



TRENDS

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When the Vandals swept across Europe to Rome, sacking and despoiling that magnificent city, they left the legacy of their name to history. In the tradition of those earlier barbarians, today's vandals also follow a course destructive to civilization. They have enlarged upon Webster's definition of the vandal as "one who willfully destroys or mars anything beautiful, as a work of art," for not even the most ordinary, utilitarian object is safe from damage at their hands. What owner of an automobile, for example, is not aware of the growing incidence of damaged hub caps, scarred paint, slashed tires and broken radio antennas?

As to things of beauty marred and destroyed, the trail of the vandal is all too clearly marked. With increasing frequency, that trail is to be found in our great parks, destroying the freshness of nature and dulling the edge of its glory. It can be traced through the painted or chiseled initials defacing the rugged beauty of a great boulder. It is apparent in the broken bough of cherry bloom discarded in the dusty path. It is sickeningly visible in the doomed grove of young birch trees, their slim trunks knife-girdled and stripped of every protective layer of white bark.

On all sides we see increasing evidence of vandals at work across the Nation. How great is that increase?



WHAT HAVE WE DONE WITH ARBOR DAY?

by JOHN EDGAR HOOVER, DIRECTOR
FEDERAL BUREAU OF INVESTIGATION
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We simply do not know since, under the Uniform Crime Reporting program, statistics relating to vandalism were not compiled prior to 1964, and those for 1965 are as yet incomplete. But we do get some general idea of the problem we face when we realize that in the course of 1964 alone, nearly 77,000 persons were arrested in connection with charges of vandalism. The actual incidence of this crime can only be surmised, inasmuch as the vandal can choose a time to perpetrate his destructive acts when the chance of observation or apprehension is minimal.

We do know that vandalism is largely a juvenile crime. Of the 76,814 persons arrested for this type of crime in 1964, a total of 59,413, or 77.3 percent, were under the age of 18.

Experience tends to indicate that a sense of personal responsibility for one's acts must be instilled at an early age. It would seem to be logical, then, to direct any measures designed to prevent future vandalism toward the very young.

What shall those measures be? There are many differing

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opinions regarding this. For my part, I feel that more effort could be directed toward imbuing children from the very beginning of their school careers—if possible, even before they enter school—with positive attitudes concerning the need for preserving and protecting the priceless natural gifts which God has given us. I doubt that the very young child who has planted a flower, shrub or tree, cared for it and watched it grow, will develop into a youth who deliberately destroys the loveliness of a park or forest.

Any attempts to determine the forces which motivate the vandal are dependent upon an analysis of each individual case. I suspect, however, that a majority may be truly ignorant—simply devoid of knowledge of civilized standards as were the barbarian desecrators of the Eternal City. If this is true, then early training in the home and the school is at fault.

Our parks and recreation areas continue to be the most effective substitutes we have for the open sky, the fields and woods of another day. These must be preserved for future generations. Adult Americans must make certain that children are taught at an early age to value, protect, enlarge and beautify these priceless remnants of a less limited age.

Children cannot be expected to value that which they have never been taught to value, and we might ask ourselves if we are doing as much as earlier generations did to focus the attention of children on the need to conserve the natural grandeur of our Nation and to augment its beauty. I think an affirmative answer would be very questionable.

Consider Arbor Day. A brief, informal survey of a group of our employees is revealing. Many in the under-twenty group had never heard of Arbor Day. One was familiar with the customary way of celebrating the day because of her Girl Scout training. Several persons of a somewhat older group recalled that the day "had something to do with tree planting." But only those numbered in the most mature group of employees remembered Arbor Day with clarity, with some recalling it as a legal holiday during which efforts were made to beautify public grounds, and others as a spring festival with bands playing, nature poems being read, and trees being planted to promote natural beauty for future generations.

We might well ask ourselves what we have done with Arbor Day over the years, that a holiday which lives in the memory of our older citizens is unknown—other than in a few instances—to many of our young people. Is this, perhaps, a symptom of adult failure to stress early enough and often enough those values which we want our youth to absorb and live by? If we do less than our forefathers to make memorable a day devoted to that which will enrich the lives of those who come after us, is it not possible that we are similarly remiss in other areas?

Readers of "TRENDS in Parks and Recreation" are aware that the problem involving youth in crime is vast. This is attested to by the fact that in 1964 arrests of persons under 18 for all criminal acts, excluding traffic, increased 17 percent over the prior year. How much of this problem stems from failures—largely parental—to stress the moral values which earlier generations deemed essential in developing responsible citizens?

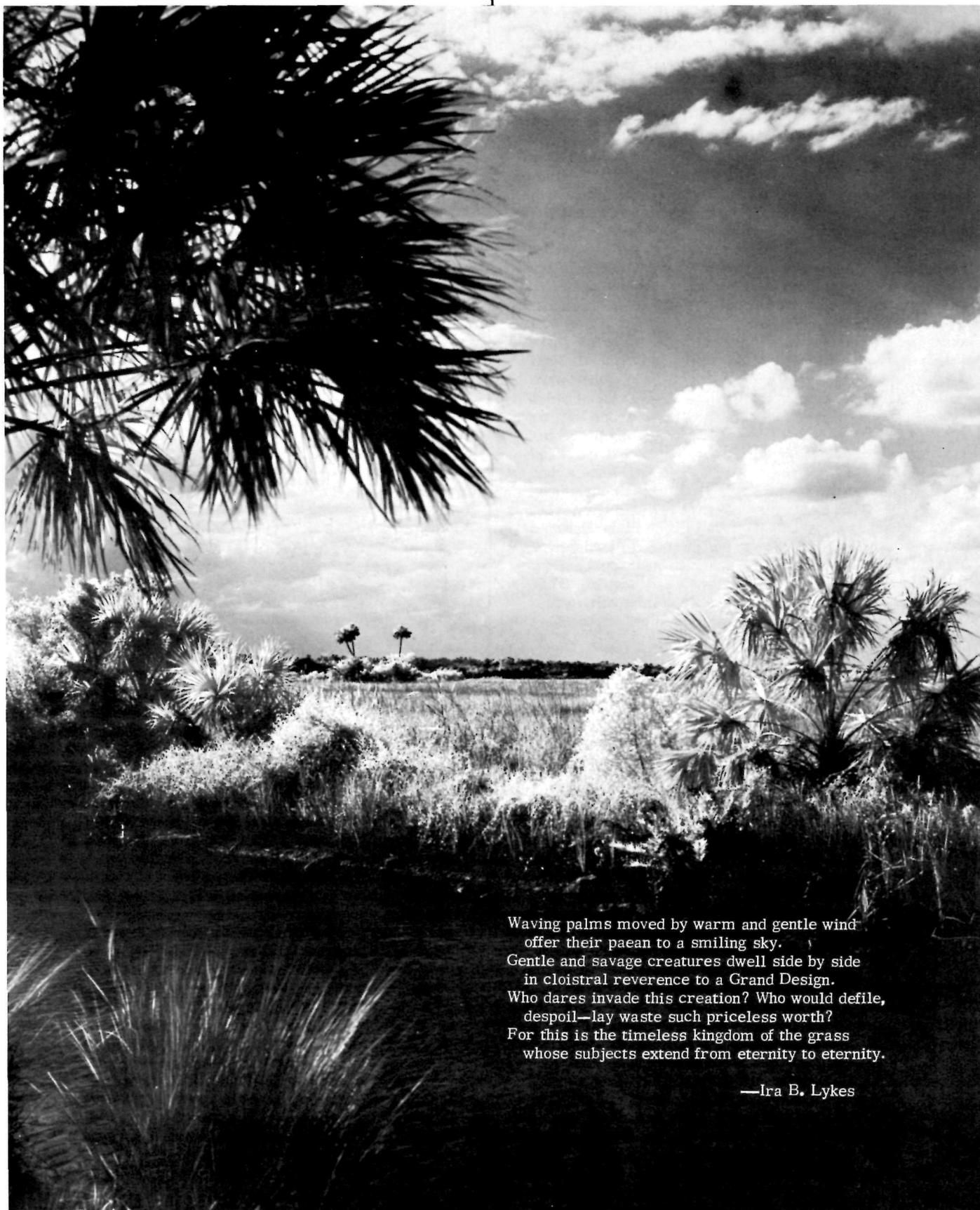
I think the answer must be "Considerable." Within the period of my lifetime, we have cast aside to an astonishing degree many of the accepted standards, fixed boundaries and general restraints which for generations marked American life. We are tossing increasing thousands of young people



Picnic table in Muir Woods Nat. Mon.

NPS Photo

(Continued on page 4)



Waving palms moved by warm and gentle wind
offer their paeon to a smiling sky.
Gentle and savage creatures dwell side by side
in cloistral reverence to a Grand Design.
Who dares invade this creation? Who would defile,
despoil—lay waste such priceless worth?
For this is the timeless kingdom of the grass
whose subjects extend from eternity to eternity.

—Ira B. Lykes

(Continued from page 2)

unfamiliar with almost any forms of discipline or any fixed standards into a stream of life in which the tawdry, vulgar, violent and sordid are in full tide. We are, in effect, throwing boys and girls untaught in the art of swimming into excessively deep water with what amounts to a limited option—sink or swim. Many are sinking, and we read the results in terms of destructive vandalism, youthful violence and major criminal involvement.

On the basis of observation, I believe that children want to be disciplined. I think they want to know that parents care for them enough to set boundaries beyond which they may not go without being held accountable. I recognize, of course, that the excess energy inherent in every healthy child inevitably must be burned up in some type of activity. Such energy must be directed into constructive channels if we are to block the pathways to potential delinquency. For this reason, we must preserve and enlarge recreational opportunities for youthful citizens.

I am convinced that there are few young Americans who would fail to value the opportunities afforded by our beautiful parks and recreation areas if, at an early age, they were adequately exposed to simple conservation measures which they could understand and appreciate. I think Arbor Day, as a point of reference, in developing and exploiting programs along educational lines, has been neglected, but here and there I see indications that are encouraging. When Arbor Day is recalled to memory because of discussions among Scouts, or selected as a day to clean up and beautify yards, or chosen as a time for planting a tree in the Nation's Capital, or set aside as a day to reforest waste lands, hope exists that it may become the spark to additional action.

So, when the question, "What have we done with Arbor Day?" is asked in the future, I hope we will be able to say: "We have turned it into an effective implement for teaching young Americans to value, protect and expand a priceless portion of our inheritance."

Stanton Park, Washington, D.C.



Photos by Abbie Rowe, National Park Service



Kennedy Playground, Washington, D.C.

Photo by Abbie Rowe, National Park Service

THE CENTER CITY:

IS IT FULFILLING ITS OPEN SPACE OBLIGATIONS?

by JOHN P. HEWITT

Director of Parks

Maryland-National Capital

Park and Planning Commission



This is the Decade of the City, or so we are told in countless ways in national magazines all the way from Time and Life to Fortune and the Saturday Review.

We don't have to travel very far these days to discover that this is an accurate appraisal of the '60s. City after city seems to be tearing itself apart and rebuilding at a rate that leaves everyone breathless except the money-lenders.

High rise apartments, shopping malls, moderate-priced housing, parking centers, office buildings, and cultural centers of all kinds of designs and colors are replacing yesterday's slums and blighted areas.

I have just one question: Where's the greenery and where are the recreation areas for the city dwellers?

My experience and my observations as I travel leads me to only one answer: About 10 to 15 miles, or better, out in the suburbs.

City planners and urban renewal authorities these days seem to feel that the Federal Open Space Program and President Johnson's conservation and recreation legislation has to do exclusively with preserving redwood forests, the dunes along lakeshores, and off-shore islands where ponies gambol.

As I understand it, the "open space" in the Federal program of the same name does not necessarily have to mean land that rests just outside of an "urban ring," can be acquired with relative ease, and is still generally unaffected by the current boom in land prices.

Surely, "open space" must also refer to areas within the central core of an urban area that are ideal for purposes of both passive and active recreation. Where did the idea come from that the suburban and rural taxpayers should bear the financial burden of preserving land for future park

use? What about today's needs of the city dwellers who prefer to stay near home to recreate or simply communicate with nature?

I believe it is high time that planners and parks and recreation officials stop taking the easy way out and begin to look for ways and means—certainly, with Federal assistance—to provide open spaces for the fellow who prefers to live downtown rather than in the outskirts.

Until this happens, those of us who have the responsibility of planning for future suburban park and recreational facilities will continue to be plagued by the problem of how to take care of our own citizen-taxpayers as well as the hundreds of thousands of city dwellers who come to use our parks for lack of any of their own.

There are glaring exceptions to this problem, I know, but I'm sure Metropolitan Washington is not alone in this respect. Solving the problem is going to take as much courage as it will money. There will always be the pressure of demands to put land to its most lucrative use, but there are also always the arguments of public need, persuasion, and determination. Let's begin using a little of each.

A handwritten signature in dark ink, reading "John P. Hewitt". The signature is written in a cursive, flowing style. Below the signature is a horizontal line.

THE MESSAGE TO CONGRESS ON POLLUTION

THE WHITE HOUSE

To the Congress of the United States:

*A*lbert Schweitzer said:

"Man has lost the capacity to foresee and to forestall. He will end by destroying the earth."

The most affluent nation on earth may feel that it is immune from this indictment. A nation that offered its people—a century ago—uncharted forests, broad sparkling rivers, and prairies ripe for planting, may have expected that bounty to endure forever.

But we do not live alone with wishful expectations.

We live with history. It tells us of a hundred proud civilizations that have decayed through careless neglect of the nature that fed them.

We live with the certain future of multiplying populations, whose demands on the resources of nature will equal their numbers.

We are not immune. We are not endowed—any more than were those perished nations of the past—with a limitless natural bounty.

Yet we are endowed with their experience. We are able to see the magnitude of the choice before us, and its consequences for every child born on our continent from this day forward.

Economists estimate that this generation has already suffered losses from pollution that run into billions of dollars each year. But the ultimate cost of pollution is incalculable.

We see that we can corrupt and destroy our lands, our rivers, our forests and the atmosphere itself—all in the name of progress and necessity. Such a course leads to a barren America, bereft of its beauty, and shorn of its sustenance.

We see that there is another course—more expensive today, more demanding. Down this course lies a natural America restored to her people. The promise is clear rivers, tall forests and clean air—a sane environment for man.



I shall propose in this message one means to achieve that promise. It requires, first, an understanding of what has already happened to our waters.

The Pollution of Our Waters

"Pollution touches us all. We are at the same time polluters and sufferers from pollution. Today, we are certain that pollution adversely affects the quality of our lives. In the future, it may affect their duration."

These are the words of the Environmental Pollution Panel of the President's Science Advisory Committee. They were written in November, 1965.

At that time, every river system in America suffered some degree of pollution.

