

In reply refer to:  
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UNITED STATES  
DEPARTMENT OF THE INTERIOR  
NATIONAL PARK SERVICE  
WASHINGTON 25, D. C.

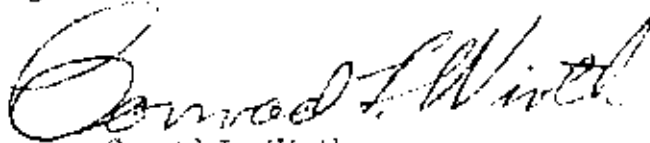
July 14, 1953

Memorandum

To: Washington Office and All Field Offices  
From: Director  
Subject: Washington Office Division Activity Reports

During the past few months, the heads of the Washington Office Divisions have presented reports covering their functions and activities. These reports, and some special reports relating to the River Basin Studies now being undertaken by the Service, have been incorporated in the Director's staff meeting minutes.

These reports contain much information which will be of interest and value to Service employees, particularly to those in the field, and may prove useful in connection with the in-service training courses which are being held in many of the field areas. Accordingly, they have been assembled and mimeographed for these purposes. A copy of the compilation of the reports is attached. Some additional copies of it are available in this Office, and, as long as the supply lasts, copies will be sent to those requesting them.



Conrad L. Wirth  
Director

Attachment



Office of Chief Counsel

Report by Jackson E. Frice  
at Director's Staff Meeting, November 26, 1952

The Chief Counsel's Office performs the legal and legislative work for the National Park Service. In performing these services, the work of the Office cuts across that of all of the Service Divisions, making necessary a broad familiarity with the functions performed throughout the Service. This legal work is accomplished through (a) the initial preparation of legal opinions, correspondence, and documents; (b) the review of correspondence and documents involving legal questions prepared elsewhere in the Service; and (c) the rendering of legal counsel to the Director, the Assistant Directors, and the Division Chiefs.

A conception of the scope of the legal work performed will be gained when it is considered that the Service administers 179 areas, embracing more than 22,000,000 acres of land, scattered throughout the continental United States, Hawaii, Alaska, Puerto Rico, and Virgin Islands. These areas are visited annually by more than 41,000,000 persons. They contain Federal lands, private lands, communities of varying size, and private and Government facilities for the accommodation of the public. In the case of 19 of the areas, embracing over 8,000,000 acres, the States in which they are located have ceded exclusive jurisdiction over the areas to the United States. More than 500 Federal statutes and 200 Executive proclamations and orders, relating specifically to the National Park System, control their administration. The protection of the areas and the public visiting them requires the existence and enforcement of extensive general and special regulations. More than 1,000 requests are received annually which require the preparation of legal opinions and documents.

The Chief Counsel's Office is divided, for organizational purposes, into the following four functional units: (1) Land Branch, (2) Regulations Branch, (3) Opinions Branch, and (4) Legislative Branch.

Land Branch: (Chief, Thomas B. Quinn) This Branch is responsible for all legal phases of the acquisition of lands for the National Park System. Such lands are acquired from private owners within existing Service areas and for newly established areas. They are acquired through purchase, condemnation, exchange and donation. The Branch has the responsibility of assuring that land acquisitions are properly conducted in accordance with prescribed Government land acquisition procedure from the time land purchase funds are made available until title to the land is vested in the United States. This involves legal review of options and appraisal reports, the submission of title papers to the Department of Justice for examination and opinion, preparation of

instructions to field officers with respect to securing necessary curative title data, the submission of title papers for re-examination and acceptance of title, and the initiation of action to have checks issued in payment of the purchase price. When lands are acquired by condemnation, this Branch secures and assembles the necessary information upon which to base the proceedings, prepares the formal request to the Attorney General, in appropriate cases prepares declarations of taking for filing in the proceedings, and also prepares in some cases stipulations for filing in proceedings when price agreements are reached with defendants. In the case of disposals of Federal lands under the administrative jurisdiction of the National Park Service, deeds and other instruments are prepared, as well as all correspondence relating to legal phases of the transfers.

This Branch is responsible for the preparation of Secretarial orders designating historic sites pursuant to the act of August 21, 1935 (49 Stat. 666), the preparation of orders establishing areas specifically authorized by Congress, and the preparation of Presidential proclamations establishing or revising national monuments under the act of June 8, 1906 (34 Stat. 225). All of these cases involve constructions of the acts in question and determinations as to whether the statutory requirements have been met. In addition, legal interpretation and construction of deeds and other title documents are prepared and determinations concerning reserved private rights are made.

This Branch is responsible for the legal aspects of the investigation and acquisition of water rights and the determination of legal controversies with respect to them. This involves consideration of reports on water rights, determining legal questions which are suggested by such reports, and advising the water rights engineers regarding the general and local water-rights laws in connection with the establishment and purchase of water rights and the securing of rights-of-way for water supply pipe lines. All water rights filings and contracts are given legal review. Litigation with respect to water rights, while handled by the Department of Justice, receives study in order that the Service may cooperate with that Department in the preparation and presentation of claims and supporting evidence.

Regulations Branch: (Chief, John O'Dea) The proper administration of National Park Service areas necessitates the promulgation of extensive general and special regulations designed to protect and control the use of the areas by the numerous visitors. This Branch is responsible for the preparation of these regulations and the amendments, and new regulations which are required from time to time. This function includes consideration of the jurisdictional and other legal aspects of the authority of the Service to regulate and the drafting, publishing, and codification of the regulations. This Branch performs the continuing functions of construing and applying the regulations in particular

situations and advising the field officers with respect to their enforcement. In addition, instructions are furnished to field officials with regard to policing, the enforcement of Federal criminal statutes, and the functions of United States commissioners, United States marshals, and other law enforcement officers. A law enforcement manual has been prepared and supplied for the use of all field personnel.

This Branch has responsibility for the legal phases of all contractual functions of the Service. The proper discharge of these responsibilities requires the application of both private and public contract law principles. It is the duty of this Branch to see that all construction, supply, and service contracts meet legal requirements with respect to negotiation, form, content, and execution. Instructions to field officers prescribing and interpreting contractual legal requirements are prepared and in appropriate cases contract and specifications provisions are drafted. Extra work and change orders in connection with such contracts are prepared and reviewed. Formal contracts for utility services secured from agencies of the Rural Electrification Administration and private companies are prepared. Administrative findings pursuant to such contracts are prepared and reviewed. When these contracts are involved in litigation in the Court of Claims, this Branch prepares and assembles the necessary data for submission to the Department of Justice and cooperates with that Department during the course of the proceedings.

This Branch also handles the processing and presentation to the Department Solicitor for determination of certain claims under the Federal Tort Claims Act, involving personal injury and damage to privately-owned property through negligence of Service employees in the course of their employment.

Opinions Branch: (Chief, Frank E. Harrison) The primary function of this Branch is to prepare general legal opinions concerning the statutes relating to the Service. Legal opinions and correspondence are prepared in this Branch with respect to all questions bearing on Federal and State jurisdiction of lands. Federal jurisdiction over most National Park Service areas is merely proprietary, similar to that of a private owner. In other areas, concurrent jurisdiction with the State is vested in the Federal Government, and in still other areas there is exclusive Federal jurisdiction. This gives rise to complex legal questions concerning conflicts of Federal and State jurisdiction such as the right of the State to tax individuals and property, the right of residents to vote, the right of residents' children to attend State schools, and the power of the State to require compliance with licensing and other regulatory requirements.

Cooperative agreements with other Federal agencies providing for the administration by the National Park Service of the recreational uses of land and water areas subject to the primary administrative jurisdiction of such agencies are prepared and

reviewed in this Branch. Cooperative agreements with non-Federal agencies relating to the designation, maintenance, and administration of national historic sites not in Federal ownership are prepared. This Branch also prepares cooperative agreements for the transfer and maintenance of national park approach roads by State or county authorities in accordance with the appropriate acts of Congress. Many public land laws are applicable within Service areas. These must be construed and applied in appropriate cases.

In this Branch there are prepared and reviewed leases, permits, and licenses granting to other Federal agencies and private persons and companies the right to use Federal lands within Service areas for Governmental purposes, roads, grazing, residences, agricultural purposes, and erection of electric and telephone lines.

Advisory legal opinions with respect to personnel and fiscal matters are furnished to the administrative officers.

Legal review, and in some cases drafting, of formal concession contracts and business concession permits is performed in this Branch. There are now in existence approximately 70 formal concession contracts and 165 concession permits covering commercial operations within Service areas utilizing Government-owned and privately-owned structures and equipment representing a total original investment of \$35,000,000 and doing an annual gross business in normal times of over \$27,000,000. The legal phases of the Service's relations with these concessioners under the contracts and permits require continuing interpretations of the contracts and permits and the application of general laws.

Legislative Division (Thomas A. Sullivan) During each Congress, an average of 200 bills are introduced which affect directly or indirectly the interests of the National Park Service. It is necessary that Congressional action on these bills be followed closely. To accomplish this, all bills introduced in Congress must be examined to determine whether they are of interest to the Service. Bills affecting the Service are analyzed to determine the precise effect which they have on Service activities. In appropriate cases, Service and Departmental action on bills is initiated. Each issue of Congressional Record is examined for the purpose of ascertaining Congressional action on these bills, and a digest of such action is prepared and distributed for the information of administrative officers. From time to time during the course of each Congress, legislative status reports are prepared which make available to interested Service officers all information with respect to legislation affecting the Service as of the time of the report.

There are introduced in each Congress more than 100 bills, directly relating to the Service, on which legislative reports to Congress and the Bureau of the Budget are prepared. These reports require an analysis of the bill in question, a

determination of its relation to Service functions, suggested amendments, and a statement of the Department's position with respect to the legislation with explanations of the reasons for the position. Reports on enrolled bills and veto messages are also prepared.

The Service, through the Department, initiates legislative measures needed for the administration of Service functions. In these cases, the bills are drafted in this Branch. Bills are also drafted at the request of Members of Congress, and, on occasion, bills involving matters of interest to the Service are drafted for introduction in State legislatures. Legislative advice is rendered to cooperating State and private organizations with respect to Federal and State legislation. Statements to be made at Congressional hearings on proposed legislation are prepared, and such hearings are attended for the purpose of rendering advice to the Committees and to Service officials giving testimony.

This Branch has prepared compilations of all laws and Executive proclamations and orders affecting the Service. These compilations are kept current by the periodic issuance of pocket parts and will be supplemented with additional volumes as needed.

In addition, there are handled in this Branch for the Service all legal questions pertaining to the obtaining of patents for Service employees. This involves the initial determination of the patentability of the invention, the preparation of invention reports, and the submission of the cases to the Attorney General.

A senior attorney, under the professional and technical supervision of the Chief Counsel, is assigned to the Office of National Capital Parks. The legal services performed by him relate to the preparation and enforcement of the special regulations for the National Capital Park System, handling of legislative matters applicable to National Capital Parks, preparation of permits and leases for the use of Government-owned lands in Washington, D. C., and vicinity, rendering legal advice with respect to the activities of the Office. This attorney also advises and instructs the United States Park Police and participates in the investigation of charges of misconduct on the part of these law officers.

Regional Counsel, located in the Region Two, Three, and Four offices of the Service, are under the professional and technical supervision of the Chief Counsel. These attorneys act for the Chief Counsel in performing legal services at the Regional Office level.

Design and Construction Division

(Landscape Architects Branch)

Report of William G. Carnes at  
Director's Staff Meeting, January 8, 1953

The Landscape Architects Branch. (William G. Carnes, Chief) The first landscape architect to serve in the Service was appointed in 1919, soon after the then newly-created National Park Service began to function as a bureau of the Department of the Interior. He was the late Charles Punchard, who served but two years before his death. He was succeeded by Daniel H. Hull, who numbered among his assistants Thomas C. Vint. Mr. Hull resigned from the Service in 1927, and Mr. Vint became Chief Landscape Architect in that year.

From the beginning landscape architectural and architectural work was dove-tailed closely in a single organizational unit which has had a variety of titles including the Landscape Engineering Division, the Landscape Division, the Branch of Plans and Design, the Development Division, and several others. In 1946 a further reorganization of the Service consolidated engineering with landscape architecture and architecture, thus placing within a single, coordinated unit of the Service the three professional divisions having to do with the survey, planning, construction, and maintenance of the physical facilities of the National Park System. This is the present Design and Construction Division, actually three divisions, of which Mr. Vint is the Chief. It reports directly to Director Wirth.

Because each of the three professions merged in this large division has a comprehensive and complex field of work it would be impossible to report adequately upon all of it at a single staff meeting. My outline will cover only the landscape architectural work, in its several branches. The architectural and engineering work will be presented at the next two staff meetings.

Landscape architecture, being the design profession concerned with the arrangement of lands, and the objects and spaces thereon, for the most efficient and pleasant use by man for conservation, recreation, residential, or industrial usage, is basic to the development and administration of park areas. Our functioning, therefore, involves close working cooperation with virtually every other unit of the Service.

Some years ago the wife of one of our landscape architects, attending a women's luncheon and being introduced as the wife of a National Park Service landscape architect, was asked "Just what is a landscape architect?" Her reply was to the effect that, after being married to one for twenty years, the best she could figure out



was that he was a man who believed that a curved line was the shortest distance between two points! That definition was, in a sense, not too far afield for certainly, to landscape architects and "plain people" alike, curves are more pleasant than either straight lines or sharp angles, whether one is referring to the course of a river, the alignment of a road, or to the human figure. The curving road will seem the shorter because it brings absence of monotony or dangerous "motorist's hypnosis", and because of the interest of a gradually changing view thus offered.

The duties and responsibilities of the landscape architects are all inclusive in scope and application, since they are directly concerned with any proposal which would alter, modify or influence the physical appearance or condition of the park areas. They must be as active and outspoken in opposing proposals which would be detrimental to the best interests of the Service program of conservation as they are in carrying forward the planning for such physical development as is desirable and necessary.

For organizational purposes, landscape architectural responsibilities within the Washington Office are divided into three functional branches; (1) Landscape Design Branch, (2) Highway Landscape Branch, and (3) Parkways Branch.

Landscape Design Branch. (Chief, John A. Reshoft) The principal function of this branch is to guide and assist the Regional Offices and field areas in the preparation of all types of plans and specifications which relate to landscape architectural work. Much of this is accomplished through the medium of the Master Plans. Little of the work of this branch is expressible in terms of dollar value of construction, such as is the case of the various types of physical improvements. Its work precedes or leads to the adoption of plans and programs of construction, and determines what will later be undertaken in the various categories of development. Once an area is set aside as a part of the National Park System, the first step is the preparation of a master plan for it. This accomplishes both a zoning of the area, indicating which parts shall be left undeveloped, and which shall be devoted to administrative, residential, and utility functions, and a guide to its general pattern of development. Its function is to steer the course of how the lands within the area are to be used. Nothing is built directly from the Master Plans, yet nothing may be constructed which it does not contemplate. This prevents the building of hastily conceived projects which deliberation would have rejected. A master plan is a series of plans, from a few to as many as 75 drawings for a large park, showing:

1. Location in relation to surrounding populated areas, together with roads and travel facilities for reaching the park;
2. An accurate topographic map of the area;

3. A map showing the vegetative zones and plant types found in the area;

4. The road system contemplated and existing for the entire park area. The road system affects more than any other factor the type, location, and extent of development which will, in time, follow.

5. The system of trails, both public and administrative, planned and existing.

6. Radio and telephone communication plan of the area.

7. Fire protection plan, including lookouts, fire trails, fire caches, and other facilities used in the detection and suppression of fires.

8. The general plan of each area within the park to be developed, including assignment of area to administrative, residential, utility, and concessioner developments. These plans include existing and proposed location of buildings, roads, walks, parking areas, amphitheatres, and any other contemplated developments. Each such plan of a developed area is accompanied by plans showing water, sewer, electric, and communications systems of that area.

The drawings comprising a Master Plan are accompanied by a series of written statements known as Development Outlines. In addition to presenting information supplemental to the drawings, the outlines explain what scenic, scientific, or historical factors give the area national significance, and present data concerning the climate, topography, transportation facilities, public visitation, personnel organization, concessioner operations, land ownership status, and similar factors important to the development, interpretation, operation, and maintenance of the area.

Such plans and development outlines are prepared for each of the 181 areas administered by the Service and, by cooperative agreement, for recreational development in connection with reservoir projects constructed by the Bureau of Reclamation, and the Corps of Engineers.

During the calendar year 1952, 551 Development Outline sections and 378 Master Plan drawings were submitted for review and approval. This is the highest performance record in ten or more years. Credit for the good record in preparing Development Outlines is due both to the park staffs and to all of the Divisions in the Regional Offices who responded so well to the Director's request that the Master Plan Development Outlines be brought up to date. Efforts in this regard will be continued. Much credit is also due the small staffs of engineers, architects, and landscape architects of the Regional Offices who came through so commendably in the preparation of Master Plan drawings.

The Branch, in addition to master plan and development outline coordination, reviews landscape architectural plans and specifications involving the detailed planning of layouts shown on the master plans, including grading, planting, campgrounds, landscape restoration plans, and many other types of projects, as well as checking that all engineering architectural, and concessioner proposals and special use and business permits are in conformity with approved master plans. It also participates in field inspections of proposed areas, of proposed projects, construction progress, and review of plan and survey work under way in Regional Offices and field areas, and prepares manuals and instructions for the guidance of the field covering preparation of master plans, development outlines, landscape project plans, specifications, contracts, and reports.

The Branch also studies the needs for maintenance of landscape architectural developments, disseminates data on products, equipment, and practices relating to such maintenance, and submits recommendations as to programs for construction and maintenance of landscape projects.

Highway Landscape Branch. (Chief, Ben L. Breezo) The largest dollar-cost construction program of the Service has been that of the major park roads and park approach roads. Under the authorization of the Federal Aid Highway Acts, the first special appropriation for National Park roads was made in 1925. Since that time, more than \$100,000,000 has been expended on roads and trails, with nearly \$200,000,000 needed to complete the approved road and trail system, largely for reconstruction and completion of already existing routes. It was recognized from the beginning that the location and construction of roads in national park areas must be done with a great deal more care than is spent on the location and construction of purely commercial highways, since our roads are located generally in extremely rough topography, but at the same time in areas set aside because of unique scenic grandeur, in which all construction scars must be minimized. A procedure was developed through which the location and construction of major roads and approach roads are performed jointly by the landscape architects of the Service and the engineers of the Bureau of Public Roads. In 1926 an "inter-bureau agreement" was executed which formalized this cooperative arrangement, defined the responsibilities of the two groups. This arrangement has prevailed down to the present, with the landscape architects being the Director's representatives in dealing with the Bureau of Public Roads on this phase of park development. It has applied to the location and subsequent construction of more than 3,500 of the 6,000 miles of roads and approach roads within the National Park System. The landscape architects are thus jointly responsible for reconnaissance and location surveys, the development of standards of width, gradient, and design; the preparation of plans, specifications, contract papers, and the

inspection of work under contract. In addition, the landscape architects are responsible for the preparation of all architectural and landscape architectural portions of the plans and specifications involving design of bridges, guard rails, tunnel portals, parking areas and turnouts, special grading techniques for the treatment of cut and fill slopes, the location of contractors camps, borrow pits, quarries, and the precautionary measures which are to be taken for the protection of the roadside and the obliteration of construction scars. That portion of our work is headed up in the Highway Landscape Branch.

Parkways Branch. (Chief, Dudley C. Bayliss) Similar in many respects to the major road program of the Service is its program of constructing parkways, of which eight have been authorized by the Congress. The parkways are not roads within national parks, but generally connections between national park areas. The eight authorized parkways are: the Blue Ridge, Natchez Trace, Colonial, Foothills, George Washington Memorial, Baltimore-Washington, Suitland, and Chesapeake and Ohio. Some are fairly well along toward completion, some not started.

By agreement, the several states acquire and donate to the United States the necessary lands for rights-of-way. Within this protected strip there is constructed a road with access to it by grade separations only at main state and Federal road intersections. The use of the parkways is limited to pleasure vehicles, and no commercial or residential activities are permitted. In addition to the road, the parkways include small roadside parks for picnicking or camping, and some include gasoline stations and sandwich shops. Only one of them includes an overnight lodge development.

The authorized parkways total some 1,300 miles in length. More than \$60,000,000 has been expended upon their development to date, with \$200,000,000 needed to complete them. The direction and coordination of planning and constructing the parkways is under the immediate supervision of the Parkways Branch. In addition to performing the professional and technical responsibilities also outlined for park roads, their work involves a considerable amount of contact with state and county highway and land agencies in connection with the transfer to the Government of the necessary rights-of-way.

The Landscape architects of both the Highway Landscape Branch and the Parkways Branch perform considerable work in preparing exhibits and testimony for use before the Congressional committees on roads, and for hearings upon the Federal Aid Highway Act, as well as reviewing legislation pertaining to parkways and park roads. A number of proposed projects have been studied and reported upon which subsequently failed to be authorized by the Congress.

The three branches reported upon are those among which landscape architectural work in the Washington Office is divided. They have professional guidance over similar units located within the Regional Offices, or at field locations.

To end up with generalities, the landscape architects of the Washington Office have, from time to time, various other assorted responsibilities. For instance, they have prepared and assisted the Civil Service Commission in rating all assembled examinations given for landscape architects in the Federal service since 1936, involving more than 2,000 sets of papers.

Trainees. The Service is the largest landscape architectural organization in the country. More than 100 landscape architectural positions are now filled in this and other Divisions of the Service. In this profession we have an "alumni" group of nearly 500 who have been in the Service at various times, and who now are in private practice or are with other public agencies or are in the teaching field.

The profession of landscape architecture, which was initially represented by a single employee in the Service, has produced the Director, a regional director, four assistant regional directors, the Chief of Design and Construction, four superintendents, the Associate Superintendent of National Capital Parks, the Chief of Lands, a goodly part of the personnel of the Recreation Planning Division and most of the personnel engaged in the various basin studies.

I recite these facts because we, as a profession which is both concerned with trying to anticipate or even influence the turn of future events, is at times accused of being impractical dreamers, unaware of the down-to-earth realities involved in the administration of so complex a Service dealing with many of the superlatives which comprise the American heritage. No other single profession appears to have made a greater impact upon the Service, nor to have produced men now serving in a greater variety of responsible posts in carrying forward the great and gravely responsible work which is entrusted to the various divisions and employees of the Service.

## Design and Construction Division

(Architectural)

Report of Dick Sutton  
at Director's Staff Meeting, January 22, 1953

The Architectural Division. (Dick Sutton, Chief) The Architectural Division is one of three major divisions under the immediate supervision of Chief of Design and Construction Vint who reports directly to Director Wirth. The other two divisions are: The Landscape Architectural Division and the Engineering Division with which this Division works very closely.

Functions of the Division. The Architectural Division is concerned with the design, construction, and maintenance of structures within areas administered by the National Park Service and more especially those under direct Service jurisdiction.

Organization of the Division. The Architectural Division organization consists of a small staff in the Washington Office, which acts as a policy making, plan and program review force, and an architectural working organization in each of the four Regional Offices, headed by a Regional Architect, and National Capital Parks under the Chief of Planning. Because most of our areas are essentially wilderness in character and because the nature of architectural design is not conducive to on the ground decisions there are very few architects with assignments below the regional level, especially during periods of reduced construction activities. The present exceptions are the Jefferson National Expansion Memorial at St. Louis, Mo., the Independence National Historical Park Project at Philadelphia, Pa., and the San Juan National Historic Site, San Juan, Puerto Rico, where the importance of the structures in relation to the Service's development and interpretive programs justify the inclusion of resident architects on the local staffs. The active development program on the Blue Ridge Parkway still maintains a small architectural group to design and supervise the construction of the bridges, buildings and structures for this unit of the National Park Service.

With the resumption of any substantial buildings program in our parks and areas it may be necessary to establish additional resident architects especially during the period of active development when constant supervision of building construction would be desirable. At the present time supervision on projects of sufficient importance as to need it is given through an architect being assigned to the project during construction or intermittently through visits to the project. The latter is not entirely satisfactory especially if mistakes in construction are made too late for corrective measures to be taken.

Organization in the Washington Office. In the Washington Office there are three branches in the Architectural Division as follows:

- The Architectural Design Branch
- The Architectural Standards and Maintenance Branch
- The Historic Architectural Branch

The Architectural Design Branch. The Architectural Design Branch is headed by Charles Lessig who has been associated with the architectural work of the Service since 1934 in the Regional Office and in National Capital Parks.

This branch is responsible for plan review for architectural drawings submitted by the Regional Offices and field offices. This review is concerned with conformance to accepted design standards, suitability of the design and plan for the area in which the structure is proposed for construction and to serve the purpose for which it is intended. An important function of this branch is the review of the annual building construction to establish the over-all needs of the Service for buildings essential to the operation of its areas and to assist in the preparation of a program based upon priority of needs.

The review and study of architectural designs to simplify and standardize facilities and installations; the preparation of layouts and preliminary studies for special projects; the research to determine requirements for visitor accommodations and the development of plans and estimates of costs for concession facilities fall within the functions of this branch.

Another important function of this branch is outlining policies and participating in the training of architectural personnel. Design and Construction has recently revived its student training program for architects, landscape architects and engineers as its contribution to the education of future professional men in these fields and incidentally to assist in getting trained personnel to fill positions with the Service in the lower professional grades.

The maintenance of the Individual Building Report file is a responsibility of this branch. This important collection of data is an inventory of buildings in Service areas and when completed will be an invaluable source of reference for information concerning park structures. Except for a few areas where personnel has not been available to assign to the collection and preparation of this material for government owned buildings and some concessioners who question its usefulness, the survey is substantially completed. Each report is a card folder for an individual building and contains an outline plan and a photograph of the structure and pertinent information about its history, value, use, facilities, etc. It serves as a supplement to the Master Plan Development outline among other uses. The file is available to anyone who may wish to consult it in Room 2316.

