be alluded to further on, the National Park Service has been unable to negotiate agreements for scenic easements with any of the owners in this area.

On November 15, 1963, scenic easement history was made when through judicial proceedings there was imposed on the 47-acre Merrywood tract in Fairfax County, Virginia, which has been rezoned so as to permit highrise apartment buildings, an easement designed to protect the scenic integrity of the justly famed palisades of the Potomac River. The heart of this scenic easement was the restriction of structures on the land to single family residences not over 40 feet in height and occupying lots of not less than one acre. This restriction was later modified to allow an average of not more than one house per acre to be built on the land in a cluster arrangement, thus permitting the construction of houses in a group or groups with large portions of the tract left as open space.

It is almost certain that the future will see greatly increased use of the scenic easement in connection with the establishment of new areas and with scenic preservation in general. A portent of the coming trend is the legislation authorizing the establishment of the Ozark National Scenic Riverways, Public Law 88-492.

Since the scenic easement is almost certain to play a key role in our plans for the future, it behooves us to examine carefully this tool and determine its advantages and also its limitations.

The first thing that comes to the mind of the planner or park man concerning the scenic easement is its relatively low price. Rightly conceived and carried out, the imposition of a scenic easement on land will forever preserve the existing condition of the premises at a cost representing the market value of the land less its value after the imposition of the easement. Since the scenic easement generally only restricts a change in the use of the land and leaves it fully available for its present use, the amount of the payment due the owner is, in theory, only the present net worth of the development rights in the land.

In actual practice, however, it has not always worked out that scenic easements are an inexpensive substitute for the acquisition of the land itself. Scenic easements acquired for the Blue Ridge Parkway in rural sections of Virginia cost in the 1930's around \$50 an acre; this is to be compared with a cost of \$60 an acre for outright acquisition of rural

Merrywood



Photo by Abbie Rowe, National Park Service

lands during the same period. In Mississippi, scenic easements were acquired for sums ranging from 50 percent to 100 percent of the cost of comparable land purchased outright. In Alabama, on the other hand, scenic easements were obtained for only \$10 an acre, as compared with a cost of \$75 per acre for land purchased outright.

Obviously, these prices paid during depression times long before today's land boom offer little enlightenment. The National Park Service has little in the way of recent experience in this regard to throw any light on the comparative cost of scenic easement rights. The easements on the land opposite Mount Vernon have been donated. On the Merrywood property the court awarded as compensation for the taking of the scenic easement a sum somewhat in excess of what the property had sold for outright not very long before. The issue in this controversial case was clouded, however, by the fact that after the last sale of the property it had been rezoned for a high-rise apartment project.

The experience at Antietam National Battlefield Site has not been favorable—owners either refusing altogether to give scenic easements or else demanding prices substantially equivalent to the total value of the land. As a consequence, the National Park Service has not acquired any scenic easement rights at Antietam. It must be presumed that the reluctance of farmers at Antietam to place restrictions on the development of their properties is traceable, at least in part, to the belief that at some time in the future their lands may become valuable for commercial purposes. While such a belief may not always be justified, it is one that can be expected in a great many instances to make it either impossible or extremely expensive to obtain scenic easements.

A major advantage of the scenic easement is that it does not disrupt the possession of the owner or his use of the land for farming or some similar use. While this is and should be a major factor in the selection of the scenic easement as the proper technique for the preservation of the beauty of a tract of land, owners have not infrequently taken the position that the Government should acquire their lands outright and pay them full value therefor—or else leave them alone entirely.

A major objection of communities to the acquisition of land by the Federal Government is the reduction of the amount of land that can be taxed to support local governmental activities. This objection is obviated when scenic easements are used since the land remains taxable, though perhaps only as agricultural property.

A landowner who wishes to keep his land in its original condition is beginning to receive encouragement from taxing authorities in the form of a reduced tax base on his property

and in the form of the allowance of a deduction as a contribution on his income tax return where he donates a scenic easement to a public agency. Groups of property owners may find it to their advantage and mutual protection to join together in the placing of restrictions on their properties to preserve the scenic character of their neighborhood.