At that time, discharges into our rivers and streams—both treated and untreated—equalled the raw sewage from almost 50 million people. Animal wastes and waste from our cities and towns were making water unfit for any use.

At that time, rivers, lakes and estuaries were receiving great quantities of industrial chemicals—acids from mine runoff—detergents and minerals that would not "break down" in the ordinary life of the water. These pollutants were re-entering domestic and industrial water supplies. They were killing fish. They posed hazards to both human and animal life.

By that time, on Lake Erie six of thirty-two public recreation and swimming areas had to be closed down because the water was unsafe for human beings. The blue pike catch in the lake had fallen from 20 million pounds in 1957 to 7,000 pounds in 1960. The oxygen that fish need for life was being rapidly devoured by blooms of algae fed by pollutants.

At that time, in the lower Arkansas Red River Basin, oil field development and irrigation were dumping salt into

ivers. The result was an additional annual expense of \$13 million to bring in fresh water.

I have placed these comments in the past tense not because they are no longer true. They are more tragically true today than they were four months ago.

I seek instead to make them a bench-mark in restoring America's precious heritage to her people.

I seek to make them that point in time when Americans determined to resist the flow of poison in their rivers and streams.

I seek to make them ancient history for the next generation.

And I believe the conditions they describe can become just that—if we begin now, together, to cleanse our rivers of the blight that burdens them.

A Start Has Been Made

The first session of the 89th Congress launched a major effort to save America's water resources.

It authorized quality standards for all interstate waters.

It provided—in the Water Pollution Control Act of 1965—new resources for treating the wastes from our cities.

It created the Water Resources Council to coordinate all aspects of river basin planning. This unified effort promises to make the work of pollution control more effective.

We mean to make full use of these new instruments. They will require increased expenditures, in a year of few increases for urgent domestic programs. We shall make them.

Yet at this point the development of new knowledge, and new organizations to carry on this work, is as crucial as our dollars.

We must combine all the means at our disposal—Federal, State, local and private—progressively to reduce the pollution of our rivers.

A Clean Rivers Demonstration Program

I propose that we begin now to clean and preserve entire river basins from their sources to their mouths.

I propose a new kind of partnership—built upon our creative federal system—that will unite all the pollution control activities in a single river basin. Its task is to achieve high standards of water quality throughout the basin.

The Clean Rivers Demonstration Program I recommend has four requirements:

1. Appropriate water quality standards—authorized by the Water Quality Act of 1965—must be adopted for every part of the basin.
2. The States and local communities must develop long-range plans to achieve those standards and to preserve them. The plans must be comprehensive, and they must be practical.
3. Where it does not already exist, a permanent river basin organization must be created to carry out the plan. It must represent the communities and the States. It must work closely with the Federal Government. The organization must be prepared to revise the plan as conditions require, so that new threats to the quality of the river may be turned back.
4. Communities must be willing and able to contribute funds necessary for constructing facilities. They must be prepared to levy charges for their use—charges adequate to maintain, extend, and replace them when needed.

The Federal Role

Federal financial assistance will be necessary if the Clean Rivers Demonstration Program is to succeed.

In most watersheds there are communities wholly without treatment facilities. There are some with only the most basic means for removing solid wastes.

Substantial funds will be necessary to construct the initial facilities. I therefore propose to:

- eliminate the dollar-ceiling limitation on grants for sewage treatment facilities in these Clean River Demonstrations—but only in the Demonstrations.
- provide special funds to finance both planning and project costs in Clean River Demonstrations.

In the first year, I am asking \$50 million to begin this program.

To administer the program most effectively, we must reorganize the Federal effort. In the past, the Federal anti-pollution effort has been organizationally separate from water conservation and use programs.

One agency should assume leadership in our clean water effort.

That agency should be the Department of the Interior.

Today the Department's water management programs range from saline water research to irrigation. It is responsible for wildlife preservation, and for administering the National Park system. Its Secretary serves as chairman of the Water Resources Council. Thus its present task, and the logic of good government, require that it be entrusted with an important new effort to clean and preserve entire river systems.

I shall shortly submit to the Congress a reorganization plan to transfer to the Department of the Interior the Water Pollution Control Administration now housed in the Department of Health, Education, and Welfare.

Benefits of the Program

The program has one ultimate goal: to clean all of America's rivers. This year we shall start with those few basins whose States and communities are prepared to begin. As additional organizations are formed and their plans drafted, more basins will qualify.

The projects will be self-sustaining. Federal assistance is planned for the initial construction of local treatment works. Thereafter, local communities will collect revenues from users sufficient for the operation, expansion, and replacement of the facilities. Continuing responsibility will reside where the benefits accrue—with local authorities.

The projects will allow experiment with new forms of organization. State and local participation may be based on an interstate compact, a river basin commission, or even a conservancy district. The central requirement is for sufficient jurisdiction and authority to develop and carry out the long-range plan.

These projects will enable us to curtail and control pollution in entire river basins. Broad-scale planning of water standards in broad stretches of a river can achieve substantial economies. More efficient plants can be built to treat the wastes of several communities and nearby industries. Integrating the control of stream flow and treatment plant operation can reduce costs—for example, by fitting the type and amount of day-to-day treatment to varying stream conditions.

Our Established Programs

The Clean Rivers Program now holds great promise for restoring and preserving water quality. But in the beginning it can affect only a few areas.

Our existing programs must continue. They must be improved—not only to help rescue other rivers from pollution, but because they provide the foundation for the river basin demonstration projects.

Federal grants for waste treatment plants now total more than \$725 million. More than 6,000 projects are under construction or already completed. For Fiscal 1967 I have requested the Congress to appropriate \$150 million, the full authorized amount, to continue this vital effort.

Under last year's act, the initiative for water quality standards rests, until July 1967, with the States. State governments now have an obligation to demonstrate their willingness and ability to control pollution. Some have already done so. The Federal Government must extend all possible help to enable the States to meet this responsibility.

I am therefore recommending that support for State water pollution control agencies be doubled. The added amount should be used at the Secretary's discretion to assist States in devising effective water quality standards. It should be used to prepare plans for abating pollution.

Enforcement Authority

Standards, however, mean little without the power to enforce them. Existing Federal authority to abate water pollution is unnecessarily time-consuming, complex in procedure, and limited in jurisdiction. Steps must be taken to simplify and strengthen these procedures.

I recommend that:

1. The Water Pollution Control Act be amended to eliminate the two mandatory six-month delays that unnecessarily burden its procedures;
2. The Federal Government have authority immediately to bring suit to stop pollution, when that pollution constitutes an imminent danger to public health or welfare;
3. More weight be given by the courts to the evidence produced in administrative enforcement hearings;
4. The Federal Government have the right to subpoena witnesses to appear at administrative hearings;
5. The Secretary be given the right to initiate enforcement proceedings when pollution occurs in navigable waters, intra-state or interstate;
6. Registration be required of all existing or potential sources of major pollution, and U.S. officials be given the right to inspect such sources; and
7. Private citizens be allowed to bring suit in Federal court to seek relief from pollution.

These are strong measures.

But the menace of pollution requires them.

It poses a major threat to the quality of life in our country.

Research for Comprehensive Pollution Control

The river basin proposals I am submitting take advantage of the best techniques available today. They apply new concepts of efficient organization. But if pollution control is to cope with increasing volumes of waste from our growing industry and population, new knowledge and technology are required. It is a challenge to research organizations, both private and public, to develop these technologies.

1. There must be new integrated systems of disposal. Many liquid wastes can be transformed to solids or gasses—or vice versa. Research can show which form is least harmful and least costly. Research can reduce costs through combined solid-liquid disposal systems.

2. The technology of water treatment must be improved. We must find ways to allow more "re-use" of waste water at reasonable costs. We must remove or control nutrients that cause excessive growth of plant life in streams, lakes and estuaries. We must take steps to control the damage caused by waters that "heat-up" after cooling generators and industrial engines.

3. More must be learned about the effects of pollutants and the present level of pollution. Better equipment must be developed to measure pollution load and movement. We must assess the results of particular pollutants on plants, animal, and human populations. We should continually monitor the quality of our environment, to provide a yardstick against which our progress in pollution abatement can be measured. We must apply the most modern techniques of systems analysis.

Such research will lead to pollution standards suited for each location and type of pollutant. It will permit us to direct our control efforts more efficiently. I am proposing that we spend over \$20 million next year on this research.

Photo by Woodbridge Williams, NPS



The clear Blue Spring entering the polluted Potomac River

Control of Air Pollution

The Clean Air Act of 1963 and its 1965 amendments have given us new tools to help attack the pollution that fouls the air we breathe.

We have begun to counter air pollution by increasing the tempo of effort at all levels of government.

In less than two years Federal financial assistance has stimulated a 50 percent increase in the air pollution budgets of States and local governments. Federal standards for the control of automobile exhausts will apply to the 1968 models. The Federal interstate abatement program will significantly supplement State and local efforts to deal with air pollution.

I am heartened by the progress we are making. But I am mindful that we have only begun our work. I am forwarding to the Congress proposals to improve and increase Federal research, financing, and technical assistance to help States and local governments take the measures needed to control air pollution.

Pollution from Federal Activities

The Federal government is rightly expected to provide an example to the nation in pollution control. We cannot make new demands on State and local governments or on private industry without putting the Federal house in order. We will take the necessary steps this year to ensure that Federal activities do not contribute to the deterioration of our water and air.

Last November I signed an Executive Order requiring that all new Federal installations include adequate water pollution control systems. Agencies are required to submit long-range plans to bring existing installations up to the high level of pollution control required of new facilities. These plans are to be submitted by July 1 of this year. We are providing the funds necessary to implement them.

I also intend to issue an Executive Order dealing with air pollution from Federal activities. The potential dangers of air pollution have only recently been realized. The technical and economic difficulties in conserving the purity of our air are, if anything, greater than in protecting our water resources. Nevertheless, I intend to see that the necessary steps are taken to curtail emissions from Federal installations.

Human Resources for Pollution Control

New projects and new technology are of little value without skilled people dedicated to putting them to effective use.

I propose to enlist the services of those in industry and the universities.

I propose to attract skilled administrators and scientists to the challenges of full-time occupations in pollution control.

Critical skills are in short supply in all public pollution control operations. We need to train scientists and social scientists in these activities, and to demonstrate the advantages of government service as a life time occupation. I propose to establish traineeships, fellowships, and an internship program in Federal pollution control activities. The participants will be in residence in Federal pollution control programs throughout the country.

Impact on our Cities

The Pollution Control programs I have recommended will benefit all Americans.

But nowhere will the impact be greater than on our cities.

These steps can clean the air that is today blighted by smoke and chemicals.

These steps can bring to growing urban centers abundant supplies of pure water to sustain today's prosperity and to satisfy tomorrow's needs.

These steps can enrich the daily life of the city dweller and his children by restoring surrounding waterways to their unspoiled natural beauty. For we know that ugliness is degrading and costly, but that beauty can revive the human spirit and enlarge the imagination.

National Water Commission

In no area of resource management are the problems more complex—or more important—than those involving our nation's water supplies. The water shortage in the Northeastern United States is a dramatic reminder that we must take every possible step to improve the management of our precious water resources.

I propose the establishment of a National Water Commission to review and advise on the entire range of water resource problems—from methods to conserve and augment existing water supplies to the application of modern technology, such as desalting, to provide more usable water for our cities, our industries, and our farms.

This Commission will be composed of the very best minds in the country. It will judge the quality of our present efforts. It will recommend long-range plans for the future. It will point the way to increased and more effective water resource measures by the Federal Government, working in close cooperation with states, local communities, and private industry.

Saving our Forests

Since the century's beginning the national government has labored to preserve the sublime legacy that is the American forest.

Time after time public intervention has prevented the destruction of irreplaceable forest lands.

Our National Park and Forest Systems are America's principal trustee in the vital task of conservation. That task cannot be accomplished in a single stroke. It requires patient determination and careful planning to secure for our people the beauty that is justly theirs. It merits careful planning.

I propose that we plan now to complete our National Park System by 1972—the 100th anniversary of Yellowstone, the world's first national park.

Substantial progress has been made during the last four years. Yet many scenic masterpieces remain unprotected and deserve early inclusion in the National Park system.

A Redwood National Park

I propose the creation of a Redwood National Park in northern California.

It is possible to reclaim a river like the Potomac from

the carelessness of man. But we cannot restore—once it is lost—the majesty of a forest whose trees soared upward 2,000 years ago. The Secretary of Interior—after exhaustive consultations with preservationists, officials of the State of California, lumbermen and others—has completed a study of the desirability of establishing a park of international significance.

I have reviewed his recommendations, and am submitting to the Congress legislation to establish such a park. This will be costly. But it is my recommendation that we move swiftly to save an area of immense significance before it is too late.

Other Outdoor Recreation Proposals

Other major outdoor recreation proposals which should be approved in 1966 are:

1. Cape Lookout National Seashore, North Carolina
2. Sleeping Bear Dunes National Lakeshore, Michigan
3. Indiana Dunes National Lakeshore, Indiana
4. Oregon Dunes National Seashore, Oregon
5. Great Basin National Park, Nevada
6. Guadalupe Mountains National Park, Texas
7. Bighorn Canyon National Recreation Area, Montana-Wyoming
8. Flaming Gorge National Recreation Area, Utah-Wyoming

For a region which now has no national park, I recommend the study of a Connecticut River National Recreation Area along New England's largest river, in the State of New Hampshire, Vermont, Massachusetts, and Connecticut.

I propose the early completion of studies and planning for two new parks—the Apostle Isles Seashore along Lake Superior and North Cascades in Washington State.

Nationwide Trail System

In my Budget, I recommended legislation to extend federal support to the Appalachian Trail, and to encourage the development of hiking trails accessible to the people throughout the country.

I am submitting legislation to foster the development by Federal, State and local agencies of a nationwide system of trails and give special emphasis to the location of trails near metropolitan areas.

Preservation of Historic Sites

Historic preservation is the goal of citizen groups in every part of the country. To help preserve buildings and sites of historic significance, I will recommend a program of matching grants to States and to the National Trust for Historic Preservation.

Wild River System

I am encouraged by the response to my proposal for a National Wild Rivers System, and I urge the Congress to complete this pioneering conservation legislation this year.

Costs of Land Acquisition

The spiraling cost of land acquisitions by the Federal Government particularly for water resource and recreational purposes, is a matter of increasing concern.

Land owners whose property is acquired by the Federal Government are, of course, entitled to just compensation as provided by the Constitution. At the same time, land for the use of the general public should not be burdened with the increased price resulting from speculative activities.

I have requested the Director of the Bureau of the Budget, together with the Attorney General, the Secretary of the Interior, and the heads of the other agencies principally concerned, to investigate procedures for protecting the Government against such artificial price spirals.