Revisions to the Building Construction Manual on design to keep it current with present day planning and equipment requires constant research and consultations with other government officials and representatives of manufacturers of building products and equipment.

The Master Plan sheets and development outlines are reviewed for their relationship to buildings and layouts of other structures and facilities. Concessioners building plans are reviewed for conformance to National Park Service building requirements.

The Architectural Standards Branch. The Architectural Standards and Maintenance Branch headed by Ed Kenner is primarily concerned with rehabilitation and maintenance programs and that part of the Building Construction Manual dealing with the construction and mechanical factors in buildings.

Basic legal authority for Rehabilitation and Preservation work is embodied in 16 United States Code 1, and other sections of 16 U.S.C. grant additional authorizations in respect to preservation work. Funds for Rehabilitation and Preservation work are provided under a sub-activity of that title carried under the Buildings and Utilities activity of the Appropriation Title, "Maintenance and Rehabilitation of Physical Facilities."

The purpose and objectives of the sub-activity of Rehabilitation and Preservation is best stated by definition of the two component parts.

Rehabilitation, which embraces the same elements as maintenance except time, is work undertaken to liquidate the accumulation of activities necessary to bring Buildings, Utilities, Grounds and other facilities up to the last standard attained by construction or subsequent alteration or betterment in order that each physical facility may continue to serve its intended purpose in an economical and efficient manner. Accordingly, all work undertaken as Rehabilitation Jobs falls into one of the following functional components:

Buildings and Structures Rehabilitation  
Utilities Rehabilitation  
Grounds and other Facilities

Preservation is highly specialized maintenance work required to minimize human and elemental action to prevent damage and loss of significant collections, furnishings, portraits, artifacts, ruins, and structures. Work undertaken as preservation is classified in the following three categories.

- (a) Preservation Historical and Scientific Collections
- (b) Prehistoric Ruins Stabilization
- (c) Preservation and Stabilization of Historic Structures



As noted in the definition previously given, Rehabilitation work involves the same elements as Maintenance except as regards time. Hence Rehabilitation is in reality Maintenance work that stems from two distinct sources. These sources are:

(a) Long-cycle work which, though infrequently required, is, when required, of such scope and magnitude that accomplishment under the maintenance base of an area would not be possible.

(b) Deferred Maintenance which is the result, not of neglect, but of inadequate funds to meet annual maintenance requirements and increased operational costs.

Current Rehabilitation "Needs" of the Service were estimated to be \$7,500,000. The Estimate of Needs, which are compiled by area superintendents in collaboration with professional personnel, comprise multifarious jobs to arrest elemental action or to assure continuity of essential service to the visiting public. Job costs range from a few hundred dollars to several thousand for "long-cycle" jobs involving work on a complete structure or facility.

The cleaning and repointing of the shaft at Perry's Victory National Monument is an example of the "long-cycle" rehabilitation project which amounted to some \$45,000.

The paramount problem in respect to the Rehabilitation at the present time is the authorization of a ceiling and an appropriation of a magnitude that would permit the accomplishment, within a realistic 5 year period, of all accumulated "deferred maintenance" work and occurring "long-cycle" work. Simultaneously, however, "on site" maintenance funds must be increased approximately 20% above current appropriations to forestall further "deferred maintenance" which subsequently would be translated into Rehabilitation "Needs". Such an appropriation would permit the inspection, inventory and appraisal of the Service's physical plant by technical, professional personnel to realistically schedule current "Need" and to plan and supervise programmed work in order that future maintenance and operational costs could be reduced.

However, until a realistic program can be inaugurated it has been necessary to program available funds on a prorata basis in relation to spheres of most urgent needs. Emphasis is given to bringing smaller areas up to maintenance levels since by doing so maintenance and operating costs are reduced and the limited technical staff is freed of much administrative detail permitting them to furnish more technological advice to the larger areas where the need for such advice is greater.

During the fiscal years 1951 and 1952, 589 Rehabilitation jobs, many of which included up to ten items each, were completed with individual job costs ranging from less than a hundred dollars to over \$20,000.

While over-all cognizance of rehabilitation and preservation work is vested in the Architectural Standards and Maintenance Branch, technical direction is assumed for only that phase of the rehabilitation as relates to buildings and structures. Technical direction of utilities rehabilitation is vested in the Engineering Division and that relating to Grounds in the Landscape Architectural Division.

In the component relating to Preservation, the category pertaining to Historic and Scientific Collections is under the direct administrative and technical direction of the Chief of the Museum Branch of the Natural History Division. The current backlog of work in this category is approximately \$1,000,000.

The Stabilization of Prehistoric Ruins is primarily a Region Three activity receiving technical direction from the Regional Archeologist with only limited administrative control of the program being exercised by the History Division and this Branch. The current estimate for bringing all prehistoric ruins up to a maintenance level is \$175,000 with yearly maintenance costs thereafter estimated at \$30,000.

The Preservation and Stabilization of Historic Structures is a program that relates predominately to Region One areas. A position of Historical Architect in the Region One Office is authorized for the professional supervision of the program. We expect to fill this position at an early date. In the interim, technical direction is furnished by the Architectural Division of this Office and the Regional Architect. Administrative direction of the program is a responsibility of the Architectural Division acting in collaboration with the History Division. \$2,225,000 is estimated as being the backlog of preservation work in the field of Historic Structures, under the jurisdiction of the National Park Service.

The Architectural Standards and Maintenance Branch is represented in each Region by an Architect who assists in the preparation of the Schedule of Estimate of Needs for Rehabilitation work in each area, supervises the programmed jobs pertaining to Buildings, and furnishes technical advice for "on site" building maintenance work. The Rehabilitation Architect in each region also has been designated Quarters Evaluation Officer & performs, with the assistance of field and other Regional Office personnel, all functions incident to determining the proper rates for quarters, heat, light, fuel, water, furniture, etc., and for recommending such rates to higher authority for approval.

Further assignments of the Architectural Standards and Maintenance Branch are the furnishing of technical assistance to the Chief Accountant in formulating within the framework of the Bureau of the Budget and Departmental regulations the necessary

procedures, instructions, forms and supporting data relating to appraisal of Government owned quarters. This branch revises and keeps current the Building Construction Manual particularly those sections relating to construction, materials, mechanical installations and equipment. Other assignments are concerned with conversion of excess structures into usable buildings, surveys of concessioner facilities for structural, mechanical and safety adequacy, and similar assignments.

Historic Architectural Branch. The position of Chief of the Historic Architectural Branch is not filled at the present time and the duties which should be performed in this Branch must be done by other personnel in the division.

This Branch will supervise research, make field investigations, and prepare reports relating to the architectural merits of historic American buildings and structures being considered for designation as historic sites. It will make recommendations and supervise the preparation of plans for rehabilitation, reconstruction, and remodeling historic structures; promote research on ruins preservation and stabilization, and restoration of historic buildings; prepare reports and supervise interior finishing and exhibiting of historic buildings; prepare and execute maintenance program on historic structures. It will collaborate with other professional men and agencies in formulating Service policy on historic buildings preservation and restoration.

The historic areas coming under the jurisdiction of the National Park Service with their historic structures constitutes a major roll in our development, maintenance and interpretive program. The Department of the Interior through the National Park Service is the only agency authorized to accept these historic buildings and sites and administer them for the government. It is understandable that our responsibility in this field will increase and that more areas of this nature will be added. The list of sites and buildings approved by the Advisory Board as eligible for designation as national historic sites numbers more than 250. While all of these will not come under the direct administration of the National Park Service undoubtedly a great many will, and some of the others will look to the Service for professional assistance in their restoration and maintenance. On most of these proposed historic sites there are structures which will require the professional assistance of architects.

The supervision of the measuring and recording program of The Historic American Buildings Survey is a function of this Branch. It contains the largest collection of measured drawings of historic buildings in this Country. During the period of active recording of American historic buildings 2800 buildings were recorded by measured drawings and photographs and another 5,000 buildings were recorded by photographs only under the supervision of the National Park Service. Dwellings, churches, public

buildings, mills, shops, bridges, and other structures of various periods and styles from the early 17th Century to the Civil War are well documented. In general post-Civil War structures were not surveyed. There are drawings and photographs of structures in 44 States, the District of Columbia and Puerto Rico. The records and material are filed in the Prints and Photograph Division of the Library of Congress.

Although the collection of records is quite large it comprises less than one-third of the buildings which should be preserved or at least documented through records which will permit their accurate restoration or reproduction.

A renewed interest in historic structures is being shown by the public. This is manifest through the attendance of meetings of historic preservation societies, such as the National Trust, the Society of Architectural Historians and various state and local groups. The A.I.A. through its Committee for the Preservation of Historic Buildings is reviving its work in this field in collaboration with the National Trust, the National Park Service and the Library of Congress. The Historic Architectural Branch will work directly on this program as an extension of the H.A.B.S. and renewal of the active recording program. The first work in which we are participating is the listing on specially designed cards the historic buildings throughout the nation with pertinent information concerning their physical characteristics, significance, history, etc. This is being done through a Preservation Officer appointed in each Chapter of the A.I.A. who in most instances coincides with the District Officer of the H.A.B.S. Copies of the master cards will be distributed to the National Park Service, the A.I.A., the A.I.A. Chapter Offices in which the structures are located, and the National Trust, with the originals of the cards filed in the Library of Congress. This Committee is headed by Earl Reed, of Chicago, a member of the H.A.B.S. Advisory Board. Mr. Peterson of the Independence National Historical Park Project and Mr. Vint are members of this Committee and have been active in this conservation movement. The immediate direction of the H.A.B.S. in cooperation with other agencies for the recording and the preservation of buildings is a function of the Historic Architectural Branch. Resumption of the active measuring and recording program of the Survey, architectural research concerned with historic buildings, architectural reports on buildings in areas proposed as additions to areas under the jurisdiction of the National Park Service and plans, specifications and estimates for proposed restorations and supervision of restoration projects would constitute part of the work of this Branch.

Field Organization. The organization of the Architectural Division of the Washington Office is essentially repeated in the Regional Offices with a few exceptions. In Region One in which the majority of the historic sites under the jurisdiction of the Service are located has a historic architectural section but the

other three regions because of the present minor nature of this function, compared to the other architectural work in their areas do not have such a section at this time. Work on historic structures in these regions is performed by the regional architectural staff.

Future Programming. A brief study of the extent of the architecture holdings and potential in the Service shows about \$12,000,000 invested in buildings for all administrative and operative purposes excluding historic structures. They run the gamut from small portable frame structures to imposing museum buildings and are found in areas throughout the United States and its possessions from the semi-tropics to close to the Arctic circle. To complete the building construction program as it is now visualized will require another \$100,000,000. Since most of this program is based upon immediate requirements of facilities for the accommodation of visitors to our areas and to the efficient operation and protection of these areas the program should get under way as soon as possible, and be diligently prosecuted to its successful completion.

It should be pointed out also that a considerable portion of our existing facilities in the form of buildings are rapidly approaching the time when their replacement with new structures must be given serious consideration. It is generally accepted that the useful life of most buildings is from 40 to 50 years, when because of deterioration and obsolescence it is in the interest of the owner to rebuild. We have many structures which will soon fall within that category and because of the comparatively impermanent materials used in their construction and their locations where severe climatic conditions hasten their disintegration makes it imperative to consider their early replacement.

One of the problems confronting the Service and the Architectural Division is the need for adequate quarters for employees. At the present time there are approximately 1400 residential units plus about 700 non-housekeeping units used in the main for temporary employees for short periods during the summer. Probably half of the permanent housing units would be considered as meeting the minimum accepted requirements for dwellings. The others need extensive remodeling or replacement to form satisfactory dwellings. Another 500 dwelling units are needed to house employees who are now forced to live in sub-standard houses outside of the areas and for employees needed to fill essential positions within our parks. The program represents an outlay of about \$12,000,000, for structures and necessary utilities and roads to serve them.

## Design and Construction Division

(Engineering)

Report of Paul McG. Miller  
at Director's Staff Meeting, February 19, 1953

The Engineering Division. (Paul McG. Miller, Chief) The Engineering Division is one of the three major divisions comprising the Office of Design and Construction under the supervision of Chief of Design and Construction Vint who reports directly to Director Wirth. It operates at all Service levels - the Washington Office, Regional Offices, National Capital Parks, and field areas.

The term engineering, as employed today, means more than a profession. In a wider sense, it describes the characteristic process that an "engineering mind" employs when confronted by almost any kind of problem, a process that observes and reasons by the exact methods of science, but selects the best solution on economic or social grounds.

The Division is directly concerned with the development, research, planning, survey, design, and construction of physical facilities such as highways (except those constructed by the BPR), trails, airports, water, sewer and waste disposal systems, communication and electrical systems and appurtenant structures, piers, wharves, docks, as well as the soil and moisture conservation projects in areas administered by the Service. It is directly responsible for the development and execution of adequate maintenance programs for these facilities and where applicable, for the establishment of utility rates to concessioners and others in Service areas. On matters not within the immediate purview of the Division, it collaborates closely with the other two Divisions--the Landscape Architectural and Architectural.

Organization of the Division. The Division, since its establishment in 1917 with the Chief Engineer located in Portland, Oregon, has undergone several reorganizations. In 1946, the Engineering, Landscape Architecture and Architecture activities were consolidated under one office thus making a single coordinated unit of the three professional divisions.

At the request of the Director, the three divisions comprising the Office of Design and Construction are at present undergoing a reorganization which has been tentatively approved. So that you may be informed of the changes proposed in the responsibilities as they affect the various branches of the Engineering Division, I should like at this time to discuss briefly the proposed reorganization which places the Engineering Division on a functional basis of Design, Construction and Maintenance.

Formerly, the Division consisted of four branches under the direct supervision of the Chief Engineer. These four branches were the Minor Roads Branch, the Engineering Design Branch, the Electrical Branch and the Communications Branch. Duplication

between Branches was inevitable, as the division of responsibilities was based on the professions involved, rather than upon the functions performed. One primary failure of the old organization was its failure in not providing personnel and establishing responsibility for programming of maintenance of engineering structures other than roads and trails. The proposed reorganization is a means of resolving these conflicts. No additional branches will be established in the Engineering Division to affect this reorganization plan as the consolidation of the Electrical and the Communication Branches into one Branch allows for the establishment of the Engineering Maintenance Branch. The proposed reorganization provides that in the Washington Office the Division will be composed of four branches. Division of responsibilities between these branches is along functional lines, that is Design, Construction, Maintenance. The four Branches of the Division will be a general Engineering Design and Construction Branch, a Communication and Electrical Design and Construction Branch, a Highway Design and Construction Branch, and a Maintenance Branch; the Maintenance Branch is further divided into a Highways Maintenance Section, and a Utilities Maintenance Section.

The proposed organizational structure of the Washington Office will be followed, with certain deviations, in the Regional Offices. The four Branches of the Engineering Division in the Regional Offices will be a General Engineering Design and Construction Branch, a Utility Design and Construction Branch, a Highway Design and Construction Branch, and a Maintenance Branch; the Maintenance Branch is further divided into a Highway Maintenance Section, and a Utilities Maintenance Section. No change is contemplated at the area level. The activities of these four Branches in the Washington Office are as follows:

General Engineering Design and Construction Branch. (Chief, P. E. Smith) This Branch is responsible for the preparation, execution and technical supervision of the annual construction program of more than \$1,300,000 for all engineering works and appurtenant structures relating to water and sewer systems, garbage and waste disposal systems, elevators, wharves, docks, grounds and campgrounds in Service areas and recommends priority of construction for the programming of construction funds. The Branch is also responsible for specifications and engineering contracts for construction projects under this program. It is estimated the total engineering construction requirements for Service areas for the aforementioned type of facilities will require the expenditure of approximately \$64,000,000 for completion.

Another important function of the Branch is to provide technical advice on engineering problems in Service areas, and to review plans for the construction of engineering works and Master Plans submitted by the Regional Offices and the field areas. This review is concerned with conformance to accepted construction and design standards adequacy, and suitability for the area in which

the construction is proposed. When applicable, as in the case of designs for water, sewer, garbage, and waste disposal systems and their construction and operation the Branch cooperates with the U. S. Public Health Service.

The Branch is also responsible for the preparation, direction, and execution of the annual soil and moisture conservation program in Service areas and recommends priority of construction projects in the programming of funds. Recent surveys of soil and moisture conservation requirements in areas administered by the Service have disclosed that more than 70 areas require remedial measures. Within these areas, approximately 3,900,000 acres have been seriously eroded or badly depleted by prior misuse. Corrective or protective work on this acreage is estimated to cost approximately \$4,504,000, of which more than \$1,685,000 is for projects for immediate correction in areas where the erosion problem is severe and critical. The present appropriation for soil and moisture conservation activities in Service areas is only \$100,000.

The Branch also prepares the Service program for topographic mapping of Service areas by the U. S. Geological Survey, and collaborates with that agency in the execution of the program. In connection with Service collaboration with other Federal agencies, the Branch also acts as liaison with the Wage Determination Section of the Department of Labor in obtaining wage rate schedules for proposed construction projects in Service areas.

The review and study of designs of engineering works and structures to simplify the preparation of layouts and preliminary studies for special projects, such as the water supply systems at Hot Springs, Grand Teton, and Mesa Verde National Parks, elevators at Carlsbad Caverns; and research to determine requirements for engineering structures in Service areas are also a function of the Branch.

This Branch is now engaged in the research and development of waste disposal systems that will fit into the particular requirements of our areas. Three methods of disposal are being studied, incineration, land fill, and mechanical disposal such as the use of the Agromat which, with the application of water into a mechanical device reduces waste to a slurry that will be salvaged for use as organic fertilizer.

One other important responsibility of the Branch is directing the preparation of studies to evaluate existing water, sewer, garbage, electrical, and communication facilities in areas in the National Park System, with a view to determining utility rates for these facilities furnished to the concessioner and others, and recommends adoption of such determinations.



As with all other Branches of the Division the General Engineering Design and Construction Branch maintains records incident to the activities for which they are responsible, including cost studies and Project Completion Reports on all engineering works projects.

Communications and Electrical Design and Construction Branch, (Chief, V. E. Rowley) This Branch is responsible for the preparation, execution, and technical supervision of the annual construction program of about \$500,000 for all communications and electrical facilities in Service areas, and recommends priority of construction for the programming of construction funds. The functions of this Branch differ from those of the various other Branches of the Division in that it has no counterpart in the Regional Offices. As a result, the Branch at this time is not only responsible for the preparation of the design of communications and electrical systems, and for the preparation of project specifications and construction contracts for programmed projects, but also provides field supervision of their construction. There will be, however, an electronic engineer in each Region to provide the technical services required for our Communications and Electrical systems. Positions have been established and recruitment is now in progress. It is estimated that approximately \$7,000,000 will be required to complete the communications and electrical systems. Of this amount, about \$1,315,000 has been appropriated for communication systems to date and it is estimated that an additional \$1,500,000 will be required to complete the systems.

The installation of modern radio-telephone communications systems in Service areas poses the problem of adequate maintenance of these facilities and the recruitment of qualified maintenance personnel, who are at a premium, due to the tremendous expansion of the electronics industry. In order to provide qualified maintenance personnel for areas having radio-telephone communications systems, the Branch is now conducting a radio maintenance school for Service personnel in Washington. The school course is approximately five weeks and enrollment is limited so that as much individual instruction as possible may be given. The Branch also operates a radio laboratory where manufacturers communications equipment is tested for conformity to Service specifications, and where original research for the development and design of Service communications equipment and systems is conducted.

Another important function of the Branch is the investigation and evaluation of existing communications and electrical systems in Service areas, as well as proposed projects, with a view to inducing commercial companies to operate and maintain existing facilities, and to furnish communication and electrical service where installations are proposed, in lieu of their construction, operation and maintenance by the Service. Negotiations

are in progress with commercial companies for furnishing electrical power and communication services in 18 areas. Proposals designed for this Service to get completely out of the electric power and communications business have been received from eight companies.

The Branch participates in Master Plan review, prepares and maintains cost reports on projects, and maintains uniform records for all activities that are the responsibility of the Branch. It cooperates with the Inter-department Radio Advisory Commission on communications problems of mutual interest to other Federal agencies.

This Branch acts as professional consultants to the Fish and Wildlife Service for design, construction, maintenance and operation of their communication systems.

Highway Engineering Design and Construction Branch.

(Chief, Vacant) This Branch is responsible for the preparation, execution, and technical supervision of the annual NPS roads and trails construction program amounting to over \$1,000,000 annually for roads and trails to be constructed under the supervision of Service personnel, and recommends priority of construction for the programming of funds. Present estimates indicate that \$44,000,000 will be required to complete the NPS roads and trails construction projects.

Another important function of this Branch is to give technical advice on location of roads and trails, and the review of plans for highway and trail construction submitted by the Regional Offices and field areas. This review is concerned with conformance to accepted construction and design standards, and practicability of grade and alignment in the area in which the highway or trail is to be constructed.

Public Law 463, 81st Congress, authorized the National Park Service to sponsor, or jointly co-sponsor with other agencies, the construction, maintenance and operation of airports within, or in close proximity to National Parks, National Monuments, and National Recreation Areas, and authorized an appropriation of \$2,000,000 to finance the Service's participation in the program. It is the responsibility of the Highway Engineering Design and Construction Branch to collaborate with the Civil Aeronautics Authority in the preparation and execution of the Service airport construction program. At present, two airport projects are current, one at Tusayan near Grand Canyon National Park, and the other in Death Valley National Monument, and others are planned. As the program develops, the responsibility of the branch for this activity will increase.

The review and study of trail and highway designs to simplify and standardize construction details; the preparation of

layouts and preliminary studies for special projects; and research to determine trail and highway requirements in Service areas are also a function of this Branch.

The Master Plan sheets and development outlines are reviewed for the adequacy of proposed road and trail construction in relation to buildings and layouts of other structures and facilities. Preparation of revisions to that portion of the Administrative Manual relating to NPS road and trail construction is also a function of this Branch, as is the development and establishment of uniform performance records for NPS road and trail construction and equipment requirements.

One other function of this Branch is the direction, preparation, and development of engineering estimates, reports, and supporting data for the various programs and budget requests for all emergency reconstruction and rehabilitation of roads, trails, and parkways in Service areas, and recommends the allocation of funds and their distribution for these purposes.

The Engineering Maintenance Branch. (Chief, Vacant) This Branch, as proposed in the reorganization of the Engineering Division, is a new unit to integrate the planning and supervision of engineering maintenance and operation activities. When it is realized that the existing roads, parkways, trails, and water and sewer systems alone in Service areas represents a capital investment of more than \$250,000,000, the need for the establishment of a branch to provide adequate maintenance programs for these facilities is evident.

The primary objectives of the Engineering Maintenance Branch are to obtain adequate funds through the development of more accurate work load data and provide technical direction for effective maintenance, through the establishment of a formalized program for the maintenance of these physical facilities, comparable to that now in effect for roads and trails. Basic procedures have been worked out; funds for staffing the maintenance organization in the Washington and Regional Offices have been included in the 1954 Budget estimates.

The effectiveness of the Roads and Trails Maintenance procedures and operations are self-evident when comparing physical conditions of these facilities and the funds provided for same before and after the establishment of the Roads and Trails Maintenance organization in 1947. Prior to 1947, appropriations averaged around a half million dollars; in 1947 \$2,300,000 was provided; in 1953, \$4,139,000, and our 1954 Budget estimate is \$4,600,000 for Roads and Trails Maintenance.

The varying character of the facilities to be maintained requires that this Branch be composed of two sections - a Highways Maintenance Section, and a Utilities Maintenance Section.

The Highway Maintenance Section is responsible for the supervision, preparation, and execution of the annual roads, trails, and airport maintenance program in Service areas, and recommends the allocation and distribution of approximately \$4,600,000 annually for this activity. The development of the annual roads and trail maintenance program is based on field inspections for the preparation of estimates of maintenance requirements for each road and trail in Service areas. The estimates are prepared in the field by area personnel with Regional Office Engineers, and where maintenance of roads constructed by the Bureau of Public Roads is involved, with a representative of that agency. A representative of the Washington Office Highways Maintenance Section assists in field inspections whenever possible.

Another important function of the section is the review of contracts, engineering designs and construction plans for highway and trail construction submitted by the Regional Office and field areas with a view to establishing their maintenance responsibility. The section also establishes uniform maintenance performance records, equipment inventories and requirements; maintains records incident to the direction and execution of maintenance programs and makes comparative highway maintenance cost studies and maintenance organization personnel requirements with a view to promoting highway maintenance efficiency.

The Utilities Maintenance Section provides, for the first time, a unit that is responsible for the supervision, preparation, and execution of an annual Service-wide maintenance program for all engineering facilities in Service areas, including water and sewer systems, garbage and waste disposal systems, elevators, wharves, docks, grounds, campgrounds, communication and electrical systems. The section is also responsible for the preparation of annual estimates of the requirements for the operation of all engineering facilities in Service areas.

Another important function of the section is the review of maintenance contracts and of engineering design and construction plans for all engineering works and appurtenant structures in Service areas with a view to establishing their maintenance and operating sufficiency. The section also establishes uniform maintenance performance records, equipment inventories and requirements, and maintains records incident to the direction, supervision, and execution of the annual maintenance program.

The section is also responsible for the preparation and development of engineering estimates, reports, and supporting data for the various programs and budget requests for special maintenance projects involving engineering works and appurtenant structures as previously mentioned under this Section, and recommends the allocation of funds and their distribution for this purpose.

One other important function of the Engineering Maintenance Branch is to direct studies of maintenance equipment requirements for Service areas, and to prepare specifications and make technical review of contracts for the acquisition of new, and the replacement of old construction and maintenance equipment totalling more than \$400,000 annually, and recommending the transfer, loan, or other disposition of such equipment and the acquisition of equipment surplus to the needs of the other Federal agencies.

