

NATIONAL PARKS *Magazine*



White pelicans at Padre Island
National Seashore on the coast of Texas

June 1969

FIFTIETH ANNIVERSARY NATIONAL PARKS ASSOCIATION

TIMBER!

THE TIMBER INTERESTS HAVING JUST LAUNCHED A VIGOROUS campaign for overcutting the national forests, we are moved to reminiscences and forecasts.

The national forest system arose out of widespread raids on the public domain which were leaving forest land in devastation. Gifford Pinchot was the most important figure among a handful of men who brought significant portions of the public lands into the forest reservations and eventually the national forests. Pinchot was an advocate of what we would now call ecological forestry (of which more below), and a bitter enemy of wholesale clearcutting.

Some twenty years or more ago we took part in the successful defense of the national forests against proposals for their surrender through the states to private interests, which were to return them to the Government, after cutting, to hold through the costly period of regrowth, and for eventual surrender again for private harvest and profit.

And more recently there were serious attacks in terms of certain large private grazing interests.

Now it is said to be a housing emergency; more lumber is needed; most of the remaining saw timber is in the national forests; the large private forest holdings have been heavily cut over; most of the small woodlots have been in ruin for generations.

This situation strikes us as a confession of bankruptcy on the part of the private corporate timber interests, and hardly a justification for stepping up the cut in the national forests at the expense of the future. We predict—we do not exhort, but merely predict—that conservationists and environmentalists will unite in opposing the increased cuts in the national forests.

A bad situation in the private timber lands ought not to be pinned on housing. In this day and age there are plenty of other materials if lumber is really short. And perhaps it is not so short, and someone should take a hard look at the lumber inventories of the large corporations. Recent sharp rises and drops in lumber prices more than hint at a privately administered price and supply situation.

II

Confusion between private and public property also seems to have arisen at Mineral King in Sequoia National Forest in California.

We are wholly in favor of the use of the national forests for the kind of natural outdoor camping recreation which has been typical in the national forests in the past.

We have never questioned a reasonable use of the national forests for skiing; we have favored cross-country skiing, non-mechanized, in both national parks and national forests. But when it comes to enormous resorts like Mineral King with a splurge of mechanical ski lifts, a cityful of so-called chalets, the inevitable shopping centers, attendant parking lots, even though at a distance, and the logistics of big highways, the discourse drops to a lower level.

We still think the Forest Service should abandon Mineral King as not in keeping with sound recreational development in the national forests. We think the Department of the Interior should rescind permission to construct an

access highway across an arm of Sequoia National Park. We recommend to the prospective concessioner that it withdraw from the enterprise in the interest of its own public relations. And we think conservationists should continue to oppose the project.

It is not just Mineral King; it is the example which will be set for similar developments in other national forests. Simple campgrounds for natural outdoor recreation are one thing; building up vested private interests in big construction is another; subsidizing concessioners with huge roads and sanitary facilities is yet another. Mineral King moves in the wrong direction and ought to be stopped.

III

The laws governing the national forests provide authority, among other things, for multiple-use management.

We always thought this arrangement was good and will continue to support it. If the traffic which is smothering our national parks, to the injury of what people seek there, is to be mitigated, recreational facilities must be provided outside the parks, and among other places in the commercial cutting areas of the national forests. If timber-harvest and recreation are to be reconciled under the heading of multiple use, harvesting has to be by compatible methods.

Not only for recreational reasons, but for the sake of soil, waters, wildlife, scenery, and most certainly the perpetual yield of wood and wood products, ecological forestry must become the norm. In recent years the harvesting of forest products has been linked too heavily to the convenience of big machinery; it has trended away from selective cutting to clear-cutting; this trend must be reversed. There needs to be a wider understanding that selective cutting was once regarded as the standard of excellence by good foresters; that forests can be managed and timber harvested in ways not incompatible with considerations of recreation, wildlife, and scenery. The journals of the conservation movement, ours among others, should dedicate themselves to such education.

And it is also time we got going on a reforestation program in America. The revelations provided by the timber interests in connection with the present overcutting program should shock us as a nation into action.

The national forests are in relatively good condition because the principle of sustained yield has never been wholly abandoned. There are enormous areas of privately-owned land, however, often in large tracts, which were cut in such manner as to leave them unproductive. Small holdings all over the continent, including farm wood lots, have been timber-mined and high-graded to the point where little remains but brush. Complex economic and legal problems are involved but are not so difficult as to defy solution.

We think that the present Administration should have a look at the timber problem as a whole, refrain from being stampeded by pressures for quick solutions which solve nothing, and offer the nation some plans based on the protection of present public holdings against overcutting and recreational commercialization, and for ecological forestry and vigorous reforestation.

The growing awareness of the significance of the entire environment in the life of the nation would ensure a cordial response and strong support for such a forward-looking forestry program.

—A.W.S.



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Cover photograph by M. Woodbridge Williams
 courtesy National Park Service

Padre Island National Seashore, on the Gulf of Mexico, affords sanctuary for many kinds of shore life that increasingly are being driven from unprotected coastal areas. In this issue we present a National Parks Association plan for Padre Island which the Association believes could contribute significantly to preserving the island's wildlife and other natural values as well as providing for human recreation.

The Association and the Magazine

The National Parks Association is a completely independent, private, non-profit, public-service organization, educational and scientific in character, with over 39,000 members throughout the United States and abroad. It was established in 1919 by Stephen Mather, the first Director of the National Park Service. It publishes the monthly *National Parks Magazine*, received by all members.

The responsibilities of the Association relate primarily to the protection of the great national parks and monuments of America, in which it endeavors to cooperate with the Service, while functioning also as a constructive critic; and secondarily to the protection and restoration of the natural environment generally.

Dues are \$6.50 annual, \$10.50 supporting, \$20 sustaining, \$35 contributing, \$200 life with no further dues, and \$1000 patron with no further dues. Contributions and bequests are also needed. Dues in excess of \$6.50 and contributions are deductible for Federal taxable income, and gifts and bequests are deductible for Federal gift and estate tax purposes. As an organization receiving such gifts, the Association is precluded by law and regulations from advocating or opposing legislation to any substantial extent; insofar as our authors may touch on legislation, they write as individuals.

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EFFIGY MOUNDS

By ROY W. MEYER

FROM THE TIME THE GOTHs AND VANDALS WERE ravaging the debris of the Roman Empire until a century or two after William of Normandy made good his claim to England, Indian groups in the upper Mississippi valley were living off the bounty of the land and burying their dead beneath mounds constructed in the shapes of animals and birds.

During all these centuries of turmoil and violence in the Old World—while Charles Martel was turning back the Moors, while the feudal lords were fighting their petty wars, while armies marched eastward to rescue the Holy Land from the Saracens—these primitive Americans enjoyed a remarkably stable existence, so far as it can be reconstructed from the scanty evidence remaining. They hunted and fished, gathered berries, nuts, and roots, and—perhaps—practiced a limited agriculture. They probably lived in bark wigwams, which left no trace, and they undoubtedly had religious beliefs and practices about which we can infer only a little from their burial customs. Nearly all that we know or can guess about these people comes from what we find in the heaps of earth that crown the bluffs overlooking the great river.

Not only along the Mississippi but across the southern third of Wisconsin and in adjoining portions of Iowa, Illinois and Minnesota the early white settlers found these heaps, which came to be called “effigy mounds.” Although the identity of some of the figures is disputed most of them are easily recognizable: the lizard, the bear, the panther, the generalized bird with outstretched wings.

Nor is there any longer reason to doubt that they were intended primarily as burial mounds. But why they were constructed in these shapes is a question so far answered only with conjectures. Do they represent totemic clan symbols? Perhaps, but the number of forms is much smaller than the number of animal totems associated with the tribes that inhabited the area in later centuries. They may have had something to do with the guardian-spirit concept; but here too we are confronted with the fact that the later tribes recognized many more guardian spirits than the limited variety of mounds reflects.

The effigy mound people were not the first mound builders in the upper Mississippi region. The earliest structures were the work of the Red Ocher people, so called

because they sprinkled their dead with iron oxide before burial. The Red Ocher Culture, which has been dated back some 2500 years, introduced a crude kind of pottery, which gradually became more sophisticated. Although on the fringe of the Hopewell area, this region was subjected to Hopewellian influences. Dating roughly from 100 B.C. to A.D. 600, the Hopewell Culture was characterized by a more elaborate ceremonial life and a widespread trade with virtually all parts of the present United States between the eastern and western mountain ranges.

Because of the presence within a limited area of mounds representing all these cultures, plus impressive natural scenery and considerable variety of plant and animal life, the National Park Service has set aside nearly 1500 acres of land on the bluffs overlooking the Mississippi River near McGregor, Iowa, as Effigy Mounds National Monument. Although the recorded history of the area goes back to 1673, when Louis Jolliet and Father Jacques Marquette discovered the Father of Waters just below this point, the mounds themselves attracted little attention for the next two centuries. Similar mounds in southern Wisconsin were noticed as early as 1836, when I. A. Lapham did some excavating and invited a phrenologist friend to examine a skull and prepare a chart to show the supposed personality characteristics of its departed owner! But the mounds in the present monument area had to await the detailed survey of Theodore H. Lewis and Alfred J. Hill in the 1880's and early 1890's. The maps prepared by these men are extremely valuable, for they describe mounds that have since been destroyed by cultivation.