A Creed to Preserve our Natural Heritage

To sustain an environment suitable for man, we must fight on a thousand battlegrounds. Despite all of our wealth and knowledge, we cannot create a Redwood Forest, a wild river, or a gleaming seashore.

But we can keep those we have.

The science that has increased our abundance can find ways to restore and renew an environment equal to our needs.

The time is ripe to set forth a creed to preserve our natural heritage—principles which men and women of good will will support in order to assure the beauty and bounty of their land. Conservation is ethically sound. It is rooted in our love of the land, our respect for the rights of others, our devotion to the rule of law.

Let us proclaim a creed to preserve our natural heritage with rights and the duties to respect those rights:

- The right to clean water—and the duty not to pollute it.
- The right to clean air—and the duty not to befoul it.
- The right to surroundings reasonably free from man-made ugliness—and the duty not to blight.
- The right to easy access to places of beauty and tranquility where every family can find recreation and refreshment—and the duty to preserve such places clean and unspoiled.
- The right to enjoy plants and animals in their natural habitats—and the duty not to eliminate them from the face of this earth.

These rights assert that no person, or company or government has a right in this day and age to pollute, to abuse resources, or to waste our common heritage.

The work to achieve these rights will not be easy. It cannot be completed in a year or five years. But there will never be a better time to begin.

Let us from this moment begin our work in earnest—so that future generations of Americans will look back and say:

1966 was the year of the new conservation, when farsighted men took farsighted steps to preserve the beauty that is the heritage of our Republic.

I urge the Congress to give favorable consideration to the proposals I have recommended in this message.

LYNDON B. JOHNSON

THE WHITE HOUSE

February 23, 1966

METROPOLITAN CLEVELAND'S "EMERALD NECKLACE"

by HAROLD W. GROTH ●

The people of the Greater Cleveland Metropolitan Area were indeed fortunate that about forty-nine years ago a group of civic minded citizens lead by William A. Stinchcomb framed and sponsored a state law which made it possible to form Park Districts in the State of Ohio which have for their major purpose the conservation of the natural resources of the State and with authority to acquire land and to develop same conducive to the public welfare.

The state legislation was passed in 1917 and shortly thereafter began the acquisition of natural landscapes and open space land in the Greater Cleveland area.

Since 1920, the people of this area have been enjoying the opportunities for many forms of outdoor recreation in natural surroundings.

The original plan envisioned a system of individual reservations of large areas of scenic and park like land distributed around the periphery of Cuyahoga County with parkways connecting these reservations.

The objectives, the plan and their execution have attracted much interest among park and conservation enthusiasts throughout the United States and in several foreign countries. Each year it is our privilege and pleasure to conduct visitors from other states and countries around all or to particular sections of our system. Visitors from Japan, Australia and from several countries in western Europe have been entertained in recent years. They marvel at the great extent of the natural and scenic areas which we have acquired and preserved so close to a large industrial city like Cleveland.

Most of the original plan had been acquired by the end of 1956, consisting of nine reservations and twenty miles of completed connecting parkways with a total acreage of 14,290.

The ratio of land to the population of the Park District was approximately ten (10) acres per one thousand (1000) people. Development of the park lands had been limited to the basic facilities for public use such as park drives, parking areas, picnic areas, picnic shelters, foot trails, bridle trails, nature trails and two golf courses.



By 1958 the effects of the great increase in population began to overcrowd the use areas. The Board of Park Commissioners decided that a study should be made to determine the park needs in the next twenty years. The Cleveland Regional Planning Commission was employed to determine these needs and to recommend the locations of the lands that should be acquired to meet these needs.

A grant of Federal funds was received through the Housing and Home Finance Agency and the Park District furnished the necessary matching funds, for the study.

The study was completed in 1961. Briefly the projected needs for lands to the year 1980 totaled 23,000 acres, an increase of 9,000 acres over the holdings in 1957. 4,000 acres of the needed lands were available within the Park District and the remaining 5,000 acres would be acquired outside the District.

The Board accepted the recommendations of the Regional Planning Commission and proceeded with the land acquisition program.

One new reservation of 800 acres has been acquired in the new program, and additional acres have been added to existing reservations. By December 31, 1965 the total acreage of Park District lands had increased to 17,078. Our acquisition program with Park District funds anticipates

● After Mr. Harold W. Groth graduated from Iowa State University with a degree in Civil Engineering, he started park work with the CCC Program, 1933. From 1935 to 1939 he worked as Chief of Division of Lands and Waters for the Iowa Conservation Commission. He moved to Ohio, 1940, first as Chief Engineer, Cleveland Metropolitan Park District, and then as Executive Director, Cleveland Metropolitan Park District, 1957 to the present.

the addition of approximately 400 acres per year. If Federal funds are granted on a matching basis the program will be accelerated and will assure that park and open space lands that are still available in this metropolitan area will be secured.

The objectives of the Park District, in accordance with the authorizing legislation of the State Legislature, is to conserve and preserve the natural resources and natural areas. As long as it is possible to hold to these objectives, it is the intent that development will be limited to not more than 15% of the total acreage. We will then continue to have large areas of open space and natural areas to enhance the environment of this large metropolitan area.

The facilities which have been provided for public use were planned, designed and constructed to the dictates of type of use compatible with the areas in which they are located. Uses which would seriously interfere with the conservation of the natural features of an area have been avoided.

With the extensive land areas and different land forms it has been possible to provide many facilities which the public uses and enjoys. Altho the District does not organize any active recreation for groups, organized groups are encouraged to use the park facilities which are provided.

One of the first trailside museums established in any park in the nation was located in the North Chagrin Reservation to interpret to the public the natural history of the park. Two additional trailside museums have been provided and a permanent staff of trained naturalists man these units.

Sites have been found in areas of the parks away from public use facilities for the erection and operation of seventeen established camps where buildings provide for overnight use by Girl Scout, Boy Scout, Campfire Girls, Y.M.C.A. and Settlement House groups.

Approximately thirty-five youth oriented agencies operate day camps during the summer months in the Metropolitan Parks which serve several thousand children annually.

Six golf courses located on park lands and operated by the District provide for one-half million nine hole golf rounds per year.

To better control the use of the many miles of bridle paths and to provide facilities for the increased need of the

horseman who does not own a horse, two riding stables have been constructed in recent years. One stable provides space for 140 horses. The District owns the buildings and facilities and the operation and the horses are provided by concessionaires.

Six artificial lakes have been impounded which provide ice skating in the winter, fishing in the summer on five of the lakes, and swimming beaches in two. One swimming area on the south shore of Lake Erie has one-half mile of sand beach. Unique chlorinating devices in the artificial lakes provide safe water at all times during the swimming season.

Picnic areas and facilities provide for 30,000 people to be seated at one time.

The parks are kept open all year so people have an opportunity to enjoy their favorite activity in all seasons.

The farthest distance from downtown Cleveland to any District park is twenty-five miles and most of the acreage is not more than ten miles away. This fact is one which is often a marvel to visitors from other areas.

To maintain a park system such as the "Emerald Necklace" requires the solution to many problems.

The parks and connecting parkways and Lake Erie completely surround the large industrial City of Cleveland and approximately fifty suburbs. All highways, freeways, railroads and utilities serving the metropolitan area must, of necessity, cross Park District lands. Extensive planning of locations, alignments, reduction of potential damages, restoration of damages and compensation for lands taken are of significant magnitude.

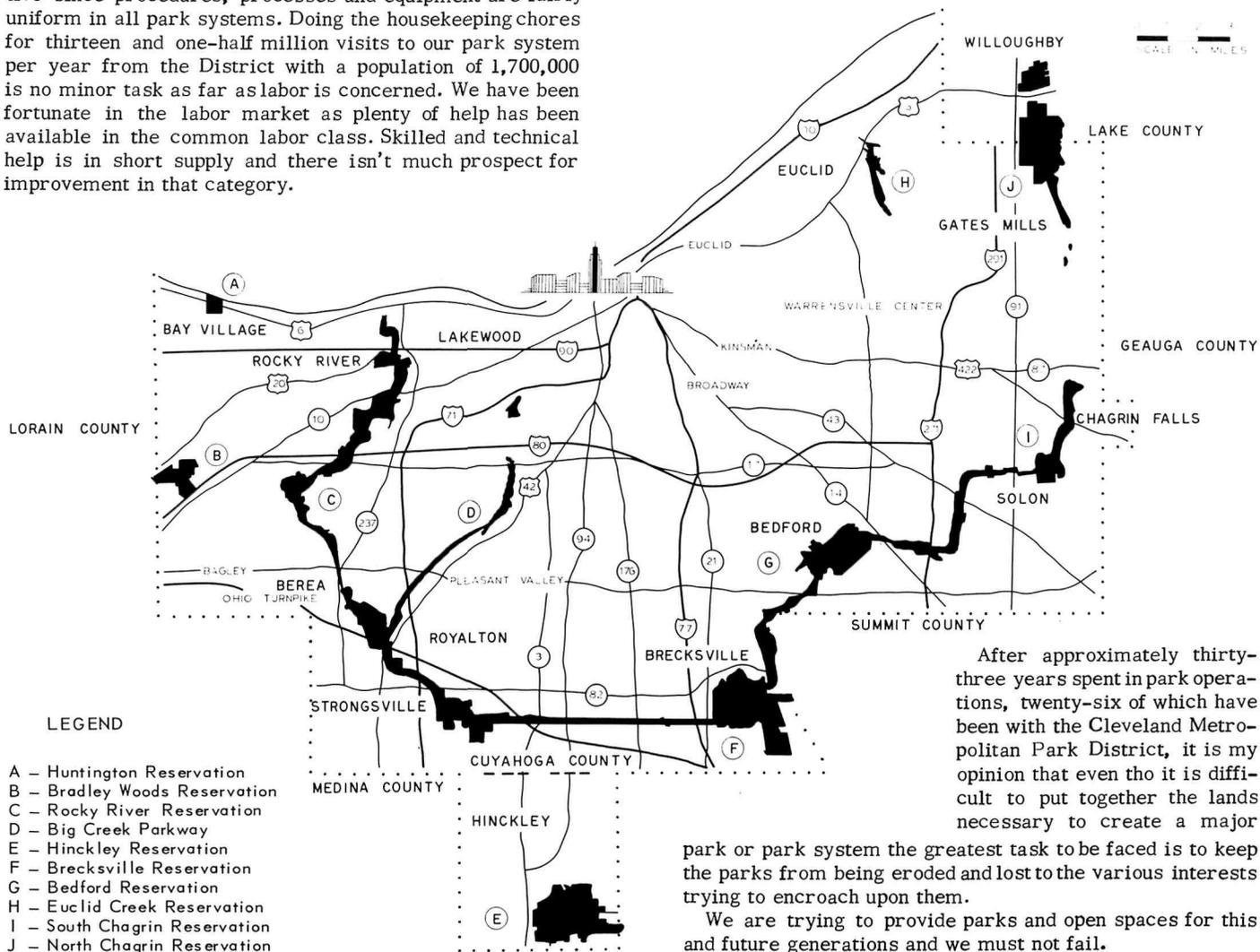
At the present time there are negotiations in progress on seven new Freeway crossings at various locations in the park system.

Cooperation with highway officials is good on all matters except compensation for park lands taken for highway purposes. Appraisers have not recognized that park lands are special use lands and fair value must be determined on a different basis than is used in determining value of residential or other types of property. We believe that research should be made by competent disinterested parties to determine the proper methods to fix the value of park properties nationwide.



Parking for Sques Castle Picnic Area

The routine maintenance operations are mostly quantitative since procedures, processes and equipment are fairly uniform in all park systems. Doing the housekeeping chores for thirteen and one-half million visits to our park system per year from the District with a population of 1,700,000 is no minor task as far as labor is concerned. We have been fortunate in the labor market as plenty of help has been available in the common labor class. Skilled and technical help is in short supply and there isn't much prospect for improvement in that category.



After approximately thirty-three years spent in park operations, twenty-six of which have been with the Cleveland Metropolitan Park District, it is my opinion that even tho it is difficult to put together the lands necessary to create a major park or park system the greatest task to be faced is to keep the parks from being eroded and lost to the various interests trying to encroach upon them.

We are trying to provide parks and open spaces for this and future generations and we must not fail.



Hinckley Lake

SKYROCKETING RECREATIONAL VEHICLE SALES SPUR NEED FOR PARKING AREAS

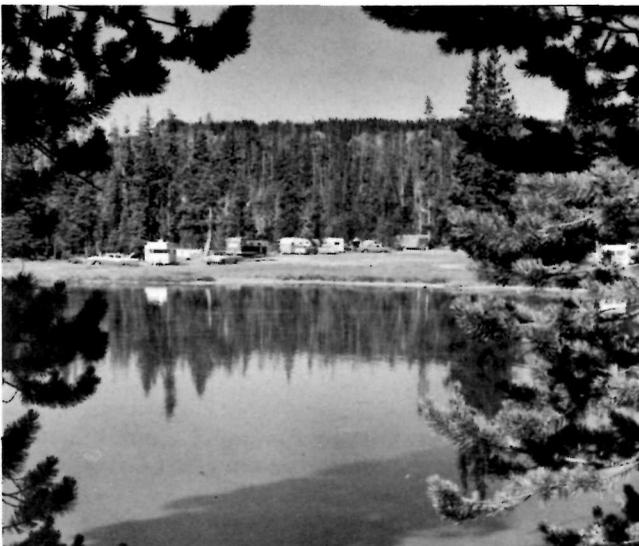
by Merrill D. Ormes •

The recreational vehicle industry is one of the fastest growing in the United States today. This skyrocketing surge of sales is affecting virtually every aspect of outdoor recreation, and is creating a serious shortage of parking areas.

By recreational vehicles is meant almost everything on wheels in which people sleep—travel trailers, pick-up coaches, camping (tent) trailers and motorized homes. Mobile homes, which require commercial haulers to move them, and are used for permanent living, but are movable housing, are not involved in this recreational market.