Balanced against the advantages of the scenic easement are several drawbacks of greater or less significance. Perhaps the most serious of these relates to the enforcement of the restrictions of the easement. The fact that the owner remains in possession and continues to exercise most of the privileges of ownership may tend to foster in his mind a belief that he is entitled to do as he pleases with regard to the land. Also, as time passes and the property changes hands, the fact that the land is burdened with a scenic easement may tend to be forgotten or overlooked.

Personnel of the Blue Ridge Parkway and of the Natchez Trace Parkway have found the continual enforcement of the prohibitions contained in the scenic easements somewhat of a burden. Particular difficulty has been encountered along the Parkways in connection with the prohibition of the removal of trees. Although the National Park Service has won the cases it has litigated in this connection, it is obvious that court action cannot be very effective since the trees can be felled long before preventive action can be taken to stop it. Legal proceedings do not cure the scenic loss that has already occurred.

These minor difficulties in the enforcement of easements do not mean, however, that scenic easements cannot be made to serve their intended purpose. To be most effective, scenic easements should be conceived in positive rather than in negative terms and should be concerned with the broad aspects of land use rather than with minor details. In other words, that scenic easements be aimed toward encouraging owners to preserve and augment the beauty of their lands rather than being involved in petty questions as to whether a particular tree can or cannot be cut.

Effective enforcement of scenic easements will be made much easier if a thorough and continuous educational campaign is carried on in the community. Before and during the time at which the National Park Service undertakes to carry on a program to acquire scenic easements, the nature of the easements and the necessity for acquiring them should be thoroughly explained to landowners and to all in the area. This educational campaign should be continued after acquisition in order to keep everyone in the community aware of the easements and sympathetic with the total conservation program of which they are a part. Although important in itself, the educational effort with regard to scenic easements should, of course, be only a part of the total community relations program of the Park.

With this kind of effort, undoubtedly the task of continuing enforcement of scenic easements could be made effective.

Scenic easements can, of course, be substituted for acquisition of the total interest in the land only where possession of the land is not needed and no right of entry need be given the public. In such cases the fact that neither the Government nor the public has any right of physical use of the land is more than compensated by the fact that the land can remain in productive use and by the fact that the Government does not have the burden of administering and maintaining the property.

The scenic easement can be a very useful tool in the conservationist's kit and, unquestionably, is one which we are going to see used a great deal in the future. For this reason it is incumbent upon us to take a hard look at it to determine both its advantages and its limitations and to find out just where it can best fit into the overall Park plan.



BASIC PARK PHILOSOPHY

by DR. ARTHUR T. WILCOX ●

Each of us builds into his consciousness a mass of controlling and guiding forces which tend to tell us, in a given situation, how to react, and what to do, and what to say, and what to think.

Some of this is the direct result of our work. In government we are continually subject to pressures, ideas, and concepts which provide us with a sound set of principles for guidance within the limits of our organization.

On the other hand, I am sure that much of this development precedes our professional experience. It is built up in our growing years as we develop attitudes towards other people and towards the out-of-doors and its opportunities for enjoyment and satisfaction and a source of inspiration.

As we grow older I am sure we all become increasingly impressed with the fundamental values of our work by sheer exposure to life around us. Every day we see more reasons to relate our work to our society.

● Professor Wilcox studied landscape engineering and park planning under Laurie Cox at the New York State College of Forestry at Syracuse University. He served as draftsman and park designer with Vermont State Parks and the Akron, Ohio Metropolitan Park District, following which he was in charge of the park management training program at Michigan State University for fourteen years. In 1960, he returned to the Akron Metropolitan Park District as Director-Secretary, resigning in January 1965 to become chairman of the forest recreation and park administration program at Colorado State University.

A member of the American Institute of Park Executives since 1946, he is active on numerous Institute committees. He edited a Park Management Series of publications sponsored by the A.I.P.E. and Michigan State University and authored numerous articles in other park and outdoor recreation publications.

Professor Wilcox was a Founder of the Michigan Parks Association.

Some time ago, General Omar Bradley, in an Armed Forces Day speech, said:

“Each of us has need to escape occasionally from the noisy world that surrounds us and find refreshment in the grandeur of nature. Yet year after year our scenic treasures are being plundered by what we call an advancing civilization. If we are not careful we shall leave our children a legacy of billion dollar roads leading nowhere except to the other congested places like those they left behind.”