Like many other units of the national park system, Effigy Mounds National Monument is the outgrowth of a long period of agitation by local citizens' groups and represents something of a compromise between the wishes of these groups and the realities of Park Service policy. As early as 1909 there was interest in an “Upper Mississippi National Park” in the Iowa-Wisconsin area, and bills calling for the creation of such a park were introduced in at least six Congresses. Finally, in 1930, formal inspection of the area by the Park Service was authorized. Roger W. Toll's subsequent report was unfavorable towards a park, chiefly because most of the proposed park was in private hands and would be almost impossible to acquire. Toll did see poten-



A National Park Service Ranger pauses above to enjoy a Mississippi River vista from Fire Point in Effigy Mounds National Monument. At right is a view of the "Little Bear," one of numerous Indian mounds at the monument shaped to represent birds and animals. This mound is of a type dating from A.D. 600-1400. The bear is 81 feet from head to tail.

Photographs courtesy National Park Service



tialities, however, in a national monument centered about the remaining mounds.

Further inspections followed and in 1938 the boundaries of the proposed monument were approved by the Secretary of the Interior. Three years later the Iowa legislature provided for the conveyance of certain lands to the United States. Not until after the second world war did land acquisition really get under way, however, and it was only in August, 1949, that the first thousand acres passed into federal ownership. The monument was proclaimed on the following October 25. Since then trails and exhibits have been constructed, more land acquired, and a new visitor center opened in 1961.

Effigy Mounds National Monument resembles our other archeological monuments in that it serves the double function of introducing the general public to a phase of prehistory and providing an opportunity for trained archeologists to carry on their work. Excavations there in the past few years have shed needed light on what still is an unclear picture. Although Cyrus Thomas believed, about 1890, that the mounds were not intended for burials, it has since been

definitely established that they were used for that purpose. Because they contain both extended and bundle burials some investigators have surmised that burials took place only at set times, and that the bodies of people who died at other times were exposed and the bones later collected in bundles, sometimes in the same mounds with the bodies of the recent dead, who were laid out in extended fashion.

Many questions remain unanswered. What kind of social organization, for example, would be required to carry out what must have been a communal project? Those who argue that the effigy mound builders were probably farmers point out that only agriculture would permit the leisure time needed for such undertakings. The presence of fireplaces and altars in the mounds suggests that their erection was a religious ceremony, perhaps directed by priests.

Another question not yet satisfactorily answered is the relationship between the effigy mound people and the historic tribes of the region. Several theories have been advanced. Paul Radin was certain that they were the ancestors of the Winnebago Indians; others have identified them with the Chiwere branch of the Siouan language family,

Simple dome-shaped or conical mounds, often found in long strings on high and narrow ridges, represent both the oldest and youngest of the several different types of structure found at Effigy Mounds Monument. Oldest mound in the monument has been dated at 2500 years; others are only a few hundred.

National Park Service



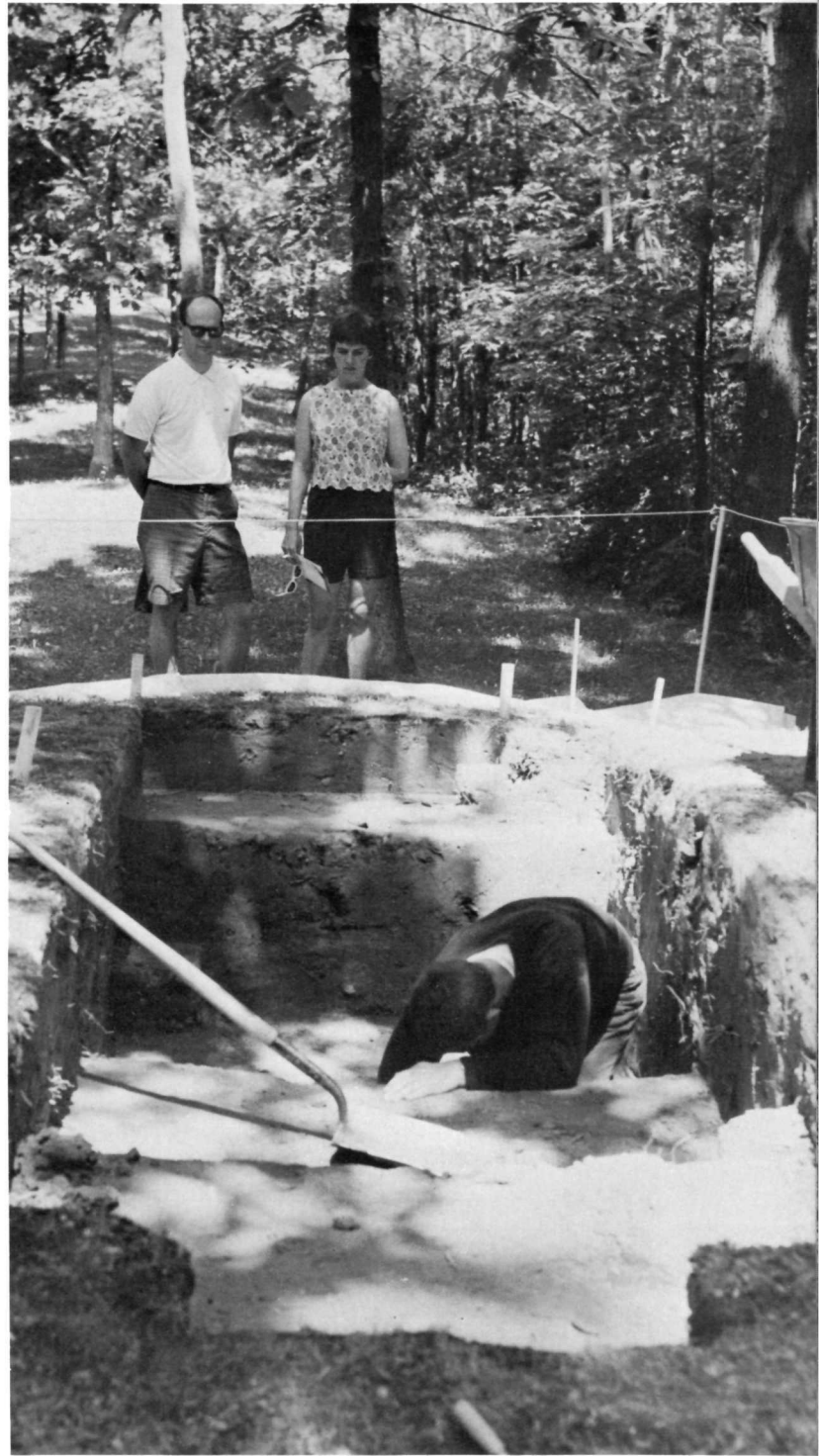
specifically the Ioway tribe. The weight of current opinion favors the Menominis and Potawatomis, mainly on the strength of certain parallels in artifacts and clan names. Whatever the truth of the matter—and it may never be known—the Indians encountered by white traders and settlers had no traditions to establish lineal descent from the mound builders. A century or two before the coming of Europeans the region was occupied by people of the Oneota Culture (usually identified with the Ioways and their relatives), who built no mounds but sometimes buried their dead in the old mounds.

THE SLIDE LECTURES, MUSEUM EXHIBITS AND TRAILSIDE markers in Effigy Mounds Monument provide a good non-technical introduction to the archeology of the upper Mississippi valley, and no visitor should fail to take advantage of them. The monument can claim other attractions, however—notably the sweeping panoramas of the river, here divided into a multitude of channels by heavily wooded islands. River traffic, ranging from coal barges to pleasure craft, provide a diversion for those who remember Mark Twain's *Life on the Mississippi*. The trails, which pursue a winding course from one group of mounds to another, often take the hiker to the edge of the bluffs, from which he may look up and down the river for many miles.

Much of the area included within the monument is still covered with hardwood forest composed of such trees as sugar maple, black cherry, bigtooth aspen, red and bur oak, basswood, shagbark hickory and butternut. Occasional stands of red cedar provide a color contrast during the long leafless season. Perhaps the best month to visit the monument is October when the hillsides blaze with color, the pattern changing from week to week as some trees lose their leaves and others change from green to crimson, orange, yellow or brown. The bird and animal life is essentially that of the Upper Midwest, different from that of the upland mainly during migration when the valley's position as a major flyway makes it a temporary home for species of birds not native to the region.

The visitor to Effigy Mounds Monument should be aware that mounds are also to be seen in Pike's Peak State Park south of McGregor and in Wyalusing State Park across the river in Wisconsin. And if his appetite for archeology has been whetted he ought to visit Lizard Mound State Park near West Bend, Wisconsin, and Aztalan State Park east of Madison, as well as the Milwaukee Public Museum and State Historical Society at Madison, both of which contain fine collections of artifacts taken from effigy mounds.

Although most of us cannot, like the people of Europe, imagine ourselves descended from the makers of the pre-historic monuments in our country, we can—and should—see ourselves as but the most recent segment of a continuum that stretches back to the earliest paleo-Indian hunter who hurled his spear at animals now long extinct. The men who built the effigy mounds are actually closer to us in time than they are to that naked figure out of the remote past. Effigy Mounds National Monument is a good place to make their acquaintance. ■



National Park Service

Archeological work along the trails of the monument during recent years has proved of great interest to monument visitors. Here, Mr. and Mrs. Dennis Horvath of Milwaukee watch worker Paul Lochner smooth the floor of an excavation pit.

HISTORY IS BEING ROLLED BACK A CENTURY THIS summer at the Golden Spike National Historic Site centered around Promontory Summit in northern Utah. It was at this spot on May 10, 1869, that the United States became for the first time truly united, when a golden spike was driven into a polished laurel tie to symbolize completion of the long-dreamed-of Pacific Railway.

Bells tolled in San Francisco, Sacramento, Omaha, Chicago, Boston and New York that May day 100 years ago when a telegraph message to President U. S. Grant announced: "The last rail is laid! The last spike is driven! The Pacific railroad is completed! The point of junction is 1086 miles west of the Missouri River and 690 miles east of Sacramento City."