Estimated 1965 recreational vehicles sales were almost triple those of 1961—95,000 travel trailers, 74,000 pick-up coaches, 60,000 camping trailers, and 5,000 miscellaneous,

Oregon State Highway Department Photo



A pleasant campsite alongside Devil's Lake, Cascade Mountains



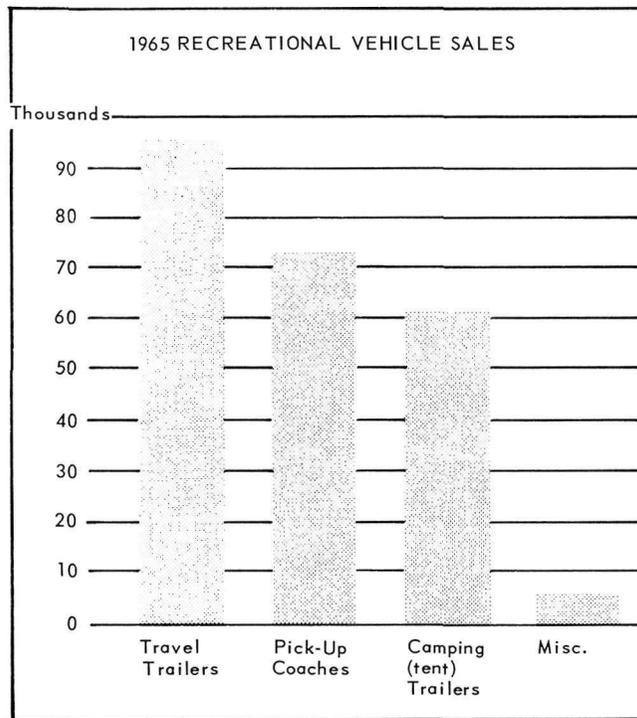
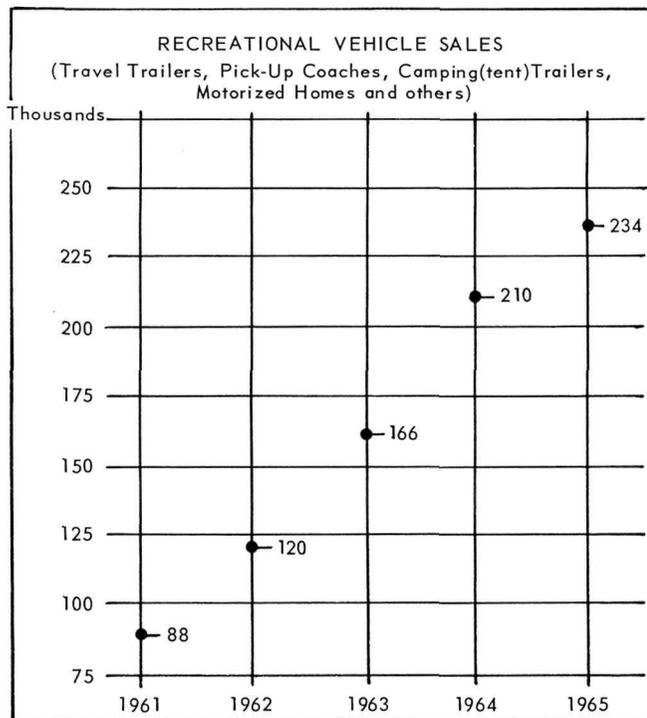
including motorized homes, for a retail total of \$362,000,000. As recently as 1956, travel trailer sales were only 15,400. The total number of recreational vehicles in use today has just passed the million mark.

Travel trailers can best be described as those units not exceeding eight feet in width and 32 feet in length, and thus may be towed by the family car in any state without a permit. Their retail price range is from \$1100 to \$8000, with an average of \$2260. A pick-up coach is a structure mounted on a pick-up truck, with a price ranging from \$1100 to \$5500. A camping trailer is a canvas arrangement on wheels that folds out, ranging from \$350 to \$1200. A motorized home is a portable dwelling built as an integral part of a self-propelled vehicle, ranging from \$5000 to \$30,000.

• For the past four years, Merrill D. Ormes has been Executive Director of the Travel Trailer Division of Mobile Homes Manufacturers Association. Previously he was with sales and marketing consulting firms of Chicago, where he assisted in planning and conducting the first national dealer convention for Midas Muffler Shops. He has also been in advertising and public relations work in Chicago, and for Henry J. Kaiser in Oakland.

On a volunteer basis, he is Vice President of Save the Dunes Council of Indiana, which for the past twelve years has been striving to establish the Indiana Dunes National Lakeshore. As such he has directed the Council's Testimony before the Parks and Recreation Subcommittees of both the Senate and House of Representatives.

He is also a member of the National Committee of the Family Camping Federation, and recently completed a term as a Director of the Prairie Club, a hiking club of Chicago. Previously he organized and became President of the Sprocket Wheel Cycle Club of Chicago, at the time the largest bicycle touring club in the country.



Future Sales Possibilities

Future sales of recreational vehicles in the long run can be expected to equal the 7 1/2 million pleasure boats now in use, since they are not tied to the availability of water.

Our surveys indicate that three factors must be present before a recreational vehicle sale is consummated; availability of money, time, and interest in outdoors.

We need not repeat here any statistics about the affluent society, and how it will increase recreational vehicle sales. However, our surveys indicate that 55% of sales are for cash. No other big ticket item in the country has such a high percentage of cash purchases, and sales of recreational vehicles can be expected to boom even higher as more financing is arranged.

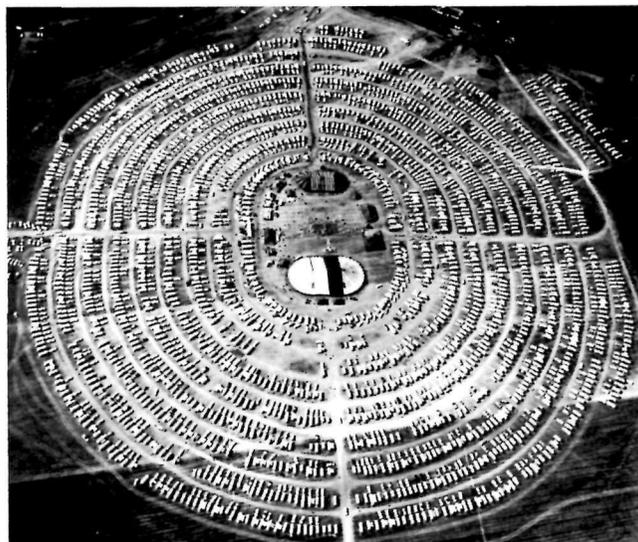
More time for use of recreational vehicles is eminent due to more and better retirement plans, phased retirement

prior to age 65, shorter work weeks, and longer vacations for a greater proportion of the population. Again our surveys show that 62% of travel trailer owners have three or more weeks of paid vacations. The expansion of the Interstate Expressway system brings more vacation areas within reach of recreational vehicle owners during their vacations.

The explosion of all outdoor recreation activities also makes itself felt in recreational vehicle future sales. Tents were used by 52% of travel trailer owners prior to their purchase, according to our surveys, and 93% camped out previously. Conversely, 54% of tent owners expressed an interest in a possible recreational vehicle purchase, and 30% of camping trailer owners wanted to trade-up to a travel trailer or pick-up coach.



Every inch of space counts in a travel trailer!



A travel trailer rally

Who Buys Recreational Vehicles?

The average family income is \$9290. College was attended by 45% of the family heads, who have an average of 1.8 children. 90% own their residence. They haul or drive their units an average of 5,244 miles per year, and consumed 1,164,000,000 gallons of gasoline last year.

It is likely they are the most gregarious people in the world. For instance, 64% of travel trailer buyers knew another owner prior to their purchase. Subsequently, 30% knew NINE or more other owners.

How do They Use Their Units?

Since their purchase, 36% of travel trailer owners reported their major use for camping with hunting and fishing. Travel and sightseeing rated high with 42%. Another 13% were most interested in just camping without hunting and fishing. Both camping and travel was the interest of another 6%.

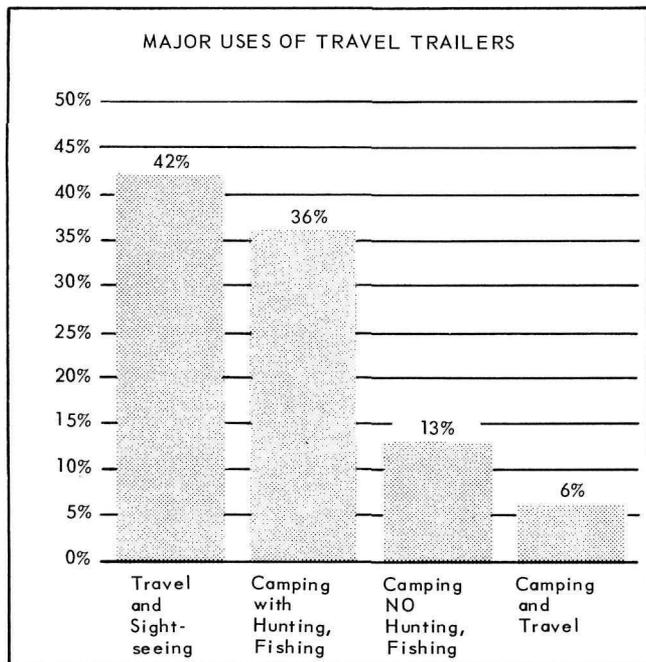
Of those interested in camping, 12% wanted to camp more often, 36% in more comfort, and 52% both.

Owner Needs

The rapid growth in sales already described has created an urgent need for three types of facilities:

- Parking areas
- Sanitary stations
- Storage space

Some examples of use highlight the problem of parking areas. Trailer days in the National Park System in 1964 were 2,413,804. Through Yellowstone alone in 1965 went 27,983 travel trailers and 26,817 pick-up coaches, representing a ratio of 56% recreational vehicles to 44% tents;



of all Yellowstone visitors, 9.7% came in these units.

The Michigan State Park System alone reported turning away more than 50,000 recreational vehicle families in 1965. In 1962, 7% of the visitors to the Seattle World's Fair came by travel trailer; industry sales since then have increased substantially, of course.

Types of Parking Areas

Five different types of parking areas are needed nationally, with some overlapping involved:

- Destination
- Overnight
- Week-end
- Metropolitan area
- Rally



DESTINATION parks usually involve a place where people spend at least a week of their vacation at or near major scenic or historic attractions such as Yosemite, Disneyland, or Williamsburg. Although pull-through parking is always desirable, it is less important here than in other types of areas; in fact, topographic conditions may make it impossible. When budgets permit, it is desirable to have a larger percentage of sites with complete hook-ups (individual electrical, water and sewer connections) than in other areas with shorter usage.

OVERNIGHT parks must be located close to a major highway, or near the exit of an expressway or turnpike, en route to a major destination. Pull-through parking is vital for this type of facility. Although electrical hook-ups should be provided whenever possible, individual sewer and water connections are less important. Provision of these facilities in a community not only provides a needed service at a fee, but also it encourages recreational vehicle owners in that community to buy food, gasoline and other items.

WEEK-END parks should be in or near an attractive or interesting area, preferably with swimming available, between 10 and 100 miles of a metropolitan area. Pull-through parking is highly desirable, but not essential as it is with overnight parks. Electricity should be provided if at all possible, with water and sewer connections less important.

The major spurt in recreational vehicle sales in the



Midwest began about five years ago when many owners began to realize that their units were ideal for week-end, as well as vacation use. As such facilities became available, purchases could be justified for both types of uses, when they could not be solely for vacations.

METROPOLITAN AREA parks. Every major metropolitan center in the country has an acute shortage of parks within a reasonable distance. Although there is more "country" than "city" use of recreational vehicles, they are used frequently to visit friends and relatives in other cities, or to see such attractions and shrines as Washington, D.C., Boston and Greenfield Village near Detroit.

Soaring land costs make it unlikely that this acute shortage will be reduced soon, and force consideration of such possibilities as highrise parking areas. Obviously many more units must be crowded into each acre in such facilities. As an example of costs, a highly suitable area that was considered for 500 sites near the New York World's Fair rented for \$1,000 per acre per year.

RALLIES. Since these people are so highly gregarious, it is not surprising that they band together into clubs. Our list includes 11 national groups, and more than 500 local chapters or independent groups. Local clubs usually conduct monthly rallies for from 10 to 100 units, while state groups meet less frequently with larger numbers.

For instance, the National Campers and Hikers Association has grown in five years from 5,000 families to more than 28,000; during that period the ratio of tenters switched from 85% to 15%. More than 4,000 of their families met in Bowling Green, Kentucky last summer, virtually doubling the population of that community for a week, and leaving more than \$1/2 million there.

Parking areas for these rallies should consist of simple large overflow areas, due to the large numbers of units involved, and infrequent annual use.

How Much Space?

In considering the question of parking areas, the question naturally arises as to how much space should be allowed for each site. Or perhaps we might ask "How high is up?"

Certainly we do not wish to encourage rural slums in any way whatsoever, on the one hand. MHMA has a staff of eleven architects and engineers who plan and design recreational vehicle and mobile home parking areas that will be assets to the industry and to the area involved.

On the other hand, it has been indicated already that

recreational vehicle owners are tremendously gregarious. Many of them don't want to be "lonely", or too far away from their neighbor. They like to swap experiences around a campfire with the stranger next door. For instance, at Yellowstone National Park on the day after Labor Day, when the peak season is over, occupants of the several campgrounds tend to gather in a single parking on their own initiative for these reasons.

In addition, as the amount of space per site increases, costs rise in even greater proportion—for roads and utility connections. Thus, more space may permit more natural beauty and preservation of more of the natural surroundings. However, proper design can do much to develop good aesthetics and retain natural landscaping, while achieving economy and efficient land use. In general, we believe that twenty to the acre is reasonable, except in metropolitan areas.

Many owners of travel trailers or pick-up coaches will vacation with friends and relatives in tents. Thus, in your planning, provision should be made for this mixture for at least part of the parking area when possible; this will also permit more flexibility during the entire season, as demand changes.

As already indicated, pull-through parking is essential for overnight parking areas, and desirable for destination and week-end parks. However, we recognize that in some instances terrain may not permit this. Limited water frontage or other conditions may also be factors.

Related Facilities

In addition to providing these parking areas, other related facilities also may be needed if they are not available within a reasonable distance. These might include laundromat and dryer, fast-moving groceries and bait for fishing.

In keeping with what has been said about gregariousness, individual picnic tables need not be provided for each site. Instead, they should be clustered, with two tables for each three sites, for instance.

The biggest mistake made by potential campground operators who talk to us is planning too much too soon—too many sites, and too many of them with complete hook-ups. The explosive growth of recreational vehicle sales has, in general, created a tremendous demand for parking areas as indicated. But this is not a business in which private operators will get rich quickly, primarily because of seasonal factors.

Thus, unless a private operator is depending upon the parking area and related facilities as his sole source of income, he should be conservative in the number of sites he plans. Then, during his first year of operation, if he finds that he is filled up during a substantial portion of the season, this becomes an accurate market survey that indicates he should expand. In the meantime, perhaps an overflow area could take care of some of the customers. Obviously, a private operator either should have enough land for expansion, or an option to buy adjacent property.

Utilities Needed

Individual water and sewer connections are expensive. Whether it is a private park operator or a government agency, we strongly recommend that the percentage of sites with these facilities be limited, again for reasons of economics. The money saved in this way, for a government agency, usually can be better spent in providing additional

sites at another location. Under normal conditions, 20% of sites with complete utility connections would be a reasonable break-down, with electricity only for the remainder.

Showers will be needed for tenters and non-self-contained recreational vehicles, of course. But keep in mind that units with showers are cramped, and many owners will wish to use public showers when they are available.