Problems. Among the many problems that beset the Engineering Division, and probably the most vexing and least amenable to solution, is that of recruiting sufficient qualified professional personnel to maintain the Division in the Regional and Washington Offices at full strength. As a result, only those matters requiring immediate action are properly attended to. A current inventory of the utilities in Service areas is of inestimable value in the work of the Division, yet a complete inventory is not available; cost studies of operations, with a view to improving the efficiency and effectiveness of activities have not been made; area over-all maintenance personnel and equipment requirements cannot be studied; design standards cannot be studied and adopted. These are but a few of the functions of the Division that are affected by lack of personnel; there are many others.

The increasing age of the Service road and trail system and its progressive and accelerated deterioration due to insufficient funds for the reconstruction of obsolete and inadequate highways to modern traffic requirements, has resulted in increasing maintenance requirements to protect the present capital investment of over \$ 200,000,000 represented by the system, and to retain it in a safe condition for public travel. As a result of these increased maintenance requirements, certain normal maintenance activities, such as resealing and reprocessing of bituminous road surfaces, removal of trees and vegetation to maintain sight distances, vista maintenance, replacement of guardrail, other protective devices and traffic services have necessarily been deferred.

In 1950, a 5-year program was initiated, premised on an annual appropriation of \$4,000,000 for the years 1950 to 1954, which would provide for adequate annual routine maintenance, and the retirement of deferred maintenance items within that period. Funds in this amount, however, were not made available until the 1953 fiscal year. Meanwhile, rising cost trends, further deterioration of the system due to age and unprecedented increased traffic volume and the addition of other areas to the National Park System added further to the amount of deferred maintenance. A survey, completed in 1953, established the amount remaining to be \$4,880,000, exclusive of the special maintenance accomplished to date under the 5-year program.

If the present rate of annual appropriations of \$1,000,000 for NPS road and trail construction is maintained, the present Service construction program will not be completed until 1996. The use of the term "construction" when referring to the NPS road and trail construction program, for the most part, is a misnomer. Actually, approximately 80 percent of the projects shown in the program are for the reconstruction of existing roads and trails, that, by virtue of age, obsolescence, or low construction standards, have deteriorated to a point where their maintenance cost is excessive, and the facility requires replacement. Very little additional road mileage will be added to the existing road and trail system, except where new road construction is required in areas acquired subsequent to the preparation of the road and trail construction program.

In the same manner, the annual appropriation for the construction of additional utilities, campground and picnic ground developments, is totally inadequate to keep pace with the increasing public demand for these facilities in Service areas. At the present annual rate, construction requirements will not be completed until 1985.

Similarly, the present annual appropriation of \$100,000 for soil and moisture conservation activities in Service areas is so small in relation to actual needs, that requirements in areas where no remedial action has been possible have been increased rather than diminished. At the risk of being banal, we can only repeat Eivind Scoyen's statement that we have no problems that money cannot solve.

Objectives. Of the many objectives of the Engineering Division, probably none are more important than the following:

1. An adequately staffed Engineering Division, in the Washington and Regional Offices, that will permit discharge of the Division's responsibilities, soundly and efficiently. It is the policy of the Division to keep a minimum staff in the Washington Office and during off construction and maintenance seasons to request the assignment of field and Regional Engineer personnel to the Washington Office for special duty, which is generally during the winter season.

2. The vigorous prosecution for a greatly expanded annual construction program for the replacement of inadequate highways, trails, and other engineering works, and the construction of new facilities to provide for immediate and future public demand. This objective is of a paramount importance to the Division, as success of its other objectives is contingent upon a more adequate construction and replacement program for roads and trails and other physical facilities.

3. The development of maintenance standards for utilities, communications and electrical systems, campgrounds, and engineering works and appurtenant structures, and the formulation of a maintenance program for such facilities (similar to that now in effect for roads and trails maintenance) based on work load measurements. Determination of deferred maintenance items and development of a program for their liquidation. Reduction in maintenance unit costs by study and improvement of maintenance techniques.

4. The liquidation of the present \$4,800,000 backlog of deferred road and trail maintenance items; reduction of maintenance costs by improvement of maintenance techniques and through economy of operations.

5. The development and execution of a soil and moisture conservation program more in keeping with actual Service requirements. This will require a greatly increased annual appropriation for this activity.

6. The early completion of the program for the installation of FM radio communications systems in Service areas.

7. Continued studies of existing and proposed utilities maintained and operated by the Service, with a view to the economy and practicability of their being operated and maintained by commercial public service companies, or the purchase of such services from commercial companies. This continuing study is an important function and is in keeping with Service policy to withdraw, wherever possible, from the public utility business.

Summary. In summary, the Engineering Division is charged with the responsibility for maintaining all roads, parkways, trails, and airports and maintaining and operating other physical facilities (except buildings), representing a capital investment of more than \$250,000,000, in the 180 areas administered by the National Park Service and located in 38 States, Hawaii, Alaska, and the District of Columbia, on an annual maintenance appropriation of approximately \$8,100,000, which is only 3.2 percent of the capital investment represented; to supervise the current NPS roads and trails, utilities, communications and electric systems, and airport construction programs, and soil and moisture conservation program, which total approximately \$2,000,000 annually; to plan, develop, and execute the Service long-range construction program of NPS roads, trails, airports, utilities and communication systems which it is estimated will require \$110,000,000; to accomplish these activities with a professional staff totaling 85 throughout the Service, whose total salaries amount to but \$471,195 which is but 4.6 percent of the total annual appropriation for these activities. Incidentally, 35 or 40 percent of the above 85 mentioned positions amounting to about \$172,000 in salaries are vacant due to inability to secure engineering personnel.

## Audit Division

Report of James B. Robinson  
at Director's Staff Meeting, March 6, 1952

### I. Creation and Purpose

A. The Audit Division was created early in January 1950, as a result of the Director's recommendation to the Secretary and his concurrence therein. The creation of this new Division centralized in the Washington Office all auditing and allied functions, both commercial (the auditing and allied work in connection with concessioners' accounts and records) and internal (the auditing and allied work in connection with the accounts and records of offices of the National Park Service).

B. The purpose in centralizing the auditing and allied functions in the new Division was to achieve independence of auditing and reporting and to insure the use of auditing personnel in the work for which funds were appropriated. In addition, centralization in the new Division insures like treatment of Park Service offices in matters of compliance with applicable laws, rules and regulations, and with fiscal, personnel and accounting procedures and instructions. It insures like treatment of concessioners in matters such as items of income, expense, values of assets, etc., where these items are factors in the computation of franchise fees. It also provides the necessary separation of the concession contracting and fiscal accounting functions from the auditing functions. Under the previous organization, auditing was subordinated to the contracting and fiscal accounting authorities which precluded the desired independence of auditing and reporting.

### II. Organization and Work

A. The present organization of the Audit Division consists of the Office of the Chief Auditor and three branches, the Commercial Audit Branch, the Internal Audit Branch, and the Financial Control Branch, staffed with 33 positions as follows:

#### Office of Chief Auditor

1 Chief Auditor  
1 Assistant Chief Auditor  
3 Clerk Stenographers  
5

#### Commercial Audit Branch

1 Branch Chief  
1 Assistant Branch Chief  
4 Audit Reviewers  
9 Auditors  
3 Clerk Stenographers  
18

#### Financial Control Branch

1 Chief  
1 Assistant Chief  
2 Accountants  
1 Clerk Stenographer  
5

#### Internal Audit Branch

1 Chief  
4 Auditors  
5



Unfortunately, because of the low priorities given the filling of auditing positions, the Audit Division has never operated at full strength. Vacancies have often represented over 36 per cent of the total authorized force.

B. The work of the branches of the Division, exclusive of the Office of the Chief Auditor which directs and establishes the procedures, policies and standards for the work of the Division, briefly stated is as follows:

Commercial Audit Branch. This Branch audits the concessioners' accounts and records, making a complete but not a detailed audit of all balance sheet and profit and loss accounts. Computes franchise fees, and establishes sources of income and expense to prevent siphoning of profits. Upon the completion of the field auditing work, reports are written in the field and sent to Washington together with work-papers for review and approval by the Chief Auditor.

The field audit report usually contains much data, such as scope of examination, minor adjustment to accounts, etc., which, while of definite use to the Audit Division, is not of particular interest to the Director and other officials in planning with concessioners for additional services and facilities or in their other administrative work. The report of the field auditor is, therefore, converted by the reviewers into a pertinent and concise report in nontechnical terms so that it can be readily understood by the officials of the Service.

If additional fees are found due the Government, the superintendent is requested to bill the concessioner at which time copies of the report on audit are submitted to the Regional Director, Superintendent, Director, and the Concessions Management Division. Copies of the pertinent exhibits, schedules, and adjustments necessary to enable the concessioner to understand the audit findings are transmitted to him. Copies of the exhibits and schedules are also included for attachment to the General Accounting Office's copy of the bill for collection.

In those cases where major differences exist or substantial additional fees have been found due the Government, the Superintendent is requested to delay the billing in order to give the concessioner a period of time in which to answer the audit findings or submit additional data or evidence, if any, to support his opinions if differences exist between the auditors and his representatives.

If an impasse is reached between the Audit Division and the concessioner, the concessioner has the right under his contract of appeal to the Director. The settlement of the disputed items has been delegated by the Secretary to the Director subject, however,

to an appeal to the Secretary, whose decision is considered to be final. If the concessioner refuses to pay, the case may be referred to the Department of Justice or other appropriate action taken by the Director or the Secretary. The reasons why the audit findings are not approved by the Director are to give the Audit Division a free hand in reporting its findings, and to leave the final determination to the Director without any prior commitment in case of dispute.

Unfortunately, too much oral publicity has been given to some cases reaching impasse and to the large amounts recommended by the commercial auditors for collection. Unfortunately, too, no such publicity has been given to those cases where the auditors found franchise fees were overpaid or where the concessioners have had their books and records straightened out for the first time in many years, or have been helped tremendously by the advice received in setting up internal controls and in achieving better operating results.

The publicity which was given to the cases reaching an impasse, and the case where the payment of franchise fees was effected with the help of the Department of Justice, has created certain resentment against our commercial auditing work and has done much to make the auditors "persona non grata" to some concessioners and probably to some officials of the Service.

A proposal to accept the audits of outside accounting firms in lieu of making our own audits has been considered but, while audits of concessioners' accounts by public accountants are, and have always been, desired by the Department and the National Park Service, the transferring of the administrative responsibilities of the Department and the Service to the public accounting profession has never been contemplated nor is it so contemplated now. Our auditing work is gradually becoming current and, after the initial round of audits has been completed, it is believed greater emphasis can be placed on accounting systems and financing policies, with the result that better service at lower rates to the public will be achieved.

Financial Control Branch. This Branch reviews and analyzes all annual reports submitted by concessioners and either corrects or causes to be corrected the data submitted, if it is found to be in error. In 1950 approximately 70 per cent of the annual reports of concessioners were found to contain errors. In 1951 only about 40 per cent required correction. The reports for 1952 show further improvement since the concessioners are more familiar with the importance of the data submitted.

After review and analysis of the reports, financial, operating and statistical reports are prepared by this Branch for administrative use. This Branch also follows up on bills for franchise fees.

The form and the content of the annual report required from concessioners are being revised. The need for a new and less cumbersome report form has been recognized for the last several years. In connection with the revision of this report, a process is being considered whereby only one, instead of five copies, of the report will be requested from a concessioner. This will undoubtedly please the concessioners although nothing definite can be stated at this time as to when the submission of the new form will be effective.

Year after year approximately 40 per cent of the principal concessioners are unable to show a profit from operations. The personnel of this Branch have been assigned the task of helping these concessioners to resolve their difficulties. Upon request by the concessioners, this Branch will conduct financial surveys of their operations to ascertain what can be done to reduce expenses, increase revenues, or otherwise place the concessioners' operations on a profitable basis. Thus far, however, few requests for surveys have been received although we have the personnel capable of efficiently rendering this service. From analysis of statements and reports on audit, certain concessioners have already been helped by receiving advice. In one case, a concessioner was writing sales slips for every article sold which caused unnecessary expense and slowed service. When this was brought to the concessioner's attention, he promptly changed the practice to that of coding tapes on the cash register and thus saved both time and expense. In another case, a concessioner was able to reduce clerical expense simply because he was shown that it was unnecessary to route all transactions through his general journal. Many savings can be accomplished through such simple suggestions but, in the most part, results can be obtained only from detailed study and analysis of operations and business techniques at the site. It is believed that many concessioners can be helped if they will make use of the financial survey available to them. The failure of concessioners to request our surveys when so many operate in the red is difficult to understand.

This Branch also advises on proposals to purchase assets where the Service may be contemplating exercising its right of eminent domain or where the purchase of a concessioner's assets may be authorized by Congress. Both of these instances were realities during the short life of this Division.

This Branch issues statistical data, furnishes analysis for rate and franchise fee purposes as called upon by the Concessions Management Division and, when called upon to do so, investigates the financial ability of proposed concessioners to carry out contract provisions.

Internal Audit Branch. The Internal Audit Branch is concerned with the work of safeguarding the appropriated funds, by insuring that the disbursement and application of these funds are

in accordance with authorizations, policies and procedures of the Service, and that operations are conducted in an efficient and economical manner, utilizing personnel, property and equipment in the manner authorized. This work is accomplished by selected sequential testing of the books and records.

The field audit reports are reviewed in the Washington Office where administrative action is taken wherever needed. Thus far, the auditors through discussion with field office and regional office officials have been able to correct inadequate safeguards and controls and to bring about improvements without administrative action by the Director.

The internal auditors also pass from one office to another suggested improvements in operating and accounting techniques which have resulted in greater efficiency and economy.

After review by the Washington Office, reports on audit are sent to the interested officials of the Service much in the manner of the commercial reports previously mentioned. These reports also are nontechnical in nature and are of great help to the administrative personnel in evaluating and improving the operations of the various field offices.

The internal auditors also are informed of any techniques and practices which the various Management Improvement Committees have recommended, and often are called upon by the Chief Auditor in his capacity as Chairman of the Management Improvement Committee of the Washington Office to comment thereon. In many instances, the internal auditors can see fallacies in internal controls which are not apparent to those who are doing the everyday work. Methods of improving the internal control, which also improve the safeguards for the appropriated funds, are perhaps the most important work of the internal auditors.

Of importance also is the testing for misapplication or misappropriation of funds where internal controls are such that misuse of funds, property, personnel, or equipment are possible.

### III. Backlog of Work

Commercial Audit Branch. As of July 1, 1950, there were on hand annual reports representing 570 years of unaudited accounts and records of concessioners. There are received for audit each year approximately 200 annual reports requiring audit. As of January 1, 1953, there were on hand 491 unaudited annual reports and 207 audited reports awaiting review. The foregoing shows exceptionally fine progress, and it is believed our commercial auditing work is well on the way to being put on a current basis. It is important to have the accounts and records of concessioners examined prior to negotiating new contracts, in order that the new contracts may be equitable and the interests of both parties, the Government and the concessioner, fully protected. The problems of taking care

of the audits where contracts are expiring, handling problem cases, and eliminating the backlog of audits present a constant challenge to those charged with administering the work of the Audit Division.

Financial Control Branch. The work of this Branch has been maintained on a current basis, except for the issuance of the revised annual report form, and the personnel of this Branch has been of material assistance to the other branches of the Division in handling problem cases and helping eliminate the backlog of audits.

Internal Audit Branch. The backlog of work in this Branch as of January 1, 1953, represents 315 accounting years unaudited. With but one auditor to do this work, only a few of the offices were audited out of 127 needing audit each year. This backlog represents less than two and one-half years per office. With this Branch at full strength by July 1, it is anticipated that the work will soon be on a current basis.

#### IV. Accomplishments of the Audit Division.

In addition to the irregularities and large amounts of franchise fees recommended for collections, corrective measures have been taken by officials of the Service against sharp practices and faulty agreements in the negotiating of new contracts. In many instances concessioners have, upon the advice of the auditors, made improvements in their accounting systems, internal controls and business techniques. The concessioners were most appreciative of this assistance. In short, as a result of audits, past due franchise fees have been collected, concessioners are reporting more accurately their financial conditions and results of operations, and have better systems of internal control. In addition, information furnished Concessions Management Division has been used in negotiating more equitable contracts.

The emphasis in internal audits has been placed on adequacy of internal controls and economy of operations rather than on the correction of bookkeeping errors. As a result, better controls of cash, funds, equipment and inventories have resulted from the internal auditing of those offices examined during the past year.

#### V. Conclusion

In order to make the auditing program a success, the auditors must have the wholehearted cooperation of all officials of the Service. Auditing is not a necessary evil but is a most valuable asset to the management of a business or Government agency. It obtains data needed to measure performance, to take steps to eliminate waste, and to effect economies. The results should be better service to the public and the carrying out of those objectives for which the National Park Service was created.

The long range auditing objectives of the Service may be briefly stated as follows:

(1) Current auditing of concessioners' books and records and proper reporting by the concessioners of their financial condition and results of their operations in order that these data may be available promptly to the Director and others for use in planning, with the concessioners, the furnishing of the adequate service and facilities to the public at reasonable rates.

(2) Financially sound concessioners successfully operating, earning a fair return on their investments, and charging the public the lowest rates commensurate with this policy.

(3) Uniformity of accounting reports and accounting systems of concessioners.

(4) Current internal audits of offices of the National Park Service which offices operate efficiently and economically; in fact, the over-all objective of internal auditing is to assist management in achieving the most efficient administration of the operations of an organization. This includes surveys of operations and appraisals of results, and not merely the checking of the accuracy and propriety of records.

## Fiscal Division

Report of Keith Neilson  
at Director's Staff Meeting, January 25, 1952

The Fiscal Division is responsible for the supervision, direction, and coordination of all fiscal functions (except auditing) throughout the Service. The work falls in 5 major fields as follows:

- a. Financial management of all fund resources.
- b. Development and maintenance of an integrated budgeting, accounting, and financial reporting system for the Service with adequate internal financial controls.
- c. Management of the Service's extensive fee system.
- d. Supervision of procurement, supply, and property management activities.
- e. Central technical control and coordination of component field activities for the above and related functions.

There are 44 budgeted positions in the Fiscal Division located in the following organizational units to carry out the above-mentioned functions:

| <u>Organizational Unit</u>                 | <u>No. of Employees</u> |
|--|-------------------------|
| Immediate Office of Finance Officer        | 3                       |
| Budget Branch                              | 15                      |
| Accounts Branch                            | 20                      |
| Procurement and Property Management Branch | 6                       |

The immediate office of the Finance Officer is staffed with the Finance Officer, Assistant Finance Officer, and a Secretary-Stenographer. This office is responsible for the over-all supervision, direction, and coordination of all fiscal functions of the Service, and, in addition, accomplishes certain other specific functions which are not assigned to the various branches of the Division. This includes management of the Service's extensive fee system; direct liaison with the Department's Budget and Finance Division and, through it, with the General Accounting Office and the Bureau of the Budget, which agencies establish and prescribe the basic principles, standards, and criteria which govern the Service's budget formulation and execution functions, and the Service's accounting system; direct liaison with the Property Management Division of the Department and, through it, with the General Services Administration, which prescribes the basic principles, standards, and criteria in the field of procurement and property management. The Service is free to develop its own

procedures for these functions within the framework of the basic policies and regulations prescribed by the controlling authorities. This work necessitates participation in frequent conferences and discussions in developing procedures to insure maximum uniformity; in working out common problems; and in resolving questions where the best interest of the Service requires amendments or exceptions from otherwise mandatory regulations. The Finance Officer and Assistant Finance Officer also participate in the hearings on the Service's budget requests before the Bureau of the Budget examiners and before the Congressional Appropriations Committees.

Budget Branch. The Budget Branch is headed by a Budget Officer. Other employees in his immediate office are an Assistant Budget Officer and a clerk-stenographer. This Office prepares the Service's calls for the preliminary and final estimates within policy assumptions and other guide lines established by the Department and the Bureau of the Budget. This Office also develops and compiles a great deal of statistical workload data used in support of budget estimates, or adopts such data which are developed by the various program divisions for budget use. Close and frequent liaison is maintained with Departmental budget representatives in carrying out the Department's budget and programming functions. A large volume of correspondence is prepared in this office primarily dealing with requests for information from Congressional sources and outside organizations and associations interested in the work of the Service, especially as to the funds programmed or appropriated for various purposes. The cumulative quarterly apportionments which govern and control the rate of obligation for the Service as a whole are accomplished in this Office, together with the preparation of the necessary reports and justifications incidental to managing such controls.

The Budget Branch, in addition to the immediate staff of the Budget Officer, has four sections each with three employees. These sectional or organizational units of the Budget Branch, which correspond to the Service's appropriation structure, are:

1. Management and Protection Section
2. Maintenance and Rehabilitation Section
3. Construction and Land Acquisition Section
4. General Administrative Expenses Section

Each section handles all the detailed work of the budget formulation and execution functions indicated by its title. The GAE Section, in addition to accomplishing this work for the GAE appropriation, also accomplishes similar work for all appropriation allocations, working funds, permanent appropriations, special funds, and trust accounts. The respective sections handle the consolidation of field estimates by purposes and activities which make up each appropriation and prepare the necessary narrative justifications, statistical information, charts and graphs, dealing with the various



activity phases under each respective appropriation and/or other funds. Allotment Advices are processed covering allotment of funds, contract authorizations, limitations, etc., and necessary allotment control records are maintained. These are the sections which accomplish the detail work incidental to developing the Service's portion of the President's budget, including necessary amendments, personnel tables, justifications, and voluminous basic data necessary to permit the budget review authorities to make the most favorable determination possible with respect to Service budgetary needs.

Accounts Branch. The Accounts Branch is headed by the Chief Accountant. Other members of his immediate office consist of an Assistant Chief Accountant, a Fiscal Procedures Analyst, and a clerk-stenographer. The Chief Accountant and his immediate staff are responsible for the over-all supervision and direction of all Service accounting functions and for the central technical control and coordination of 44 field accounting offices. This office is also immediately responsible for the development of the Service's accounting system within the framework of established procedures and standards and for the development and establishment of sound internal financial and accounting controls. The preparation and maintenance of Volume 7, Fiscal Management of the NPS Administrative Manual, is also accomplished in this office. The Chief Accountant and his immediate staff are responsible for the development of quarters, subsistence and utilities appraisal procedures, and establishment of appropriate rate schedules for such services furnished to employees and others. This includes responsibility for the collection and proper accounting of appropriation reimbursements incident thereto (the responsibility for the technical supervision of maintenance and operation of quarters throughout the Service is vested in the Design and Construction Division).

The Accounts Branch has a Bookkeeping Section and a Claims and Pay Roll Section. The Bookkeeping Section, composed of 8 employees, maintains the central office's general ledger and control accounts for the entire NPS in accordance with GAO General Regulations 100, as amended. The general ledger accounts for the Service as a whole reflect the assets, liabilities, appropriations, receipts, expenditures, etc., by classifications and appropriations. This is a double-entry system and is not to be confused with allotment accounts maintained at the field accounting office level. The control accounts cover such matters as appropriation limitations involving restrictions on amounts of available funds which the Service may spend for personal services, overtime, travel, attendance at meetings, or similar limitations. Control accounts are also maintained for such authorizations as purchase of passenger-carrying vehicles. Control accounts also are maintained for contract obligation authority, i.e., authority to incur obligations against Congressional authorizations for which appropriations to liquidate are to be made at some future date. It is from these accounts that consolidated accounting and financial statements are prepared which flow through the Department to the General Accounting Office and

the Bureau of the Budget and integrated or reconciled with the cash accounts as accomplished in the Treasury Department for the Government as a whole. Various consolidated statements are also prepared from the field allotment ledger submissions which indicate the rate of progress for various activities, i.e., work programs. This section also maintains the allotment ledger accounts for the major roads, trails, parkways and land acquisition for the Service as a whole. It also maintains the usual allotment accounts for the Washington Office.

The Claims and Pay Roll Unit processes all claims originating in the field which arise because of disputes, misunderstandings, conflicts of opinion, and other uncertainty as to amounts which should be paid out or collected, as the case may be. The majority of such claims are settled directly by the Washington Office, but those involving questions beyond the authority of the Service to settle are referred to the General Accounting Office for adjudication and final settlement. Such claims are always accompanied by the Service's recommendations. This Section also maintains the obligational records and processes contract payments for all major road, trail, parkway, and land acquisition projects for the Service as a whole. It also accomplishes the pay roll, leave and retirement records for the Washington Office and accomplishes other payments originating at the Washington Office level.

Procurement and Property Management Branch. The Branch is headed by a Procurement Officer and, in addition, includes 5 other employees. The work consists of developing information or data for Service participation in Government-wide mandatory contracts and for ascertaining that the Service's procurement and property management program is in accord with basic principles and within the framework prescribed by the Department's Property Management Division and the General Services Administration. These authorities have over-all supervision and control of the total procurement and property management functions of the Government as a whole. Close liaison is maintained with these authorities, including participation in conferences and meetings affecting the Service's interest in these fields. The Branch negotiates for transfer from other Federal agencies of excess property and equipment for Service use and develops procedures for intra-Service transfer and use of excess inventories. Maintains controls with respect to field area inventories and supply levels. The Office also contracts and purchases all automotive, heavy or highly technical equipment for the Service as a whole. The same function is also accomplished for all Service printing and binding needs and for all Service sign needs. The Office also contracts and purchases those items required on a Service-wide basis such as shoulder patches and other uniform insignia, rotary locks, money pouches, etc. The office prepares Service-wide consolidated reports with respect to property inventory levels and supply needs which clear through the Department to the General Services Administration. This Branch also accomplishes the procurement needs of the Washington Office.

## General Services Division

Report of William A. Schnettler  
at Director's Staff Meeting, May 1, 1952

The General Services Division is, as the name implies, a Division furnishing services to the Washington Office. The word "General" is aptly a part of the title inasmuch as the services rendered by the Division are those which cannot appropriately be assigned to the other technical and administrative divisions.