Gov. Leland Stanford of California signed the telegram for the Central Pacific Railroad, of which he was president. Signing for the Union Pacific Railroad were three top officials—T. C. Durant, Sidney Dillon and John Duff. As the dots and dashes of the telegraph operator's instrument sped the news, crews of two engines—Central Pacific's "Jupiter" and Union Pacific's No. 119—reached over the "cowcatchers" of their locomotives and broke a bottle of champagne on the spot where the two lines had joined.

Then the engines took turns running back and forth across the junction point while cowboys raised clouds of dust by the sides of the track, a military band and a band from a Salt Lake City Mormon ward played, and three photographers attempted to capture the scene on the wet plate negatives of their cameras. By 5 p.m. that day, less than four hours after the last spike had been driven, a regular Omaha-to-Sacramento passenger train headed west across the Promontory Range, giving the country its first transcontinental service.

No longer did east-to-west travelers have to ride stage coaches or take the months-long voyage by sea. The ways of commerce in the western United States were revolutionized. The highest barrier separating the western frontier from the rest of the nation had been toppled as transportation became rapid and economical.

Studies for a Pacific Railway had started in the 1830's. Survey crews had laid out northern, central and southern routes in the 1850's. The Civil War eliminated the possibility of a route from the south. The Minneapolis-Seattle route was believed too expensive. So it was the central route that was specified when Abraham Lincoln signed the Pacific Railroad Act on July 5, 1862.

The Central Pacific (now the Southern Pacific) was authorized to build eastward from Sacramento; the Union Pacific westward from Council Bluffs, Iowa, or Omaha, Nebraska. The government would grant each line title to 10 (raised to 20 in 1864) alternating sections of land along their rights-of-way. Federal loans were authorized of \$16,000 for each mile of track laid across the plains, \$32,000 for each mile in the great basin and \$48,000 per mile in the higher mountains.

The Union Pacific broke ground in Omaha on December 2, 1863, but, beset by financial problems, did not start placing track until July 10, 1865. The Central Pacific had started from Sacramento on January 8, 1863, but had slow going the first few hundred miles because of the

LAST RAIL, LAST SPIKE!

A National Historic Site in Utah marks the meeting place of the rails that linked east with west

By Murray M. Moler



granite-laced spires of the Sierra Nevada.

As they neared their meeting place competitive crews laid parallel rights-of-way from Wells, Nevada, to Echo, Utah—a distance of nearly 200 miles—in the battle to gain the land grants and the construction subsidies, as well as to become dominant in the commerce of the great basin. It took an act of Congress in April, 1869, to end the rivalry by specifying Promontory as the initial junction.

Historians throughout the world proclaimed completion of the Pacific Railway as the greatest single achievement in Western hemisphere transportation. Most ranked it ahead of the Erie Canal or the early rail lines in the east. However, the ink on those histories was barely dry before Promontory lost its place in the spotlight.

The act of Congress deciding the junction had also specified that the C. P. would buy from the U. P. the 48 miles of track from Promontory southeastward to Ogden, and that Ogden would be the permanent "end of the line" for the two roads. Promontory's tent city disappeared. A few



The old photograph at left credited to A. J. Russell (thought until recently to have been taken by Charles R. Savage) shows the joining of rails at Promontory Point, Utah, May 10, 1869, with locomotives "Jupiter" and 119 festooned with celebrants. Above, a visitor stands on the tracks at Promontory Point at precisely the spot where the golden spike was driven in 1869. Beyond the tracks is the National Park Service's visitor center, with the Promontory Mountains in the background.

permanent buildings were erected to house telegraphers, switch crews, and the engineers and firemen of "helper" engines that pushed the trains up the steep flanks of the Promontory Range north of Great Salt Lake. There was a small, octagonal school. Nearby ranches were carved out of the sagebrush for raising of livestock and wheat.

A cutoff across the waist of Great Salt Lake was built by the Southern Pacific in 1904, trimming 45 miles off the main-line routing. The "old line" through Promontory was kept in service only because of the ranchers. Even that use was terminated in 1942 when the rails were pulled out and turned over to the steel-short military for placement in Army and Navy munitions depots. The station house at Promontory burned. Only the school, its windows boarded, remained.

A small concrete obelisk was erected shortly after the turn of the 20th century to show where the "wedding of the rails" had taken place. It was a bleak marker, pocked by the bullets of vandals. The golden spike itself reposed in the museum at Stanford University.

The story of Promontory might have ended forever had it not been for the efforts of the National Golden Spike Association, spearheaded by a determined woman from nearby Corinne, Utah—Mrs. Bernice Gibbs Anderson.

A National Park Service handbook tracing the history of the transcontinental railroad, written by Robert M. Utley, chief historian of the Service, and Francis A. Ketterson, Jr., historian at the Golden Spike National Historic Site, is available from the Superintendent of Documents, Washington, D.C. 20402, for 60 cents postpaid.

Mrs. Anderson and her associates campaigned until the site of the small marker was officially designated as a National Historic Site under provisions that did not call for its further improvement. Nor did Golden Spike Association members rest there. They campaigned for national historic site status and for permanent interpretive facilities under the aegis of the National Park Service.

It was no easy battle, but victory came on July 30, 1965, when President Johnson signed the act making the Golden Spike National Historic Site a unit of the national park system and authorizing a visitor center, roadways and interpretive services.

Ground was broken for a visitor center in mid-1968, with a "rush" order placed on construction so the center would be ready by May 10, 1969—the Golden Spike Centennial Day.

Meanwhile, plans were made for a suitable centennial celebration, beginning with dedication of the Park Service facilities on May 10, when the 1869 ceremony was re-enacted. The golden spike was returned from Stanford University for the occasion. Vintage locomotives were refurbished to take the roles of "Jupiter" and No. 119, themselves junked 50 to 60 years ago. More than two miles of tracks were relaid across Promontory Summit.

Re-enactment of the golden spike driving will be continued through Labor Day under sponsorship of the federal and state Golden Spike Centennial Celebration commissions. Every attempt has been made to have the 1969 festivities follow the pattern set a century ago when a telegraph key clicked out the news that "The last rail is laid! The last spike is driven! The Pacific Railroad is completed!" ■

WASHINGTON NEEDS A COUNCIL OF ENVIRONMENTAL AND POPULATION ADVISORS

By Anthony Wayne Smith

*President and General Counsel,
National Parks Association*

This article is a slightly abridged version of a statement made by Mr. Smith upon invitation of the Senate Committee on Interior and Insular Affairs, which conducted a hearing in Washington during April on several measures that would establish an advisory council concerned with the environment.

THE ESTABLISHMENT OF A COUNCIL OF ENVIRONMENTAL and Population Advisors, responsible directly to the President of the United States, would be one of the most important contributions Congress could possibly make to the welfare of the American people.

We have a great many agencies of the government which are involved in one way or another in management of natural resources or operation of programs affecting the life environment of the American people. Many of these agencies are working at cross-purposes. It is important that a top-level institution be established with power to bring operations into a semblance of harmony. It is also important that this kind of harmonization of programs proceed in the perspective of a set of goals formulated by policy-minded persons not involved in the pulling and tugging of the operating agencies and their clientele.

For example, practically all the organizations in the United States concerned with resources and the environment have banded together to protest to the Secretary of Transportation against construction of a huge jetport in the Everglades country in Florida. This jetport would probably destroy Everglades Park, to which Florida and the United States have committed large funds in the past and in which the American people have a great interest, and would result in serious environmental damage in terms of air and water pollution, pollution by insecticides and fertilizers, noise pollution, and comparable destruction. On one hand we have the Department of the Interior, National Park Service, and other agencies concerned with preservation of the life environment; and on the other hand, working against them, agencies like the Federal Aviation Administration and Federal Highway Administration pushing for construction.

This is just one example. In the Potomac River Basin we have the Army Engineers pressing for construction of a large number of big dams, ostensibly to dilute pollution and provide water; and hopefully on the other hand the Federal Water Pollution Control Administration working for prevention of pollution, which would make dilution unnecessary and would provide pure water without much storage. A great coalition of farm, labor, conservation, and citizens organizations arose some years ago to protect the Potomac from Army-type dams, and great efforts are

being expended throughout the basin by American citizens, fighting their own government bureaus. We need to get the question settled as to what we really want to do with our river basins: build useless pyramids? Or protect a decent life environment for human habitation?

It has been suggested that some kind of presidential-level agency can be established by executive order which would serve the purpose of the coordination which everyone now agrees is necessary. I have endorsed this approach in past times as one possible solution, but now strongly urge that a Council of Environmental Advisors be established by statute, comparable to the Council of Economic Advisors, which has proved itself a valuable institution.

We have had a President's Council on Recreation and Natural Beauty in the executive offices of the President for several years. It has not worked well. It was established by executive order and consists of the secretaries of the various departments and agencies thought to be concerned with environment and natural resources. The difficulty is that the secretaries and heads of these agencies never attend meetings themselves; they send second- or third-string people without authority to act, and the council has normally been paralyzed. The chairmanship of the council has rotated and has most recently been vested in the Vice President; but staff procedures within the offices of the Vice President and Bureau of Outdoor Recreation, assigned by executive order to the work of the council, have prevented effective action. I see no difference between these institutions, as they presently exist, and the proposal to establish a new interdepartmental coordinating group by executive action, even though chaired by the President himself (he would probably deputize a subordinate), or by the Vice President, as has been the case in the past. The situation calls for something much stronger than this.

Until now the Bureau of Outdoor Recreation has attempted to function in a staff capacity to the President's Council on Recreation and Natural Beauty. The organic law of the BOR gives it the power to recommend coordinating policies to the various federal departments and bureaus. The executive order makes it the staff agency to the President's Council. In practice, the President's Council has agreed upon seven interagency policy statements on matters involving parks, recreation, etc. These state-

ments have been implemented by signed interagency agreements. Supposedly they could be enforced by a mere word from the President or Vice President, but they have not been effectively enforced. I have urged for several years that this machinery was available and that it should be used; but it now seems clear that it will not be used and for that reason I think that statutory institutions are needed.