The impact of people on our parks returns again and again to shape our thinking.

The need to preserve our native landscape is not merely a question of preserving local grounds for masses of people from the city. It is also a matter of preserving a main source of spiritual inspiration on which our ancestors thrive, and which we are now in danger of losing. Culturally, we are still “children of the earth,” and, removed from her, our spirit withers or runs to various forms of mediocrity. Unless we can refresh ourselves at least by intermittent contact with Nature we can not prosper as we should. We find ourselves with equal concern for city parks and wilderness. Every school needs a nature trail and every person needs a bit of wilderness if wonder, awe and inspiration are to be cultivated.

As we consider parks we can scarce escape the values of history as expressed in historical areas. There is a great worth in any experience that reminds us of our distinctive national origins and that stimulates an awareness of history. Such awareness is nationalism in its best sense, and may well be one of our most important well springs for sustaining a fundamental kind of American patriotism.

Certainly any philosophy for parks must be based on a thorough respect for the land and its capabilities. We must have a thorough affection for nature and its ways, and for the ancient and the historic in our culture.

Regardless of our involvement with the mundane, the ordinary and the prosaic, the glory of our profession lies

in a profound appreciation for beauty, in nature and in people. Whether this be enjoying the sight of a family picknicking or contemplation of the glory of Yosemite Valley is unimportant. We, of all people in public service should be most concerned with the protection of America the Beautiful in all its ramifications.

We are in the midst of a new era of creative park administration. Old values have not been lost, but new technology and new social skills are increasingly entering our field. We have found that our park domain demands the most imaginative skills of design and management, if we are to keep our old values and serve our new society.

The challenge to excellence is forcing us on every side. We are challenged in our tastes for design in everything from campgrounds to conservatories. Everywhere we see answers in the form of outstanding creative thinking, whether it be in California campgrounds or Milwaukee conservatories.

We exist to give joy and inspiration to people. We are increasingly, leaders in aesthetics in our various communities.

All these experiences and observations mold our philosophy about our work, and give us a set of guiding principles to control our thinking. I should like to propose these seven thoughts as being fundamental points of modern park philosophy.

1. We, with few exceptions, are servants of the people and employees of government. We are bound to a code of public service reflected in our form of government.

In the days of Roman glory, when modern forms of government and social structure were forming, the great Poet Virgil said: "The noblest motive is the public good." Today we could make no better statement of our attitude toward our work.

2. Parks are for people, first, last and always. We develop them for people, we guard them for people's use. We manage them for people.

But in doing so we must think of people in terms of our whole society, complete with the traditions of the past and visions for the future. Our parks are permanent investments for our people now and for people tomorrow and yet again tomorrow. These parks are to be protected from the whims of today and the fads of tomorrow, yet sensitive to the real needs of an ever changing society.

Colonial National Historical Park



Photo by Ralph H. Anderson, National Park Service

3. We are guardians of a great American tradition—the tradition that Americans draw strength and inspiration from the American land.

Identification with the land is fundamental to the development of a strong sense of patriotism. Increasingly, parks are places where Americans come to identify themselves with the greatness of America and the glory of our past.

Sherwood Anderson said, that when America was new, and men were often alone in the fields and forests, they got a sense of bigness outside themselves, that has now in some way been lost. The bigness of the country took the shrillness out of men. We need more of that bigness now.

We believe in the fundamental need of Americans to re-create their bodies, minds and spirits through association with our native landscape and areas that recall our historic past.

4. We hold that landscape beauty, as part of our daily life, is not a luxury but is a vital and essential part in our national search for satisfaction and pleasure and the good life. We hold that beauty is essential to our cultural well-being while ugliness is demeaning. Parks provide a major element in this search for beauty in everyday life.