Limited peak summer seasons, as mentioned, obviously are a factor to consider for both private and government groups. In some locations, however, activities may be available to produce a longer season—hunting, fishing, special local events and skiing, for example.

Location is of primary importance not only for the convenience of those using the facility, but also because of terrain and accessibility of roads. A good question for a private operator to ask himself is: "If I didn't own this land already, would I BUY it for this purpose?"

Private Sector

For the foreseeable future, we believe that there will be a place both for the public and private sectors in providing these parking areas. Generally speaking, destination areas are more likely to be in the public domain, and thus more desirable for recreational vehicle owners. However, limitations of budgets and available land likely will make these government parks overcrowded, and create a need for private parks nearby.

Deluxe facilities, such as swimming pools and more sites with complete hook-ups, are more likely to be found in private parks. Few government parks are geared to handling reservations, whereas most private areas do so. In other words, it takes two to tango.

Sanitary stations

After more parking areas, the second great need by recreational vehicle owners is for more sanitary disposal facilities. When the great surge came about four years ago in sales of self-contained travel trailers, with holding tanks for their toilets, the need became obvious for some sort of simple sewage disposal facility. MHMA engineers, in cooperation with others, designed plans for a sanitary station that



Petroleum companies have been leaders in the installation of sanitary stations.

can be tied into either a septic tank or city sewer line.

Costs for such a sanitary station itself average about \$300, exclusive of access roads, septic tanks, etc. The provision of such a facility eliminates the high cost of individual sewer connections, in many cases, and helps encourage suitable sanitary practices.

Since the installation of the first sanitary station just over three years ago, more than 1500 are now available in every state except Hawaii, plus six Canadian provinces and three Mexican states.

Storage

The third urgent need of recreational vehicle owners is for more storage areas and fewer discriminatory local ordinances and regulations. Some owners' premises are simply too small to provide room for storing their units when not in use.

In other cases, local zoning regulations or city ordinances may prohibit storing of recreational vehicles on owners' premises. To combat this situation, our attorneys have developed a model storage ordinance that is available from MHMA, and has been enacted in several communities. This model ordinance prohibits sleeping or other use of such units, requires that they be set back from the front building line, etc.

Private operators of parks in some locations can earn additional revenue by providing storage, as well as parking areas. In some cases, a flat rate may be established for the entire year; the unit is kept in such a park, except during the vacation period, used over many week-ends, and stored at other times while the family has driven home without the unit.

Future Trends

In addition to the future sales potential already described, that will affect demand for parking areas, other future trends will relate to design of these facilities.

The average length of travel trailers in use likely will increase somewhat, from the current 17.7 feet. Our surveys show that 43% of prospective travel trailer buyers thought they would be difficult to tow, whereas only 4% of all owners reported any towing problems. Thus first-time buyers tend



to buy units that are too small for their comfort and convenience; when they have found that towing is not a problem, their repeat purchase is a considerably longer unit. Only 21% of first-time buyers bought a travel trailer 18 feet or over, whereas 50% of repeat buyers purchased such a unit.

The proportion of travel trailers that are self-contained is likely to continue to increase modestly. Current statistics show that 45% of first-time buyers and 64% of repeat buyers



A caravan of travel trailers going to a rally.

own self-contained travel trailers. In the long range, we believe that at least 20 to 25% of current sales will not be self-contained, due to the demand for cheaper and smaller units, and the fear of towing.

The surge in sales of pick-up coaches is even newer than that of travel trailers. Their share of the total market of recreational vehicles has been increasing. Although this



share is likely to continue increasing modestly in the near future, probably the percentage will level out in about three years due to the space limitations of pick-up coaches.

Camping (tent) trailers are becoming larger and more elaborate, and, in the future, the percentage of such units in use is sure to increase. Stoves, refrigerators and heaters are becoming commonplace in these units that previously were just beds on wheels.

Literature Available

A complete Travel Trailer Park Planning Kit is available at \$2.50. This includes the brochure "Travel Trailer Parking", with additional background information about the installation of parking areas, sample site plans of private parks and the National Park Service areas, the leaflet "How to Promote Your Travel Trailer Park", plans for the sanitary station, and the new "Environmental Health Guide for Travel Trailer Parking Areas", developed in cooperation with the U.S. Public Health Service. All of these materials are also available singly.

MHMA also publishes the bi-annual Recreational Vehicle Park Guide at \$2, and the new edition is just off the press. It includes separate sections for private parks, government parks, recreational vehicle clubs, lists of sanitary stations, and rental agencies.

Also available, without charge, is the Code of Ethics for Recreational Vehicle Owners. This was developed in cooperation with the National Park Service, Public Health Service, Forest Service, Bureau of Public Roads and Army Engineers.

Two 27-minute sound, color films are available on loan from MHMA. "Alcan Trailer Trek" shows a caravan trip to Alaska via the Alaska Highway. "Conservation Piece" features trips by four different families in their travel trailers to the outstanding scenic and historic places of the country.

Technical Assistance

We welcome hearing from all readers with questions, problems or comments by mail or telephone. Under certain circumstances, our staff engineers or the author can meet in person with people in the field when time permits.



Trailer camp at Deadwood, South Dakota.

... on a touring trail in Theodore Wirth Park in Minneapolis.

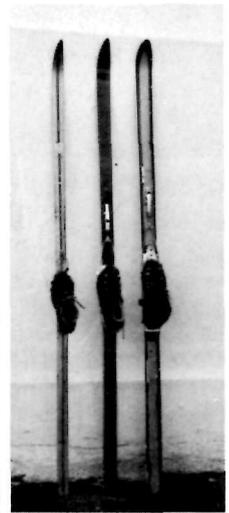


SKI TOURING TRAILS

● by ROBERT D. LARSON

Although it is currently one of the fastest growing outdoor participant sports, skiing has not been of direct concern to most public recreation planning agencies. Winter Park, Colorado and Whiteface in New York are notable exceptions, and there are a few others. In those areas where ski facilities are typically built on public land, the agency involved—usually Forest Service—has controlled permit, extent and design of trail clearing, sanitary facilities and public safety. In areas built on private land, more the normal pattern in the east, the states have expressed an interest in certain aspects of their operation. Recent legislation regarding safety standards of public uphill transportation facilities is the best example, and the usual public interest in licencing of eating and drinking establishments, merchandising and the like obtains.

It will be seen that this pattern of public function is almost entirely directed to regulation, very much on the public safety and convenience pattern. The actual financing and construction of trails, ski lifts, warming houses, lodges, restaurants, parking facilities and other items necessary to operation of a "downhill only" ski area has been carried on by private interests. Concentrated use of relatively limited areas has made private investment feasible.

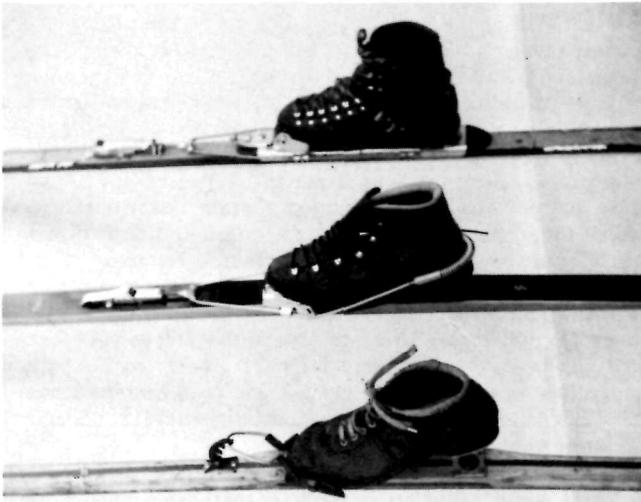


● Mr. Robert D. Larson, with a B.A. in Political Science, 1947, and a LL.B., 1950, from the University of Minnesota, is the Legal Advisor, Central Division, National Ski Patrol System. A member seventeen years in the NSPS, he was appointed National Ski Patrolman, 1957, and National Certification, Avalanche Instructor, NSPS, 1962. Then from 1962 to 1965, he was both Chairman, Northern Division, United States Ski Association, Ski Hut & Mountaineering Committee, and a member of the Central Division, USSA, Ski Hut & Mountaineering Committee, and member of the Central Division, USSA, Ski Touring Committee, 1965-1966.

Skiing has not always meant "downhill only", although this may be the understanding of the average participant. For all but the last moment of its 6,000 year history, skiing has been a utility, a practical means of transport in the flat or rolling snow-covered landscape of the northern hemisphere. Hunting, herding and necessary group migration would have been impossible without a usable method of individual transport. Its history as a sport is not much older than this century, beginning when off-season English visitors adopted it in the Swiss resorts. Even then, the image of skiing as a sport included a utilitarian aspect as essentially downhill competitive events included substantial sections of travel uphill or on the level.

With the introduction of mechanical uphill transportation in the 1930's skiing began to take on the appearance we see today—concentrated use, concentrated areas, larger crowds, ski lifts, increasingly refined equipment and techniques. It has undoubtedly become a great sport, a source of regarding outdoor enjoyment for thousands.

Certain aspects of skiing as it is known today have, however, served to push out many who would otherwise enjoy the sport. Equipment cost is a definite factor. An outfit of skis, boots, poles, bindings and external clothing of the "right" kind can come to \$225 without, by any means, choosing the most expensive items. In a spot survey in



From top to bottom, downhill ski and boot, touring ski and boot and cross country racing ski and boot.

Colorado in 1956 at Arapahoe Basin, nearly half the advanced-intermediate skiers were using skis costing nearly \$100 per pair. Introductory sets of skis, boots, poles and bindings at around \$100 are not often kept long as the buyer's skill or sophistication increases. Add to this, costs ranging from \$2.50 to \$7.00 per person per day for lift tickets, and many are priced out of the sport. In fairness, it should be noted that many areas now offer advantageous family rates, but the overall cost is still difficult to meet.

Downhill skiing is seldom well adapted to family participation. Varying levels of skill and energy stratify groups, and we find high school-age brother quickly away on his own, little sister is on the beginners' slope, mother in class, and father is on an intermediate trail. They are fortunate if they can find each other for lunch.

Mrs. Ginny McWethyon on the Theodore Wirth Park Trail.



Improving hill maintenance and refined release bindings notwithstanding, injuries are not unknown, and this factor has a contrary influence on many who would otherwise ski.

Older persons are not likely converts for obvious reasons, and although some who have skied through the years remain active, the usual pattern is a dropping away from the sport relatively early.

A new development is now becoming evident, one which promises opportunities for additional pleasures for the present downhill-only skier, and, probably even more important, permitting thousands more to enter the sport. Cross country skiing, ski touring, high touring, ski mountaineering—all terms relating to emphasis on the earliest form of skiing—are gaining adherents at an increasing rate each year. In addition to obviating the personal problems noted above, touring opens vast new areas of our country to ski sport because substantial hills or mountains are no longer a limiting factor. Any snow-covered area is useable, some obviously more attractive than others.

Two agencies of organized skiing are closely associated with this development—the Ski Touring Council, chiefly active in the New England area, and the United States Ski Association, the spokesman for organized skiing throughout the country. The USSA maintains parallel committees at national level and within its eight geographical Divisions. Its Ski Touring Committee and its Ski Hut and Mountaineering Committee are oriented to recreational skiing. Its Nordic committees provide coaches and training for the competitive level skier.

Personal advantages of touring are numerous. It offers a welcome variation in aspect for the downhill only skier. Costs of top quality equipment do not exceed a third the cost of downhill equipment of the same level of quality—and for beginners, experimenters or part-time participants, certain items of discarded or second hand downhill equipment can be utilized. The clothes bug has not yet bitten the tourer, and almost any item of adequate winter clothing is not only useable, but it's in fashion. Variations in strength, youth, or ability no longer split the congenial group. More talented or energetic members of the party can expend their exuberance on short side trips as the main party moves along the trail, enjoying together the day, the scenery and the outdoors. Because it is essentially just walking on skis, the beginner can enjoy the sport almost immediately. Add to this a form of continuous, rhythmic physical exercise, the type authoritatively recommended as the best of all for physical conditioning, and we see a most important sports activity emerging.

There is an additional difference, one of consequence for planners. It is that the cross-country skier will seek out facilities analogous to those needed by the summer hiker and camper rather than those utilized by the downhill skier. He looks more for the extended trail than the limited space of the commercial downhill area. His utilization is not sufficiently intensive to warrant commercial development, and he will look to public lands primarily for his sport.

Touring facilities can be divided into two categories corresponding to the Class II (General Outdoor Recreation Area), and to the Class III (Natural Environment Area) categories of the ORRRC Report. The first would serve the many who come for an afternoon, a full day or a delightful evening outing. This type concerns the metropolitan planner, city and county park departments primarily. The second, catering to the week-end or extended vacation skier comes within the interest area of the state park planner, and of federal level agencies. Trails for both types can be wholly on public lands, or on a combination of public and private lands—parkways, recreation farms, park-to-park trails and the like—utilizing the normal variety of forms of acquisition.

It is a fortunate spin off for the touring skier that his facilities requirements are almost exactly met by established summer hiking and camping developments. Any modifications required are small and not expensive. Early planning cuts even this small cost.

For this reason it has been thought expedient to present a list of criteria for touring facilities so that they may be kept in mind during early stages of planning or improvement of new or existing facilities.