Several years ago Congress established a Water Resources Council consisting of the heads of the departments and agencies having one or another kind of responsibility for water and water-related resources management, with a separate staff and director. The council has engaged itself in coordinating preparation of water-related resources plans on a river-basin basis. A number of regional commissions have been created, and in some instances interstate compacts have been suggested. There is no indication that any adequate retarding operation has been developed to protect the people in our river basins against over-prententious programs which will do more harm than good.

We have also seen the recent establishment of a National Water Commission comprised of persons not presently associated with the resources and construction operating agencies. This is a relatively temporary group; its members, serving without security or indications of continuity, have inadequate staff facilities and authority. We may not hear very much from it; something much stronger is needed.

THE NEW PROPOSALS TO RE-CAST THE INTERDEPARTMENTAL administrative structure by executive order will be no more effective than the old arrangements. Needed, in my judgment, are:

A President's Council of Environmental and Population Advisors comparable to the President's Council of Economic Advisors, to be created by law. The council should consist of three or five persons nominated by the President and confirmed by the Senate, who should have tenure for a substantial period of years to make certain that they are not merely political appointees.

The law should specify that council members should be persons with policy minds, capable of formulating long-range goals for environmental management in the United States and having no connections, whether active or as retired persons, with any operating agency. The members of the council should be well paid and provided with all the fringe benefits, particularly security, necessary to attract top talent. The council should have its own paid staff, and the authorization should not be limited to any specific amount, but should be capable of providing appropriations in whatever measure may be deemed necessary from time to time.

The council should have authority to enter a stop order in the name of the President against any construction project or other program of the federal government which it deems may have an adverse effect on any aspect of the life environment of the American people, pending full review by the council.

This stop-order authority is of extreme importance. We have had coordinating agencies which served merely to expedite the environmentally destructive activities of the

existing agencies, to move them ahead ever more rapidly, to eliminate conflict among them, and in the end to make destruction more efficient.

The technological capabilities of modern man have in many instances outrun his ability to plan for their use; not construction, but destruction has been the result. The need is not for acceleration, but for delay sufficient to inform us about both destinations and tendencies. We need to slow up before we destroy ourselves. Stop-order authority in the hands of the President on recommendation of the proposed council is an imperative necessity.

THE PROBLEM OF ENVIRONMENTAL PROTECTION HAS two facets: first, perhaps, good planning in terms of purposes, coupled with a braking operation to make sure that ecological and sociological complexes are not seriously disrupted by so-called progress; but secondly, the question of congestion, overcrowding, overpopulation. By almost any test—atmospheric pollution, water pollution, poisoning by pesticides and even fertilizers, noise disturbances, traffic congestion, and a multitude of others—this nation is already overpopulated. Unless we can reduce our rate of reproduction to an average of 2.2 children per woman in the future, our population will continue to grow and congestion will choke our standard of living. The problems of protecting the life environment which lie ahead will become overwhelming unless we can stabilize (and hopefully reduce) our population. No matter what efforts are made by private groups along educational and moral lines, vigorous action by government in terms of education will be needed if we are to cope with this problem in time. Protection of the environment cannot be separated from the problem of population; hence, the council must have express authority to make recommendations to the President on demographic issues. This necessity has not been considered, so far as I am aware, in any legislation thus far presented; but such legislation will be a massive futility unless this additional consideration is introduced. By whatever name, the agency under consideration should be a President's Council of Environmental and Population Advisors. There should be specific provision in the law that at least a minority of the members of the Council have professional qualifications in the demographic and population fields.

The conservation and population organizations in this country know very well that they are fighting with their backs to the wall at present. Governmental agencies are working at cross-purposes; but sometimes this is good, because it blocks action in the wrong direction. Fundamentally the trouble is that the agencies are working without properly formulated social goals. Many of the results are destructive, and the private, educational and scientific institutions which are wrestling with these difficulties find themselves putting out one fire after another.

There could be no greater service to the American people, and indeed to the people of the world, who will follow America's example, than to establish by law, with adequate funds and staff, a Council of Environmental and Population Advisors, serving the President of the United States, at the earliest possible opportunity. ■

Harris & Ewing



Stephen Tyng Mather, first director
of the National Park Service

SCENIC TRIBUTE TO STEPHEN MATHER

On April 17 at Great Falls Park, Virginia, a fitting tribute was paid to the first director of the National Park Service, Stephen Tyng Mather, with the dedication in his memory of two and a half miles of the picturesque Potomac River gorge, which he helped to make part of the national park system. Horace M. Albright, the Service's second director and a Mather friend and associate, was the principal speaker, and other participants included Mr. Mather's daughter, Mrs. Edward R. McPherson, Jr., and his grandson, Stephen M. McPherson. Mr. McPherson recalled other memorials to Director Mather. *National Parks Magazine* is pleased to print on these pages the two dedicatory talks.

Mather Gorge Dedication: Remarks by Horace M. Albright

THIRTY-EIGHT YEARS AGO CONGRESS DIRECTED THE ESTABLISHMENT of a memorial to Stephen Tyng Mather in the Washington area. Many suggestions for this memorial had been considered and rejected for apparently good reasons. We must all agree and rejoice that, at long last, this gorge was selected by his beloved National Park Service to bear his name, and then received the unanimous approval of the Board of Geographic Names.

It is significant, too, that the late distinguished president of the National Geographic Society, Dr. Gilbert Hovey Grosvenor, Mather's intimate friend, long ago expressed the hope that an appropriate memorial would be found on some part of the course of the Potomac River or in its unspoiled environs. It is indeed fitting that this rugged gorge of the scenic Potomac should be named in tribute to him.

Steve Mather, as he was affectionately known in every part of this vast country of ours, was a rugged individual. He was an indefatigable traveler by train, automobile, horseback and on foot. He was as restless and dynamic as the waters of the Potomac in spring floods or after storms. The cliffs here symbolize his striking physical status. He was over six feet tall. He was a handsome man with fine strong features, eyes of an unusual shade of blue and a heavy shock of hair prematurely white. A lady commentator of a New York magazine in an article called him "a matinee idol," and in parts of the west he was called "The Gray Eagle." These titles he never entirely lost as he grew older.

The placid old Chesapeake and Ohio Canal and even the river in its smoother channels and pools are like his gentle, kindly, charming personality and his abiding love of family and friends. The forests and cliffs all about us here emphasize his devotion to wilderness protection and his dedication to the preservation of our natural resources.

The whole terrain here, in area, is a small scale national

park. Steve Mather thought of it in terms of national park quality. In his great conference of park executives, other conservationists, travel experts, artists and writers in January, 1917, at the Smithsonian Institution, he had on his program an address on the Great Falls of the Potomac as a potential national park. Now it is a national park area because of its grandeur and historical significance.

Steve Mather loved Washington and this famous river. He enjoyed hiking along the towpath of the canal, often walking from Georgetown to beyond Great Falls, and sometimes coming up here by car and walking down to the city. He knew the lock keepers and their families. He had a passing acquaintance with some of the canal boatmen, and on their invitation would sometimes ride awhile with them. I made some of these Potomac walks with him, and we

tarried in this wilderness section and marvelled that it had not been impaired by the currents of civilization that had gradually enveloped the beautiful Virginia and Maryland countrysides. As a member of the newly created National Capital Park and Planning Commission he always kept watchful eyes on the upper Potomac, and especially from Georgetown to well above the Great Falls.

People may say that the old canal was a commercialization of the river. Perhaps in some degree it was for a time, long ago, but with its abandonment it became a cherished historical trail worthy of national park status. Thus, this gorge reverted to its original wilderness character.

Rightly, Steve Mather has been called the "founder" or "father" of the National Park Service, although of course Congress authorized this bureau which he made a model

Below Great Falls, a few miles upstream from the nation's capital, the Potomac River has cut deeply into the ancient rocks of the region to create a rugged and spectacular gorge, dedicated April 17 as Mather Gorge in honor of Stephen T. Mather, first director of the National Park Service. Among those attending the dedication were, from left to right in the photograph below: Stephen Mather McPherson, Mather's grandson; Superintendent Floyd B. Taylor of the George Washington Memorial Parkway; Mrs. Edward R. McPherson, Mather's daughter; her grandson, Stephen Mather McPherson, Jr.; National Park Service Director George B. Hartzog, Jr.; Horace M. Albright, second director of the Service; Congressman Gilbert Gude of Maryland; Assistant Secretary of the Interior Leslie L. Glasgow; Melville B. Grosvenor of the National Geographic Society and Hillory A. Tolson, former assistant director of the Park Service.

National Park Service: W. H. Spradley



government agency and a most successful one. He laid the groundwork of standards for park creation, preservation and administration, putting them into effect as he directed the affairs of the National Park Service for nearly 12 years. His colleagues and their successors have conscientiously endeavored to follow in his footsteps and keep the Service an outstanding organization of which we are all proud.

This is really a sacred spot near the nation's capital where great men from George Washington to Theodore Roosevelt to Steve Mather communed with nature and were inspired by her magnificent works. May this superb heritage never be altered nor misused. Rather, may it serve to inspire new generations from which may come other men of the towering character and personality of Steve Mather to work in the field of conservation of natural resources to the everlasting benefit of mankind. And so to the eternal memory of one of nature's noblemen, we dedicate the Mather Gorge.