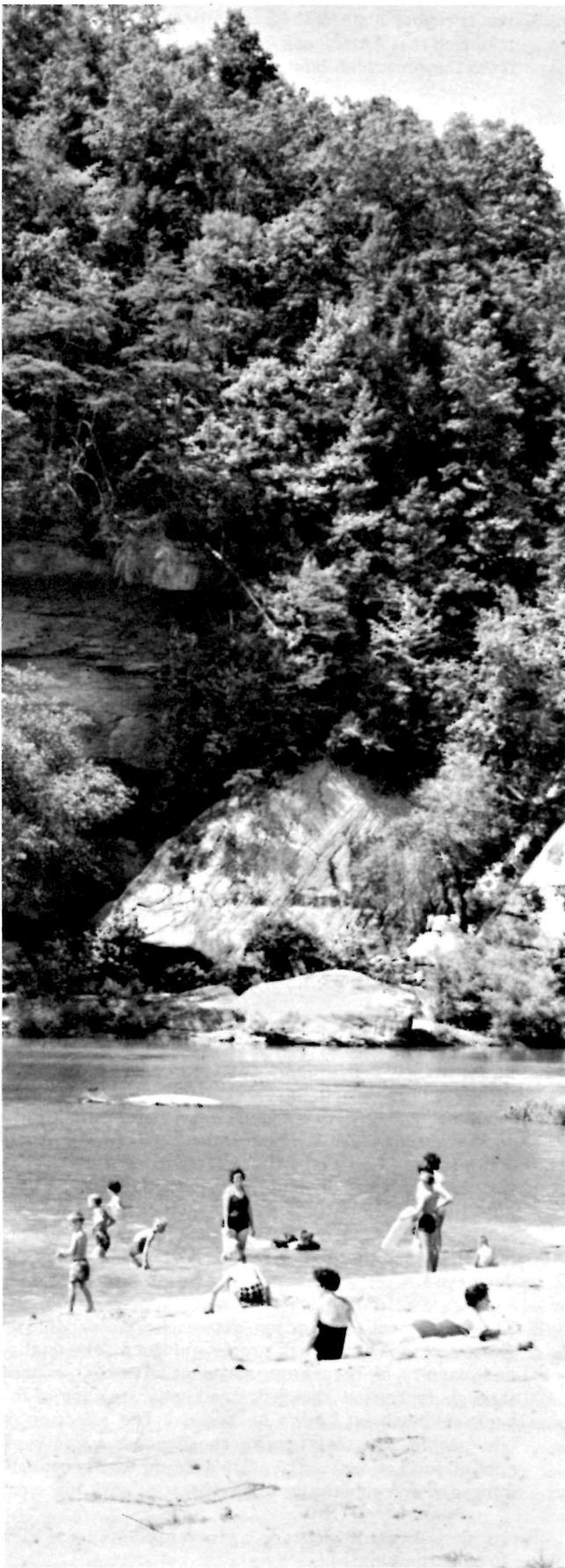
5. Parks are founded upon a basic characteristic without which they can not truly serve their proper function. That characteristic is scenic beauty. Its recognition is fundamental to the whole concept of parks in our society.

We may consider the unspoiled beauty of a national park, the pastoral beauty of a carefully managed country park or the skillful blending of man-made structures and urban landscaping in a city park. If we find no satisfying sense of beauty here, as the right and proper setting for outdoor recreation, we have no park.

6. If parks are to provide their proper function we must be constantly concerned with every aspect of development and operation. In our expanding society parks must be managed to a fine point of balance to assure preservation of the environment in the face of overuse and misuse. Good parks result from careful consideration for public wants and needs, the limitations of the site and the limitations of management. If design is faulty, public use and administration suffers. If administration is faulty, the best design may be destroyed.

7. The enjoyment of outdoor recreation is capable of great refinement through proper guidance. The quality and variety of recreation satisfaction to be secured through increased knowledge and understanding of the park environment knows no bounds. The affection of our people for their parks can become a dominant part of our national spirit. Guidance through programming and interpretation is an essential park function.

These then I would propose as seven points; a proper guide to park thinking.



Swim Area at Cumberland Falls

“ SCORP ”

Statewide Comprehensive Outdoor Recreation Planning-- a Program of Action

The Land and Water Conservation Fund Act of 1965 went into effect this past January 1st. Congress has already appropriated substantial sums from the Fund—\$16,000,000 as a supplemental appropriation in Fiscal Year 1965 and \$125,000,000 for Fiscal Year 1966. Of these, totals up to \$10,375,000 and \$84,377,000 are for grants to the States and, through the States, to local governments for outdoor recreation planning, acquisition and development.