The Division is divided into three branches, the Records Branch, Mail and Publications Branch, and Supply Branch. In addition to the functions of these three units, the titles of which pretty much cover the duties performed, the Division assists in the preparation and distribution of the National Park Service Administrative Manual and organization charts, directories, etc., and is responsible for procurement, assignment, use, and maintenance of central office space and communications facilities. The Chief of General Services also acts as Records Management Officer for the Service, is chairman of the Suggestions Subcommittee of the Incentive Awards Committee and serves as Chairman for various fund-raising campaigns.

To properly relate the functions of the two major branches of the Division whose work is closely allied, it is necessary first to describe the Mail and Publications Branch.

All mail for the bureaus and offices of the Department is received in the Department's mail room. Here it is sorted for distribution to the bureaus and offices to which it is specifically addressed. An employee of the Mail and Publications Branch picks up the Service mail 4 times daily. It is immediately opened, unless marked confidential or addressed by name only to the Director or a member of his staff. Confidential and personal mail is placed at once in the appropriate messenger box in the mail room. The balance is given a preliminary screening by the mail clerk who removes vouchers, field requisitions for forms and stationery, publications requests, and other items for which no coding or further routing information is necessary.

Communications requiring coding and routing are segregated in the order of their indicated urgency and placed in one of two boxes for action by the routing clerk. Those most urgent are promptly routed and coded by the routing clerk and returned to the mail room for delivery to the proper division or office. The less urgent correspondence is then routed and passed on to the 2 classifiers in the Records Branch for file coding.

It might be well to point out here that the routing clerk is working under instructions and methods which leave little to chance in assuring that correspondence is routed to the proper division or office. A great deal of correspondence can be routed on the basis of experience and a broad knowledge of the functions of the divisions and individuals within the divisions. A card file is also maintained to cover special routing required for certain items. A system whereby communications in reply to correspondence originating in the various divisions may be quickly identified is also used extensively. Questions of routing which cannot be resolved by application of the methods described, are decided by reference to a set of the daily yellows filed alphabetically by addressee. From these complete copies of outgoing correspondence, it is possible to identify the originating division and the name of the person who prepared the correspondence without searching through the General Files.

Naturally, the system of routing is not completely infallible. However, every effort is made to see that errors are not repeated when they are called to our attention.

After routing and coding, all correspondence is returned to the Mail Room and placed in the appropriate boxes for messenger delivery.

Messenger service is another function of the Mail Room. At present we have only 3 of the 4 messenger positions filled. When all of the positions are filled, the fourth messenger is available as a substitute in the absence of one of the others, or if all are present, he is available for special errands outside of the building, for helping in the Mail Room and for assignment to the Secretary's Mail Room to assist in the sorting of bureau mail.

Dispatch of outgoing mail is also handled in the Mail Room. This is probably a more involved process than many realize. Every piece of outgoing correspondence must be carefully checked for signature and attachments, the date stamp applied to the original and all copies, and the signature stamp applied to copies. Copies must be detached and distributed according to the indicated distribution. The originals and copies going outside of the office must be placed in individual envelopes or in packets for the regional and other field offices and sealed. Air mail and foreign mail must be weighed and postage applied.

In connection with outgoing mail, it is important that as much as possible of the day's output reach the Mail Room not later than 4 o'clock as sacks must be closed and delivered to the mail platform for truck pickup by 5 o'clock. The Mail Clerks continue to get out as much as possible of the mail received for dispatch after the deadline hour, but they are limited in the amount of mail which can be deposited at the letter drops

in the building. Teletypes received late in the day are delivered to the PPS teletype room in the building before the mail clerk leaves for the day.

A final function performed by the Mail and Publications Branch is the filling of requests for free Service publications. To the uninitiated, this may sound like a simple function involving possibly the insertion of a few publications into an envelope and the addressing and mailing of the package.

Such is not the case, however.

Let us start first with the number of such requests. In the "off" season, generally only a month or so in late summer, these may number from 100 to 200 per day. Beginning with the opening of school in the fall, the number gradually increases as requests are received from school teachers, librarians, and college students working on term papers or theses dealing with recreation or public land use. Then, after the first of the year as people begin to plan for their summer vacations, the number of requests goes up again. Average days may find from 200 to 300 requests arriving, while on Mondays after a week-end or on the day after a holiday, as many as 400 to 500 may be received.

Since we have but one person handling the filling of these requests, it would be impossible, of course, to dump the entire lot upon him and expect that he would be able to handle them all in the course of a single day.

The requests are first screened in the Mail Room to segregate those containing coin, stamps, or checks since we cannot charge for our free publications and must return the money or stamps. In some instances, requests in the latter group are for quantities of publications or for sales publications, in which case they are referred to the Superintendent of Documents. The remainder are then sent to the Information Division where they are screened. Those requiring an answering letter are removed and on the balance the free publications to be sent are indicated by code number or letter.

As a means of facilitating the handling of the requests, an address label is prepared for each and is attached to an envelope of appropriate size as the request is filled. There cannot help but be backlogs created in this Section during the peak season, although the recent development of the coding system is expected to expedite the work considerably.

Records Branch: I believe that I may rightfully say that the Records Branch of the National Park Service would more than hold its own if placed in competition with comparable units in other Government agencies. We have an excellent filing scheme administered by capable personnel.

No small credit for the filing scheme now in use in the Washington Office and the four Regional Offices is due, of course, to my two predecessors, "Nash" Castro and the late G. Frank Brown. Mr. Castro took the initial steps to install the subjective-numerical system in place of the old Dewey decimal system, and Mr. Brown worked to perfect the system. We believe now that most of the "bugs" have been removed, and that the system may soon be in use throughout the Service.

Many of you will recall that under the Dewey decimal system, each of the file clerks continually had large backlogs of unfiled material on their desks. The usual procedure in searching for previous correspondence was to go through the stacks on the desks before going to the file--and, more often than not, the item for which you were looking was unfiled if it was not more than a few months old. Chances were that if it had been filed, it might be in any one of 3 or 4 files because of the ramifications of the system.

With the subjective-numerical system, however, much of the doubt as to the proper location of a piece of correspondence is removed. There are now only 12 primary classifications and a reasonably limited number of secondary and tertiary classifications. The primary classifications correspond generally to divisional functions.

Under the old system, the files were arranged by areas and as complete a breakdown as was necessary was set up for each area. Thus it often developed that a search for previous correspondence involving several areas might lead all over the file room. Now the files are arranged in accordance with the primary classifications with individual area folders, by subject, prepared only as they are needed. It is possible, therefore, that all of the material on a particular subject, no matter how many areas were involved, might be found in a single drawer, or at least in a single file case.

This simplified system and the practice of pre-coding all communications enables the file clerks to keep almost current with filing at all times and greatly facilitates the location of desired material.

One practice which we have not been able to control completely is that of divisions (and more often some individuals) holding files an unreasonable length of time. The red-lettered slip which is attached to each file leaving the file room has a distinct purpose. If the file is to be retained longer than 15 days, or if it is to be sent or handed to someone else, the coupon at the bottom of the sheet should be filled in and detached and sent to the Records Branch. The chargeout card is then noted so that the location of the file is known if it becomes necessary to secure it for someone else.

Supply Branch: The Supply Branch maintains stocks of office supplies for use in the Washington Office, maintains accountability records for office furniture and equipment, and processes requisitions for the procurement of office supplies, for field forms and stationery, for the maintenance of furniture and equipment, and for duplicating work (except printing and binding).

Because of limited space we maintain only minimum stocks of many supply items not used daily. We can, however, obtain other wanted items on short notice, either from the Stores and Shipping Section or from Federal Supply Service.

Requisitions for duplicating work are assigned a bureau number and recorded. It is thus possible to check, if necessary, on the progress of work sent to the Duplicating Section. The record serves also to identify the ordering Division and the person who may be contacted if questions arise after the work has been sent downstairs, and for delivery of the finished work.

Another important function of the Supply Branch is the maintenance of accountability records on furniture and equipment in the Washington Office. These records, at the present time, are far from complete. Several attempts at a complete inventory have been made in recent years, and an inventory of sorts was completed about 2 years ago. However, property numbers were not affixed to all items then, and the required card records were not completed.

We are presently engaged in an inventory which is being carried out in one Division at a time. Property numbers are being assigned on the ground and, as the inventory is completed in a Division, the property cards are made up and a copy given to the person in the Division who has been given the responsibility for controlling the movement of all furniture and equipment in the offices of that Division. Directly, of course, the head of the Division is responsible for the items and, as a means of assuring himself that all items are accounted for, he should be certain that the designated person accompany the representative of the Supply Branch during the inventory. Once the inventory is completed, any transfer of property between Divisions may be accomplished only by the execution of a Transfer of Property form signed by the proper representative of the respective Divisions with copies furnished to the Supply Branch for the adjustment of the records. All future acquisitions of new items and the disposition of unserviceable or surplus items will also be recorded and subsequent inventories will be checked against the records for accuracy.

In addition to overseeing the activities of the 3 Branches, the Chief of General Services, as Records Management Officer, is responsible for carrying out the objectives of the Federal Records

Act of 1950 and Secretary's Order No. 2615. The Records Management Program developed in the Department and carried out in the bureaus and offices covers not only records control, disposal, and retirement throughout the Service, but correspondence, reports, and forms control.

Records Management is a function upon which greater emphasis is being placed throughout the Government. The tremendous volume of records created each year is proving more and more of a problem. Not only is the retention of mountains of records administratively unsound but costly as well when considered in the light of space rental and equipment purchases.

With the enactment of the 1950 legislation, which placed the Records Management problem and the responsibility for its solution in the General Services Administration, the way was opened for the setting up of a comprehensive program designed to reduce the bulk of existing records and to control the future creation and retention of records which would add to this bulk.

Much work has already been done by GSA in setting up Federal Records Centers at convenient locations to receive for storage and to service records of agencies in the general vicinity of the Centers. Existing general schedules are being revised to provide for the disposal or retirement of many of the records common to all Government agencies after a specified retention period. Individual agencies are also being urged to inventory and schedule the records peculiar to them so that the accumulation of large bulks of records which have served their purpose may be avoided.

In the latter connection, there is now being completed in a number of the field offices and in the Washington Office a survey from which will evolve a comprehensive disposal and retirement program applicable to all offices of the Service.

The CCC and ECW records in this Office were retired to Archives several years ago and we have secured authorization from the Congress for the retirement or disposal of similar records in the Regional Offices and the field.

A start has been made on the revision of the list of National Park Service forms as another phase of the Records Management Program, and it is proposed later to review the Reports volume of the Administrative Manual with a view to recommending the elimination or consolidation of certain reports as a means of controlling the creation of additional records.

A recently added function of the Division is that of assisting in the preparation and distribution of the National Park Service Administrative Manual, the organization charts of the Service, and various directories. This work is handled principally by the Assistant Chief of General Services, whose



office also performs special services for the various divisions and offices in designing and preparing for reproduction forms and miscellaneous publications.

All in all, the General Services Division has its work cut out for it. There are those services which must be kept current if the Washington Office as a whole is to function properly in its day-to-day activities, and there are long-range programs to be developed, executed, and policed so that those who follow may have the proper tools with which to work toward a more efficient administration of the areas entrusted to our stewardship.

## Personnel Division

Report of Leland F. Ramsdell  
at Director's Staff Meeting, October 16, 1952

The Personnel Division is concerned solely with one of the major phases of public administration, namely personnel management, a subject which is a matter of direct personal concern to every Federal employee. It would be the greatest mistake to suppose that the staff members of the Personnel Division are the only National Park Service employees who are concerned with personnel management in the Bureau. The United States Civil Service Commission has enunciated the principle that "personnel management is the primary responsibility of all who plan, direct, or supervise the work of Federal employees." It is the role of the Personnel Division merely to assist those in the Bureau who have the primary responsibility for personnel management, which, in simplest terms, is merely the management of people who are employed to get work done; and the objective of personnel management is to so assist with the management of people as to make possible the greatest accomplishment with the least expense.

The Personnel Division is one echelon in a series in the personnel management picture in the Federal service. The next higher echelon is the Personnel Management Division in the Office of the Secretary, which is headed by Director of Personnel Guy W. Numbers, and beyond that level is the Civil Service Commission itself. Under the civil service act, rules and regulations, which govern and guide personnel management in the Federal service, the Civil Service Commission has the only direct legal authority for much that is done in that field. This means that much of the authority exercised by agency heads is delegated by the Civil Service Commission. As the Commission has the primary legal authority, it is the control agency in the field of Federal personnel management, and as such has responsibility for seeing that various provisions of the law which are intended to eliminate or minimize corrupt or otherwise unsatisfactory practices are carried out.

For many years after the Civil Service Commission was created under the Pendleton Act of 1883, its role was that of a policeman and its attitude was largely negative. In other words, the Commission regarded itself as an agency whose mission was to tell others what not to do and to prevent administrative officials from doing certain things. As time went on, the commission began to recognize that it had a further responsibility, to assume leadership in getting wise and beneficial personnel practices adopted throughout the Federal Government, and this type of mission has been developed and emphasized more and more in recent years. The result has been that the commission has delegated a great deal of its responsibility in the control function and has spent much more time in developing principles and guides to better

practices and procedures. The changed concept of the Civil Service Commission's role in personnel management in the Federal Service has been brought about very largely by the tremendous increase in size and complexity of government operations which has occurred since World War I, particularly since the depression of the 30's.

To remind you how much things have changed, we might take a quick look at some figures. When the Civil Service Commission was established in 1883, the Federal Government had about 130,000 civilian employees, of which actually only 10% or 13,000 were subject to the Civil Service Act at the outset. The percentage of employees in the Federal Government covered by the Civil Service Act and rules has steadily increased through the years since 1883, and at the same time there has been a more or less steady increase in the total number of civilian employees. There was a big spurt in numbers, of course, in World War I, when the civilian employment figure reached about a million. By the mid-twenties the figure had dropped to about half a million, but it began to climb again after 1933. Now there are more than 2,500,000 civilian employees of the Federal Government, of which 93% are subject to the Civil Service Act.

Of course, no organization of any size, public or private, can operate successfully in today's complex society without having well designed personnel policies, regulations, and procedures. As the Federal Government is by all odds the greatest employer in the Country, it is to be expected that it will have a far more complex problem than any private employer would in managing its personnel. In addition to the sheer size of government, other problems which must be contended with are those of complexity of activities, the tremendous number of occupational categories represented in the employment rolls, and the need, which is not imposed upon private employers, for continually rendering a strict accounting to the public for all funds spent.

The Civil Service Commission, in the Federal Personnel Manual, has included a chapter which establishes criteria for determining the nature and scope of agency personnel programs. The following is quoted from the Introduction to that chapter:

"As a foundation for consistent, efficient, and equitable personnel management practices, every agency and establishment must have a plan for personnel management that follows, in the broad concept, a standard design. Essential functions to be included in the plan are:

1. Position Classification
2. Recruitment and Selection
3. In-Service Placement
4. Promotion
5. Employee Performance Evaluation

6. Employee Development
7. Employee Relations and Services
8. Special Incentives
9. Retrenchment
10. Disciplinary Action
11. Processing and Maintaining Personnel Records

"While circumstances do not require separate organizational units or positions in the personnel office for each of these functions, their content must be present in the total plan for personnel management in the agency."

The foregoing sentence applies to the Personnel Division in the National Park Service. We believe that we are reasonably well equipped to carry out the full scope of the plan for personnel management the commission has outlined, but some of our staff members must give attention to more than one of these essential functions. We have four branches: the Classification Branch, the Employment Branch, the Training Branch, and the Appointments Branch. The Appointments Branch is divided into a Personnel Actions Section and a Records Section.

Classification Branch: (Chief, James M. Pfeister)

The Classification Branch has four positions: the Chief, two position classifiers, and a classification clerk. The most fundamental process in the entire range of personnel management activities is that of position classification. As the Civil Service Commission says, "the purpose of position classification is to assure that the principle of equal pay for substantially equal work is followed; and that individual positions shall, in accordance with their duties, responsibilities, and qualifications requirements, be so grouped and identified by classes and grades that the resulting position classification system can be used in all phases of personnel administration." Before we can hire a person for a job, we must know what kind of person will be needed; in other words, what qualifications the person must have. Before we can determine what qualifications are necessary, we must know what duties and responsibilities are in the job. Before we can know that, we must have a thorough and accurate description of the duties and responsibilities. When we have that, the actual classification of the job can be undertaken, and after the proper classification is arrived at it can be used to determine the proper compensation, what on-the-job training the incumbent might need, what desirable standards of performance the incumbent must meet, and other important things.

Since position classification was introduced into the Federal service in 1923, it has become more and more an effective tool of management. The classification system has brought order out of chaos, and has kept greater chaos from developing. It has provided a systematic approach to the evaluation of positions in the Federal service and, as I have mentioned already, has as its basic objective, "equal pay for equal work."

The system is not perfect by any means, but is better than any alternative we know of. The success of the classification program is directly dependent on the full cooperation and assistance of each supervisor and administrative or executive official. Each person under the system has a role to play. The employee should know and understand his duties statement and should have the assurance that a constant effort is being made to give him a grade and salary commensurate with the duties and responsibilities he has. Each supervisor has the responsibility at all times to see that the duties of his subordinates are properly described, as the description is the basis of the grade, and the grade is the basis of the salary which, in effect, the supervisor certifies that the subordinate is entitled to.

When a position description is received in the Classification Branch it is assigned to a classification "series." The "series" is coded (numbered) and is a broad occupational breakdown which assures that all positions are evaluated in relation to similar positions in the organization. The next step is to fit the position in question into a grade that puts it into proper relationship with the more responsible positions above it and the subordinate or less responsible positions below it. In making the grade evaluation there are, of course, many factors to consider, and these, for a majority of jobs, are described and defined in the classification standards or class specifications. The class specifications are developed jointly by the Civil Service Commission and the agencies it serves, and must be used by all agencies. The Civil Service Commission has post-audit responsibility to assure adherence to the classification standards. When the standards are not followed by an agency to a reasonable extent, the Commission is responsible for taking all necessary steps to get the agency in line, including withdrawal of classification authority.

The Classification Branch also is responsible for Wage Administration.

Authority to fix wage rates for ungraded employees was delegated to the Regional Directors in August 1951. Wage Boards have been established in each Regional Office. These Boards are responsible for reviewing prevailing rate data collected by the area superintendents, and for recommending wage rates for the Regional Directors' approval.

Since delegation of wage fixing authority to the Regional Directors in 1951, wage administration in this Office has been on a staff level. A review is made of wage schedules which have been approved by the Regional Directors. When necessary, guidance is given in the interpretation and application of regulations and Department policy.

Employment Branch: (Chief, Irwin P. McLaren) The Employment Branch has two positions, the Chief of the Branch and one assistant. The Employment Branch is responsible primarily for the recruitment of employees and for the proper "in-service placement" of employees after they have been selected and put on the job. The Branch attempts to keep in touch with possible sources of various types of employees, keeps informed as to the current and anticipated needs of the various parts of the organization for new employees, keeps in constant touch with recruiting organizations in other Bureaus of the Department and in other agencies, deals direct with the Civil Service Commission for the certification of eligibles, and guides and participates in any competitive examination procedures the Bureau itself may undertake under the decentralized examining and recruiting program of the Civil Service Commission.

In addition, the Branch prepares qualification standards for positions for which standards have not been drawn up, revises standards when changing conditions make changes in the standards desirable, and sees that basic information about qualification standards is distributed to field offices. The Branch also prepares procedural instructions relating to recruitment, selection, and internal placement, for distribution to field offices, and prepares interpretive material relating to policies and regulations governing recruitment and placement activities. "In-Service or internal placement" has to do, as the name more or less implies, with promotions, demotions, and changes in the assignments of employees. Some of these changes, naturally, are effected for the good of the Service and of the employee, when the employee is not doing as effective a job as he should be doing, or is not using his best skills in the work he is assigned to.

Training Branch: (Training Officer, Frank F. Kowski) In establishing the Training Branch an administrative tool was created through which the training activities of the various parks could be correlated, and through which these activities could be assisted by the preparation of training materials incorporating the most successful features of various training programs carried on individually in the parks. Many of our superintendents have carried on effective training programs for several years. The final responsibility for the training of field employees will continue to rest with the superintendents, but they will be assisted to the fullest extent possible, not only by Regional Office staff, but also by the Training Branch. Although the Training Officer assists Mr. Tolson in arranging for and conducting the Personnel Instruction Courses which are scheduled for each Region on a biennial basis, it is not possible, nor is it intended, that the training officer will as a regular function conduct formal training courses in the field. He will, however, be expected to give advice and assistance to field officials who are planning training courses, and will be present and participate in the conduct of such courses from time to time, as his workload permits.

The Training Branch depends upon staff members in the Washington Office, as well as on reports from the field, for the identification of training needs throughout the Service. Members of the Regional Office staffs and superintendents have been invited to present to this Office at any time their observations as to training needs, and their suggestions as to the kind of assistance this Office can render in best meeting those needs.

The Training Branch, in cooperation with many key members of the Washington Office, develops plans and arranges for special instruction for groups of employees who may be called to the Washington Office for training purposes, as, for example, in our participation in the Departmental Management Training Program. The Training Branch maintains liaison with the Department's Training Officer, with Civil Service Commission staff members who are responsible for leadership in the training field, and with training officers of other Federal agencies, thus obtaining full information concerning the most widely accepted practices in the field of employee development, to the end that this information can be made available to our field areas. A corollary to this function, of course, is preparing or adapting training materials such as bulletins, manuals, charts, and other visual aids for the use of supervisors who have training problems, and for training the supervisors themselves.

In addition to responsibility for the employee development functions mentioned, the Training Officer also is expected to assist in handling employee relations activities in which the Personnel Division participates, such as plans for special morale building activities conducted outside of office hours, and educational or semi-educational meetings which may be held on government time.

Appointments Branch: (Chief, Rose C. Gorga) The Appointments Branch maintains the official records of National Park Service personnel, consisting of approximately 2,000 employee files, in addition to 300 miscellaneous files, and a Service Control File (Kardex). It processes personnel actions, post-audits actions in certain grades that are prepared in the field and prepares memoranda for field offices as new instructions covering changes in regulations are issued by the Commission or the Department.

Important phases of work of the Branch are: the compilation of various lengthy and complicated personnel statistical reports; the induction of new employees; the distribution of all salary checks and bonds; the handling of the Group Hospitalization program; and the answering of numerous oral and written inquiries for varied information.

The Appointments Branch also interprets provisions of law and the regulations based thereon, decisions of the Comptroller General, and Department and Service policy on matters relating to

retirement, social security, leave, hours of duty, service credit and refunds of retirement deductions, overtime, holiday pay and leave without pay; gives final review to all retirement claims, to applications for annuity and to service credit applications; processes requests for leave without pay exceeding the amount for which approving authority has been delegated to field officials, as well as requests for authorizing overtime work; provides advice regarding annuities, and rights and benefits of employees subject to the Civil Service Retirement and Social Security Acts; gives assistance in completing forms for submitting annuity claims; maintains liaison with the Civil Service Commission, the General Accounting Office, and the Bureau of Old Age and Survivors Insurance regarding matters of interpretation of laws and regulations; and reports on retirements to the Department and the Commission.



## Safety Division

Report by Frank L. Ahern  
at Director's Staff Meeting, April 3, 1952

Background Information: Today it is commonly recognized in industry that safety is good management. It may not be so well known that nearly 50 years ago some of the steel companies, on their own initiative, took steps to control accidents or that the Bureau of Mines was organized in 1910 for the specific purpose of reducing hazards in mining operations.

Progress in the safety movement was accelerated about 1911, when the States began to pass Workmen's Compensation Laws and industry found it profitable to spend money for accident prevention. It was found that by reducing accidents, premiums for Workmen's Compensation Insurance were reduced.

Establishment of Safety Division: The Safety Division of the National Park Service was established in 1937 following an explosion at Lassen Volcanic National Park. Prior to that time considerable work had been done on fire safety as it relates to property and public and employee safety. In 1936, at the request of the Secretary of the Interior, the National Park Service employee-injury experience was studied and a report was submitted to the Secretary in 1937. Copies were distributed to the field.

Scope of Activities: In establishing the Safety Division, the activities were broadened to include not only protection of property but accident prevention as well. For ready reference some of the important activities are listed in the attachment.

The engineering approach to the protection of property from loss by fire dates back over 100 years in this Country when some New England industries agreed to accomplish their objective of continuity of operation through improved methods of fire protection. The Service is using the experience of industry in its fire safety efforts.

Standards have been developed by organizations of national scope for construction features which contribute to fire safety. These standards for the most part are developed by committees of the National Fire Protection Association and in general are adaptable for use by the National Park Service in its plans for new buildings. The cooperation of the National Board of Fire Underwriters, Associated Factory Mutual Fire Insurance Companies, Underwriter's Laboratories and American Gas Association Testing Laboratories is appreciated.

The impact of 37,000,000 visitors in the parks imposes a responsibility on the Service for protection measures. One very important accomplishment has been the installation of automatic

sprinklers in most of the large hotels in the national parks. A fire in one of the hotels involving large loss of life might lead to embarrassing results for the Service. It took a long time to get the sprinkler protection in the hotels; I consider it a major accomplishment in the public interest.

The Federal Tort Claims Act added another incentive for public safety. Fortunately the claims thus far have not been large for the most part, but this situation could change. It is my hope that reasonable safeguards will be provided for the safety of visitors. This does not mean fencing-in Grand Canyon but it does mean construction of guard rails for walks provided for the visitor along the Canyon rim where visitors might fall into the Canyon.