Stephen Mather Memorials: Remarks by Stephen M. McPherson

ON BEHALF OF MY ENTIRE FAMILY, I WISH TO THANK the National Park Service for asking us to participate in this dedication. We are deeply honored that through the naming of this gorge, Stephen Mather was selected to be so remembered. In a setting such as this it is not difficult to think about the history and the breadth of the conservation effort in this country and Stephen Mather's role in saving so much of our nation's scenic beauty. Mr. Albright has given us some personal reflections on the man and his accomplishments, and I thought it fitting to reflect with you for a moment on the memorials which have been dedicated to him.

Upon arrival at the south rim of the Grand Canyon, a visitor is likely to step out on a point which gives one of the best views of this natural wonder. This is Mather Point. In the Alaska Range, in Mount McKinley National Park, a peak on the east side of Mount McKinley has been named Mount Mather. Running through both a northeast portion of Mount Rainier National Park and the adjacent Snoqualmie National Forest is the Mather Parkway, a beautiful drive which affords a marvelous view of this famous mountain and the rugged country surrounding it. In the Humboldt State Park on the Eel River in California, a grove of redwoods was dedicated to Stephen Mather.

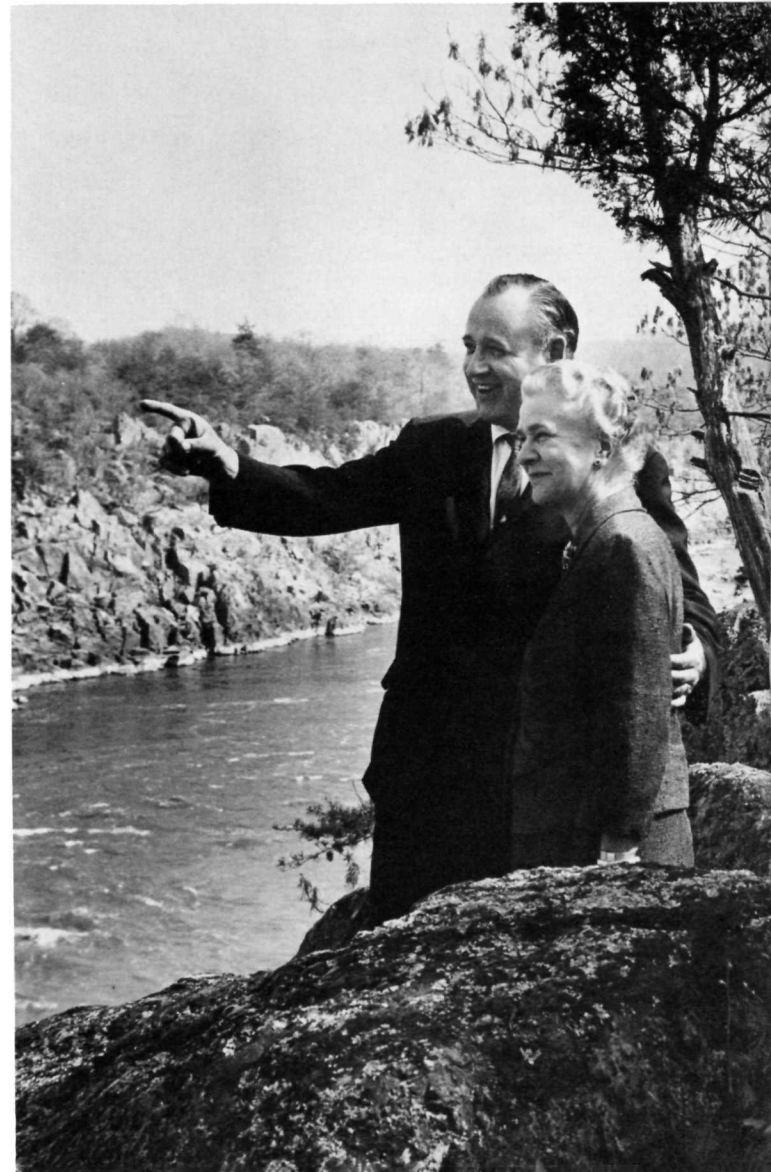
A magnificent point at the Grand Canyon, a peak near the highest mountain in North America, a grove of the tallest trees in the world, and a dramatic highway near North America's largest extinct volcano are certainly adequate memorials to any man. However, I think it is fitting

George B. Hartzog, Jr., present director of the National Park Service, points out some of the scenic features of the newly dedicated Mather Gorge to Mrs. Edward R. McPherson, daughter of first director Stephen T. Mather.

that certain living memorials exist and will continue to be a part of the work which Stephen Mather began almost 55 years ago. The Mather Interpretive Training Center at Harpers Ferry, West Virginia, continues the work and development of the ranger naturalist program which Director Mather was instrumental in establishing. The Mather Ranger District located in the Tuolumne watershed between Hetch Hetchy and Yosemite Valley memorializes an area that Stephen Mather knew intimately. There have been other memorials. The Mather Forest at Lake George, New York; the Stephen T. Mather High School in Chicago; and the plaques which have been placed in our national parks.

In my mind this spectacular gorge on one of our nation's most beautiful rivers and near our nation's capital embodies both the scenic and the living memorials which have been dedicated to Stephen Mather. It would be wonderful to think that the people whose job it is to guide this country would come here to relax and find inspiration. I further hope that the Mather Gorge will be enjoyed not only by those who know the wilderness and its beauty but also by those less fortunate people who live in crowded urban conditions and to whom a location such as this will be an entirely new and breathtaking experience. I am sure you will agree with me that this is what Stephen Mather also would have wished.

National Park Service: W. H. Spradley



PADRE ISLAND

*A Recreation Plan for a National Seashore and Its Surrounding Region,
Prepared by Jonas V. Morris, Morris Associates, Washington, D.C., for
the National Parks Association*

Introduction

PADRE ISLAND, THE LARGEST BARRIER REEF ALONG UNITED States shores, stretches in an unbroken sweep from horizon to horizon for 117 miles off the Texas Gulf Coast. Its beach is wide and clean, composed in some sections of fine sand and in others of broken shell. Its shores slope gently and uniformly, providing ideal conditions for swimming, surfing and other beach recreational activities.

While some areas are already developed or under development, the island is still a place where man can enjoy a remarkable seashore area in much the same condition as it was created by the winds, tides and storms.

The island ranges in width from a few hundred yards to more than three miles. It is separated from the mainland by Laguna Madre, a very narrow waterway in some places while 10 miles wide in others. Except for the intracoastal waterway which runs the entire length of the bay near the Texas coast, much of the Laguna Madre is mud flats, and the water is seldom more than six feet deep.

There is not much vegetation on the island, and the sand is constantly being reshaped by winds. As a result, in some areas the dunes are as high as forty feet while in others the land lies flat as far as the eye can see.

Known use of the island goes back to 1519, when the savage and cannibalistic Karankawa Indians were seen living there by members of a visiting Spanish sailing fleet. Indians continued to be the main residents until about 1800, when a Spanish priest, Padre Nicolas Balli, settled and started raising cattle. Cattle raising continued to be one of the main activities for which the island was used until recently. In fact, the remnants of the old Dunn Ranch, with its corral fences broken down and the ranch and bunk houses in dilapidated condition, still exist, and the ranch is still the home of a few cattle.

The climate of Padre Island is temperate the year around, ranging from the high 50's in January to temperatures in the 80's in midsummer, making it particularly adaptable to visitor use throughout the four seasons.

The island first became accessible to vehicular traffic in 1959 when causeways were constructed from the mainland to each end. It is divided approximately in half by the Port Mansfield Cut, 76 miles south of the northern causeway. The cut provides access to Laguna Madre and Port Mansfield for ocean-going vessels.

Tidal and wind activities have combined over the years to move the island westward, in effect, and to reduce considerably the depth of Laguna Madre, so that it is very shallow in most

places; in fact, much vegetation grows in the sound itself.

Sport fishermen go after a variety of highly prized fishes, including weakfish, channel bass, croaker, redfish, pompano, whiting, sheepshead, shark and mullet. Among commercial species are snappers, redfish, groupers, mackerel and shrimp.

The bird population of over 100 different species on Padre Island itself or on nearby islands in the bay includes gulls, herons, terns, pelicans, roseate spoonbills, ibises and egrets, notably the scarce reddish egret found only in Texas and Florida. Geese and ducks winter in the sound. Three-quarters of the redhead ducks in existence use the watering grounds of Laguna Madre south of the Dunn Ranch.

Vegetation on the island, though low and sparse, is of a wide variety; it includes sea oats, beach morning glory, sea-side spurge and partridge peas, as well as many types of grasses. In the northern end of the island there are a few scrubby oaks, as well as large salt marshes near the bay.

While the animal life of Padre Island does include deer and peccary, the major animal population consists of small rodents—mainly rabbits—and raccoons, coyotes and badgers.

The island is highly accessible to a large number of people. Within a radius of 500 miles are the major metropolitan areas of New Orleans, Oklahoma City, Dallas, San Antonio and Houston. Corpus Christi is located on the mainland at the northern tip of the island and Port Isabel and Brownsville on the mainland near its southern tip. On privately owned island land, densely populated beach resort areas have already been planned for both the northern and southern ends. The community of North Padre Island, a proposed private development on the northern end of the island, will have all the amenities of resort life, including cocktail lounges, overnight accommodations, swimming pools and a variety of organized beach activities. The Nueces County Park is also located in this area.

There is another community on the southern end of the island, lying between the two county parks of Isla Blanca and Andy Bowie. In addition, private developers have plans for a community called South Padre Island in an area just below the Mansfield Cut which apparently will bring even more commercial resort activities to the island.

In an effort to keep a substantial portion of Padre Island in a primitive, wind-swept, unmarred state for the enjoyment of the visitor a development plan for the national seashore is proposed herewith.