The Act provides that before any acquisition and/or development grants can be made, a State must prepare a statewide, comprehensive, outdoor recreation plan which the Secretary of the Interior finds adequate for the purposes of the Act, and the acquisition and/or development proposals must be in accordance with the State's plan.

Last December, the Bureau of Outdoor Recreation issued BOR Manual Part 630, State Outdoor Recreation Plan Requirements. This defines what constitutes an acceptable State comprehensive outdoor recreation plan. Most States are now well advanced in the preparation of the initial versions of their plans to qualify them for acquisition and development grants.

It should be emphasized that acquisition and development projects need be in accord with the State Plan. It is not required that State plans list in detail specific areas for acquisition or facilities for development. Rather, a State plan will include an action program consisting of a schedule of priorities of types, and general location, of acquisition and development actions to meet priority needs identified elsewhere in the plan. A plan could, for example, show that a high priority need exists for swimming beaches and adjacent picnic areas within fifty miles of certain metropolitan complexes. Subsequent project proposals designed to provide this type of facility could then be found to be in accord with the State's plan.

The Bureau requires that the State plans encompass (a) all outdoor recreation programs and resources of local governments, as well as of State agencies, and (b) all significant outdoor recreation activities in the State. Broad participation in the planning process, specifically including representatives of local governments and citizen organizations, is encouraged.

Over the next 25 years, this program will have considerable impact on outdoor America. Besides stimulating action to meet the Nation's mushrooming outdoor recreation needs at all levels of government, it will encourage orderly planning of action programs. The respective roles of Federal, State, and local governments and the private sector will be delineated. All forms of outdoor recreation from bird watching to water skiing will be considered and woven into the overall pattern.

A. H. Underhill
Asst. Director for State, Local
and Private Programs
Bureau of Outdoor Recreation



Those who were privileged to hear Mr. Tilden deliver this delightful, thought-provoking talk at the Association of Interpretive Naturalists annual meeting at Cumberland Falls, Ky., on April 10, 1965, will long remember the sparkle and luster of his inimitable presentation. In its printed form the delightfulness of his personal appearance is lacking, yet a light shines forth from his words and its message is nonetheless as profound and important. He has since given the talk at the NPS Stephen T. Mather Training Center, Harpers Ferry, W.Va.

Since the talk was illustrated with slides in certain places, the reader should imagine himself in an audience viewing a screen for which we have had to substitute drawings and photographs.

— E d .

THE CONSTRUCTIVE ASPECT OF INACTION by FREEMAN TILDEN ●

*M*y good friends, I salute you all.

When I deliver a discourse, which is nowadays not often, I attend strictly to business. I have no exordium of funny stories. Life is a serious matter, and becoming more perplexing all the time. So, to the business at hand.

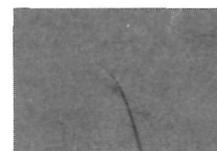
I did have the idea, in connection with this important exposition, to indulge in a slight innovation. This was going to consist of showing three slides at the very beginning of my paper, and then having some more slides at the end. Nobody ever did anything like that. But when I considered the plan, I saw two objections. I had waited till it was too late to get hold of the slides I wanted, or to have them pro-

duced. And then I could see a certain disadvantage that might come, before a speaker has established the interest of his listeners, in having any prolonged dark period.

I shall therefore indicate on the screen the three slides that you would see, if I had not abstained from showing them. I think I can make them very real to you.

The first slide that you are not seeing here is a squirrel. Any kind of squirrel. *Sciurus Carolinensis* will do.

1



2



The second slide I do not have with me is a picture of a snail. In this case, an African snail. *Achatina fulica*.

3



The third picture that does not appear here is merely the mathematical symbol—the square root of minus 1. You might well become alarmed at this point on my behalf. I assure you something good will come of it.