An important improvement in the public interest was the adoption of a center stripe for roads in the parks. There had been considerable reluctance to the use of the center stripe in national parks but it was found to be necessary for visitors who were unacquainted with the road. The center stripe helps to keep drivers on their own side of the road and gives the visitor more self-assurance in driving at night.

The National Park Service participated in the preparation of the Department's pamphlet on Regulations and Safe Driving Practices for The Operation of Motor Vehicles on Official Business. It may be of interest to note that the Department's requirements for safe driving emphasized courtesy as a key accident prevention measure long before courtesy was recognized nationally as an important factor in reducing traffic accidents.

Some situations bring the Safety Division into the engineering aspects of health. At one of the Western parks, two men upon reporting to a physician, had been diagnosed as having Silicosis. The men had been working on a road job. A whispering campaign developed that the park was not a safe place to work and it was difficult to find people to work there. In response to recommendations of the Safety Division, all employees on the job were given a physical examination by a doctor who was familiar with the interpretation of X-Rays for Silicosis and an industrial hygienist was sent to check on the dust count. As a result it was found that the original diagnosis was in error; there was no Silicosis. The findings made it possible for the job to proceed without further difficulties.

How the Division Functions: Since the Safety Division consists of a Division Head and a Secretary, much of the work must be delegated to others. This has been accomplished by organizing Safety Committees in the Regional Offices and in the parks. While this effort of the National Park Service to decentralize its operations is being handled conscientiously by the Committees, it has been pointed out by some Regional Offices that there is a need for a full time Safety Engineer in the Regional Offices.

Cooperation with Others: The National Park Service through its Safety Division, cooperates with other organizations, including the Federal Fire Council, U. S. Coast Guard, The President's Conference on Highway Safety, National Board of Fire Underwriters, Underwriter's Laboratories, Associated Factory Mutual Laboratories, American Gas Association Testing Laboratories, National Bureau of Standards, and the National Fire Protection Association.

Activities Cross All Other Divisions: The Safety Division activities require contact with almost all other Divisions of the National Park Service, such as the Design and Construction Division on the review and criticisms of construction plans; Concessions Management Division in connection with matters relating to hotels, cabins, boats, etc., operated by concessioners; History Division in matters of historic structures such as Independence Hall in Philadelphia; the Natural History Division in matters relating to skiing, bears, and mountain climbing; the Chief Counsel's Office in matters relating to claims arising from injuries to visitors or damage to property of visitors; the Forestry Division in matters relating to fire fighting procedures and extinguishing methods; the Personnel Division in matters relating to good or poor performance in employee work habits such as operation of motor vehicles; and the Procurement Branch in matters relating to specifications for safety in equipment to be purchased (motorboats for example).

Acknowledgments: I should like to pay tribute to Mr. John Coffman, Chief Forester, who started the work on building fire prevention and fire protection measures long before I joined the Service. Through his Division, the Ranger Forces in the parks are trained in fire fighting techniques and the training is in accord with recognized standards for firemen.

Recommendations. Recommendations have been made from time to time for a more adequate organization to provide a more effective program. This would involve additional funds and will not be discussed here but I would be remiss if I did not mention the fact that such recommendations have been prepared and submitted.

## List of Important Activities

### A. Fire Protection Engineering - See NPS Handbook on Prevention and Control of Fire Losses.

1. Hotel Safety
2. Review of Plans
  - a. Buildings
  - b. Water Systems
  - c. Gas Installations
3. Hospitals - Explosion Hazard
4. Motorboats
5. Historic Buildings

### B. Accident Prevention

1. Employees
  - a. Falls
  - b. Handling Objects
  - c. Safe Driving - Pamphlet Caution
2. Traffic Safety - Public Safety
  - a. Center Stripe
  - b. Guard Rails
  - c. Removal of Obstructions
  - d. Safe Driving
3. Drowning
4. Skiing - (See Red Cross Pamphlet)

### C. First Aid Programs

### D. Health - (Engineering Aspects)

- a. Silicosis
- b. Dermatitis

### E. Cooperation with Others

National Fire Protection Association:

1. Committees
  - a. Safety to Life
  - b. Trailers and Trailer Camps

Federal Fire Council

Federal Safety Council

Department of the Interior

President's Conference on Highway Safety

Alternate Member, Federal Committee on Highway Safety

## History Division

Report of Herbert E. Kahler  
at Director's Staff Meeting, April 17, 1952

The History Division supervises and coordinates the historical and archeological work involved in the selection, development, and interpretation of areas in the National Park System. It supervises historical and archeological research and performs the duties described in the Historic Sites Act of August 21, 1935. It conducts liaison work with organizations and institutions engaged in historical conservation.

The History Division is comprised of five branches: Preservation, Historical Investigations, Public Use, Archeological Investigations, and the position of archeologist held by Dr. Jesse L. Nusbaum, in Santa Fe, New Mexico, who handles requests for permits under the Antiquities Act for the Department and the Service.

In carrying forward its part of the Park Service program, the History Division has the assistance of many divisions. In fact, many aspects of the work are of a collaborative nature, as, for example, reviewing with the Museum Branch all museum prospectuses, plans and exhibits, preparing with the Legal Division cooperative agreements, such as the one for the Virgin Islands National Historic Site, or establishing qualification standards for historians or archeologists with the Personnel Division.

To preserve and interpret the great places of our history to millions of American and foreign travellers is a responsibility entrusted by Congress solely to one Federal Agency--the National Park Service. In these times of increasing leisure and mass education, this is a great and growing responsibility. Historical preservation has become even more pressing in recent years because encroachments of a commercial, residential, and industrial nature inch closer toward many of the most important scenes of American history.

The historical responsibilities of the Service have grown rapidly in the past twenty years. In 1916 the number of historical and archeological areas was only 9--in 1953, 123. The number of visitors to these areas has increased from about 5,000,000 in 1945 to over 15 million in 1952. To meet all the complex problems of research, preservation, restoration and interpretation, the Service has employed in Washington, Regional, and field offices, 48 historians, 27 archeologists, and 35 sub-professional aides. In assisting the Service to meet its responsibilities in this field this historical and archeological staff endeavors to perform the following major functions:

Research. Knowledge of the basic facts regarding historic sites and buildings for which the Service is responsible is indispensable to their intelligent preservation and public use. No other agency can or will provide this knowledge. It can be gained only through patient research by trained personnel in the principal documentary repositories and at the site itself. To provide this knowledge, two kinds of research are performed: (1) documentary, and (2) archeological. In performing documentary research, the historian locates, analyzes and compares all pertinent source materials; extracts all significant data; and presents and interprets these data in written narrative or other appropriate form, properly organized and documented and with suitable illustrative material, such as maps, plans, and prints. Frequently, development projects involving major expenditures are directly dependent upon the successful completion of historical research. The results of documentary research may be formulated in monographs, such as the History and Development of Yorktown, Virginia, 1691-1781; the History of Fort Frederica; in articles, such as, The Oldest Legislative Assembly in America; in historical base maps; in boundary studies; in museum plans; in special studies such as A Preliminary Handbook of Historical Information Concerning the White House and its Furnishings; or in identification and evaluation studies of such proposed projects as Fort Osage, Kansas, or Fort Vancouver, Washington. The identification of historic objects is another important phase of this work.

In performing archeological research, the archeologist directs excavations in the field, maintains detailed records of his findings; processes and preserves the artifacts in the archeological laboratory; and presents and interprets resulting data in properly organized archeological reports, with suitable illustrative material, including maps, plans, and photographs. The value of these accomplishments to the Service are illustrated by the outstanding discoveries made at Jamestown and Glass House Point, Fort Raleigh, Fort Frederica, the Whitman Mission, and Fort Vancouver. In such instances, future development and interpretation are directly dependent upon the results of archeological research.

The recording and salvage of historical and archeological data in river basins has been an urgent and active program. Research contracts have been negotiated with a number of universities and other institutions to survey and salvage scientific data. The Smithsonian Institution has, under an agreement, participated actively in this program.

Interpretation. The educational responsibilities of the History Division, in Washington and the field, flow directly from the annual visitation of over 15 million persons to the 123 historical and archeological areas in the National Park System. The understanding, appreciation, and enjoyment of the great places and great events of American history which these visitors, including hundreds of thousands of school children, are seeking, is directly dependent upon the work of the park historians. The great significance of

this public contact work as one of the most important bases for public judgment of the Service, should be emphasized. To these visitors, the park historians endeavor to provide orientation talks, guided tours, illustrated lectures, and general information. They are responsible for the general care and presentation of historical museum collections and exhibits, including furnishings in historic houses; self-guided tours on foot or by auto; historical markers and trailside exhibits.

The History Division, in cooperation with the Publications Committee and the Division of Information, plans and programs the production of all sales booklets relating to historical and archeological areas and assists in programming the publication of free folders. The original manuscripts for both sales and free literature are prepared by the historians in the field and reviewed for accuracy, format and design, and conformance to National Park Service standards by the History Division. They are put into acceptable form before being sent to the Information Division for final editing and processing. The program of in-Service training of new historical personnel in relation to all these activities is also of fundamental importance.

Planning. The History Division, in Washington and the field, participates in two kinds of planning: (1) park area planning; and (2) proposed area studies. The historical staff is responsible for the basic data incorporated in the following phases of master planning for historical and archeological areas: (1) development outline sections--introduction, general information (visitation section), park operation prospectus (interpretive division and management plans), and interpretive section; and (2) interpretive drawings, including historical base maps, troop position and movement maps, and plans of interpretation. It prepares basic historical data for museum plans and restoration plans, and with other Division reviews construction plans to insure that historic sites and structures are not adversely affected by proposed developments. Historical data pertinent to boundary changes is prepared in close cooperation with the Recreation Planning Division.

Consideration of proposed historical areas is a major activity of the History Division. Requests from individuals, organizations, and Members of Congress are continuous and numerous. During one 18-month period, 114 requests were received. Some of these requests take the form of proposed legislation. The History Division prepares the historical data for incorporation in the reports on these bills. These activities involve correspondence, conferences, research, field investigations, preparation of reports, and presentations to the Advisory Board. Because of its bearing on the standards and future growth of the National Park System, it is of the highest importance that this activity be conducted with the utmost care.

Protection and Preservation: The History Division, in Washington and the field, performs important functions which contribute to the protection and preservation of historical and archeological areas. Park historians, archeologists and historical aides are frequently the only personnel available to protect their areas against vandalism from visitors. They are on guard for evidence of encroachments, deterioration, or misuse. They act as the eyes and ears of the superintendent in many situations.

The archeological staff in Region Three formulates and executes current Ruins Stabilization programs; the History Division advises with the Division of Design and Construction regarding the program for Stabilization of Historic Buildings, and with the Museum Division concerning the preservation of historic collections. When historical research and restoration practices are involved, it shares in the formulation of basic policies and procedures in these respective fields.

Advisory Services: The National Park Service is the sole Federal agency engaged in the preservation of historic sites and buildings. As such, it has important advisory responsibilities to other Federal agencies and to states and preservation societies. The historical staff performs the principal duties of this character for the Service. Under the Historic Sites Act, as interpreted by the Bureau of the Budget, the historical staff is responsible for formulation of the national program for the recovery of historical and archeological remains from reservoir areas. Under the Antiquities Act, this staff reviews all antiquities permits involving Federal lands under the jurisdiction of the Department. Under three separate acts relating to surplus Federal property, this staff performs research and field studies and recommends determinations regarding the historical value of such properties. By cooperative agreements with the Corps of Engineers, Bureau of Reclamation, and Office of Indian Affairs, this staff provides professional historical and archeological assistance to those agencies. Under the provisions of nine additional cooperative agreements, the historical staff provides advisory historical assistance to one state, four preservation societies, and four religious organizations. It has important relationships with the Memorial Division of the Quartermaster Corps in regard to national cemeteries, and has currently made historical and archeological field investigations at Guam and other islands in the Pacific at the request of the Division of Territories.

Leadership in Preservation Movements: The National Park Service is looked to for national leadership in the field of historic sites and buildings. The historical projects of the Service deal with many of the most important sites and buildings in the United States and set standards followed by others. The History Division is endeavoring to contribute its share toward meeting this responsibility. Professional groups, such as the Committee for the Recovery of Archeological Remains, look to the Service for



leadership. UNESCO has recognized that the Service leads in historical preservation in the United States, and, at the request of the Department of State, the History Division has been assisting in the preparation of position papers setting forth the attitude of the United States with respect to proposed international conventions and declarations for the protection of historic sites, buildings, and objects in the event of armed conflict. This work involves collaborating with the Department of State, Library of Congress, National Archives, National Gallery of Art, Provost Marshal's Office, and Judge Advocate General's Office to comment on clauses of proposed treaties and to suggest appropriate amendments or revisions. The Chief Historian has been appointed corresponding member for the United States on the International Committee on Monuments, Artistic and Historic Sites, and Archeological Excavations. The opportunities as well as the obligations in the field of historical conservation are many.

## Information Division

Report by S. Herbert Evison  
at Director's Staff Meeting, November 13, 1952

The Information Division is one of four--the others being History, Natural History and Recreation Planning--over which Assistant Director Lee exercises supervision and coordination. Organizationally, it differs from all the other divisions in that it has no counterpart in any of the Regional Offices or on any of the staffs of the parks. Unfortunately, the establishment of regional information officer positions has thus far had to take low priority among the recommendations of the Regional Directors, - low enough so that none of the regions has any such position.

A result of this blank space in the field organization is not only that normal informational and public relations functions are not exercised in the field but that certain responsibilities in information have been imposed upon employees not employed for that purpose, - people for whom these responsibilities are secondary to others, and toward whom the Information Division does not have the same relationship as does the Chief Naturalist toward a regional naturalist, for example, or the Chief Historian toward the regional historian.

The organization chart states that the Office of the Chief of Information "supervises the informational, editorial, and public relations work of the National Park Service, including the presentation of information concerning the Service's policies and objectives, and preparation of reports and manuscripts for publication. It represents the Service in its relationships with the press and with editors, writers and publishers. It is responsible for the preparation and issuance of all National Park Service publications. The Chief of Information represents the Director, when assigned, at meetings with other Government agencies, Congressional committees, and civic and conservation organizations."

A scrutiny of the organization chart of the Division reveals that it contains but two branches, the Editorial and Publications Branch, and the Public Information Branch. The Division has many responsibilities not specified in defining the branch functions.

The Editorial and Publications Branch: This branch, with three employees, and headed by Madeleine McGrath, is responsible for processing the publications of the Service. During the 1952 fiscal year, we sent down 105 requisitions for informational printing. Of these, 92 were what we call free informational publications, each dealing with a single area; 9 were sales publications; 4 were publications of various types from "Areas Administered by the National Park Service," to an insert on volcanic eruptions, for the Hawaii National Park broadside.

The free informational publications are of three main types--folders, booklets, and broadsides.

Although copies of new sales publications are sent to each division when they come off the press, I suspect that there are in the Director's Office many who are not aware of the number and variety of these that have been produced over the years and are still on sale.

In addition to these printed publications, the Division has a hand in editing and producing such literature as "You Start," which came out three years ago; "Tips on the Job," more recent; "Quotable Quotes" and its successor, "Conservation Quotes," and a variety of other publications. It prepared the booklet, "Going to a National Park?" which, in anticipation of the 1953 Jamboree, was distributed to Boy Scout leaders throughout the Country.

In the face of a one-third increase in the number of persons to be served by our free literature in the past four years, it is interesting to note that funds for the production of it have, during that period, risen only from \$91,500 to \$96,500 a year. That is an actual reduction, in terms of the amount of printing the dollar will buy. This fact will give you some idea of why it is a headache to prepare and to budget the year's publications program. And that task is further complicated by the wide variations between Government Printing Office estimates and the final charges for any job, often received long after the close of the fiscal year.

One thing probably not well understood in either this Office or the field is that the Service's printing funds meet the entire cost of producing sales publications such as the "Plants of the Big Bend National Park," or any one of the Historical Handbooks. For example, the Big Bend plants book cost our printing funds \$4,857, though the original estimate from the GPO was \$3,319. The Historical handbooks have ranged from \$1,000 to \$1500 each. That our funds meet these costs is the principal reason why these books sell so cheaply; the cost to the Superintendent of Documents, who is the Government's sales agent, is only the paper and ink and the press run. For the past year sales of our publications amounted to something over \$42,000.

If you divide 105 publications by 52 weeks of the year, it comes to a little more than two a week. Most of the editorial effort, as far as free informational publications is concerned, is directed at getting copy in to the GPO in time to have publications available before the start of the heavy travel season. We have, in a pinch, received a brand new publication within three weeks after sending in copy; at other times, the lapse between copy submission to the GPO and receipt of the final product has been as much as six months. For certain sales publications, especially where review by an outside author has been necessary,

the period has exceeded a year. The revision of "Plants of Rocky Mountain National Park," not yet off the press, was requisitioned in Fiscal Year 1951.

I have already mentioned our principal trouble with the GPO;-proper budgeting is virtually impossible because their final bills often vary so greatly from their original estimates,-and they are not even obliged to consider protests!

It is fair to add that, on the other side, a great deal of difficulty and delay in production stems from the way in which some of the material is prepared at the point of origin and from failure to heed instructions that we believe have been made very explicit. Ideally, since many of the men who have to prepare copy for publications have no special training for such work, we would be staffed with writers who could do that job for them. We aren't; consequently there is a heavy volume of correspondence between our office and Regional and Field offices regarding publications--necessary in order to have them accurate and consistent.

Here, a word about the cooperation of the History Division, in the review of manuscripts dealing with historical or archeological areas. For awhile, they were able to turn these over to us virtually ready to send to the printer; nowadays they are not able to go that far, but they relieve us completely of any necessity of checking manuscripts for historical accuracy.

We have to rely entirely on the Division of Typography and Design at the GPO for the execution of all phases of design for our publications; and upon the Drafting Section of the Lands Division for the preparation of the neat maps which are included in all free publications and many sales items. It should be said that Typography and Design do us a good job. Frequently--probably in most cases--the basic idea of a design is submitted to them, originating either in this office or in the field. I think you will agree that the historical handbooks, the Dinosaur booklet, The Plants of Big Bend, and most other sales publications of recent years are good looking. Both the heavy expense of using more than one color, and the restrictions of the Joint Committee on Printing of the House and Senate prevent us from going further in the use of color in our publications than we do, but I think it has been used with great effect.

Public Information Branch: The activities of this branch concern themselves with more or less routine relations with the press, magazines, yearbooks, encyclopedias, etc., and with the great number of persons and organizations who seek information by telephone, letter, or personal call. Adequately manned, and headed by an expert on these relationships, its scope would go much beyond the routine. At present, the highest job in the branch is a Grade 9 information specialist.

Routine requests for information are commonly met by supplying free literature, and that is handled by a clerk in the General Services Division. But the Washington Office, each year, receives several thousand requests which cannot be answered in this way, but that require individual letters of reply. Preparation of these is one of the functions of the branch; most of them originate with Miss Hunt, though Miss Story and I have to handle a considerable quantity which involve greater difficulty of preparation. Among the numerous chores of the branch, is that of maintaining our photographic files, which have been completely rearranged and trimmed down by Mr. Anderson, and making preliminary selections of photographs to loan in response to the many requests that reach us annually. Many of these, of course, we cannot meet; and you would be surprised at the number of requests that reach us for gifts of photographs to individuals who want them to hang on the walls of their homes. It is to the Public Information Office on the first corridor, crowded, with no facilities to display publications, that inquirers take their routine inquiries.

You all have read criticisms of government information offices for the issuance of press releases--handouts, as they are so frequently called. This criticism was reflected on the Hill two years ago by an arbitrary reduction in informational office personnel. Some of the criticism is justified; I know from personal experience on a newspaper copy desk, how much claptrap in mimeographed form is distributed. I also know that non-governmental agencies distribute as much of it as do government agencies. But in government, and in other businesses, the press release is virtually a necessity. We have an obligation to keep the public informed about their property and how we manage it. While the handout is not absolute insurance against misquotation, it probably comes as near being such insurance as can be obtained. And it should be understood that the mimeographed press release is not our only link with the press. In Interior, there are representatives of the major press agencies regularly at work in the building. They get all our releases, but there is frequently occasion to give them stories direct. A minor example of the latter was the closing of the Skyline Drive last November because of the fire danger. That was phoned to the local papers and given by word of mouth to the press association people upstairs. To my astonishment, it was headlined over half the front page of the Washington News that afternoon.

I doubt if most employees realize the variety of chores, in this field of public information, the Information Division has to perform. You perhaps remember Mr. DeVoto's fine article on the parks in Woman's Day last spring. It was accompanied by a detailed tabulation of the facilities, activities and characteristics of the national parks--not prepared by nor credited to Mr. DeVoto, but prepared by the Information Division. Sixty-six pages of Mr. Tilden's book on the national parks were prepared by the Information Division. A large number of the illustrations for Irving Melbo's 2-volume work on the national parks were selected and supplied by the Information Division.

Those are examples. However, as I have said, much of the work that is produced by the Division does not come within the categories covered by either of these branches. Perhaps I can indicate a few:

The Division largely formulated the terms of the contract under which Encyclopedia Britannica Films, Inc., is now revising and will distribute the Atwater Kent-Ted Phillips film on Yosemite.

The Division, with fine assistance from others in the Director's office, provided exhaustive comment on and criticism of the working script and shooting script of a feature motion picture which RKO was to have shot in Glacier National Park last summer, and which, we are informed, will be made this summer. We are working all the time, either providing information for motion picture takers or easing the way for them to make their pictures.

As most of you know, the first draft of the Director's Annual Report is a product of the Division. So are the drafts of anywhere from a dozen to several times that many speeches delivered each year. So are such reports as that on the work of the National Park Service submitted to the Senate Committee on Interior and Insular Affairs a couple of years ago, and to the Natural Resources task force of the Hoover Commission, and the statement of NPS policy on water resources submitted to the President's Water Resources Policy Commission. The preparation of such writing, at least in first draft form, is a major responsibility of the Division, and there is a lot of it.

Actually, there are many tasks which an Information Division might legitimately perform but which are not touched, or are only performed inadequately, under the present limitation on positions in Washington and with no field representation. We should be producing motion pictures or giving general direction to their production, for we have the most photogenic material in America, tied in with unlimited story material. Instead, the best we can do is extend cooperation to those who are attempting to present the national park story.

Time was, in the dear old days before the war, when we had a radio script writer and did lot in the radio field. TV-- occasionally we figure in it, and creditably, on the whole. The national parks get lots of advertising; we don't need to promote a greater volume of use but we ought to be doing a lot to show people, from school children to adults, how to make better and more satisfying use of the parks; we ought to be able to organize and aid lecture programs for schools, women's clubs, luncheon clubs, and what have you, directed at promoting understanding. Millions of people can't get to the parks; we ought to take the parks to the people. There should be at least two additional

branches in the Information Division--one concerned with public relations, above and beyond mere information and publicity; the other concerned with the production and use of visual materials, photographs, motion pictures, slides, and exhibits. I hope to see the day come when these branches will exist, not just on paper but as able, functioning instruments.

## Natural History Division

Report by John E. Doerr  
at Director's Staff Meeting, December 11, 1952

Organization of the Division: Natural History is one of the four Divisions under the immediate supervision of Assistant Director R. F. Lee. The Division functions at all horizons of the Service, in the Washington Office, Regional Offices, and field areas. In the Washington Office it includes the Chief Naturalist and Assistant Chief Naturalist, and four Branches, namely, Interpretive, Biology, Museum, and Geology. Except in the Region One Office, the Natural History Division has functioning units in all Regional Offices. Each Regional unit is headed by the Regional Naturalist. In Regions Two and Four he is assisted by a Biologist. In field areas, including the National Capital Parks, the Natural History staff includes permanent Park Naturalists, Biologists, and museum technicians, and seasonal personnel employed as Ranger Naturalists, Tour Leaders, and Museum Assistants. In summary this represents this year a total of 303 employees; 219 being seasonal personnel (156 Ranger Naturalists, 56 Tour Leaders, and 7 Museum Assistants) and 84 under permanent appointment (43 Park Naturalists, 3 Regional Naturalists, 6 Biologists, 21 Museum Technicians and 6 Division and Branch Heads in the Washington Office).

This staff functioned largely in scenic-scientific areas of the National Park System. Museum technicians functioned for historical and archeological areas as well, in planning, preparing, and installing exhibits, and preserving historical and scientific collections. The same is true of some of the work of the Biologists. Not all of the scenic-scientific areas had the services of Natural History personnel, either permanent or seasonal, notable exceptions being Big Bend, Isle Royale, and Hot Springs National Parks, and at least 14 National Monuments whose visitation totalled over 300,000 in 1952.

The "Beginnings" of Natural History Interpretation in the National Park System: "When Stephen T. Mather assumed the directorship of the national parks in 1916, he determined at the outset to make the park system known and understood. Publicity and educational endeavors were made a part of his projected program even before a staff had been organized. Surveys of outdoor educational methods and nature teaching as practiced in several European countries had been made in 1915 by C. M. Goethe and his reports of the success of this work had inspired a few Americans to establish similar educational work in the United States. The California Fish and Game Commission in 1918 sent its educational director, Dr. Harold C. Bryant, into the Sierras to reach vacationists with the message of the conservationist. Yosemite National Park and the playground areas about Lake Tahoe witnessed the introduction of 'nature guiding' during two summers prior to the



inclusion of the work in the field program of the National Park Service.

"In 1920 Mr. Mather and some of his friends joined in supporting this nature teaching in Yosemite and Dr. Bryant and Dr. Loye Holmes Miller were employed to lay the foundation of what has continued to be an important part of the program \* \* \*. About this same time a Yosemite ranger, Ansel F. Hall, conceived the idea of establishing a Yosemite museum to serve as a public contact center and general headquarters for the interpretive program."