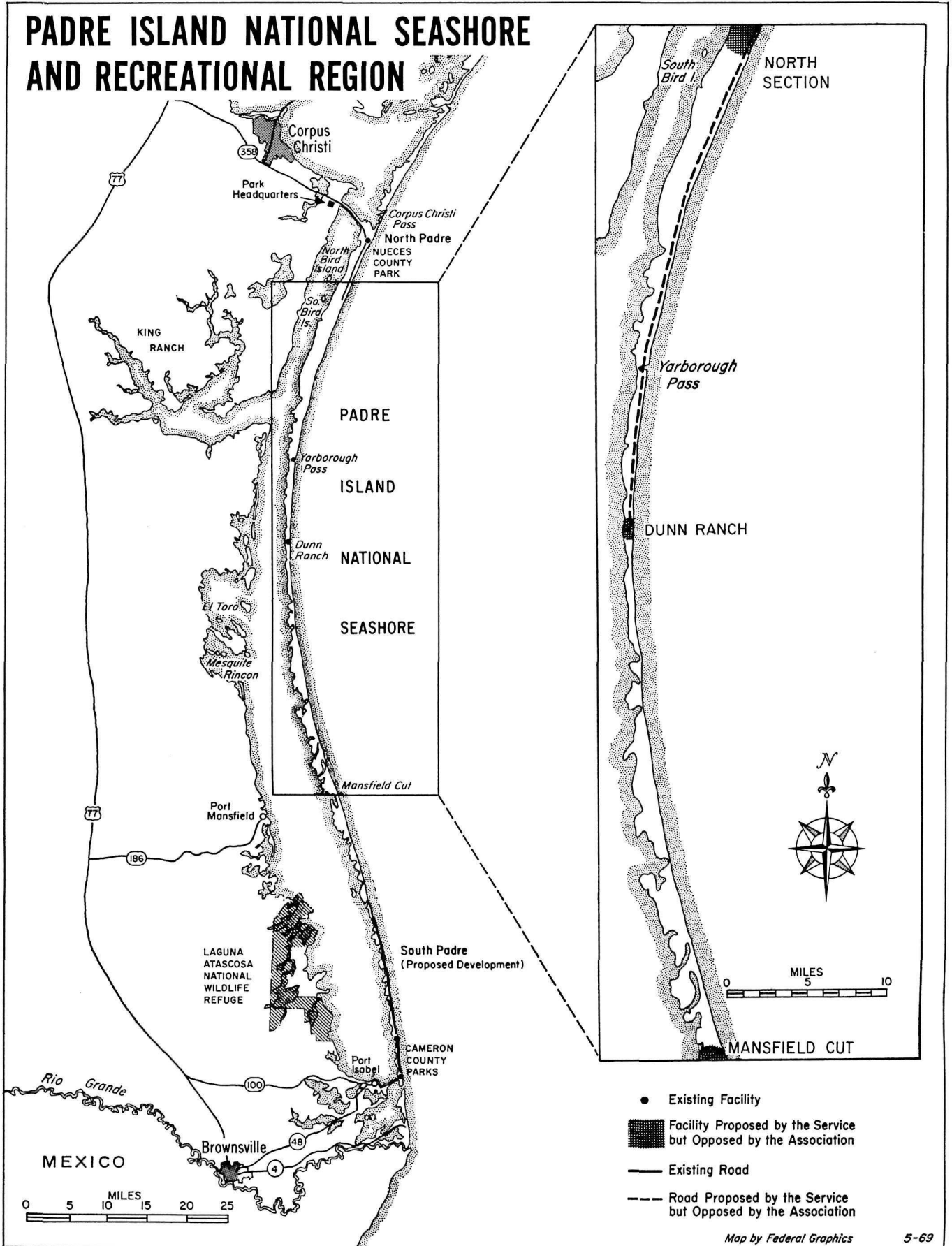
History of Seashore Proposal

THE NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, first began to explore the possibility of establishing Padre Island as a National Seashore Recreation Area in 1958, when it undertook a field study of the island. In February 1959, the Park Service released its report¹ which strongly recommended that part of the island—an 88-mile stretch in the center—be put in the national seashore system. This proposal left the northern 10 miles and southern 19 miles of the island free for private development, which had already started.

The report was specific regarding the type of development

the Service should undertake. It said: "Development should be held to a minimum within the area boundaries to preserve the island generally in its natural condition. All overnight accommodations and other commercial facilities should be encouraged to develop outside the boundaries on private land excluded for that purpose. To preserve the island's primitive character, it would seem wise to keep the central section of the island roadless. In other portions, a road behind the barrier dunes would provide access to the beach without intruding upon the natural scene."²

PADRE ISLAND NATIONAL SEASHORE AND RECREATIONAL REGION



The Senate Interior and Insular Affairs Committee in April, 1961, held hearings on Padre Island legislation.³ During the hearings Senator Ralph W. Yarborough of Texas indicated that as part of its job in developing the island the National Park Service would be expected to build roads.⁴ He also indicated that he expected visitor centers to be constructed and other improvements to be planned and made by the Service.

Yarborough pointed out, however, that cost estimates for constructing a road the entire length of the island were high—\$2.8 million—which, he said, he could not conscientiously endorse, and thus he opposed construction of such a road at that time. He added, however, that if it became economically feasible he would not oppose construction at a later date.

The legislation introduced into the House of Representatives

National Park Service Development Plans

AS PASSED BY CONGRESS, THE PROPOSAL DESIGNATED 80 MILES of the island as national seashore. Of that portion originally set aside, the Park Service developed plans for visitor facilities in the north section (Malaquite Beach), in the Dunn Ranch section in the center of the island, in the Mansfield Cut section, and in the south section at the southern tip of the seashore, about 15 miles from the Port Isabel entrance to the island (see map).

Since the original plans were developed, however, the Park Service has abandoned its plans for acquisition and development of all land south of the Mansfield Cut, thus reducing the total length of the national seashore to approximately 69 miles.

The Park Service is still proceeding with its plans for development of recreation facilities in the north section in the Dunn Ranch area, in the section on the north side of Mansfield Cut, and for a Boy Scout camping ground about four miles south of the north section.

The north section plans call for a variety of recreational facilities, including camping and picnicking sites, parking for 1200 cars, and a network of roads, the extension of which would eventually run down to the Dunn Ranch area.

The main visitor facilities in the north section are to include a restaurant, a lounge, a multi-building complex with a view platform over a water tank, a Park Service administration building, an information center, picnic shelters, a boardwalk with cabanas underneath, equipment rental concessions, and a public use facility with locker rooms and a coffee shop. A

required that a road be constructed the full length of the seashore and beyond its northern and southern boundaries to connect with mainland roads; the Senate bill omitted this provision.

However, the report of the House Interior and Insular Affairs Committee said that, considering the "narrowness of the island, such a roadway running the full length . . . might well spoil the very assets which the creation of the national seashore intended to preserve." Nevertheless, it went on to note that the Park Service should be given authority to construct access roads north and south of the seashore either by itself or in cooperation with the state and local governments, in order to make the ends of the seashore more accessible to the public.⁵

Legislation creating Padre Island as a national seashore was signed into law September 28, 1962.⁶

complex of duplex units for residential maintenance personnel is also planned.

The objective, the Park Service reports, is to be able to accommodate 5000 people in the north section at any one time.

At the Dunn Ranch site NPS plans call for a beach recreation facility, a marina, camping and picnicking sites, food services, and overnight accommodations. Dunn Ranch will be the farthest point south along the planned hard-top road, and thus the end of the trip for people with conventional vehicles. The Park Service plans concessioner transportation by bus and some other means to carry the public to other recreation facilities along the beach south of Dunn Ranch, and to the Mansfield Cut development area.

In the Mansfield Cut section, NPS plans call for a district station, beach recreation facilities, camping and picnicking sites, a marina, and food service areas. It also will be possible for a visitor approaching the seashore from the Port Isabel entrance to get transportation by boat across the Cut so as to visit the Mansfield recreation unit.

To date the NPS has made improvements only in the north section, totalling, through fiscal 1969, \$2,710,300 in expenditures and commitments. The work that has been done to date includes the construction of a road from the edge of the seashore into the tourist facility area and a temporary access road to the beach, parking facilities for approximately 1200 cars, facilities to serve the public such as bathhouses, and the beginning of the boardwalk.

The Island Road

THE ACT ESTABLISHING PADRE ISLAND AS A NATIONAL SEASHORE said, regarding the road: "The Secretary (of the Interior) may provide for roadways from the north and south boundaries of such public recreation areas to the access highways from the mainland to Padre Island,"⁶ leaving to his discretion what type of road and how much mileage should be constructed. There is no mandate in the legislation, or in the legislative history, to construct a road in any part of the seashore, and certainly not all the way through it. However, as noted above, the National Park Service has plans for a road into the center of the island and has already constructed a road into the north section recreation unit.

The road should go no farther than presently constructed. A road ultimately would lead to a high concentration of private motor vehicles which would create noise and air pollution, upset the ecological balance, disturb wildlife and generally make the island less enjoyable to visitors seeking escape from the hazards of urban living.

There is also serious doubt whether a road could survive the weather of Padre Island. Hurricane Beulah in 1967 did substantial damage, laying flat many of the sand dunes and

causing major damage to nearly every structure on the island. It is likely that any future storm of similar intensity would so ruin any road that it would, for all practical purposes, have to be rebuilt at very substantial cost.

In lieu of a road, a public coach transportation system which would travel over a sand trail should be instituted for interior island travel. Such a system would also make it possible for visitors to leave their cars on the mainland and avoid the congestion of island parking lots.

The coach service could start at resort facilities near the island's Corpus Christi entrance and take visitors into the north section recreation unit. In this way the number of automobiles entering the seashore would be voluntarily checked. Proceeding south from the north section the coach would let visitors off at periodic stops which would have shelters, water supply and sanitary facilities. Designated camping areas would be near these stops for those planning to stay overnight.