● Freeman Tilden, a native of Malden, Mass., "came up in the newspaper business", as he puts it, "from reporter to editorial writer." He has variously been a foreign correspondent for newspapers and magazines, a fiction writer of short stories and novels and has written one-act plays and several three-act comedies. To the conservationist he will be most remembered for his books "The National Parks", "The State Parks", "The Fifth Essence", and "Interpreting Our Heritage", all written since 1941 when he began to devote his writing to conservation in general, the National Parks in particular.

Mr. Tilden's new edition of "The National Parks" (Alfred Knopf, Inc.) will be released in 1966.

I shall deal first with the squirrel.

Many years ago I became a member of an actor's club in New York. I was writing for the stage then. The first close acquaintance I made in the Players was Guy Nichols, a charming man who should have been a naturalist. He loved the woods, he knew the birds, he was a pioneer organic gardener. He was not a distinguished actor. He was what we called, in the profession, a 'ham.' But he hammed efficiently. His wife, a handsome lady of unpredictable disposition, was an actress—of minor talent, not a leading lady.

I suppose she was what we could call a 'hamlet.'

Guy was normally a temperate man. He did, on being sufficiently provoked by life, take a few calming drinks, and those naturally led to other drinks. Mrs. Nichols frowned upon this sort of tranquillizer. At the time my anecdote begins, both Guy and Hazel were with a road show, playing one-week stands across the country. They were traveling in a specially chartered Pullman—the old kind that had a drawing room in one end, and the rest were sections, upper and lower. Guy and Hazel had number 1 section, which would be the first on the left when you entered the door. Therefore it was over the wheels.

Guy and his wife were not, at the moment, on speaking terms. Guy had been behaving badly. At the moment, as the train rolled on, Guy was still not sober. It was an unpleasant situation. It is very embarrassing to spend the night in a hotel room with a lady with whom you are not on speaking terms. In a Pullman section it should be nothing less than tragic. Over the wheels.

The train stopped to let off a few passengers, or to take water for the engine, and Guy got out on the platform and hoped something would happen.

It did.

A boy with freckles and some front teeth missing came up to him, holding something under his jacket. He said "Mithter, do you wanna buy a swthquirrel?"

There is this much about alcohol: it is the great affirmative agent. Alcohol, as some of my readers may know, says "yes," whereas branch water, or well-water, even with chlorine, tends to say, "It sounds attractive, defer your decision." This was a great opportunity for Guy to test the virtues of inaction. Guy should have said: "I will not act precipitately. I shall consider this purchase of a squirrel. I shall get into the chair car just ahead of our Pullman and ruminate on this matter." By the time Guy had so revolved the opportunity, the train would have moved several miles from the station.

But Guy did not use this opportunity for inaction. Instead, he said: "How mush?" The answer was: "Fifty thents." Guy said to himself, "This is my opportunity. Maybe Hazel has always wanted a squirrel. Maybe a squirrel has great significance in Freudian psychology. She will greatly appreciate my thoughtfulness. This will effect a reconciliation."

The train whistle blew, and Guy leaped up the steps. He had got out on the platform with a problem. Now he had a squirrel. In his pocket.

I think you see this coming. Yes, just as you are thinking, (You wouldn't have it otherwise), Guy opened the door of the Pullman where his wife was gloomily knitting—a shroud, or something—and cried, exultingly, "Here is something I brought for you, Darling." So saying, he threw the squirrel into her lap. Naturally the squirrel sank its teeth into her lily white hand. Mrs. Nichols ran down the aisle screaming that her husband had hired a wild animal to give her hydrophobia. . . .

The reconciliation was delayed. There is a moral here.

I shall now pass quickly to the African snail.

We are now to visit Micronesia, that galaxy of small islands East of the Philippine Sea and north of New Guinea.

Before World War I the inhabitants of these islands, who raised chickens and pigs and garden vegetables, and received coconuts as a bonus from Nature, were afflicted with two scourges—rats, that had come ashore from visiting ships, and African snails, which had been imported under the hallucination that they were good to eat. The rats were feeding on the poultry and the snails were eating up the vegetation.