In 1937 Robert Sterling Yard pioneered educational work here in the Washington Office. Lost we forget other individuals and organizations that made great contributions of thought and money to the "beginnings" of Natural History Interpretation, I should mention Mr. Frank R. Oustler, who with Ansel Hall organized in 1924 a comprehensive plan of educational activities and defined the objectives of naturalist work. In that same year Mr. Chauncey J. Hamlin as president of the American Association of Museums helped launch a program of museum development in the parks. As a result of this association the Laura Spelman Rockefeller Memorial provided funds for the construction of the museum in Yosemite Valley, and for museum facilities in Grand Canyon and Yellowstone National Parks. Dr. Hermon C. Bumpus had an important part in the planning and construction of these facilities of interpretation. Herbert "Herb" Maier was the architect and field superintendent of the construction of these museums. In the late twenties the Secretary of the Interior appointed a committee of educators to study the broad educational possibilities in national parks. Dr. John C. Merriam served as chairman of the committee. Working with him were Wallace W. Atwood, Harold C. Bryant, Hermon C. Bumpus, Vernon Kellog, Frank R. Oustler, and Clark Wissler.

I have here two very important documents produced by the Committee in 1929; one is Individual Reports of the Committee on Educational Problems in National Parks; the other, Reports With Recommendations from the Committee on Study of Educational Problems in National Parks. These publications reflect the "beginnings" of our Natural History interpretation. It was Dr. Merriam's committee that recommended that an educational branch of the Service be established with headquarters in Washington, D. C. Dr. Harold C. Bryant who had not only served as a member of the Committee but also, since 1920, as a seasonal employee on the educational staff in Yosemite, was appointed July 1, 1930 to head the educational branch, then referred to as the Branch of Research and Education. Over the years the name has changed; for a time it was "Research and Information," then "Research and Interpretation." When we moved to Chicago in 1942 it was just "Interpretation." That single word appearing on hundreds of shipping tags brought forth some amusing comments from the "huskies" that jammed us into the concrete caverns of the Merchandise Mart. The name "Interpretation" also raised some eyebrows in the Bureau of the Budget. Now the name is "Natural History Division."

An important part of the work of the Division was started a year before the appointment of Dr. Bryant. George M. Wright, a Ranger in Yosemite, recognized the need for defining wildlife policies of the Service. Upon the basic data that he and others assembled was formulated the wildlife policies of the Service. Here are two other very important documents that also reflect "beginnings" of our program of Natural History interpretation and conservation. On the title page of Fauna of the National Parks of the United States, A Preliminary Survey of Faunal Relations in National Parks, I see the authors' names, George M. Wright, Joseph S. Dixon, and Ben H. Thompson. On the title page of the second document, Wildlife Management in the National Parks, are the names of George M. Wright and Ben H. Thompson.

So much for the "beginnings" of a program that in 1952 served directly in one way or another 14,451,000 visitors in 49 scenic-scientific areas of the National Park System, and served indirectly again as many, if not more, millions of people.

Scope and Objectives: The Natural History Division personnel have two major responsibilities; one is to gather basic data on the natural values or features of the areas; the other is to interpret the data for visitors as well as for the protection, development and administration of the areas.

Gathering the basic data is both routine observation and scientific research in the true meaning of the term. The importance of this part of the work has long been recognized. It was given further emphasis in recommendations made and approved at "Area Operation" in September of this year. Part of the routine observations and the scientific research is done by the permanent and seasonal employees. The recent publication, The Birds of Crater Lake National Park, by Donald S. Farner, is an example of basic data gathered by an employee. Programs are being formulated so that more employees may participate in this type of activity.

Some of the research necessary in the proper protection, management, and interpretation of the areas is being done through cooperative agreements with other agencies of government; for example, with the Fish and Wildlife Service, and the U. S. Geological Survey. In the research program we have the cooperation of Natural History Associations and of "outside" organizations, colleges, universities, and scientific institutions. With Assistant Director Lea's guidance, the program of gathering basic data is going forward and expanding. We should, in the near future, have some natural history research projects being performed under contract with educational and scientific institutions. We are working toward cooperative agreements with other governmental agencies, with which we have had little or no contact heretofore.

Interpretation serves not only to increase the benefit and enjoyment of the park visitors, but also serves in the

administration, protection, and development of the areas. I am sure that Director Wirth, Chief of Design and Construction Vint, and Chief Counsel Price, do not profess to know all the technical details of wildlife habitats, fisheries resources, and thermal features. When situations arise in which administrative, legal or planning decisions must be made in relation to those and many other natural features, they utilize the interpretation of technical reports and data gathered through natural history observations and research.

In visualizing the objectives of interpretation for visitors, it was stated in 1929: "It should be the primary object of the educational work to make possible the maximum of understanding and appreciation of the greater characteristic park features by the visitor, together with the stimulation of his thinking." In 1952 we have restated that in saying: "The basic objective of the interpretive or educational work in the National Park System is to assist visitors to achieve this supreme experience." If you wish to know more of the meaning of the phrase, "this supreme experience," I refer you to the Manual of Information and Interpretation in the Field, Chapter 3, Section 3, page 1. You have had in visiting your parks and monuments some of those and other supreme experiences. Our job is to help visitors find and participate in the supreme experience.

I need not go into detail as to the methods and techniques of interpretation. You are all familiar with the program of conducted hikes, caravans, and boat trips, with the illustrated talks, and with the facilities of interpretation embraced in our museum development program, including central museums, focal point or wayside museums, and self-guiding facilities. Freeman Tilden has observed that we are still "floundering" in our interpretive efforts. At a recent meeting of interpretive personnel in Region Three, it was the consensus that we are "floundering forward" with an increasingly better understanding of the objective and philosophy of interpretation, with better techniques and visual aids, and with better trained and more inspired personnel for serving the public. A few more millions of dollars for personal service and facilities would speed the forward progress.

A Sample of Our Problems: Following are just a few examples of problems we face illustrating both the research and interpretive aspects of the work of the Natural History Division.

The Museum Branch is active in the work of planning, constructing, and installing museum exhibits. At Manassas National Battlefield Park, is an example of one of our more recent museum installations. What you see there represents many hours of delving into historical records in order that the presentation may be accurate in every detail. The exhibits are the product of historical research and the work of a variety of skilled craftsmen and artisans.

In the National Park System there are about 115 museums. Some consist of just a single exhibit or two, while others are as complex as the Vanderbilt Mansion, a historic house museum. I am confident that there is no organization in the world with a greater variety of museum maintenance problems than the National Park Service. An exhibit telling the story of the rocks of an area may be a very simple thing to maintain. That is not the situation in some of our museums containing rich tapestries, priceless paintings, irreplaceable documents, and valuable scientific study collections. We might someday, although it is not likely, complete our museum construction program, but we shall always have with us the responsibility of refurbishing museums, of revising exhibits as new discoveries are made, and protecting a priceless heritage of historical and scientific objects.

In the field of Geology, one of the unique responsibilities is the protection of thermal features in Yellowstone National Park. They are delicate features. They are processes that can be destroyed. Once they are gone we cannot replace them. In this instance the protection requires continuous research and observation. It requires the combined efforts of the scientists and those in the Design and Construction Division. Those in Concessions Management as well as others should have an understanding and appreciation of this problem. Right now we are working on a geological protection-interpretation problem at Mammoth Cave involving the combined efforts of several Divisions of this Service.

Just one of the problems in the field of Biology is that of keeping the numbers of some large animals within the carrying capacity of their winter ranges. Northern Yellowstone is only one example of this problem. There are others. New ones could develop in the future. They are not problems that can be solved today and remain solved for all future time. In them we deal with biological processes that are not static. There are many influencing factors including public relations. There is need for continuous study and management. The scope of responsibility in this problem, as well as in such problems as the vanishing species, extirpated species, and fisheries resources, is more fully appreciated when you stop and think that our Service functions in very wide latitudes and longitudes.

In serving the public through interpretation, just one of the problems is the large number of visitors. In 1941 the number of visitors who participated in interpretive activities in 40 scenic-scientific areas totalled 5,835,577. In 1952 the total was 14,451,996 in 49 areas. Natural History Interpretation is not the only functional unit that faces the problem of increased visitor participation without corresponding increases in personnel and facilities. In Natural History we are trying to meet the increasing visitation with what might be called "streamlining" techniques. The use of improved audio-visual aids and the installation of self-guiding facilities are two of the techniques

being more widely used to serve more people. I am very pleased with the recent progress made by field personnel in interpretive planning. I am sure we have a staff that is dedicated to the responsibility of helping others to find the supreme experience that each area offers.

Conclusion: In this review of the work of the Natural History Division, reference to other problems and responsibilities of the staff have been omitted. Suffice it to say that at various horizons members of the staff do participate in matters that arise in connection with mountain climbing, winter sports, international relations, cooperating societies, departmental research and development, management improvement, "outside" talks, boards of survey, safety committees, and various community service activities.

Recreation Planning Division

Report by Ben H. Thompson at  
Director's Staff Meeting, February 25, 1952

The Service's recreation planning program has the following five subdivisions:

Park Conservation or Land Planning  
State Cooperation and Territorial Studies  
Real Property Disposal and Compliance  
River Basin Studies  
Reservoir Development and Management

The recreation planning program is broader than the work of any one division and, in fact, involves the cooperative efforts of many units of the Service. To keep the program coherent and forward moving, however, requires that some one unit of the Service be responsible for "keeping the score", so to speak, which, in general, is the function of the Recreation Planning Division.

Park Conservation or Land Planning. Rounding Out National Park System.

This phase of the program deals with the rounding out of the National Park System--with proposals to establish new areas or to revise the boundaries or change the status of existing areas of the System. Examples of projects in this class are:

Region One. Island Beach, New Jersey, and Cape Hatteras, North Carolina.

Island Beach, involving approximately nine miles of unspoiled barrier island beach north of Barnegat Inlet, has been protected as a private estate to the present, and, consequently, contains the finest remnant of original coastal vegetation and related natural features to be found along the northeastern seashore of the United States. The estate wishes to dispose of the area. The Service is cooperating with the American Shore and Beach Preservation Association and other conservation organizations in an attempt to arouse sufficient public interest to make possible the acquisition of the area for national monument purposes.

The Cape Hatteras Project, when authorized by Congress 15 years ago, included roughly 100 miles of the barrier islands off the coast of North Carolina. Unfortunately, however, land acquisition for the project was made the responsibility of the State, which has proved to be inadequate. Approximately half of the project is now lost to real estate and other developments. The Service is conferring with members of the North Carolina delegation and others in an attempt to revise the approach to this project. Unless lands are acquired in the near future, the opportunity to acquire them for park purposes will be gone.

### Region Two. Wind River Mountains, Wyoming.

A spectacular area in the Wind River Mountains was proposed for national park status about 15 years ago. The inaccessibility of the area at that time served to place the project in a deferred category. Now, however, in view of trends toward development of the area's water and power potentialities, and because of the Wind River Basin pilot study which the Department is making as part of its over-all Missouri River Basin Study, the question of the ultimate status of the proposed Wind River National Park is again coming to the fore.

### Region Three. Junction of the Colorado and Green Rivers, Utah.

This extremely colorful and scenic area has been under consideration for national park or monument purposes by the Service for many years. Prospecting for oil and gas and radioactive materials, and other developments, are hastening the time when decision must be made as to the future status of this proposed area. Sentiment in Utah is reported to be favorable, provided the area does not include resources of paramount importance for other purposes.

### Region Four. Cedar Grove and Tehipite Valley, adjacent to Kings Canyon National Park, California.

When Kings Canyon National Park was established these two valleys, which have the same relationship to the park that Yosemite and Hetch Hetchy Valley have to Yosemite National Park, were omitted from the park because of conflict with irrigation interest. The eventual inclusion of these two areas within the park, however, is essential to its proper use and development. The Bureau of Reclamation's interest in the water power potentialities of these valleys, as part of the Central Valley Project, is again raising the question of their ultimate status.

It is the function of the Park Conservation Branch, headed by Mr. Leo J. Biedrich, to keep the score on such projects in this Office and to make appropriate recommendations for consideration by the Director and his staff.

Defending Existing National Park System. The proposals of the Corps of Engineers to build a dam at Glacier View, which would blot out about 20,000 acres of the western side of Glacier National Park, including essential wildlife winter range, is an example of this type of project. The proposed location of an aluminum processing plant within a few miles of the western entrance of Glacier, with the possibility of park damage from the fumes, is also typical. There are several other major threats to areas of the System, each one of which requires constant attention, careful analysis and considered action.

Categories and Criteria Studies. A third, important phase of the Park Conservation Program is the systematizing of our

thinking into a coherent system of categories and criteria to serve as guides in the selection and rejection of areas proposed for addition to the National Park System. The Service is generally familiar with the criteria and categories which have for a number of years governed the selection and rejection of proposed historical areas. Comparable categories and criteria covering the natural, scenic, and recreational aspects of proposed areas should also be formulated, and are being worked on as opportunity permits.

State Cooperation and Territorial Studies. State Cooperation. There will always be questions as to whether proposed parks are of national, State, or local significance. To cope with this problem, and, also, realizing that valuable support of the National Park System could be built by the establishment of strong State park organizations and State park systems throughout the Country, Stephen T. Mather, the first National Park Service Director, in 1921 helped organize the National Conference on State Parks. Cooperation with the National Conference on State Parks and with all State park organizations has been a major objective and function of the Service ever since. Both the Historic Sites Act of 1935 and the Park, Parkway and Recreational-Area Study Act of 1936 authorized, facilitated and extended the Service's cooperation with State park agencies and, through them, with political subdivisions of the States. The over-all objective of the Service's State cooperation work is not to extend the influence of the Federal Government into the affairs of the States; it is just the opposite; namely, to build up the strongest possible State park and recreation organizations and systems.

In this Office, the State cooperation work, headed by Mr. Sidney S. Kennedy, promotes and coordinates a number of facets of the Service's cooperation with the States, including cooperative planning and consultation, both with the reference to individual areas and in the development of State-wide park and recreation plans; participation in State park conferences and institutes; in the dissemination of information on practically all phases of State park work; in the issuance of publications by this Service and as a contributor to publications of the National Conference on State Parks, the American Planning and Civic Association, the Council of State Governments, and other agencies interested in State park conservation. This work has been hampered in recent years by an almost total lack of funds.

There are about 1700 State parks, historical monuments, memorials, and other related types of recreation areas administered by the State park authorities throughout the United States. These areas are used by some 120 million visitors annually and the States are currently spending about \$21,000,000 annually to maintain and operate them.

Despite this encouraging growth of State park conservation, several western States have no real State park organization



and many of the States have rather weak organizations and systems. The States, moreover, are in need of assistance from this Service in defending State parks from water-control developments, logging, and other non-conforming uses just as we are in need of State support in defense of the national areas. Their welfare and our welfare are very closely related and the park conservation work and the State cooperation work of this Service are supplementary phases of the Service's Recreational Planning Program.

Territorial Surveys. Construction of the Alaska Highway and the accelerated development of Alaska during and since World War II have resulted in acceleration of natural resource planning in the Territory. This Service is conducting a survey of the recreation resources of Alaska for the purpose of determining what and where the most important recreation resources are, such as areas of scenic, scientific, and historic interest, and of formulating plans and recommendations for their conservation and use. The Survey will also make recommendations for park and recreation facilities and services for the people of Alaska and for the development of tourist facilities. The field portion of this work is headed by Mr. George L. Collins of the Region Four Office and involves the cooperation of the History and Natural History Divisions and other units of the Service as well as other agencies of Government and non-governmental consultants. It is hoped that through this Survey areas of outstanding public interest will be given suitable protection in the development of the Territory and that a strong Territorial park and recreation agency will be organized.

At the request of Governor Skinner of Guam, Messrs. Irving Root of this Office and Erik Reed of the Region Three Office are conducting a study of the recreation resources and needs of the Territory of Guam and are formulating appropriate recommendations. In connection with the Guam survey, they are also making a very preliminary survey of certain units of the Pacific Trust Territory, with the expectation that the Pacific Trust Territory study will be pursued further as opportunity permits.

A recent issue of TIME magazine pointed out that a major problem of the Hawaiian Islands is that a filling the gap between the insufficient productivity of the Islands and the population subsistence requirements by further "selling" the Islands' recreation resources and increasing the tourist trade. The Service should do all it can to encourage the Territory to complete its study of the recreation resources and potentialities which were well under way at the time of Pearl Harbor.

A start has been made in the conservation of historic sites in Puerto Rico and the Virgin Islands. There is no doubt, however, that there are scenic, natural, and other recreation resources in these islands which should be recognized and protected before irreparable damage is done. This is not a new part of the program. It was recognized more than 15 years ago but progress on it was deferred by World War II.

While the Territorial recreation surveys seem to require more direct Federal responsibility than is required in State cooperation work, the objective of both phases of the work is the same; namely, the promotion of adequate park and recreation organizations and systems in the States and the Territories.

Real Property Disposal and Compliance. In 1948 Congress authorized the disposal of surplus real property to State and local governments for public park, recreation and historic monument use and with definite restrictions over a period of 20 years. The responsibilities for the enforcement of compliance with the terms of the deeds conveying these surplus military and other lands to State and local agencies has been delegated to the Bureau of Land Management, which depends upon the National Park Service to give technical advice as to whether or not the State and local park agencies are complying with the terms of the leases. Forty-two areas comprising 28,491 acres and 672 buildings, valued at more than \$826,830 had been conveyed to State and local park and recreation agencies up to about a year ago when Congress stopped all such transfers pending further screening of military requirements. Last September the release of surplus military properties was again authorized and some of these projects such as lands desired for the Fort Vancouver National Monument project near Vancouver, Washington, are again active. Angel Island in San Francisco Bay, which the Bureau of Land Management is presently holding at the request of this Service for eventual park use either by the State of California or a political subdivision of the State, is another example of this phase of the Service's recreation planning program.

The Bureau of Land Management has undertaken a long range program of disposition of more than 330,000 acres of scattered public lands in the eastern portion of the United States and is depending upon this Service to advise concerning the recreational values of any of these lands sought by State or local park and recreation agencies. The program was initiated in Florida where the disposition of approximately 24,000 acres of land of potential recreational value is scheduled. It is planned to continue the public land disposals on a State-to-State basis.

The real property disposal and compliance work is handled in this Office by Mr. Philip C. Puderer.

River Basin Studies. We are sometimes asked why the National Park Service should be concerned with river basin studies.

I believe that there are three good reasons, which go back at least as far as the major water-control projects of the 1930's, the construction of which was hastened by large Public Works grants. Construction of these projects in turn stimulated water resource planning on a wide front and the National Park Service

found itself in conflict with the Bureau of Reclamation over such projects and proposals as the Colorado-Big Thompson Trans-Mountain Diversion, the proposed damming of Cedar Grove and Tehipite Valley and, later, the proposed dams in Dinosaur National Monument. These conflicts made us realize that preservation of the national parks was involved in the river basin studies of the water-control agencies and that if we were to defend the parks adequately we would have to participate in those studies, not only to present more ably the national park point of view but to keep informed of the nature and progress of plans which would inevitably impinge upon or involve the parks. Accordingly, in 1941 the Service undertook to make a survey of the recreation resources of the Colorado River Basin. Later that year the Bureau of Reclamation became sufficiently interested in the study to finance it for a period of several years. The report of the survey was published last year.

The second reason for our participation in river basin studies resulted from the general realization that large water-control projects involved too many natural resources to be devoted exclusively to single purposes such as irrigation, power generation or flood control. It became evident that ventures such as the Boulder Canyon, Columbia Basin and TVA projects would have to be planned on a basis that would more adequately recognize and provide for the other natural resources involved. At Lake Mead, for example, the Bureau found that the project involved important recreational assets, wildlife, mineral resources, and range lands. The Department, accordingly, approved the establishment of Lake Mead National Recreational Area and the Boulder Canyon National Wildlife Refuge, to be managed respectively by the National Park Service and the Fish and Wildlife Service, and the extraction of minerals subject to the applicable mining and mineral leasing laws under the Bureau of Land Management, and the issuance of grazing permits by the Grazing Service, in consultation with the administering agencies. Thus, the pattern was being formulated at Lake Mead whereby the Department's water and power resource planning would be broadened to multiple purpose planning, to be participated in jointly by all the agencies of the Department concerned. This arrangement led to Service participation later in planning for the Columbia Basin and Central Valley projects and in the water control planning program of Reclamation's Southwestern region.

The third reason for Service participation in river basin studies lies in the need for better coordination of the planning efforts of the several cooperating agencies. River basin studies are, themselves, a coordinating device. They provide a means for giving more adequate recognition to the need of conserving areas of scenic, scientific, and historic interest, and wildlife, which values otherwise would probably be brushed aside by the conventional economic and engineering concepts of the water control engineers.

Typical Service procedure in Missouri River Basin planning involves a reconnaissance survey and report of the recreational potentialities of a proposed reservoir, together with an appraisal of the need for additional recreational facilities and a preliminary estimate of the types and extent of facilities that will be required to meet the need. An attempt is made to determine from the recreation point of view, whether the proposed reservoir will be beneficial or detrimental. The salvage of objects of historic and scientific interest is recommended, if warranted, and the scientific and historic significance of the reservoir site is appraised.

The post-war river basin study program of the Service resulted, in large part, from this flood control act, which authorized the Corps of Engineers to provide park and other recreation facilities at flood control reservoirs and, in the Missouri River Basin, merged the rival Pick and Sloan water development plans of the Corps and the Bureau, respectively, into the Pick-Sloan plan. The Missouri River Basin Inter-Agency Committee was created to coordinate the efforts of the several agencies involved in this planning. The Fish and Wildlife Service was brought into the study to look after fish and game, and the National Park Service was brought in to look after the other recreation resources involved in the series of reservoirs being planned in the Missouri River Basin.

Summarizing, the Service is engaged in river basin studies for the protection of the areas it administers; for the protection, development, and use of the outdoor recreation resources (scenery, natural and historic objects and wildlife) involved in the natural resources planning program of the Federal Government; and, as a participant in a coordinating device aimed at bringing better balance into that whole planning program. We could not escape this responsibility if we wanted to and, to me, it is inconceivable that we should want to, unless we are willing to close our eyes to the wholesale impairment and destruction of recreational resources of tremendous value to the people of the United States.

When the Natural Resources Planning Board was abolished, the Department of the Interior sought to fill the gap by the establishment of a water resources committee, with representatives of all of the bureaus concerned, which met once a month and discussed their planning problems and programs and attempted to achieve a balanced program. This committee was valuable but inadequate for the growing task and was later superseded by the Field Committees and Inter-Agency committees with which we are all now familiar. It seems evident that the smaller agencies, such as the Fish and Wildlife Service and the National Park Service, have a better chance of promoting the conservation of resources for which they are responsible within the framework of basin-wide studies conducted by these committees than they would have if the plays were being called by the water-control agencies alone.

Under the terms of an inter-agency agreement between this Service and the Smithsonian Institution the latter agency conducts the major part of the historical and paleontological salvage work before the reservoir areas are flooded. The Service also enters into contract agreements with historical and archeological agencies for additional studies and excavations. I believe it is highly desirable that comparable study and recording of the geological and biological resources of proposed reservoir areas also be made before the lands are flooded, but adequate funds have thus far not been provided to cover such studies.

1950 Flood Control Act. Up to this point, the Service's participation in river basin studies had been largely on the reservoir basis. That was valuable as far as it went but the major flaw was that it would never produce balanced planning. It meant in effect, that the water control agencies would set the pattern for the development of river basins and that the other agencies, including this Service, would then make studies of the areas selected for storage by the water control agencies. That is a defensive and negative program, from our point of view, and is not satisfactory.

The 1950 Flood Control Act authorized the Corps of Engineers to study the water and related land resources of the Arkansas-Red-White River Basin, in the South, and to make a comparable study in the New England-New York region. The President, in approving this act, specified that the other natural resource agencies of the Federal Government should participate in the studies, so that working jointly through inter-agency committees, a more balanced program might be formulated for the development of these areas. This presented the opportunity, as well as authorization for the necessary funds, for this Service to participate on a basin-wide study basis; to determine the recreational resources and needs of a whole river basin, or region, in cooperation with the States and the other Federal agencies concerned, and to formulate plans for the conservation and development of these recreation resources.

Mr. Robert W. Ludden is in charge of River Basin Studies in this Office.

Source of Funds. It should be pointed out that the funds for River Basin Studies and Reservoir Planning have been provided, in large part, either from the water control agencies or as a part of the Department's Missouri River Basin program or in response to the President's directive for the Arkansas-White and New England-New York studies.

Reservoir Development and Management. A further responsibility of the Service is that of negotiating agreements with State park and other State agencies for the administration of the recreational areas being developed at reservoirs. This work is conducted under the general policy of the Secretary; namely that reservoir recreational areas of State or local significance shall be managed

by the appropriate State and local recreation agencies and that only areas of national significance shall be administered by this Service.

An agreement has been entered into with the State of Nebraska for management by the State of all recreation areas on Bureau of Reclamation reservoirs in the State, and a number of other agreements involving reservoir recreation areas in several other western States are in process of being negotiated.

Master plans for the development of such areas are prepared by the Development Division of this Service, in cooperation with the prospective local administering agency and the Bureau of Reclamation. Funds for such planning are provided by the Bureau of Reclamation, as authorized by the 1950 appropriation act. Mr. Stewart M. Woodward is responsible in this Office for the Reservoir Development and Management program.

President's Water Policies Studies. A major part of the Service's recreation planning work during the last two years has involved Service participation in the studies and formulation of the policies by the President's Water Resources Policy Commission, and later by the Departmental Task Force and the Bureau of the Budget review committees.

Preliminary review of the proposed legislation drafted by the Bureau of the Budget to implement the recommended policies indicates that recreation has fared well. From the policy angle, in river basin planning, recreational resources are to be considered on their own merit and not merely as tolerated appendages of water control projects. Recreational resources of national significance are to be protected from competing and destructive uses, unless the welfare and security of the Nation require sacrificing them. The cost of preventing damage to recreational resources, and of salvaging objects of scientific and historic interest, are to be included in the costs of water control projects. Basic recreation facilities, including access, sanitary facilities and other protective devices for the protection of the public and of the resources involved, will also be included in the cost of the project, but further development and administration of recreational facilities at reservoirs will be dependent upon State and local assumption of that responsibility, and provision of the necessary funds.