CRITERIA FOR SKI TOURING TRAILS

1. Tours can be point-to-point or circle trips.
2. Interest is added if the tour has a specified objective—summit, cabin, shelter, fire tower, historical point or an area of special beauty.
3. The ideal trail is interesting in its use of terrain. That is, wherever possible, it follows undulating contours rather than flat areas exclusively.
4. Trails should be brushed out to the extent called for by normal snowfall conditions in that locality. Obviously, the cleaner the trail the longer the season during which it may be used. Trees must be limbed out higher to accommodate for normal snow depth.
5. Trails should be marked for both directions of travel. Marking should be high enough to accommodate normal or more than normal snow depth. If trails converge the markings should make this clear. It must be kept in mind that adverse weather conditions will make adequate marking a vital safety factor for the user.
6. Trails for family and day use can profitably be 3-6 miles in length.
7. Shelters for basic weather protection, rest or eating are desirable when and as available. On real, back-country trails bunk and heating-cooking stove facilities are useful. Developed shelter at appropriate intervals permits the winter hiker to travel with less weight, permitting longer, faster, and thereby safer trips.
8. The need for sanitary facilities varies with the number of trail users, and normal criteria can be used. 3-4 mile intervals matches the speed of the average party per hour. Design should consider the severe exposure problem of the facility, and excellent material should be used. Locations should be well marked on the trail, and on such maps as may be prepared for the area to insure their use.
9. Access to the trails from the outside will vary depending on the type of trail. The 3-6 mile figure will work in all circumstances, although it can be a "beginning-end" of the trail, or separate ends of a point to point trail. More experienced parties can easily cover twice the distance in the same time. Back country trails need no more access points than for summer use.
10. Waste disposal facilities locations can be the same as for summer use. The usual considerations apply—they should be convenient, well marked. The touring skier is usually a better than average outdoor citizen in this respect.
11. First Aid and Rescue. The severity of the problem is probably proportional to the accessibility of the area. There will be some injuries, but the back country skier is more likely to be able to care for himself and his party than the summer hiker-camper, both from the standpoint of training and equipment. Motorized evacuation is simpler in winter. Although we recognize that those in charge of any area—public or private—have assumed certain responsibilities toward the user, we would expect minimal liability problems. This is not to say that claims, complaints, and even suits will never arise. They do in any connection, but we would expect less here than in almost any other endeavor of the type. There is always the user who objects that you haven't swept away all obstacles from his path, whether on a city picnic ground or on a remote canoe trail. Fortunately, the outdoor recreationist is perhaps less prone to this thinking than others.
12. Trail width necessities vary. A trail wide enough for socialability is a good standard—say, six feet. Approaches to turns on hills should widen to permit the skier to brake, and the turn itself should be wide and not hemmed in or obstructed by trees or rocks at the far side. Trails on sidehills fill with snow, and a six foot width is needed for progressive braking techniques. Curves or other problem areas should be marked well in advance. The horse or footpath switchback is too tough for the skier. A run-out at the far side will permit the skier to stop, then turn.
13. Water is no problem. If open springs are available they should be noted on maps and informational signs. If not, the party will care for itself.
14. Trails through woods and higher brush tend to receive and keep snow better than trails in the open. Open trails are also subject to undesirable wind action on the snow and they are colder.
15. Good, weatherproof informational signs should be used liberally.

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Dr. Cowan has been an insect-pest investigator for the Canadian Government, field assistant for the National Museum of Canada, and then teaching fellow at the University of California. Returning to Canada in 1935, he served as assistant biologist and assistant director in the British Columbia Provincial Museum. At the University of British Columbia he was a professor of zoology, assistant dean of arts and sciences, and dean of faculty of graduate studies.

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CONSERVATION AND MAN'S ENVIRONMENT

by IAN McTAGGART COWAN ●

Through the millenia of his birth, man was a poorly equipped, struggling omnivore inhabiting environments that offered special favour. Populations were small, and the product of a limited area was the sole support of its humans.

As man the inventor, however, he added to his inadequate physical attributes a long series of devices that extended his ability as a food gatherer and expanded his environmental tolerance.

With increasing competence, the itinerant hunter-food gatherer in his family group became the neolithic agriculturist. This was certainly subsistence agriculture but it permitted the first permanent settlements and therewith the first truly man-made environments. The discovery of the river basins with their rich soils led to the production of food surpluses and with these the specialists, the villages and later the cities.

Through these years when every man was an intimate daily participant in the struggle to wrest survival from an unpredictable environment, a rich store of folk images grew from the day to day experiences. These guided his biological routines and provided acceptable explanations for the commonplace physical and biological phenomena. He was an observant and rational creature and here and there across the world developed some effective practices to prolong the food-producing ability of his habitat. These folk techniques, however, were family or tribal in scope and died with the group. In general, early man lacked a concern for the environment, for the creatures in it and for the consequences of man's activity. Great cities were born in the Mediterranean basin and elsewhere, many to be abandoned in a few hundred years as desolate monuments to man's ineptitude. Climatic change has been proposed as explanation for these early failures of urban man. The overwhelming weight of evidence, however, points clearly to man, not climate, as the agency that let in the desert, or destroyed the capability of the soil.

Then scarcely a century ago, man turned his talents to vital invention. Aseptic surgery, vaccination, public health measures, antibiotics and chemotherapy introduced a new era in which man emerged as the first creature to directly influence the answers to the ageless questions—who dies, when, and of what? The outcome of these discoveries are clearly revealed in the burgeoning human populations.

It was the thought processes of science that consolidated the era of vital invention and started man on the harried course to large scale environmental manipulation. The scientific image emerged, frequently in sharp conflict with the folk image of the living world and its relationships. As

Boulding has pointed out, even a relatively imperfect shift from the folk image of man and society to a scientific image involves man in at least two large, irreversible, and related changes. The first of these is the increase in self-consciousness, not only of the individual himself, but also of the society in which he has been placed. The second change is the development of the integrated systems point of view, where the world is seen as functioning in an orderly and predictable way, where imposed changes have predictable consequences.

Man is no longer the frail primate, surrounded on every hand by baleful and mysterious forces, wild beasts and pestilence. He glories in his new capacity to go where he wills when he wishes, to conquer all natural obstacles, to guide his own star. We have man the despoiler, the casual pursuer of short term goals, the arbiter of survival for so much of the world's biota. At the same time, this is man the creator of majestic works, self-conscious man, the only moral creature, man the conservator ready to answer for his errors and to extend the umbrella of his competence over many lesser forms of life with which he shares his environment.

This, to me, is one of the great revolutions of attitude of all time: man the fearful becomes man the master.

The Roots of Conservation

Conservation as we know it today is a complicated and interesting area of activity. In very large part, it is the expression of the enlightened self interest of a population arising from the understanding, scientifically gained, of the laws of growth, the known facts of population regulation, and the discovery that for wild crops, as for tame, the environment has a capacity which it cannot exceed; but can sustain.

This is conservation as it is properly applied to the living, self-replacing resources upon which man can draw for his sustenance, his energy needs and his economic enrichment. The doctrine of wise use is the operating principle, properly stated, it is that a living resource may not be used at a rate faster than its capacity to replace itself. Sustained yield is the objective of the management programs in forestry, in fisheries and in wildlife management. In these areas of conservation, self-consciousness is happily bolstered by the profit motive. It profits man in the long run to conserve the renewable resources.

The evolution of the principle of sustained yield has its roots in the folk learning of antiquity, given form, substance and conceptual veracity by science. It first received public acknowledgement as the operating framework of a National Policy when, in 1910 President Theodore Roosevelt promulgated what has come to be known as the Roosevelt Doctrine. This recognized all outdoor resources as an inseparable whole; established the public responsibility for the wise use of these resources and declared science as the working instrument to guide public policy.

But though the Roosevelt Doctrine marked the inauguration of the era of scientific conservation, it was itself the outcome of half a century of struggle acted out in the political arena of the United States as the old concepts of the private right to all public resources were defeated in the devastated forest lands of America, and the role of water on the arid lands of the central continent became established in law. The names of Carl Schurz, United States Secretary of the Interior under President Hayes, and of John Wesley Powell are prominent among those who saw the message of conservation boldly written in a troubled landscape nearly a

NPS Photo by Jack E. Boucher



Lower Falls, Yellowstone Nat'l Park

NPS Photo



Grizzly Bear in Yellowstone Nat'l Park

NPS Photo by Woodbridge Williams



Upper Geyser Basin, Yellowstone Nat'l Park

century ago. But, as usual, reason was slow in acceptance, as its adversary was the easy short term profit where wealth and political influence were bedfellows.

In almost every instance it was born of human tragedy; ghost towns in a chaos of ravished forest land, towering clouds of topsoil that carried with them the hopes of thousands in Oklahoma and the other dustbowl areas of the world, surging flood waters on the delta lands, stinking rivers carrying sickness to all who used them. Always the task faces by the ecologist in conservation has been to rescue man from the consequences of ignorance, avarice or folly.

The continent is still repaying the debt that was ruthlessly extracted from the landscape in the nineteenth century. "In the forests, as on the ranges, and in the mines, it was every man for himself, and it would take a generation of protest, and a Rough Rider President, to slow down the onslaught and put the get-rich-quick capitalists on the defensive. The nineteenth century lumber tycoons, to give them full credit, housed a growing nation, cleared land, and hastened the pace of westward expansion. However, they set world records for waste, and their prodigal prosperity consumed the stored capital of nature—which, by right, belonged to other generations." (Udall 1963:98)

The other parent of today's conservation takes its origin from more complicated sources. Moral conscience offended by killing beyond need, religious concepts of cruelty and a genuine concern to retain for our enjoyment creatures whose beauty of colour, form, movement and sound appeal to the senses and give us pleasure. The protectionist movement has its roots as deep in human antiquity as art, music and religion. In its earliest manifestations, it is a folk movement strongly espoused by an ever-enlarging segment of our society. However, along the way, it is gaining the strength of true understanding derived from scientific inquiry and the unarguable power of the market place. People will pay for it!

This aspect of conservation was at first concerned with the protection of birds by the establishment of refuges, but rapidly broadened to encompass the preservation of entire areas of special beauty or unique biota. The National Park concept emerged as one of the most powerful popular movements of our time.

Perhaps the dominant trend in conservation today arises out of our growing realization of the influence human populations have already had on their environment. If indeed we seek mastery of our fate, of fundamental importance is control of ourselves and regulation of our actions as degraders of the potential contribution that environments may make to future generations. The frontier philosophy of do what most profits without thought for tomorrow is no longer tolerated as a working principle by any advanced society.

It is near thirty years since Aldo Leopold gave expression to the "ecological conscience", recognizing each generation not as owners outright of the land and its resources, but the holders of life rent with the responsibility of wise custodianship without reduction in potential. Ecologists have been slow to involve themselves with a study of man as the dominant influence in the world's terrestrial ecosystems. But, even so, our knowledge of human ecology is growing rapidly, paced by such exhaustive summaries as the Wenner-Gren Foundation report on Man's Role in Changing the Face of the Earth (1956); the searching studies of the British scene by Nature Conservancy; and the recent conference on the Future Environments of North America (1964). As the understanding of the ecologists increases, so also does appreciation of our potential for actions detrimental to human environment.

The complex web of man's impact on his environment defies neat compartmentalization, but there are five areas that by virtue of differing group interest and research need justify separate comment: 1) Soil conservation; 2) The role of man in the survival of the biota or of its productive capacity; 3) The ecology of man-made pollution; 4) The maintenance of natural beauty and the opportunity to relate to nature; and 5) The maintenance of genetic variety and the preservation of opportunity to learn.

Soil Conservation:

Here and there in time and location man has gleaned bits of information on the nurture of the soil as he extracted his crops from the arid lands or sought his livelihood on the steepening hillsides of an over-crowded habitat. The great drought period of the 1930's in central North America, however, for the first time found man ready for massive, effective, science based attack on the soil problems of a continent. The Soil Conservation Service of the United States established under Franklin Roosevelt's administration, can fairly claim to have changed the face of a continent in its 30 years of existence. In so doing, it has mustered an understanding and a technical force that is carrying its influence to many lands.

Soil conservation in North America has made possible the tremendous food-producing potential of the continent but beyond this it has had immeasurable influence on all other aspects of natural resource conservation.

Conservation of Species:

The expansion of natural history into ecology during the scientific revolution saw the principles upon which the idea of conservation rests added to abundantly, both at the operating level and in concept. The community as a vital entity operating in accord with discernible laws that could yield prediction; the idea of the limiting factor, and of density dependent feed back between organism and environment, were among those hypotheses that provided new conceptual equipment.

The idea of altering the natural forces that were regulating the lives of creatures other than ourselves is a major landmark in the flowering of human ideas, its emergence marked the transition between simple protection and management; the purposeful attempt to alter the environmental impact on a species or community, to produce a preconceived result. Management includes the regulation of the direct or indirect impact of man on the species or community, as well as all attempts to alter such other features of the environment as water, food, shelter, parasites, disease, predation, special facilities, competition or distribution. The objective of management in conservation today is much broader than the mere maximizing of profit. Each living organism is seen as the repository of a unique assortment of biological information gained through the eons via the process of evolution. Each offers a potential enrichment of human knowledge, and enjoyment that is limited only by our capacity to appreciate. The loss of any single element in the world's store of varied life is viewed as an erosion of the quality of the human environment.

In general terms, management is directed to the encouragement of those species we desire to assist, to reduce populations of creatures we regard as damaging our interests or to maintain the integrity of an entire assembly of plants and animals; that is, to maintain a community for its riches

of species and associations. Species-oriented conservation falls into three main categories: Management for survival; management of distribution; and management for harvest.

Management for Survival

In nineteen hundred years the world has lost 107 kinds of mammals, and close on 100 kinds of birds. The extinction of plants, and the lesser animals is not known but probably vastly exceeds that of birds and mammals. Nearly 70 per cent of these losses have occurred in the last century and mostly through the activity of man. Here and there throughout the world, on every continent and on many of the remotest islands a host of other species, more than 1000 strong face the imminence of complete and final passage from the world's fauna.

Extinction has been an essential companion of evolution since the beginning of time and there is no reason to believe that the process is complete. Nonetheless, it is an ideal of conservation that no creature should pass from the face of the earth through the instrumentality of man. If we would pose as the masters of creation, to prevent extermination of a large and obvious form of life stands as a challenge to our ingenuity and our competence.

There is an element of drama also in the plight of a vanishing creature that captures the imagination. The challenge to aid the troubled species thus has consequences far beyond the retention of its genotype. It becomes an instrument of enlightenment, thousands of people develop an increased awareness of the principles of conservation through identification with the endeavour.

Several special agencies make their particular concern the assembly of all available data upon endangered species. The International Union for the Protection of Birds, the Survival Service Commission of the International Union for the conservation of Nature as well as many agencies of western governments, Japan and several European nations contribute in important degree to the identification of species in trouble and in coordinating assistance programs. The International Union and the World Wildlife Fund muster the skills and organize the support for emergency attempts to redress the havoc man has wrought upon wildlife in the farthest corners of the world. In the United States the recent Land and Water Conservation Fund Act provides for the protection of endangered species there. There are substantial successes but the tasks are huge and without precedent. Species that are in trouble as an outcome of man's alterations of habitat have proven most difficult to assist, as have insular endemics. Long periods of evolution out of contact with the specialized competitors, predators and diseases of the continents have rendered island species most vulnerable to the impact of man-induced changes in environment. Islands are unique and desperately fragile. They require special care. Introductions of exotics, domestic species, or of diseases are almost certain to be catastrophic.

A recent approach to the restoration of endangered species is through the instrument of captive rearing for later release into the wild. It cannot be regarded as the perfect answer as many species are not susceptible to confined rearing, and others have been shown to possess a heritable factor for wildness that may be selected against in captive breeding.

There are two other potential hazards to releasing hand-reared or even wild-caught stock from elsewhere in an effort to increase the numbers of an insecure population.

One is the danger of introducing a different and less well adapted genotype. The second is the risk of introducing disease organisms foreign to the creature.

An ever-present danger of such programs of introduction or reintroduction is the loss of the genetic distinction of a local endemic form. The widespread transplanting of such native North American species as bobwhite quail and cottontail is suspected of having changed the genotype of some local forms. On occasion, the hybrid has locked the time earned adaptive features of the local race and what started as a logical attempt to aid a struggling population became the kiss of death.