Let me briefly describe the Giant African snail. It is a foot long. It is not a foodstuff. It has the peculiar properties that the longer it is boiled the tougher it gets and the worse it stinks. There were prisoners of war in the Islands during World War II who preferred to starve to death. I am told that a hopeful Japanese canned several hundred packages with the Japanese market in view. At last report, being a frugal man, he was eating the remaining three dozen cans himself, but without enthusiasm.

But that's aside. The action story I am offering you deals with the home-made, or do-it-yourself efforts to eradicate pests.

Pure inspiration.

In all this, I must make clear, the professional biologist is innocent. He was never once consulted.

First, someone had heard that in the Japanese zoos the Giant Monitor Lizard feeds avidly on rats. There's an idea! So now we introduce Varanus into the Islands. But the lizard is a diurnal creature, and the rats are mainly nocturnal, so they never got well acquainted. But the lizard began to eat the eggs and the young chickens at a rate that made the rats jealous, and you have to remember too, that the poultry had been doing their part in eating young snails.

But wait—now we have a better idea! How about Bufo Marinus, the giant Central American toad? He would be the ideal enemy of snails, would he not?

Not!

The toad Bufo Marinus does not hide in the daytime as effectively as rats, so the giant lizard fed on Bufo. Ah—but also the toads have potent poison glands in their skin, which sometimes proved fatal to lizards, and even more often to the pigs, for they caught young toads and died, and so did the cats and dogs that after all were the chief eradicators of rats.

And so—but I need not proceed further with this. There is much more of it. It goes round and round. But you get the drift, I think. When the Islanders were last consulted about it, they wept for the long gone Golden Age when they had only rats and snails to deal with. In other words, they had discovered something that I venture now—at this point—to call the Virtue of Not Doing Something. Or, the constructive aspect of INACTION.

I turn now to the third and last of the non-existent slides you are not seeing. This was merely planned to be a mathematical symbol—the square root of minus 1.

There are many of you here who understand the use, in an equation, of this imaginary number. I do not; and I would rather not have it explained to me, if you please. I have a purely metaphysical notion of this symbol, which is such a source of satisfaction to me that I don't want it disturbed.

To me, then, this symbol represents what Plato was thinking of when, 2,500 years ago, he said that not-being is a state of being. Not-being is a state of being.

At first I could make nothing of that. But as soon as I quit thinking too hard about it, it became clear. And if not-being is a state of being, then it follows that not-doing is a state of doing. Your whole life, to make a practical

application of the idea, has constantly been directed as much by what you have not done, as by what you have done. I merely point out the common regret, "If I had only done so and so." I think you will find, too, that looking back over your own experience, the source of your chagrins was oftener what you did, than what you did not. Occasionally, you were providentially protected by your inaction.

I would go so far as to say that, in the field of preservation, whether of natural beauty or man-made structures,—granted that once the act is effected of setting them aside from spoliation—the basic policy of administration must be that of either doing nothing, or doing the least possible required to preserve. You preserve mainly by inaction. I expect to give you some examples a little later.

You might at this point raise the reasonable objection that a world of inaction would be a world of stagnation. My reply to that is, that you need not worry. Homosapiens is an animal which craves to be doing something—usually something unwise; which will result in doing something else even less wise. I do not expect to muster a great multitude of followers of my gospel. There's no fun in not doing something. To see something that would move if you pushed it and not to give it a shove, requires great restraint. Don't worry. You will always find enough people who want to act, at least plenty of people who want you to do something about something, so that there will be no atrophy.

Consider the case of dropping atomic bombs on the Japanese. Whether this was wise or unwise, ethical or unethical, I make no judgment. But nobody can doubt that if the decision had been not to drop them, it might have vastly affected the future of the world. Would this have been constructive inaction? I leave it to you—and to the future.

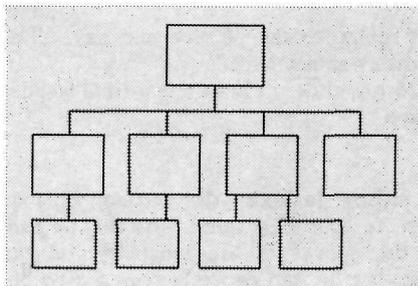
I am now ready to proceed with my slides. I hope they are here. Yes, they are here.

It seems safe now to have a period of darkness in the room.