Park Road Standards,⁷ published by the National Park Service, discusses the need for developing such alternatives to automobile transportation in national parks, and by inference in national recreation areas. In addition, NPS studies of

transportation alternatives for Padre Island have suggested a coach-type transport system for interior island access.

The *Park Road Standards* report states in part: "It is quite possible that, at this point in history . . . new roads should be considered the last resort in seeking solutions to park access. . . . Inevitably, if the park experience is to maintain

its distinctive quality, the numbers of people and their methods of access and circulation will necessarily have to be more closely controlled. . . . In summary, the road should not be considered until a thorough and thoughtful determination has been made of the most meaningful way in which people can experience the park."⁸

Other Problems

VEHICULAR TRAFFIC ON THE ISLAND AND THE DAMAGE IT CAN cause are already a serious matter. In areas outside the seashore sand dunes are being systematically destroyed by "dune buggies." Drivers race these contrived vehicles over dunes at high speeds, diminishing their size and destroying all vegetation. This is particularly true in the section of the island north of the seashore.

With the sand so loosened by "dune buggies" all protection in the immediate area is gone, leaving the island particularly vulnerable to heavy storms. The moving sand then damages or even destroys vegetation in other parts of the island, so that they in turn lose their natural protection.

Another destructive vehicle is the "beach buggy" which travels the waterline area while its sister, the "dune buggy," jumps the dunes. The "beach buggy" not only disturbs the sunbather and fisherman but also frightens away birds and other seashore life.

In an effort to rehabilitate land, the Soil Conservation Service of the Department of Agriculture has drained pesticides from mainland areas near Brownsville into Laguna Madre. The pesticides have killed fish and waterfowl alike which feed in these waters. Laguna Atascosa National Wildlife Refuge, administered by the Bureau of Sport Fisheries and Wildlife, Department of Interior, is located on the mainland at the

southern end of the bay, and as such is confronted with the problems created by pesticide drainage.

Much of the wildlife in the area has been adversely affected, to the extent that many species are near extinction. The red-head duck, with three-fourths of its entire population living in southern Laguna Madre, is in serious danger as are the reddish egret, brown pelican, white pelican, peregrine, osprey, and canvasback duck.

In order to save Padre Island as a place which can continue to offer enjoyment to the visitor with all its natural assets—sand, openness and unfettered wildlife—the drainage of pesticides into Laguna Madre should be stopped immediately. This would make possible restoration of these resting areas to their original usefulness.

A further hazard to the Padre Island region is the practice of removing shells from the coastal areas for road-building materials and other industrial uses. While the practice is currently carried out only on a limited basis in the waters near Padre Island, it is a further threat to the ecology of the region. The removal of shells from bay areas tends to undermine natural wildlife nesting places and create artificial barriers which prevent proper circulation of water. Often, as a result, fish and waterfowl are denied their natural feeding and nesting places, which hastens reduction of their numbers.

An Alternative Island and Regional Plan

THE WILDERNESS ACT OF 1964⁹ REQUIRES A REVIEW BY THE Secretary of the Interior of every roadless area of 5000 acres or more in the national park system to determine its suitability for inclusion in the national wilderness preservation system.¹⁰

Since Padre Island National Seashore comprises approximately 132,000 acres and was a national seashore prior to enactment of the Wilderness Act, it is subject to such review, although the Park Service has not yet designated a team to make this study. In view of the mandate under the Wilderness Act, all construction—other than that already completed or under way—within the seashore should be held in abeyance until the wilderness review is completed.

The entire seashore, except for approximately 50 acres comprising the north section recreation area and the Boy Scout campground, should be designated permanent wilderness, with appropriate exception for common-carrier access.

The Boy Scout campground should also be moved adjacent to the north section, but without an access road. The Scouts could start their jamborees by packing in food and equipment.

The need for any further significant facility construction by the Park Service is negated by the intense development of tourist facilities at either end of the island being carried out by private entrepreneurs.

By ending the road at its current terminus and providing limited but adequate services at other locations, such as food sales and rest rooms, and appropriate campsites, the Park Service could capitalize on a rare opportunity to leave a beautiful and largely undisturbed stretch of seashore in its natural state to be fully enjoyed by the visitor.

The Mansfield Cut facility area on the north side of Mansfield Cut should be designated a wilderness access area. Under

this plan it would be the terminus for common-carrier coaches transporting visitors the length of the island, and it would also have docking facilities for people arriving by boat from South Padre or other areas. There should, however, be no overnight or service facilities in the area, except for limited food carryout shops and some camping sites.

By keeping traffic on the island to a minimum and by restoring the ecological balance in Laguna Madre, bird and animal populations would reverse their present declining trend and thus enhance man's visit to the seashore.

Under this plan visitors could still gain access to the undeveloped part of the seashore by the coach transportation system. All of this would be in keeping with the definition of a wilderness as an "area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain."¹¹ ■

Footnotes

¹ Field Investigation Report, Padre Island, Texas; February 1959; U.S. Department of the Interior; National Park Service; Region Three.

² *Ibid.*, Page 22.

³ S.4, 87th Congress.

⁴ Hearings before the Subcommittee on Public Lands of the Committee on Interior and Insular Affairs, U.S. Senate, 87th Congress, First Session, S.4, April 11 and 18, 1961. Page 29ff.

⁵ House Report 2179, August 13, 1962, Page 5.

⁶ Public Law 87-712, September 28, 1962, Section 6.

⁷ National Park Service, May 1968.

⁸ *Ibid.*, Page 4.

⁹ Public Law 88-577, September 3, 1964.

¹⁰ *Ibid.*, Section 3(c).

¹¹ *Ibid.*, Section 2(b).

THE DIGGER

By TOM BROWNE

MY NEIGHBOR BOY, THE ONE I HAD NAMED YOUNG THOREAU, hurried by my place on his way to the river-flats carrying a shovel over his shoulder. This was most unusual, but more unusual was that he came tramping back at twilight without the shovel.

I had never known him to leave any kind of tool behind. The more primitive the implement, the greater value he placed on it. And certainly the common shovel, by today's standards, is a rather primitive tool, with not many people deigning, or knowing how actually, to use one. But why had he lugged it down to the river's lowlands? Had he succumbed to the persistent tale of buried money on the old Cavanagh farm? But this was unlikely, for my young friend's values were anything but mercenary.

The legend of buried treasure on the Cavanagh farm had not interested him at all. In fact, when on a recent field trip with him, principally to bird watch, we came to the old farm, and when he saw the weathered old house practically demolished by money-hungry searchers, some of whom had even invaded the orchard, uprooting the trees, his dark eyes clouded.

"It was beautiful here before," he complained, sweeping an arc with his arm indicating the despoilment of the lush yard, with its untidy mounds, torn cottage and ruined fruit trees. "Now it's gone."

His forebears, way back, had been children of nature, and there was still enough native blood in him to make destruction of environment hurt deeply.

"But it's not gone forever," I assured him. "This will all be healed, the raw scars covered by nature, and there will be beauty again."

"Only if they stop digging," he said, not thoroughly placated. "Do you think they ever will?"

"I'm sure of it."

The sadness left his eyes, and he flashed me a happy glance. And so we continued on our way—an oldster and a youngster—who was a wonderfully sensitive companion to me.

So quite naturally, then, I was a little concerned about the shovel. But he would have to tell me. I would not ask. Perhaps he was up to some boyish bit of construction. I was confident it was alien to his nature for him to use the shovel destructively.

Every day after school Young Thoreau strode hurriedly past my place to the river bottoms, and never returned until darkness had settled. I kept busy with my garden, but I sorely missed our usual tramp across the countryside on Saturdays. At last I decided to go by myself.

I admit it was lonely without my friend, but there were so many flowers and shrubs to examine with my eye, and birds to watch, that the solitude became a healing balm.

It was well along in the afternoon when, in my rather aimless meanderings, I came to a place where the river widened, forming a half-mile of semi-swampland. I sprawled down on the sweet grass to rest, and let my eyes scan the scenery.

The air was balmy. The symphony of insect life, led by the humming of wild bees working the lush floral growth for nectar, was pleasant to hear. Dragonflies zeppelined through the air on transparent gauzy wings, their long structures gleaming brilliantly blue.

My gaze wandered far up the swamp, and in the shallows, hazed with heat, I could see a figure toiling. I studied the worker intently. It was Young Thoreau. But why was he tossing up shovelfuls of muck?

The area in which he was digging was a miniature forest of bulrushes. He was barelegged, his pants legs rolled up, and he worked vigorously. Was he searching for treasure?

I waded through the deep shore growth toward him. But his keen ears detected my coming. He stopped working to await my approach.

"Hi!" he greeted, smiling.

"Hi!" I replied, surveying the vast amount of earth he had already heaped up to form a narrow strip of solid land.

He was eyeing me speculatively.

"Tell me," I said, motioning to the heaped earth, "what's going on?"

"Making an island."

"An island? Well, what for?"

"Ducks."

His eyes locked with mine, large serious eyes with no skin crinkles around them. He brushed his flushed, perspiring face with his sleeve.

"Ducks?" I asked in bewilderment. "Why would ducks need an island?"

"To nest on."

"Oh, of course!"

"Every year wild ducks have nested here, but the freshet comes and sometimes washes away their nests. You think, maybe, it would be good if we helped them so they could build nests above the highest water that ever comes?"

I felt grateful and honored that he had said "we."

"You should have let me know about this project of yours," I scolded. "You know I would have helped you dig."

"But how could I? You were busy digging your garden."

He had a point. But you can be sure the very next day I brought my shovel to help speed the project. We headed down to the lowlands together this time.

And I would like to report there will be lots of high, dry nesting spots among the bulrushes for resident wild ducks to hatch and rear their young from now on.