The Federal Government would be authorized, in cooperation with the States, to acquire recreational areas along the seashore and the shores of the Great Lakes, for administration by the States.

Concessions Management Division

Report of Donald E. Lee  
at Director's Staff Meeting, October 30, 1952

Functions of Concessions Management Division: Under the general direction of the Director and the immediate supervision of Assistant Director Thomas J. Allen, the Concessions Management Division of the National Park Service performs the following functional responsibilities:

Supervises establishment and maintenance of adequate and satisfactory facilities and services furnished by concessioners to the public. Formulates policies and plans broad programs relating to concession operations and future needs for public service in areas under the administration of the National Park Service. Collaborates on and concurs in plans for development and improvement of concessioners' facilities. Studies and analyzes efficiency of management and adequacy of services and plant provided by concessioners in order to assist concessioners in developing sound, business-like organizations. Negotiates contracts; approves rates; approves amounts of concessioners' performance bonds; and approves transfers of corporate stock. Supervises concessioners' business methods and practices, types of goods sold, public and labor relations programs, and related activities.

The Division is composed of three branches, namely, Business Analysis Branch, Operations Branch, and Rates Control Branch. The responsibilities of the three branches are as follows:

Business Analysis Branch: (Chief, Frank H. Longfellow)  
Supervises studies of general economic conditions and trends to ascertain their possible effect upon concession operations and makes recommendations as to action to be taken as a result of such studies. Makes special studies of comparable public accommodations in areas outside of the National Park System; compiles data relative to operating ratios or percent of profit in sales made by concessioners; makes studies and prepares recommendations as to payments to be made by concessioners for privilege of conducting business operations in National Park System; makes studies on relationship of cost of new facilities to concessioners' rates. Supervises application of labor regulations governing concessioners' employees and prepares recommendations on types of regulations, applicable State regulations, etc. Formulates action to be taken upon recommendations of Audit Division as result of its audits and those made by the General Accounting Office.

Operations Branch: (Wilson H. George, Chief) Supervises preparation and solicitation of bids and proposals for concessions in national park areas. Assists in negotiation of contracts therefor. Investigates and interviews potential concessioners. Initiates policies affecting contract requirements for services to be rendered

by concessioners and those necessary for compliance with applicable laws, rules, regulations, and policies. Recommends on operating problems, stock transfers, investment protection, and amounts of bonds and insurance required for protection of the public. Supervises work involved in providing adequate and satisfactory facilities and services; compliance with regulations and contract requirements; determination of type and sufficiency of accommodations and services; types of goods sold; maintenance of buildings and equipment; public relations, and other functions dealing with the broad operations of concessions.

Rates Control Branch: (Chief, Erwin H. Cort) Supervises administrative control of rates for all commodities sold and services rendered by concessioners. Plans, directs and formulates methods, procedures, and practices for the proper administration and control of rates. Supervises and participates in preparation of rate schedules, decisions, and other official documents necessary to implement the control of rates and economic studies and surveys relating to rates. Recommends rates for approval and supplies data to support such recommendations.

Each of the Regional Offices has a Regional Chief of Concessions Management on its staff. Such Regional Chiefs of Concessions Management constitute the field arm of the Division.

Basic Legal Authority: The basic legal authority relating to the providing of accommodations for visitors to areas in the National Park System is found in the Organic Act of August 25, 1916 (39 Stat. 535) creating the National Park System in which it is provided that the Secretary may " \* \* \* grant privileges, leases, and permits for the use of land for the accommodation of visitors in the various parks, monuments, or other reservations herein provided for, but for periods not exceeding twenty years." This provision of the Organic Act was amended by the Act approved March 7, 1928 (45 Stat. 235) providing " \* \* \* that the Secretary of the Interior may grant said privileges, leases, and permits and enter into contracts relating to the same with responsible persons, firms or corporations without advertising and without securing competitive bids." The amendment further provided " \* \* \* that no contract, lease, permit or privilege granted shall be assigned or transferred by such grantees, permittees, or licensees, without the approval of the Secretary of the Interior first obtained in writing." It is further provided in this amendment " \* \* \* that the Secretary may, in his discretion, authorize such grantees, permittees, or licensees to execute mortgages and issue bonds, shares of stock, and other evidences of interest in or indebtedness upon their rights, properties, franchises for the purpose of installing, enlarging, or improving plant and equipment and extending facilities for the accommodation of the public within such national parks and monuments."

It should be noted that in the Historic Sites Act of August 21, 1935 (49 Stat. 666), it is provided " \* \* \* that such



concessions, leases, or permits, shall be let at competitive bidding, to the person making the highest and best bid."

Problems of Administration: There is an extremely long and interesting history of the concession field by the National Park Service. Without attempting to unfold this very long background, the following discussion has been developed merely to point to a few of the outstanding aspects of the concession field which require constant attention.

In contrast with many of the administrative functions performed by the National Park Service to make its areas enjoyable for public use, Federal appropriations were not made by the Congress as a matter of general policy to provide the hotels, restaurants, service stations, cabins, photographic shops, stores, curio shops, transportation facilities, and similar types of structures and buildings required to accommodate the visiting public. Individuals, partnerships and corporations use private capital to install such facilities under permits or contracts granted to them. In such contracts the operating and property rights of the concessioners are set forth with considerable detail along with the obligations that must be fulfilled by the concessioners. Many of the permit and contract provisions tend to be uniform in nature. Several of the concession operations, however, have peculiar problems or operate under unusual circumstances. In such cases the contracts require provisions not found in most or not at all in the other contracts. As a general rule, except in historic site cases, contracts are negotiated without advertising.

In all operations the concessioners are required to secure approval for the rates charged to the public before placing such rates into effect. Because of the recognition of the many unique problems inherent in National Park operations, the Office of Price Stabilization has granted to this Service an exemption from the normal price controls exercised by that Agency.

The problem of rate approval is one of the most critical handled by the Division. To pass upon the matter of comparable prices for the accommodations and services, and to apply the other rate factors as now defined in concession contracts, is a painstaking task commencing in the field. To calculate the effect of rate increases on a going operation is a difficult task and one which must be performed most carefully. Approval of too high a rate results in public criticism and profits so obviously out of line that our approved rates could not be justified, especially when it is considered that the element of competition in national parks is often lacking. This is due to the policy of giving to some concessioners especially in larger parks preferential rights to furnish services in such parks. Of course, if concessioners' rates are reduced too drastically, the concessioner cannot hope to make a reasonable profit and may not even be able to survive.

Another factor with which the Division constantly grapples is the standard of performance by the concessioner. Unless good food and clean lodgings are provided, the public naturally complains. The superintendents are responsible for the day-to-day supervision of concession operations in their parks. Nevertheless, the Division is called upon to handle or to make recommendations upon a few difficult cases where the standard of performance by the concessioner is below that which should reasonably be offered to the public. The Division is also called upon to recommend upon sufficiency of concession facilities in park areas. In negotiating contracts, for example, the concessioners are required to agree to reasonable building programs to assure sufficient public accommodations in the future. In this troublesome phase of concession administration, the Concessions Management Division works closely with the Design and Construction Division because in this field serious planning problems are involved.

The concession arm is responsible for seeing that the more than 40 million annual visitors to the parks find clean, sanitary and adequate accommodations when visiting such park areas. About 35 million dollars in gross business is currently being done annually by concessioners in park areas. Concession employees total as high as 10,000 during the season. Replacement value of the concession facilities in the parks is in excess of \$100,000,000, with more than one million dollars of Government-owned facilities used in concession operations, exclusive of supporting utilities and other appurtenances.

It is interesting to note that last year the concessioners paid to the Federal Government approximately \$300,000 for the privilege of doing business in national park areas while more than \$1,500,000 in taxes from such business operations were paid to the Government.

The Concessions Management Division has a wide field of complex and technical problems which must be analyzed and implemented by sound recommendations. The Division considers labor relations and regulations covering the entire field of concession employment practices; the amount of franchise fees the concessioners must pay to the Federal Government for the privilege of doing business in park areas; the preparation of proper provisions in concession contracts to protect the interests of the United States, as well as to assure a satisfactory type of service in varying circumstances and in different geographical locations; formulation of concession policies; plans and supervises broad concession programs; fixes rates to be charged to the public; negotiates long-term concession contracts and renews thereof; determines public needs in park areas throughout the System; coordinates the day-to-day handling of concession matters in the parks and the regions; makes economic analysis of tourist operations outside of park areas for comparison with the adequacy of operation in park areas; considers corporate business structures to determine their

suitability for providing satisfactory public services; supervises business methods; passes upon types of goods sold and services rendered; considers the suitability and financial ability of prospective concessioners to render a satisfactory public service; prepares administrative recommendations concerning findings and disallowances reflected in audit reports of the Audit Division, etc.

These are but a few of the problems encountered but they illustrate the nature and scope of the responsibilities that are handled.

The concession field is particularly difficult because it is so peculiarly subject to policy control by Congress, the Secretary and the Director. To illustrate this, you are aware of the fact that for years relative harmony had existed between the many concessioners and the National Park Service. At the termination of World War II the then Secretary of the Interior sought to liken concession operations in national parks to public utilities and limit, through rate control, the return the concessioners could make on their investments. There were at that time a number of other issues which arose during the incumbency of the then Secretary involving such questions as whether concessioners would be granted preferential rights of renewal of their expiring contracts; what property interests the concessioners had in the facilities they constructed; what rate-making yardstick would be used by this Service, and even the question of whether the facilities themselves should be developed or taken over by the Government as rapidly as funds for that purpose were made available. These policy points, as you all know, precipitated a period of controversy between many of the concessioners and members of the secretarial staff then espousing the concession policies of that period. The fight became so severe that the matter was presented to the Congress. Hearings were held and the concessioners, one after the other argued against the policy of the then Secretary and his staff. You all remember that most of the policies were at substantial variance with those that the National Park Service had been traditionally following with concessioners for more than thirty years. After a few years, as things go in Government, the Secretary and his staff changed and Secretary Chapman was appointed. One of his first undertakings was to study national park concession policies and issue a restatement of such policies. A copy of this restatement of policies, which largely reflects the traditional attitude of the National Park Service, is available in mimeographed form for those desiring to go into the technicalities and reasons underlying our many concession problems and policies. In addition there was developed largely through the patience of many of the Park Service administrative staff and especially our Chief Counsel, Jackson E. Price, new standard contract language which tends, for the most part, to be found in all of our concession contracts now being executed.

The bitterness alluded to previously, to a large extent has subsided and the concessioners in general tend to consider themselves partners with the Park Service in the field of providing accommodations to the visiting public.

Many of you here today did not have the opportunity to attend the meeting of the Western Conference of National Park Concessioners in San Francisco early this year at which Director Wirth in company with Assistant Director Allen addressed the concessioners and in effect reassured them that the old policies of the National Park Service were again to be the controlling factor in our relationship with them. This has done much to reestablish a feeling of trust and confidence as well as a desire to bring about full cooperation in the public accommodation field.

In connection with recent contract negotiations with the concessioners this Service has consistently taken the position that additional and improved facilities should be offered to the public. Therefore, in negotiating such contracts building programs have been discussed and the concessioners have been committed to reasonable programs.

It is true that occasionally the Congress appropriates funds to acquire concession facilities or to build some small lodge or similar facility. However, for the main part, our concession program is founded upon the use of private capital and a proper control of the operators.

With sound policies, a spirit of cooperation, an understanding of the problems of Government the public and the concessioners, it is hoped that as time goes on, the concession program in the National Park System will continue to show improvement.

## Forestry Division

Report of John D. Coffman  
at Director's Staff Meeting, March 20, 1952

Basic Authority for Forestry Activities. The acts of Congress establishing national parks and national monuments and creating the National Park Service make it a fundamental objective that these areas be protected in such manner and by such means as to conserve the scenery and the natural and historic objects and the wildlife and leave them unimpaired for the enjoyment of future generations. Specific provision is made in this legislation for the control of attacks of forest insects and tree diseases and otherwise conserving the scenery. The protection of the park forests from destruction or serious damage resulting from fire, insects and disease, and from abuse through human use and occupancy has, therefore, been a primary function of the Service from its very inception. The work of the Forestry Division is therefore devoted to protection.

The protection activities of the National Park Service are handled primarily by the ranger force, which constitutes the basic protective organization of the areas. The work of the Forestry Division is therefore directed to provide all possible assistance to the superintendents and ranger organizations in their protection of the field areas.

During the early years of the Service the forestry and fire control activities were incidental to the general protection work of the ranger organizations and there were no special funds annually appropriated for forest protection. The first special appropriation to cover any of these activities was the Fighting Forest Fires appropriation for the fiscal year 1922, and was regularly continued thereafter and combined in fiscal year 1925 with the Reconstruction fund to form the annual ER&FFF appropriation which varied from \$20,000 to \$50,000. The first special appropriation for insect control was for \$25,000 in a deficiency appropriation January 20, 1925, good through the fiscal year 1926. The first special appropriation for fire prevention was for \$10,000, included in the fiscal year 1928 appropriation for Sequoia. The Service-wide appropriations for Forest Protection and Fire Prevention began with the fiscal year 1931.

The need for intensive study and scientific preparation of detailed forest protection plans was emphasized by a number of devastating forest fires within national parks (Glacier and Sequoia) during the exceptionally severe and disastrous fire season of 1926. During that year (fiscal year 1927) \$241,366 were expended for fire suppression, the second greatest amount ever expended in one year by this Service for this activity. (In the 1950 F.Y., \$250,639

were expended.) Accordingly, a Forestry Division was created in 1927, and the field work attendant upon the preparation of detailed forest protection requirements was started in the calendar year 1928. These reports and estimates became the basis for the distribution of the forest protection and fire prevention funds.

Presently, the Forestry Division, under the direction of the Chief and Assistant Chief Forester, is organized into three Branches:

The Administrative Branch correlates the administrative functions of the Division, including the analysis of the forest protection and fire control estimates, and prepares recommendations for the distribution of available funds according to relative needs.

The Fire Control Training Branch cooperates with field officials in training fire control personnel in improved fire control methods, organization and procedures; coordinates techniques and practices in fire control training both forest and building.

The Forest Pest Control Branch investigates, plans and correlates forest insect and disease surveys and control programs needed for protection of field areas.

Fire Control. Fire control is the most important activity of the Forestry Division. Fire control as defined in Forestry Terminology includes all activities concerned with the protection of wild land and forest growth from fire, including Fire Prevention, Presuppression and Suppression. Fire Prevention includes those activities concerned with the attempt to reduce the number of fires through education, hazard reduction, and law enforcement, while Presuppression includes those activities concerned with the organization, training, instruction and management of the fire control organization, and with the inspection and maintenance of fire control improvements, equipment and supplies to insure effective fire suppression. The usage of the term Fire Control, thus defined, obviates the use of the inaccurate term "fire protection."

The gross acreage of the areas administered by the National Park Service as of June 30, 1952, amounts to 23,840,225 acres. Of this total, 10,803,966 acres of forest, brush and grasslands, or 44 per cent of the total acreage, requires intensive protection from fire.

To assist the ranger organizations in fire prevention, detection and suppression, 271 fire control aids are employed seasonally as fire lookout observers, patrolmen and firemen.

During the decade 1940-1951 F.Y. the average annual number of forest and range fires was 439, of which 143 were lightning-caused, and 296 man-caused.

The average annual acreage burned during this decade was 12,480 acres, of which 6,462 acres were forested, 1,892 acres brush, and 4,126 acres grassland. The average annual ER&FFF expenditure for fire suppression during the decade was \$72,505.

Efficient fire control requires specialized articles of equipment to keep pace with improved techniques. Speed in discovery, attack and control of a fire is essential in order to hold the damage and cost of suppression to a minimum. Time is certainly the essence in fire control. This necessitates the use of much motorized equipment, including trucks, slip-on tank bodies, bulldozers, power pumps and trenchers, and the use of airplanes for speedy delivery of smoke-jumpers, equipment and supplies in inaccessible forests subject to crown fires. Efficient radio service is essential, including reliable portable radios. The supply of fire equipment in the National Park System has been built up through the years -- much of it from surplus war equipment -- and while now in need of many additions and replacements, it is presently valued at \$780,000.

Adequate and effective fire control training for every member of the National Park Service who may be called upon for fire control duties is essential for an efficient forest protection organization. This includes not only the regional and annual fire control training meetings in the individual areas but also training of the fire control personnel at their respective stations in the field. Every effort is made to utilize new and up-to-date training techniques and training aids to make fire control instruction clear and as striking as possible. All members of the fire control organizations are on the alert to learn of or devise new training aids and many of these are prepared in the parks as well as in the regional and Washington offices.

We still have too many large, damaging and expensive fires, and improvement can be achieved only through more thorough training, inspection and improvement of equipment and technique. We are not reluctant to have our over-all fire control record for the past 22 years compared with that of any other forest protection agency, but no fire control organization can rest on its laurels. To do so is to invite disaster. Efficiency in fire control can be achieved only by constant vigilance and the continuing use of improved techniques and equipment.

Forest Pest Control. Forest pest control relates to injurious forest insects and tree diseases. While usually much less conspicuous than fire damage because of their slower build-up, insect infestations and tree diseases are today responsible for greater annual losses in the forests of this Country than are now suffered from forest fires. This statement is made as the result of nation-wide surveys by government entomologists and forest pathologists. The funds for our insect control and tree disease control originally were appropriated directly to this

Service, but since F.Y. 1941 for blister rust control, and F.Y. 1948 for insect control, have been included in the appropriation to the Department of Agriculture for allocation by the Secretary of Agriculture to the forest protection agencies in accordance with their relative needs. This means that our needs must be weighed with those of the Forest Service and with the Bureau of Land Management, Indian Service and Fish and Wildlife Service. To date we have little to complain of on this score; our needs have been given fair consideration, but we have experienced difficulty in obtaining the funds as rapidly as they are needed by reason of the cumbersome process required to transfer funds between departments, which at times delays receipt of the funds for weeks.

Insect Control. It is the policy of this Service to provide insect control to developed areas and to those areas scheduled for early development, as well as to areas of important scenic or esthetic attraction, and areas programmed for white pine blister rust control. In order to prevent the buildup of epidemics that would be very expensive to control, we have adopted a program of maintenance control, which was recommended by the Bureau of Entomology and Plant Quarantine, whereby annual surveys are made and a sufficient amount of control work is performed to keep infestations down to an endemic or normal amount. This has worked well except where infestations on adjoining areas outside the parks have been allowed to go unworked.

Over the past ten years (1943 through 1953 fiscal years) the annual expenditure for insect control and miscellaneous tree disease control has averaged \$54,721.

Blister Rust Control. White pine blister rust is an exotic fungus disease that unfortunately was introduced on imported white pine seedlings from Europe around the turn of the century, into New England and into British Columbia. From both of these centers of infection it has now spread for hundreds of miles. This fungus has two hosts--five-needle pines and Ribes (currants and gooseberries). The spores developed on the pines cannot infect other pines, but do infect currant and gooseberry plants, and the spores from those species in turn infect the white pines. The white pines can be protected from infection by the removal of the Ribes. Pines are killed by the disease but the deciduous Ribes are not. We do not attempt to protect all the white pines. That would be altogether too expensive as well as impossible, and would also require the destruction of all the currants and gooseberries within or immediately adjacent to the park forests containing white pine species. The control areas are therefore limited to those portions of the forest wherein the white pines are an important component and are of special value from the scenic or recreational standpoint, or for the preservation of an important forest type within the park. Guidance in the technical phases of this control work is furnished by personnel of the Department of Agriculture.



White pine blister rust control was initiated in Acadia in 1929 and has been extended to 14 areas of the National Park System. The total acreage of the areas now embraced in the control plans is 355,325 acres. Initial control has been accomplished on 317,132 acres or 83% of this total, and 73% is on maintenance requiring only infrequent attention. The seasonal work employs an average of 450 men and the annual expenditure for the past five years averages about \$421,139.

Mistletoe Control. Mistletoe is a parasitic plant which saps the vitality of the branches or trunk on which it has gained a foothold and eventually the infection may spread through the entire tree and the gradual death of the individual limbs will result in the death of the tree. Young pines may be killed within a couple of years. In commercial stands, selective cutting of infected trees may assist in the control of the spread of mistletoe. As the result of experimental work in virgin stands of ponderosa pine in the Southwest, the forest pathologists of the Bureau of Plant Industry, Soils, and Agricultural Engineering, recommended mistletoe control on the South Rim of Grand Canyon to stop the spread of mistletoe infection into the stands of ponderosa pine at present infected. They fear that lack of action will result in the continued spread of the infection and the eventual elimination of most of the ponderosa forest within the Park on the South Rim. A project there was under way for three years, creating barriers between the infected stands and the clean stands of ponderosa pine by the removal or girdling or poisoning of badly infected trees and the pruning of those lightly infected. The initial work was completed in 1952 and the pathologists are well satisfied that the results will be of great value in the protection of the uninfected stand and new reproduction. A similar project was initiated in 1952 to treat an infected stand of pine of scenic importance in Bruce Canyon National Park, and control work is programmed to protect a small area on the North Rim of Grand Canyon.

Oak Wilt. This fungus attacks both white and red oaks and it has been found scattered over the geographic range of these species. Research is not complete on the manner in which this disease is transmitted from oak to oak but it has been determined that root grafts are one means of transmission. Control consists of isolating the infected oaks from the remainder of the stand by the removal of infected trees and those healthy trees adjacent which are subject to root grafting. Effigy Mounds National Monument in the State of Iowa is the only area administered by the Service in which control has been done to date.

Other Activities. The Tree Preservation Crew in Region One, is a full-time crew of skilled arborists, composed of a foreman and five helpers, which moves from area to area to take care of trees in historical areas and cemeteries where the individual trees are of importance. The work includes spraying, pruning, bracing, feeding, dressing of wounds, and removal of dead trees. The excellent work of this crew has established for it an enviable reputation.

Control of Exotics and Noxious Weeds. This is an activity that is gaining attention because of the introduction of numerous exotic species which have gained foothold over large areas, replacing native species along roadsides and in meadows and range lands. Halogeton is one that recently has received a large amount of publicity because of its poisonous character to livestock, and Congress has provided a special appropriation for its control. It would have been preferable if the appropriation had not been limited to this one species. Common St. Johnswort (Klamath weed or goat weed) is another such species which has invaded large areas of the West, ruining much range, and has also made some inroads into Yosemite and Glacier, and possibly other areas of the National Park System. Forest Pest Control funds are not available for this control activity, so that at present the Service is restricted to funds that can be made available for road maintenance and grounds maintenance. A special appropriation for noxious weed control is urgently recommended by the Weed Control Committees of the Departments of Interior and Agriculture. Chief Forester L. F. Cook is an active member of the Interior Committee. There are numerous exotic species which should be given greater attention within Service areas and this Service needs an annual allotment of at least \$20,000 for this activity.

Wood Utilization and Wood Preservation. The wood utilization policy appears to be well established now.

Wood preservation is being given greater attention in the field areas, although there is much more that remains to be done in this direction. The failures that have resulted from the use of unseasoned and untreated timbers during the CCC days have emphasized the economy that should result from proper preservative treatment of exposed wood. The Division has endeavored to keep informed as to new developments in this line and to obtain literature and distribute it to the regional offices and the construction and maintenance offices, but the shortage of personnel has made it impossible to give this subject the amount of attention it deserves.

Grazing. It is the policy of the Service to eliminate the grazing of domestic livestock within the national parks and monuments (other than saddle and pack stock) as rapidly as that can be accomplished without injustice to the permittees. Except where otherwise provided in Congressional legislation, the general policy of the Service provides for termination of grazing privileges upon the death or voluntary withdrawal of the present permittees. The number of head of livestock grazed in Service areas is gradually being reduced. 414 grazing permits were issued for the National Park System in 1952 for the grazing of 15,259 cattle, 1,110 horses, and 21,288 sheep, for a total of 18,263 AUMs. The fees for this grazing amounted to \$23,984.15.

Soil and Moisture Conservation. The Forestry Division shares with the Engineering Division a portion of the planning and supervision of this activity.

Comparison of F.Y. 1931 Forest Protection Finances with F.Y. 1952

|  | <u>1931</u>   | <u>1952</u>    |
|--|---------------|----------------|
| Administration . . . . .                     | \$ 5,085      | \$112,075      |
| Fire Prevention and Presuppression . . . . . | 46,714        | 329,030        |
| Insect Control & Tree Preservation . . . . . | 12,801        | 73,080         |
| Blister Rust Control . . . . .               | <u>10,458</u> | <u>421,000</u> |
| Total (omitting FFF.)                        | \$75,058      | \$935,185      |

(Note: If the 1952 dollar is worth \$0.586 as compared with the 1931 dollar, in terms of 1931 values the 1952 appropriations would be \$548,018.)

## Lands Division

Report of Charles A. Richey  
at Director's Staff Meeting, February 7, 1952

Control of the lands and waters in areas of the National Park System, so that the natural features and historic objects of these areas will be preserved and at the same time made available for the use and enjoyment of the public, is the fundamental purpose of the National Park Service.

The Lands Division is dedicated to the rounding out of existing and proposed areas of the System through the acquisition of lands and water rights and interests therein, so that the Service can carry out its fundamental purpose. The Division is one of the oldest segments of the Director's Office and is under the administrative jurisdiction of the Assistant Director for Operations.

All permanent records of land, water status and use are maintained in the Division. Here, too, are prepared land status and water resources data, maps, graphic material, and statistical data for reports and publications. Matters relating to acquisition, perfection, and protection of water rights in compliance with State laws are also activities of the Lands Division.