We have slowly learned to appreciate the tolerance developed between disease organism and host during eons of mutual evolution. But experience has been a hard teacher and many an organism has suffered the devastating consequence of either our ignorance or our stupidity as we refused to apply what knowledge we had gained. A case in point can be seen in the plight of the largest wild-living stock of American bison in the world. The transplantation of a disease-ridden herd of plains bison into the last remaining stronghold of the wood bison in Wood Buffalo Park, Canada, led to the predicted but ignored consequences. These may not only finish the race but see the transmission of the disease into clean stocks of moose and barren ground caribou.

It is impossible to foresee the direction that our interests in the biota will take as human tenure of the earth lengthens, as our populations increase, our demands upon the resources expand and our understanding of the environment becomes ever more detailed. Today our concern is for the forest trees, certain more obvious plants, and for the mammals, birds, some fishes and some reptiles. Our knowledge of the ecological facts pertinent to the management of most of these is inadequate and we are totally innocent of the data that would permit us to manage the populations of most of the living creatures of the world. The only tenable approach to the maintenance of the largest part of the biota is through the management of ecosystems rather than individual species.

Where climax situations are concerned the task, in theory, is relatively simple. On the other hand, the restoration and maintenance of any of the transitory serial stages in a living community of plants and animals is a task of great complexity. So much so that we are at present almost powerless to plan for the successful ecological management of even the smaller National Parks of this continent.

The usual approach to the conservation of vanishing plants or animals has been to create a refuge or park to contain it and to exclude fire. Special reserved areas have been established to maintain stands of climax redwood forest, Douglas firs, monterey cypresses, organ pipe cactuses, Joshua trees and the entire flora of some of the Hawaiian craters. These measures are seldom adequate and the truly ecological view of the objectives is only beginning to enter into planning and administration.

Management of Distribution

In general, a species becomes less vulnerable as its distribution widens. Of special importance is discontinuity of distribution as this protects against the inadvertent catastrophe that can overwhelm a single small population.

We can sometimes foster discontinuity of distribution by carefully selected transplants of a species into unoccupied but apparently suitable habitat.

This, at the same time, provides a unique opportunity for the establishment of a disease-free nucleus population. Natural extinction has been an active process through all existence. Although we have little knowledge of the causes of extinction, epizootic disease is a possibility. Thus the establishment of disease-free discontinuous populations should give added survival value to the species and will provide additional surety to our objective of management for variety.

Management of Numbers

In general, the utilization of a new element in the biological resource still follows the primitive pattern. Thus for each new species for which we find a use there occurs first a period of uninhibited exploitation, as if the resource was unlimited. Sooner or later, declining availability arouses concern that the stock will be commercially eliminated. Too frequently, the rising cash value emerging from progressive scarcity obscures the biological situation and renders politically difficult the establishment of measures adequate to restore the productivity of the resource and to place it on a basis of sustained yield management.

Conservation practices designed to manage for sustained yield consist of fact-finding, restrictive regulation and positive management. The important difference between the last two is that, while restrictive regulation is designed to regulate human exploitation of a wild species to a level at or below the mean replacement rate, positive management is oriented toward increasing the production or survival of young, and to lengthening the life of adults of the managed species. In terms of the classical sigmoid of population growth the objective of conservation of a harvested population is to maintain the population at the level of greatest rate of increase while at the same time moving this upward by raising the ceiling imposed by the environment.

Most wild populations exist within a delicately balanced complex of species that make mutual use of the food potential of the environment. Some competition between species is frequent. The consequence of human depletion of certain species is often to promote a new balance within which the preferred species plays a lesser role. A biological vacuum often does not arise and for this reason it may be impossible to restore the population to its early productivity even under the best of management.

Where the demand is greatest, the concept of maximum sustainable yield has come into being. This may be expressed in terms of numbers, weight, or cash return.

The simpler task of sustained yield management is that confronting the forester whose product is wood. His populations are immobile and easily measured, the regulation of size of harvest presents few biological problems of decision. The unique factors are the long period of growth between harvests and, in the north, the vast areas of almost single species forests. These render protection from fire and pestilence the major hazards to success and the technology of these tasks becomes limiting.

Increasingly, the value of many forests arises not from their primary product but from their contribution to maintaining the integrity of watersheds, as an environment for wildlife and as a place for human recreation. Here the designation of goals is more difficult, and the knowledge demanded for successful management more precise. In only a few areas is adequate research information available.

Few among the world's fishes provide commercially

important harvests and for only a handful of species can it be claimed that effective, sustained yield management is in force. In many instances our biological ignorance is inhibiting the development of management routines. For more of the marine fishes the political complications of the multinational competition for the crop frustrate the application of even existing information to the task of conservation.

The principle of abstention that is being pioneered with respect to certain of the North Pacific fisheries is a useful experiment in international conservation. Under this Canada, Japan and the United States have agreed to abstain from fishing stocks of fish under full use and scientific management by any one of them. To be effective, however, agreements of this sort require the participation of all those nations that are competing for the fish resource of the management area. An important effect of such an agreement is the incentive for additional studies and better management.

The worst example of the failure of conservation, not for want of biological information but from bad faith, commercial avarice and political iniquity, is to be seen in our treatment of the marine mammals of the world. Completely adequate demonstration has been available for at least a decade that species after species among the larger whales is being reduced to the point of extinction, and the industrial potential of the industry thus destroyed. Despite this, the responsible international organization of whaling nations has been repeatedly prevented from establishing the essential conservation measures through the political influence wielded by certain commercial interests bent only on retiring an investment as quickly as possible.

The harp and hood seals of the North American east coast are among the remaining commercially useful seal populations and they are suffering similar fate.

The Ecology of Pollution

The most insidious influences of man in the environment arises from the disposal of wastes and from the purposeful distribution of biocide chemicals to destroy plants, insects and related organisms regarded as inimical to certain human activities. These two forms of activity have the common denominator of so altering the environment chemically or physically that it is no longer a suitable habitat for many native forms of life and is often damaged as a habitat for man himself.

Egler (1964) has stated that "the problem of pesticides in the human environment is 95 per cent a problem—not in the scientific knowledge of pesticides, not in the scientific knowledge of the environment, but in the scientific knowledge of human behaviour." A combination of apathy and organized stupidity frequently motivated by the market place. The same can be said for pollution in the more usual sense. The devastating consequences of the ecological ignorance that fosters and permits such action was realistically presented to millions of people the world over by Rachel Carson in "The Silent Spring" (1962).

Again to quote Egler. "In general, we have acted with remarkable arrogance to the whole of nature of which we are a part. Any part we do not want, we seek to destroy, completely and utterly . . . With the destruction of each such 'pest' by the use of the handiest, cheapest, most quickly acting pesticide, goes the destruction of anything else about which we do not care at the moment, or the eventual destruction of other things about which we may care but by such remote side-effects that the actual connection can be disputed."

The problem is of world wide scope, increases with the rise of human populations but is most intense in the sophisticated societies with the most advanced chemical industries.

Despite the growing public awareness that there are grave consequences from our present introduction of destructive chemicals into the ecosystem, the manufacture and distribution of these is increasing annually. There is no limit to our ingenuity in designing new forms in which we can introduce chemicals into the complicated web of our ecosystems, while we are powerless to influence where they will travel and impotent to remove them.

The biological destruction of rivers and lakes through the introduction into them of sewage and the chemical effluent of industry has aroused widespread public concern. The problem has become a national emergency in many countries and has generated powerful corrective efforts. Despite local success the pollution of fresh waters remains one of the most devastating consequences of civilization.

Nowhere else in our relationship with the biological world in which we live are the lines of our understanding, our communication, our sources of political action, our economic ambitions, our biases, and our fears more hopelessly interwoven. It is difficult not to despair that an economic society is impotent to prevent the pollution of land, air and water which we now support or condone.

Viewed the world over, mankind today is indeed managing his environment. This management, however, is not the outcome of a studied attempt to proceed toward a desired objective; it is rather the cumulative result of varied extemporising, unplanned and uncoordinated directed toward the satisfaction of the immediate need. Individuals, societies and governments frequently compete and promote conflicting attitudes and acts of strong environmental consequence. We are completely without any well-defined and generally accepted philosophy to direct our specific behaviour toward our surroundings.

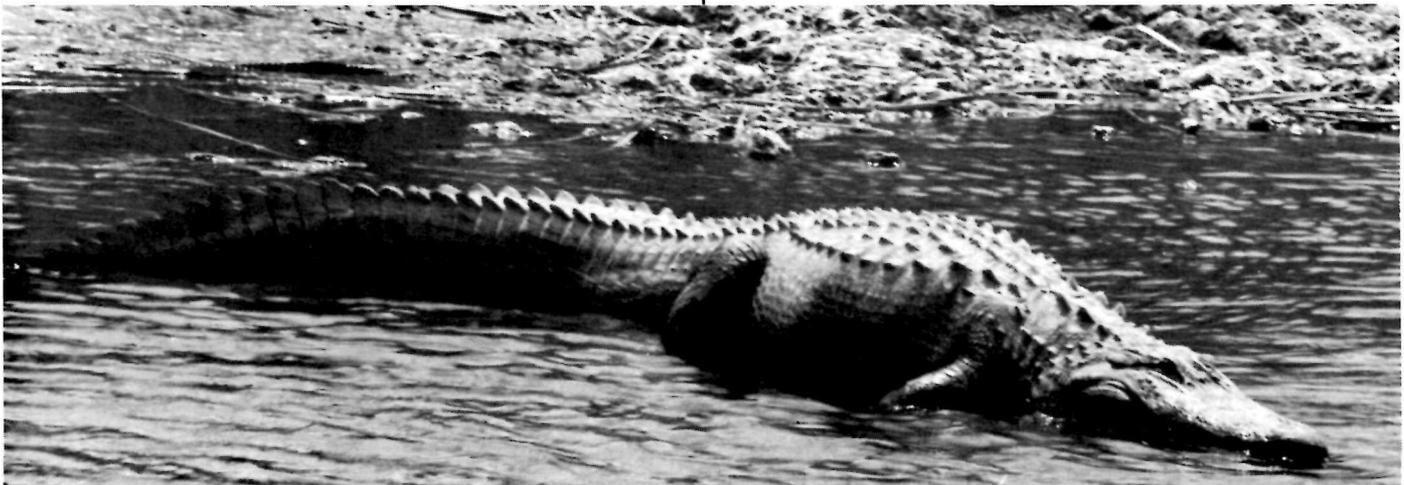
Even our governments are not organized to react effectively to a comprehensive management of our actions as they influence the human biophysical environment. We are geared for local crises, the epidemic, the crop failure, the forest fire, the devastation of riparian lowlands by flood, all trigger prompt action by some appropriate authority. These are crises easily seen and understood, dramatic in their impact on our immediate desires. The

environmental changes of the greater ultimate importance take place so gradually insidiously, unobtrusively that they escape our attention until irreparable harm is done. Cumulative contamination of the environment by the waste products of our factories, kitchens and bathrooms; gradual destruction of wildlife habitats with all they contain, the sprawling blight that flows from our cities further and further into the countryside; the indestructible wastes of our technology that beer can after auto-carcass, plastic bottle after pliofilm bag spread filth over our beauty spots, these have not yet reached that point in public understanding where concensus can lead to effective corrective action.

Man and the Enjoyment Resources

The world of today falls, perhaps loosely, into two categories of human societies. There are those which, despite improvements in scattered technologies, are concerned, at the level of the average individual, with the day-to-day task of staying alive. For them, it can be truly said that the immediate objectives and concepts have changed little since the days of human origin. The concern is living, not the quality of life. At the other extreme are those fortunate societies that have evolved through science and social ingenuity a competence that has to a very large extent banished the folk fears of starvation and pestilence and introduced new horizons to the image of life. Concern has shifted to the richness of experience that any individual can expect from his environment. It has become a proper objective of all mankind to, as far as possible, equalize the opportunity available to all individuals in all societies. There is no gain for man, however, if equalization is downwards.

The logical concomitant of this principle is that those societies that have progressed furthest in the search for quality of living should exercise a concern extending far beyond their borders. Mankind's tomorrow will be found on the world scene, not within the parochial confines of a contemporary political unit. The contribution to the food stocks and to the economic potential of a country that is to be found in its renewable consumptive resources makes these obvious first candidates for attention. But, as Sir Julian Huxley has so well said, "Human ecology involves finding out what resources are available in our environments and how to make best use of them. We have to think first



An American Alligator Sunning Himself, Everglades Nat'l Park

NPS Photo by Jack E. Boucher

of all the material resources—minerals, water power, soil, forests, agricultural production—but we must also think of the non-material or enjoyment resources of the habitat, such as natural beauty and solitude, interest and adventure, wild scenery and wildlife.”

“We should set about planning a Fulfillment Society rather than a Welfare Society, an Efficiency Society, or a Power Society.”

It can safely be said that one of the important criteria of an advanced society is its devotion to the maintenance of the ecological well being of the human environment in all its attributes. Prominent among these will be the non-consumptive uses for recreational enjoyment and scientific enrichment.

The recognition of the deep need of man for opportunity to associate himself with nature first occurred as a revulsion from the stark surroundings of the factory environment that became the lot of the majority during the Industrial Revolution. The easily accessible Commons though not yet recognized as such—for psychiatrists were as unknown as jet propulsion—became for the toiling thousands in Britain psychiatric safety valves.

A century ago, the land grabbing aristocracy of Britain who had already taken to themselves one acre of every seven in the nation attempted to enclose Wimbledon and Epsom Commons. This was the touchstone to a legal battle of classical import. Henry Fawcett, M.P. and Professor of Political Economy at Cambridge championed the cause and saw in it the great principle that was at issue—the public right to open space reserved in its name. The legal battle was fought between the Corporation of London and fourteen Lords of Manors who sought to divide Epping Forest. The Corporation won the suit and established the all important legal principle upon which so much of our more recent conservation legislation has rested. The Act of 1876 permanently declared in Britain the public interest in open spaces as taking precedence over private desires. Since 1925, British law has given to the public a statutory right of access for air and exercise on every common or place of manorial waste and to any rural common. (Gibson 1964)

An ocean away the practical dreamers of the New World were forming ideas of similar philosophy. With the expansiveness of thinking that accompanied the great spaces, American concepts spread from such fine Civic beauty spots as New York's Central Park to California's Yosemite and the magnificent two million acres of the first National Park—Yellowstone. All this before 1870. The first voices also were decrying two and a half centuries devoted to plundering the natural resources of North America. The buffalo herds were gone as were the vast flocks of passenger pigeons, but worst, none had successfully challenged the view that the natural wealth of the biological resources was free for the taking, the continent's devastated forests were prime testimony.