I call it Young Thoreau's swamp—affectionately. It's my favorite spot. ■

News and Commentary

Conservationists Press Florida Jetport Issue

The issue of the proposed commercial jetport just outside Everglades National Park is coming into sharper focus. A group of national conservation leaders, representing the coalition formed in April to oppose the project, met on May 14 with James Braman, Assistant Secretary of Transportation for Urban Systems and Environment. And two committees of Congress, the Senate Committee on Interior and Insular Affairs and the Subcommittee on Conservation and Natural Resources of the House Committee on Government Operations, disclosed plans to investigate the question. Initial hearings were scheduled by Senator Henry M. Jackson of Washington, chairman of the Senate committee, for early this month.

In April some 20 organizations asked Secretary of Transportation John A. Volpe for a meeting on the jetport plan, and the session with Assistant Secretary Braman resulted. The conservationists outlined their reasons for believing that the jetport would gravely jeopardize the park—including the prospect of contamination of the park's vital water supply and the latter's obstruction by a proposed thousand-foot-wide ground transportation corridor cutting across the conservation area and Big Cypress Swamp from which the water flows.

Anthony Wayne Smith, president and general counsel of this Association, stated the view that Mr. Braman's department would be violating statutory requirements if it proceeded now with grants

for the jetport. He cited Section 4(f) of the Department of Transportation Act, which bars approval of projects using public park, recreation or refuge lands unless there is both no feasible and prudent alternative and all possible planning to minimize harm. Mr. Smith, on the same ground, challenged the legality of two grants already made—\$500,000 toward an initial runway now nearing completion at the site and \$200,000 for a study of possible high-speed ground transport connections. He urged a stop order on any further grants.

The conservationists said there should be full study of both potential environmental impact and alternative locations before additional commitments to the huge project. Boyd Gibbons, Deputy Under Secretary of the Interior, who attended the session, joined in this request. He called the Everglades "the most unique environment in the country" and said both Secretary of the Interior Walter J. Hickel and Under Secretary Russell E. Train "are very much concerned about how we proceed."

Mr. Braman told the group that studies are under way and that his department intends to get together with the Interior Department on the subject. It was indicated that the studies might take a year. A Federal Aviation Administration official at the meeting said his agency sees no need for further runway development for the facility's initial operation—as a training airport—for perhaps three years. But Mr. Braman said study would have to be given to a suggestion that the project's immediate

sponsor, the Dade County Port Authority, be advised that it shouldn't count on future federal financial aid for completing a commercial jetport on the 39-square-mile site, which the authority already has acquired.

Assateague Effort Grows

This Association's effort to protect Assateague Island National Seashore in Maryland against overdevelopment has been gaining encouraging support. The effort was initiated early this year with publication of an Association plan for the seashore and an editorial in the Magazine by President Smith calling attention to plans being drawn by the National Park Service. The latter plans, in the Association's view, would overload the island with pavement and with visitor facilities that in large part might go on the mainland instead.

On May 7, at a meeting at Association headquarters, the effort was indorsed by

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representatives of half a dozen other national conservation organizations. Subsequently a letter from Mr. Smith to Park Service Director George B. Hartzog, Jr., sent in behalf of the conservationists, voiced concern about the Service's intentions and asked for a meeting to discuss the question. Meanwhile, on May 9, Senator Joseph D. Tydings of Maryland, a sponsor of the law that authorized establishment of the seashore, made public a letter to Secretary of the Interior Hickel stating his own concern and also asking for a meeting.

Senator Tydings in his letter said the intent of Congress was to preserve the island, and he declared that pavement and accommodations should be kept to a minimum so that visitors can enjoy its wildlife and natural beauty. The Senator said he was shocked to learn that the Park Service had drafted a master plan providing for two 100-room motels with restaurants, a 32-foot-wide road, 14,000 paved parking spaces and a dozen carry-out food shops.

The Wilmington, Delaware, *Evening Journal* criticized the Service's intentions editorially on May 5, asking: "Why shouldn't there be a seashore where people can get away from man's artificial surroundings?"

The Park Service expects to finish its master plan this summer. Then, presumably, there will be a public hearing, under the new master planning procedure described below.

Change on Park Planning

In April we reported on the action of Secretary of the Interior Stewart L. Udall providing for public hearings on major road projects within the national park system. Shortly afterward Mr. Udall's successor went a step farther. Secretary Hickel announced that the Park Service had been requested to make provision in the future for public "meetings"—presumably the same as hearings—on the entire master plan for each park system area.

At the same time, however, Mr. Hickel revoked the Udall policy statement on road hearings, which had been published in the Federal Register and thus had considerable significance from a legal standpoint. In explanation, the Hickel announcement declared: "Since the location and design of park roads is only one of several important factors in the planning process, it is not logical to single out the road construction aspect of planning for public discussion. All phases

should be subject to comment from the public."

What will happen under the new policy? According to a Service official 20 or 25 master plans are currently in work, and in due course each will be exposed to public comment. The comment will be invited after a plan is finished. Then the plan will be acted on by the appropriate regional director. Other new plans will of course be developed, and the Service would like to be reviewing and updating those for all its present 272

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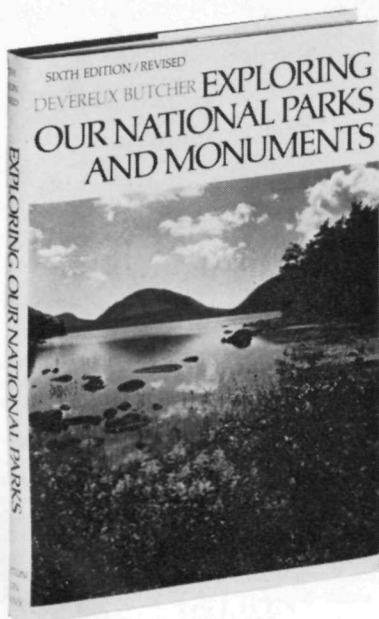
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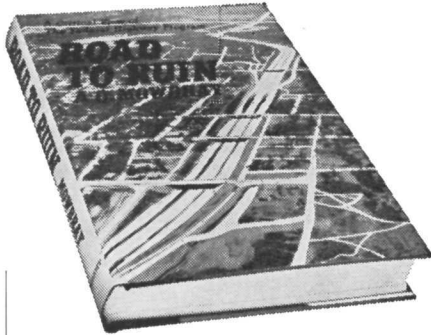
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areas approximately every five years. Thus many "meetings" appear to be in prospect. As for the scope and character of the sessions, they are to be more informal than the hearings required by the Wilderness Act but according to Mr. Hickel "will afford interested citizens a superior opportunity to make known their views on all proposals affecting a park area."

Perhaps the most significant of the new secretary's comments was the following: "I believe that public participation in the planning process should be encouraged for all areas of the national park system."

NPA's East Africa Tour

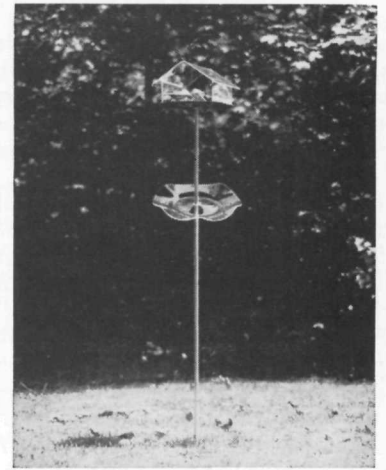
Plans for NPA's forthcoming East Africa tour, open to all Association members, now have been elaborated so that they list many of the most interesting scenic and wildlife attractions of the three nations—Kenya, Tanzania and Uganda—that will be visited. The itinerary will be strikingly varied—picturesque towns such as Nairobi, Mombasa and Entebbe, spectacular mountains such as snow-capped Kilimanjaro, Lakes Victoria, Manyara and Edward, Murchison Falls and the Nile, the Indian Ocean, and parks and game preserves teeming with Africa's birds and animals. Conservation officials also will tell of their goals and problems. Because of the pressure on limited tourist accommodations the trip dates have been revised to November 5-26. For more detail refer to the ad on the opposite page.

Second Thoughts on Emblems

A little over a year ago, then Secretary of the Interior Udall circulated a memorandum announcing that the Department of the Interior was abandoning the bison seal long imprinted on its stationery and publications. The replacement was a design clearly of the modern school, depicting—it was said—the dynamic forces that have shaped the earth: sun, mountains and water, framed by a pair of hands (highly stylized) symbolizing departmental duty and responsibility toward the environment. Within a few days a memorandum circulated by National Park Service Director Hartzog put the Service squarely in step with the modern symbolism, announcing an emblem of interlocked chevrons—plus three cannonballs—as successor to the Service's naturalistic arrowhead. The chevrons, it was explained, stood for the natural, historic and recreational areas of the park system, respectively; the cannonballs for historic preservation.

The new emblems stirred something

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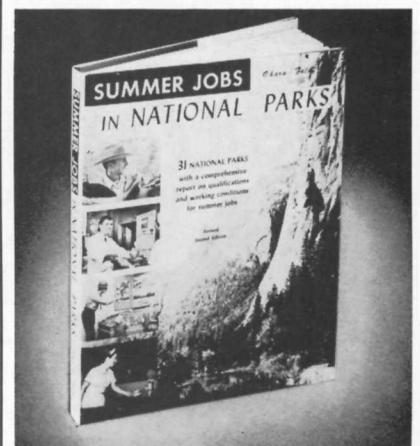


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less than conspicuous enthusiasm. Recently Secretary Hickel publicly let it be known that the bison was returning. And on May 15, on recommendation of a committee of Park Service field em-



ployes, Director Hartzog announced reinstatement of the arrowhead. Chevrons and cannonballs were relegated to wear "as appropriate" on official pins and tacks.

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