My first slide is an organizational chart.

I have always wanted to make a chart about something, but I never saw a good opportunity. I should like to make a graph, too, but I'm not sure what it would show. It is difficult to make a graph when you are operating on a plateau. I settle for a chart.

4



You will understand, please, that this chart depicts a purely hypothetical agency. I don't think we need any more actual agencies at present. I suggest merely an orderly way in which inaction could take form, and proceed.

Look first at the fountainhead. The Agency of Planned INaction, as I style it, has nothing to do with mental laziness or what is sometimes called foot-dragging. It would be headed by a discreet executive with a talent for not doing things, as a way of life. A man, you might say, never weary of not doing. He will set standards for taking inaction.

On one side you see the Branch of Tentative Negation. This Branch will primarily be always ready to suggest the best method by which things should not be done. There are two offices contributory to this Branch, as you see here. One of them deals with definite postponement, and the other with indefinite postponement.

On the other side we have a Computer Branch. This is new, and responds to the steady increase of electronic help. The computer here will have all the absent parameters necessary for coming to no conclusion about anything. From this confusion naturally comes an overflow into the Section of Delayed Correspondence. By the way, I don't mean a mild confusion. That never helps. You need utter confusion.

We are now prepared to go on with my slides intended to show the constructive aspects of inaction.

5



This is a sand dune, on the Atlantic Coast, which was not bulldozed away to make room for a parking area. Result: in the great tides of September 1962, the ocean did not break in at this point and flood hundreds of summer cottages

and hotdog emporia out of existence.

6



I show you the reverse side of this. Here you are looking out from the Castillo de San Marcos at St. Augustine, toward the Inlet and the man-made channel through which the shrimp boats enter with their cargoes. To protect this channel from shoaling, jetties were built. That was good. But wait. Down the coast about five miles from here there is a place called St. Augustine Beach.

7



This was a fine gently sloping beach of white sand. There was a boardwalk here, and you went down three or four steps onto this beach. When I last saw it, there was a nine-foot jump, and the beach continues to disappear with every wild storm. The sea is cutting rapidly landward at this point. I need not elaborate.

This time a little map, because I couldn't get a picture that would illustrate. This is in Grand Teton.

Olaus Murie, in 1963, was describing somewhere with enthusiasm how you came up String Lake, then over a little rise of ground and lo—before you is the gem, Leigh Lake. Some people would like a road in, so that they could stay in their cars and ride up to the shore of Leigh Lake and say, "Ah-h-h." I indicate the place where the road has not been built.

This is inaction actually taking place.

8



Here is the surrender room in the McLean House at Appomattox, where Lee surrendered to Grant. Somebody proposed that it would be nice to have wax figures of Grant and Lee in this room. I point out the wax figures that are not there, due to planned inaction. This is wax Grant. This is wax Lee.

9



10



This is a mountain side in the southern Appalachians. I point out the place, approximately, where a ski lift has not been installed. A product of the Office of Indefinite Postponement. Refer to my chart.

This is the south rim of the Grand Canyon. I point out the spot where a church, with a picture window, has not been erected. I avoid further comment. A touchy subject.

11



Finally, something nearer where we gather this evening.

12



Yes, Cumberland Falls—with its moonbow. There is not time here to tell the inspiriting story of the way these lovely falls were saved from the drowning of a hydro-electric power development. It was back in the roaring twenties. The

power interests were amply financed and powerful. But Tom Wallace of the Louisville TIMES and the valiant preservation group in nearby Corbin saved the day. Read the tale of it someday and be heartened.

I merely point to the picture and say, "Hereabouts is where the dam was not built."

Those are my slides. I have a few final words, of a more intimate sort.

William Henry Jackson, the pioneer photographer and artist, when he was 95, I think, said that he had often been asked for the secret of his longevity. He said he didn't really know, but he had recently seen a copy of a book entitled "Alcohol, the Friend of Man." He thought the author had a point.

Well, that is not my case. I owe my longevity, I am sure, to two things: (1) The letters I have written and decided not to send, and (2) The clever things I started to say—and decided to abstain. It was my own personal view, you see, of the preservative quality of Planned Inaction.