It took the combination of a brilliant, visionary forester, Gifford Pinchot and Theodore Roosevelt, a president of the United States with deep roots in the wilderness, to turn the tide and to introduce the concepts of conservation. Among the first large scale tangible results was the establishment of the great National Forest system of the United States. Designed to produce timber for the long time good of the nation, these forests now contribute richly to the recreational lands of the continent. None in the new world could then foresee the crowded cities, the airports, super highways, the clatter, speed and tensions to come and the desperate need of people to find themselves again in the impersonality of unspoiled landscapes, in the surging vitality of many small lives.

“Modern man is turning almost instinctively to the last remnants of the primeval scene, to know again the mystery of the unknown and the beauties of unchanged terrain. While it is doubtful if his ancestors appreciated the intangible qualities of wild country, he is developing that capacity. Now that wilderness is no longer a threat to security or survival, he is beginning to look at it for the first time with some measure of appreciation and understanding, realizing that within it may be the answer to confusion and a source of inspiration closely allied to beauty . . . National Parks, as reservations of beauty, are sanctuaries where people may recapture at least in part, some glimmer of the visions that may have stirred their forebears.” (Olson, 1962)

With pathetic frequency our groping hands have left irreparable scars on the beauty we sought to serve. Super highways, garbage dumps, hydroelectric impoundments, mining and deforestation (cattle grazing), are only a few of the incongruous and destructive activities we have condoned in our parks but we have hammered out some principles along the way.

1. On the world scene the National Park concept has usefully served many objectives. The most frequent has been the preservation of endangered species where this depends upon intact segments of entire ecosystems. A new and exciting concept has emerged on the American continent. National parks, as we now view them, may have great value as museums of ecology, as wildlife reserves, archeological sites or for the protection of natural wonders, but their first function is to provide the setting, the beauty, timelessness and natural order in which man can regain the perspective he needs.
2. The National parks belong to all people and no part of the policy that guides their operation should be oriented to provide private profit to local residents.
3. An attested ecological objective to guide park policy is essential. The Leopold committee urges that this be to retain or restore the ecological conditions obtaining when the region was discovered.
4. Protection of park values from increasing hordes of users is among the most challenging problems today. Zoning for quality of use and the limitation of access are growing necessities.
5. The social organization requisite to the protection of State or Provincial parks whose policy and survival can be altered on executive whim has so far eluded our political ingenuity. On the American continent where the political voice of the entrepreneur is loudest the integrity of all parks required the constant vigilance of militant citizen groups.
6. For the economically oriented, it has been shown beyond doubt that well-mannered National Parks pay dividends beyond their operating costs and may, as in parts of Africa, form the basis of a major industry.

At this point the conservation road forks again into the scientific and the esthetic. With or without our consent, the evolutionary process will continue, new forms will arise and others vanish, most of them without our ken. The advent of man introduced a new and dominant force into the biosphere. By his selection as by his modification of the environment he has greatly altered the tempo and nature of evolutionary change. It is certain that the practical consequences of the

revolution in biology will further increase our capacity for positive influence in the evolutionary process. But this does not mean that we should ignore the challenge to interfere with the consequences of our actions or even to deny to nature the right to extirpate. The world's store of genetic material is seen as an inexhaustible source of novel combinations which can be used for the future benefit of man. Each genotype lost before evolution has replaced it is another step in the degradation of our environment. This is an expression of our pragmatic concern with conservation.

The ecologist sees yet another reason for attempting to preserve intact samples of the various biotic communities.

The task of extracting the ecological truths is far from complete and new techniques offer constant new opportunities to search more deeply. Lost segments of the ecosystem take with them their unexposed truths. Our opportunity to learn and to understand is permanently impoverished. Strong reasons, therefore, can be advanced for conserving segments of all major communities for the sole purpose of research.

In the other direction, it is being ever more emphatically asked why man should have to seek beauty only in far places. There is creative capacity in man that if given full rein could replace much that is sordid and ugly in our urban environment with beauty, clean air and green space.

As the history of this age is written, conservation as a concept will be regarded as perhaps the greatest contribution of the new world to human ideas. For the idea had its birth and saw most of its evolution in the United States of America. In a century Powell's vision of sustained yield forestry spread and adapted to encompass human contact with the entire living world. It gained depth of perception and an almost religious fervor from the Marshs, Muirs and Thoreaus, and scientific rationale from the host of naturalists and ecologists that have emerged from the universities of the northern hemisphere. It provided the banner around which rallied all those whose vision of the man at his finest involved a sensitive integration into the biophysical world. The Sierra Clubs, Audubon Societies, Wilderness Societies and Unions for the conservation of nature have given power to the cause without which the concept could not have found political and physical expression.

But the cause is far from won, at an increasing rate the twin forces of a burgeoning technology and a surging human population are posing ever more difficult problems for the conservators to solve. At an increasing rate we pollute the land, the air and the sea, convert our rivers into sewers and spread our indestructible wastes along the remotest shores. An urgent challenge to our ingenuity is the disposal of our wastes.

Over vast areas of the world even the most elementary conservation concepts have still to penetrate. Here fire and destructive agriculture rapidly narrow the gap between man's numbers and his food supply; balanced ecosystems are degraded to uselessness, biotas vanish forever.

We have not even approached the fascinating but vital problem of man in an enclosed ecosystem. In a very real sense we are denizens of a space capsule to which nothing enters but solar energy.

What population of men will the renewable resources of the world support? At what level does the addition of another million reduce rather than increase the quality of human life? These are questions as close to the core of morality as to conservation. To attack them at all demands the attention of the finest ecological, sociological and political minds we can muster. The answer is urgent as each passing decade brings us either further on the down grade or nearer the asymptote. We know not which.

It has been relatively easy to find support for conservation on the American continent where our man to space ration has been low, hunger has not been an alternative where an acre was allocated to quality of living rather than to food for survival and where the economic advantages were obvious. The pressures will change as the alternatives gain more immediacy.

Central to conservation on this continent is the gradual change in the legal view of the rights of the individual in relation to the long term benefits to society. In this context certain recent interpretations of the Supreme Court of the United States of America have the greatest significance. That the individual is a member of a society retains only those liberties specifically allocated to him by the society is an interpretation with broad impact in the natural sense. There still remains in many quarters, however, the narrow interpretation that only consumptive use is really use and should take priority in competitions. There is the demand also that even the esthetic qualities of our lives should be justified in dollar values when alternative uses of land are an issue. Conservation lives in both our worlds the economic and the esthetic, the contribution of the ideology is equally to both, but the standards of comparison are probably invalid.

It is the unique revelation of man that he is not only consciously sensitive to his own environment, but relates himself also to much larger and more complex processes in which he plays a part. His image of the world then becomes an important element in the processes of the world itself.

A central element in our vision of the kind of world we would inhabit is the ideology of conservation. Within it we find values that we will defend and ideas that we seek to propagate. Man has come full circle from the unwilling participant in the processes of survival to become the only creature whose vision influences those processes. Conservation and other ideology has played so important a part in human affairs and holds so much for man's future.

Even in those unfortunate areas of our own land and others, where avarice and ignorance still triumph the achievements and ideals of conservation stand as a constant reminder of what could be. Self consciousness once awakened can no longer be escaped.

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This policy was officially adopted by the Board of Directors of the National Association of Counties in August, 1964. During the preceding 18 months, the original draft was sent to some 25,000 county officials all over America for review and comments to insure that the policy adopted would truly reflect the grass roots thinking of county governments in all sections of the country.

An advisory panel of the nation's most competent park and recreation executives assisted in the actual preparation of the policy. Its purpose is simple -- to serve as a practical guide for county governments.

It is recommended by the National Recreation and Park Association and the National Association of Counties that each county government study this policy, adapt it to local requirements, and then formally adopt it as an official guideline for future actions.

districts, local assessments and other methods by which those benefitted will pay the cost. Coordination with local boards of education should include the park-school concept of building park sites adjacent to schools.

Internal Organization - Counties have an obligation to create organizational structures for meeting their park and recreation responsibilities.

Internally, such organizational structures should fix responsibility for the county park and recreation program clearly with the elected county governing body.

Counties are urged to employ a Parks and Recreation Director and staff qualified by education and experience to administer, implement, manage and assist in planning the park and recreation program. In addition, they should fully utilize the wide range of technical services that are available through various state and federal departments and the

NATIONAL POLICY FOR COUNTY PARKS & RECREATION

PREAMBLE

A major goal of civilized societies everywhere has historically been leisure—the progressive diminishment of the effort required to provide the necessities of human physical and economic survival. In the 20th century, we are approaching the attainment of this goal. It is the purpose of the National Policy for County Parks and Recreation to suggest some guidelines by which county governments in the United States may contribute toward effective utilization of leisure by participating in the provision of a balanced program of public parks and recreation.

Such a balanced program will involve every level of government, as well as the private sector, and will serve every segment of society. Our youth will be helped to develop physically, mentally and spiritually, and youth problems may be lessened. Our young and middle-aged adults will have an outlet from the tensions of a competitive and industrialized urban environment, and a chance to express their individuality and creativity. Our senior citizens will find meaning and purpose in their retirement years.

The Role of the County

The special role of the county is to acquire, develop and maintain parks and to administer public recreation programs that will serve the needs of communities broader than the local neighborhood or municipality, but less than state-wide or national in scope.

In addition, the county should plan and coordinate local neighborhood and community facilities with the cooperation of the cities, townships, and other intra-county units, and should itself cooperate in state and federal planning and coordinative activities.

Where there is no existing unit of local government except the county to provide needed local neighborhood or municipal facilities and programs, the county should provide such facilities and programs, utilizing county service

several national park, recreation and conservation organizations.

County park and recreation responsibilities involve several facets of county government. Other county departments should be kept fully informed and requested to cooperate in the development of these programs, and share mutual responsibilities and interests.

External Organization - Park and recreation facilities and programs serving a community larger than an individual county, but of less than a state-wide scope, should be administered jointly through cooperative arrangements between two or more counties. In the event that creation of a new unit of government is necessary to attain an effective and economically feasible solution of regional park and recreation problems, the final responsibility for its administration should be vested in the elected county governing bodies involved.

Financing County Programs - County park and recreation programs should be financed principally through general taxation. This may be supplemented by such sources as general obligation and revenue bonding, donations of money, land and services from private individuals and groups, and user fees.

County government strongly supports the concept that users of certain kinds of public park and recreation facilities and programs should pay fees for such use. Revenue from this source should be applied toward the acquisition, development, maintenance and administration of parks and recreation programs. Fees should be regulated so as to insure that persons with modest incomes will not be denied the privilege and benefits of public park and recreation programs or facilities.

Planning Responsibility - Parks and recreation should be an integral element of all county land use planning and zoning. Such planning and zoning should embrace not only areas to be acquired for the county park or recreation

system, but maximum use should also be made of zoning and other regulatory powers to preserve open space, protect scenic values and otherwise enhance recreational opportunities in private developments.

Counties should jealously protect existing park and recreation areas against both public and private encroachment, and should yield such areas for other purposes only upon the condition that areas lost are replaced by others of comparable value which serve the same population.

The County and Other Local Governments

Counties should encourage, through planning, consultation and other services, the providing of adequate local neighborhood and community facilities and programs by municipalities, townships and other intra-county units of government. Municipal governments should be encouraged to step up their efforts to secure open space and recreation areas, particularly in and around urban centers.

Municipal, township and other intra-county units should coordinate their programs with existing county plans. Their requests for technical and financial assistance should be made first to their county governments. If the county is unable to provide such assistance, it should forward the request to the appropriate state agency and should support the local unit in its request. All such requests should be restricted to those instances in which the county lacks the resources to provide the requested services on its own behalf.

Counties should also, where appropriate, enter into inter-governmental contracts or agreements with municipalities, townships and other intra-county units for the joint use of personnel and for joint administration of park and recreation facilities and programs.

The County and State Governments

Every state should acquire, develop, maintain and administer park and recreation facilities and programs which provide values for the benefit of the entire state. In addition, every state should authorize appropriate enabling legislation so that counties and other local governments will have full authority to provide a balanced program of park and recreation services and to finance it adequately. The states should also provide technical assistance to local governments in their park and recreation endeavors and, where possible, financial incentives to assist them in accelerating their park and recreation programs.

The states should consult formally with the local governments involved, from the inception of their planning process, before deciding to acquire or withdraw lands from tax rolls for state park and recreation programs.

Where state or federal recreation or park areas are being used primarily by residents of a single county, the state and federal governments should give consideration to offering such areas to the county government for operation.

The County and the Federal Government

The excellent Report to the President and to the Congress in January, 1962, entitled "Outdoor Recreation for America," by the Outdoor Recreation Resource Review

Commission, is strongly recommended as a source of information of lasting usefulness. County government endorses the basic recommendation of this bi-partisan group that the primary responsibility for adequately meeting the nation's recreation and park demands lies with "private enterprise, the states, and local government" and that the role of the Federal government should not be one of domination, but of cooperation and assistance in meeting the nation's park and recreation challenge.

The Federal government should acquire, develop and maintain park and recreation areas which have scenic, scientific, historic or special recreation values of significance to the entire nation. Federal agencies responsible for multiple-use management of federal lands should integrate recreation land use, wherever feasible, with other federal land uses. In all federal land use planning for management, withdrawal or disposal of federally-designated recreation areas and general multiple-use lands, county governments should be consulted and invited to participate from the earliest stages of investigation.

In the disposition of federal surplus land, including military reservations or bases, the states and local governments should be given a preference if they are able and willing to accept and manage such lands for public park and recreation purposes. In such cases, the Federal government should transfer these lands to the state or local agencies for a nominal consideration. Acquisition of surplus federal land by states and local governments for park and recreation purposes should be in accordance with long range plans and with the ability of the states or local units to finance the maintenance and administration of the facilities and program.

County government supports a program of federal grants-in-aid to states and local governments for planning, acquiring and developing park and recreation facilities, along the lines recommended by the Outdoor Recreation Resources Review Commission. Federal laws should require that the county governments involved be formally consulted before federal grant funds are used by federal agencies or states to acquire park and recreation areas.

The County and the Private Sector

Some two-thirds of the nation's land is privately owned. Collectively, these lands have an enormous potential for park and recreation development, at private expense, which has been only partially realized. Counties should seek opportunities to stimulate such development. County cooperation should include the provision of access roads, where feasible and traffic volume will justify, to permit the park and recreation development of private lands.

Counties should support state legislation exempting private owners of land from tort liability where lands are opened for general public recreational use without charge to the public.

Counties should encourage their agricultural extension agents to provide advice and demonstrations of the recreational development of private lands for profit.

Public agencies should acquire conservation easements over private lands, where feasible, to preserve open spaces in and around urban areas.

Counties should cooperate with and support in every way possible the efforts of private businesses and of charitable, service and civic organizations to acquire and appropriately manage recreation and park sites which serve public needs.