The Division is also responsible for economic studies of travel to areas of the System and the effects of such travel upon these areas and surrounding communities. It also supervises management of land and resource use--exclusive of concessions and grazing--by other agencies, organizations, corporations, or individuals under contract, lease, permit, and agreement in addition to hydrological investigations and engineering studies on water control proposals. The work handled by each of the four branches of the Division is briefly outlined below:

Real Estate Branch. (James M. Siler, Chief) As the name implies, the Real Estate Branch supervises and correlates the numerous phases of the acquisition of non-Federal lands within the boundaries of the areas comprising the National Park System, and for areas proposed for addition to it.

Until early in 1945, the functions of this branch were scattered among other Divisions of the Service. Before these responsibilities were placed in the branch, acquisition of in-holdings was on a sort of hit-and-miss basis and progress on the problem as a whole was limited.

On June 30, 1945, there were 611,000 acres of non-Federal in-holdings in the System in some 3,000 tracts. On April 1, 1953, this figure has been reduced to 426,000. This 185,000-acre reduction has been accomplished through persistence and diligent and painstaking effort by every means available. In other words, "no

holds have been barred" within our limited means to acquire lands. Much has been done through donations and exchange. The exchange program has been an outstanding achievement of the Service during the past few years.

Few members of the Service realize that in less than six years some 103,000 acres of in-holdings have been secured by exchange. This does not include the exchange of nearly 10,000 acres of State land in Glacier National Park, valued at \$600,000, which has been authorized and will be executed this year. The lands thus acquired lay chiefly in Joshua Tree, Death Valley, Chaco Canyon, and Wupatki National Monuments; Olympic, Wind Cave, and Yosemite National Parks; and Theodore Roosevelt National Memorial Park. This particular type of acquisition is perhaps the most difficult to accomplish. Any exchange is tedious and time-consuming. In most cases the Bureau of Land Management is involved. Field investigations are necessary. Obtaining the go-ahead from the State agency, railroad company, or private individuals involved is more than often very difficult and, after securing this go-ahead, impatience due to the delay of consummating the exchange is hard to overcome. All of these facets make Service accomplishments in completing exchanges very gratifying.

Since the War, some 47,000 acres have been acquired by donation. Of these, approximately 35,000 acres were involved in three deeds from the Jackson Hole Preserve, Incorporated, covering lands in Grand Teton National Park. The remainder covers chiefly donations of land by Mr. Rockefeller in Acadia National Park and by the various States for the development of the Blue Ridge and Natchez Trace Parkways.

During the same period, some 35,000 acres of in-holdings have been purchased at a cost of approximately \$1,300,000. The bulk of the acreage was covered in two purchases, totaling 24,650 acres, of Southern Pacific Railroad land in Joshua Tree National Monument at about 85¢ per acre. Some \$325,000 were expended for approximately 1,400 acres of land (nearly all improved) in Glacier National Park, and \$180,000 for 2,000 acres of land in Rocky Mountain National Park. Each of these two areas has received the benefit of the expenditure of more land acquisition funds than any other area in the System. Next to these is Yosemite National Park, in which some \$100,000 were expended for approximately 885 acres of land.

The foregoing resume does not include accomplishments of the Everglades National Park, Cape Hatteras National Seashore, and Independence National Historical Park Projects, for which special staffs are provided. Also, cooperative assistance is provided to other proposed area projects of the System for which there are no special acquisition staffs provided or for which funds for land purchase are supplied by States, by special appropriations of Federal funds, or by organizations. Cumberland Gap, Harpers Ferry, Fort Caroline, and Saint Croix Island fall into this category.

The activities of the branch are as follows:

1. Acquisition of Lands
  - (a) Correspondence on technical, professional and specialized phases of land acquisition.
  - (b) Maintains land acquisition program and priorities for Service as a whole.
  - (c) Prepares land acquisition estimates for Service areas and specialized projects.
  - (d) Allocates land acquisition funds for appraisals and expenses incidental to land acquisition.
  - (e) Prepares section of NPS Administrative Manual on land acquisition.
  - (f) Prepares technical information and maps to be included in the Department's report on proposed legislation and at Congressional hearings on legislation relating to land matters.
  - (g) Requests appraisals of properties included in land acquisition program.
  - (h) Reviews and analyzes appraisals to determine adequacy, to meet technical and administrative requirements.
  - (i) Negotiates options and reviews and analyzes options for acceptability of technical and administrative requirements.
  - (j) Prepares technical exhibits for condemnation cases. This is covered in the work involved in (k) below.
  - (k) Testifies as expert witness as required in condemnation cases.
  - (l) Resolves land survey controversies or recommends procedures to be followed.
  - (m) Studies land exchange possibilities in the field and recommends exchange programs.
2. Preparation and maintenance of land records, land status, maps and plats.
  - (a) Correspondence on technical and professional phases of land records and land status.

- (b) Prepares special reports on unusual land record problems.
- (c) Maintains all deeds and other instruments of transfer of lands to national park jurisdiction.
- (d) Requests and checks NPS-L-3 forms (status and estimated value of non-Federal lands) from Regional Offices and Field Offices.
- (e) Prepares and forwards to Regional Offices NPS-L-1 forms (status and cost or value of Federal land on date of acquisition) covering all lands acquired by National Park Service and determines all reservations which later may be acquired.
- (f) Prepares and maintains land status maps and atlases for all areas of the System. These vary from one sheet for small areas such as Abraham Lincoln and Custer Battlefield to 15 sheets for Mammoth Cave, 23 sheets for Acadia, 60 sheets for Great Smoky Mountains, and 75 sheets for Glacier National Park.
- (g) Prepares special maps relating to land acquisition and compiles acreage statistical information for each area and the Service as a whole at the end of each fiscal year.

Water Resources Branch. (A. vanV. Dunn, Chief) The Water Resources Branch is fundamentally a coordinating engineering unit of the Lands Division which integrates the work of the other branches and divisions concerning the appropriation and use of water resources as related to their conservation and development. The branch correlates these activities with the work of other Federal agencies and the several States. The keys to the mutual interests are the determination of relative rights to the use of water, and the rights of access over Federal land to desired points of diversion or areas to be used for storage.

The principle of coordination is stressed because an appropriative water right, and more recently rights to ground water, are measured by the extent of beneficial use initiated at an established date of priority; with diligent and continuous use thereafter; and related right of access is regulated through the multiplicity of land laws and Executive orders. Almost every division in the Service contributes to the perfection of water rights: through planning, development, and operation of public and administrative facilities; through promotion of public use and enjoyment of the areas; through financing of such activities; or through the classification, programming and regulation of the use of lands, both within and outside the areas administered by the National Park Service.

The work of the branch was initiated in 1936, to establish and record Federal rights to the use of water through existing water systems in accordance with the appropriative water laws of the western, desert land States. Expansion of the National Park System, unprecedented increases in the public use of such areas, the inauguration of the large program of Federal, multipurpose water project development with the construction of the Hoover Dam, the Central Valley Project in California and projects of the Tennessee Valley Authority in part of the Ohio River Basin; the growing program of River Basin planning which was inaugurated by the National Resources Committee about 1934; and the change in water laws of even the Eastern States relating to the use of surface, and particularly ground waters; have all contributed to make the work of the branch more comprehensive.

The War and subsequent Federal economy measures have tended to prevent diligent water development to meet increasing public use commensurate with demands. This has made it necessary to obtain extensions of time for perfection of rights in an attempt to preserve valuable, early priorities. The establishment of Death Valley, Organ Pipe Cactus, Joshua Tree, and of the national recreation areas on land withdrawn for reclamation projects, have brought in other uses which have made it necessary to give increasing study to features of special uses such as mining and grazing permits which authorize incidental use of water. Similar problems result from the growing subdivision and development of private land in national parks such as Glacier, Kings Canyon, Rocky Mountain, and Yosemite, where these developments frequently depend on the diversion, conveyance, and use of water on the adjacent Federal land.

The activities of the branch are too numerous, varied, and original, to describe completely, but the following examples are illustrative:

1. An appropriative water claim is being prepared for filing in Montana to cover the diversion and use of water at Custer Battlefield. The diversion is on an Indian allotment on the Crow Indian Reservation. The Indians also have paramount treaty rights to the water. Thus, the claim must define rights of each on the basis of negotiated release of interest by the Bureau of Indian Affairs.

2. A claim has been filed with the State Engineer of Utah for appropriation of water at Arches National Monument, chiefly for watering stock under permit, and protested by the Bureau of Land Management. Administrative and legal action are in progress, based on engineering analyses, to eliminate the State Engineer as the tribunal in the interbureau dispute, and to obtain a permit and subsequent license to use the water under State water laws.



3. A notarized request has been filed with the State Engineer of Utah for extension of time in which to complete construction of the headquarters water system at Arches National Monument, and in which to make full beneficial use of the claimed quantity of water. Water system extensions, more public and employee accommodations, and stabilization of presently increasing annual public use, are needed before proof for license is made.

4. Deeded, private water rights have been purchased to cover water use at Zion National Park, and final proof has just been submitted after ten years of planning and changes, for conversion of rights from irrigation to municipal purposes, and to change points of diversion from two ditches to seven pipe lines and two ditches. During the past year it has been necessary to construct a temporary, alternative diversion to replace the washed-out headgate of one ditch in order to be able to testify to full diversion capacity.

5. Conditions have been drafted for inclusion in special use permits to authorize miners in Death Valley to divert and use water. Various legal problems relating to basic authority granted by extension of the mining laws in 1933, and the extent to which that act or special use permits may be needed for millsites and water systems, have had to be determined.

6. Protests have been filed with the State Land Commissioner of Arizona against granting requested water right permits to grazing permittees at Organ Pipe Cactus on the basis: (1) that title to such rights, as appurtenances to the Federal land, should vest in the United States; and (2) that some claims are to ground water which is not legally subject to appropriation in Arizona. Pending decision will also be the result of efforts of the staff of the Chief Counsel.

7. Extensive engineering and hydrological studies have been made of the proposed Colorado River Storage Project of the Bureau of Reclamation, and of the Glacier View Project of the Corps of Engineers, and analyses and reports have been prepared for use in opposing the construction of the Echo Park and Split Mountain Dams in Dinosaur and the Glacier View Project in Glacier National Park.

8. This Service is contributing funds to the Geological Survey for ground water studies in the Black River drainage of New Mexico, where excessive pumping has depleted the flow of Blue Spring and threatens to deplete the flow of Rattlesnake Spring which serves Carlsbad Caverns. With the sponsoring of this Service, the Geological Survey, the State Fish and Game Commission, and the Carlsbad Irrigation District, the State Engineer has declared the area a "critical groundwater area" and curtailed further pumping. Meantime, this Service has joined others with

rights to use of waters of Blue and Rattlesnake Springs in protesting the applications of five ranchers for permission to drill more wells near the latter spring.

9. Extensive legislation relating to the conservation and use of water is introduced at each session of Congress, and is reviewed, and frequently revised in accordance with recommendations of the Water Resources Branch. Recent bills include: (1) authorization for joinder of the United States in interstate adjudication of water rights before the Supreme Court (passed 1952) and to compel the United States to comply with State water laws, which will change the fundamental Federal water policy radically; (2) to authorize the construction of eight storage reservoirs in the Upper Colorado River Basin to provide power under the guise of regulation of flow to the Lower Basin under compact, with the Echo Park and Split Mountain units proposed in Dinosaur; (3) to construct the Bridge Canyon Dam in Grand Canyon National Monument to generate power to pump water to the Gila River Basin of Arizona from the reservoir at Parker Dam; and (4) to authorize States of the Missouri River Basin to negotiate a compact, in which authorization must include conditions to protect the interests of the United States which will not be a party.

10. The Water Resources Branch made extensive studies to determine whether to buy and transfer an early right, or perfect a new, appropriative right, for the West Muncos Water Supply for Mesa Verde. The branch was also responsible for acquisition of rights of way for the pipe line, has since prepared justifications to support inability of the Service to supply local ranchers whose land is traversed by the pipe line; and has supervised the water right features of water system operation.

11. Concession contracts, and grazing and special use permits, all grant access by which permittees may establish water rights except when otherwise provided therein. Mining and other land uses are authorized in some areas with implied incidental use of water. Many of the parks and monuments include much private land, much of which is useless unless water can be obtained from courses on adjacent Federal land. The Water Resources Branch makes many studies and technical recommendations concerning the conditions relating to the diversion and use of water and perfection of water rights, and with regard to administration of the water use under such permits.

12. The Water Resources Branch also maintains records and inventories of water resources, water systems, water use, and water rights in the various parks, monuments, and recreation areas, some of which are still in a preliminary stage, particularly in areas in the Eastern States. About 10 percent of such areas is water. The Service has approximately 1500 water systems, about one-third of which divert ground water. There are now some several hundred appropriative rights. Water use is generally doubling per decade in the major parks and monuments.

The success of all of these activities is dependent on the cooperative work of all members of the Service. The branch is located in the Lands Division because water development and use is part of, or incidental to, the use of the land.

Land Management Branch. (Charles H. Gerner, Chief) This branch is the "watch dog" of the special land uses of areas of the National Park System. It broadly supervises the management of land resource use, exclusive of concessions and grazing, which may be authorized to outside agencies and individuals.

This branch receives the Washington Office copies of all Special Use Permits and Defense Use Permits except those issued by National Capital Parks. Incoming permits are reviewed for conformity to rules and regulations, Service policies, completeness, and general accuracy. The branch accomplishes necessary research, studies and analyses, and prepares recommendations and correspondence on problems and questions stemming from special uses, and on inquiries and requests for special uses. In certain cases of urgency, and of those requiring special action between Government agencies at the Washington level, Special Use Permits and Defense Use Permits to be signed by the Director or Secretary, are prepared in this branch. Washington Office records of permits, except grazing and concession, are maintained by this branch for frequent references, reports and statistics.

In circumstances where special land use privileges are desirable in the public interest, in emergencies, and otherwise if the facts fully justify them, the issuance of revocable Special Use Permits is authorized. As a general rule, there must be excluded all nonconforming uses of land or facilities that are not compatible with the purpose for which an area is established.

Approximately 1600 Special Use Permits are active including about one-half of them on the parkways and national recreation areas. These permits authorize the maintenance of desirable farm scenes on the parkways and certain historical areas, docking and mooring facilities, stream gauging stations, stock crossing, continued occupancy, schools, justified use of park roads, access roads, highway improvement, electric power, telephone and other utility lines.

Action by this branch on the subject of special use includes that of assistance on questions of policy, authorities and intrarelationships with park development. Also, there is the formulation of criteria and standards and work of constant and broad coordination required in the handling of recommended or applied for special land uses. This coordination pertains to Service controls and stages of planning for essential protection, public enjoyment, current and long-range developments.

This branch, with the Office of the Chief Counsel, participates in drafting terms of important special agreements with other agencies, such as, with the Atomic Energy Commission for the Government's removal of uranium bearing ores from Capitol Reef National Monument, studies and acts with specific recommendations or concurrence on proposed departmental regulations and orders and on congressional bills affecting special use.

The Chief of Lands and Chief of the Branch function as Liaison Officer (and alternate) with the Departments of Defense, Army, Navy, and Air Force when there are questions on proposed defense uses of areas in the National Park System.

Master Plans and Development Outlines are reviewed and cleared for the Lands Division by the Branch of Land Management.

Economics and Statistical Branch, (Robert M. Coates, Chief)  
The Economics and Statistical Branch is responsible for the collection, development, and presentation of economic and statistical information on public use of the areas of the National Park System. The branch is also responsible for the preparation of art work, maps, graphs, charts and illustrative material required by the Director and various Divisions of the Service and for publications.

The best measure of public use of the areas is the number of visitors to those areas. Approximately 160 areas collect information and submit a monthly report on the number of visitors. The data are analyzed and summarized by the branch, and a consolidated monthly report is prepared for publication. Recently, two changes were made in the report. The format was revised and the report was set up in such a manner that it can be expanded to include additional information on public use as it becomes available. The report is now prepared on a calendar year basis, replacing the travel year that had been in effect for many years. The travel year was apparently a carryover from the days when the Director's annual report was prepared at the close of the travel season. Since 1933, the annual report has been prepared at the close of the fiscal year.

The published visitor report is widely distributed and over the years has become well known and is accepted as a reliable nationwide indicator of pleasure travel volume and trends. The use of the calendar year will further enhance its value. The report is distributed regularly to more than a hundred organizations and individuals dealing with travel information outside the Government service. Included are transportation companies, service industries, travel organizations, advertising concerns, universities, etc. Every month many requests are received for information on the number of visitors from individuals or organizations outside the Government. During the past year a number of requests for such information were received from graduate students and professors who wanted the information for theses or textbooks they were writing. It was apparent from the requests that there is a growing awareness and interest in the economic aspects of pleasure travel.

An important byproduct of park use is the business generated in serving the needs of visitors. Some measure of the volume of such business is the expenditures by travel to the areas. The travel survey was instituted as a means of obtaining information on the expenditures and travel habits of park visitors. The surveys are not to be construed as an evaluation of the economic value of the parks or their use. The surveys do provide an indication of the contribution parks make to the local, State and national economy.

Fortunately, highway agencies are also interested in the economic aspect of pleasure travel. As a result, it has been possible to obtain the assistance of the Bureau of Public Roads and a number of the State highway departments in conducting the surveys.

A program of travel surveys has been instituted with its major aim being to obtain surveys of representative areas in each geographical region. As the program developed, it was apparent that more uniformity and comparability were necessary to make the surveys of the utmost value. The branch is responsible for coordinating all travel surveys in areas of the National Park System and for liaison with the Washington Office of the Bureau of Public Roads and the Bureau of the Budget.

Prosecution of the program is largely dependent upon obtaining the assistance of cooperating agencies. Through the assistance of the Bureau of Public Roads and State highway departments, surveys of five areas have been undertaken. Great Smoky Mountains, Yellowstone, and Glacier have been completed. Field work on the Shenandoah survey has been completed while Yosemite has just been started. Both the Shenandoah and Yosemite surveys cover a twelve-month period in order to obtain information on the seasonal effects. Surveys have also been made at Crater Lake and Oregon Caves, which were conducted entirely by the Region Four Office and area personnel.

The results to date have been gratifying and the reports have been well received. While the surveys are not a measure of the economic value of the parks, they have focused attention on the fact that the national parks are producing worthwhile economic benefits in addition to the primary benefits received by the visitors.

In carrying out its responsibilities for maps and art work, the branch prepares all maps and illustrations required for the area informational publications. Technical advice and assistance on the preparation of graphic materials for reports, publications or exhibits are furnished to the Directorate and the several Divisions of the Washington Office, as required.

## National Capital Parks

Report of Edward J. Kelly at  
Director's Staff Meeting, March 5, 1953

The National Capital Park system had its origin under an Act of July 16, 1790, establishing the seat of the Federal Government in the District of Columbia. The original L'Enfant Plan included a park system of 30 actual and potential reservations, which now has grown to 787 units located in Maryland, Virginia and the District of Columbia, totalling 35,595 acres. A per annum staff of 884 employees, augmented each summer by a seasonal force of approximately 300 men, are employed in the development, administration and maintenance of the park system.

It is conservatively estimated that 60,000,000 park patrons engaged in one or another type of active or passive recreation use and re-use the parks each year. An additional 50,000,000 might easily be counted if persons using the park roads, the Arlington Memorial Bridge, and the George Washington and Suitland Parkways were included. The Memorial Bridge alone carries an average week-day load of 50,000 passenger-carrying motor vehicles.

Five key officials compose the Office of the Superintendent of Parks. The Associate Superintendent is responsible for Planning, Engineering, Horticulture and Maintenance, and Construction and Repair. The Park Police, and the Administrative, History and Naturalist Divisions report to the Assistant Superintendent. The offices of the Senior Attorney and Special Assistant to the Superintendent handle legal matters and public use, information and special events. All matters are cleared through the Office of the Superintendent.

As the agency having jurisdiction over the bulk of the lands in public ownership in the District of Columbia, almost all community matters come within the purview of the Office of National Capital Parks at one time or another. The Superintendent of Parks serves on the District of Columbia Recreation Board, D. C. Motor Vehicle Parking Agency, D. C. Commissioners Traffic Advisory Board, several committees of United Community Services, Washington Board of Trade, and the Coordinating Committee for the National Capital Planning Commission. He is also an active working member of committees in charge of arrangements for most civic events, including, among others, the National Capital Independence Day Committee, President's Cup Regatta Committee, D. C. Commissioners Committee for the Reception of Distinguished Guests, National Capital Cherry Blossom Festival Committee, National Community Christmas Tree Committee, and American Legion Committee on Improvement of the National Capital. Of recent interest was the work of National Capital Parks on the Parade, Sanitation, Concession and Grandstand sub-committees of the Inaugural Committee. During the past year, the

Superintendent has worked actively as a Director of the new Washington Rowing Association, which has been successful in scheduling the Regatta of the Eastern Association of Rowing Colleges in the National Capital Parks for its 1953 races to be held on May 16.

Important features of the outdoor recreation program of National Capital Parks are the musical and theatrical programs staged at the Watergate, Sylvan Theatre, and Carter Barron Amphitheatre during the summer months. More than 100 special events requiring planning, consultation, cooperation with other agencies, erection of stands and execution of other arrangements were held in the National Capital Parks during the calendar year 1952. They include circuses; carnivals; evangelistic meetings; sailing, rowing, and power-boat regattas; National Championship baseball tournaments; bicycle races; Soap Box derbies; concerts; ballet; opera; parades; pageants; military demonstrations; outings; dedications; patriotic and civic ceremonies, etc, and etc.

One activity, with a state park flavor, but an important one in National Capital Parks, is the operation of camping facilities at Prince William Forest Park in Virginia and the Catoctin Recreation Demonstration Area in Maryland. These facilities are used largely by underprivileged children - the camps being operated by Community Chest supported organizations. Prince William Forest Park has five complete camps with permanent housing mess halls, craft shops, swimming lakes, play fields, etc. In 1952 a total of 8,731 individuals spent vacation periods in this park totalling 30,234 camper days. An additional 19,871 persons patronized the public picnic groves in the park. At Catoctin, the two organized camps provided approximately 16,000 camper days for the camps operated for the Maryland League of Crippled Children, Girl Scouts, of Washington and Prince Georges Counties, and other Maryland groups. The third camp in the Catoctin park, "Camp David" is maintained as a recreational facility for the President of the United States.

A large volume of oral requests for information on the National Capital Park system is handled in the office of the Special Assistant to the Superintendent. There are also approximately 6,000 mail requests for information, publications, historical data, and a great variety of other subjects.

Frequent press releases are issued to the local press covering special events, park activities, and other items of interest to the residents of metropolitan Washington, and reporters from the 4 Washington daily newspapers, press associations, radio news rooms and free-lance writers cover the office in person and by telephone.

Approximately 1,300,000 pieces of the 25 National Capital Parks publications were distributed to the public last year. About 1,000 reprints of articles prepared by National Capital Parks personnel were distributed upon request during 1952. The National

Capital Parks photographic file, containing approximately 15,000 photographs, receives an intensive annual use by free-lance writers, television broadcasting companies, high-school and university students, the Washington Board of Trade, transportation agencies, and other agencies in the Government.

Last year, there were 594 special picnic permits issued to large groups using National Capital Parks picnic facilities in Maryland and Virginia and 9,530 permits were issued for the use of National Capital Parks picnic grove facilities in the District of Columbia. No permits are required for casual use of the picnic facilities or for small groups not requiring special services.

Concessions. During the Fiscal Year 1952, almost 900,000 golfers used the 5 regulation and miniature courses, driving range, and practice putting facilities. There were 735,000 patrons of the park souvenir stands. Approximately 2,000,000 park visitors patronize the 10 snack bars, 2 park restaurants, and rolling diner. A total of 45,658 out-of-town park patrons spent more than 100,000 visitor days at the Potomac Park Motor Court during 1952. The Canal barge, speed boats, swan, pedal, row, and ferry boats carried almost 67,000 pleasure riders. Twenty-seven Yacht Clubs and boating facilities operate from park lands along the Anacostia and Potomac Rivers and the Canal. The Power Boat Marina on Columbia Island and the Sailing Marina on the George Washington Memorial Parkway at Four-Mile Run provided berthing and mooring accommodations and other services for 360 boats. About 16,000 cyclists rented bicycles in the parks. Approximately 35,000 tennis players paid a small fee to reserve the limited number of courts operated on a pay basis. There were 265,112 swimmers in the six park pools, 45% of this total taking advantage of the free swimming periods.

Divisional Activities. There are eight divisions in the National Capital Parks organization. Their responsibilities and some of the more recent accomplishments of each group are as follows:

Administrative Division. (Lorin A. Davis, Chief) The Administrative Division prepares appropriation estimates for National Capital Parks for funds included in the Department of the Interior Appropriation Act, and the District of Columbia Appropriation Act, as well as funds for the Executive Mansion and Grounds included in the Independent Offices Appropriation Act. The Division is accountable for funds and all related fiscal activities, the procurement of personnel, the maintenance of records, files and processing of mail, and the procurement, custody, accountability, and issuance of all items of property, supplies, and materials.

The administrative services performed for the Executive Mansion and Grounds include personnel actions, reports, maintenance of personnel folders, fiscal accounting activities, preparation of appropriation estimates, maintenance of property records of all furniture and furnishings of the Executive Mansion and the annual physical inventory thereof, as required by law.



The Administrative Division is also responsible for the collection of fees and rentals for services and physical facilities furnished by the National Capital Parks. These include 250 property leases, two water-power permits on the Chesapeake & Ohio Canal; 6,136 fees for permits for sight-seeing buses and limousines operating on the George Washington Memorial Parkway; and other miscellaneous receipts. There were 895,040 admission fees collected at the Lincoln Museum, House Where Lincoln Died, Lee Mansion, and the Washington Monument during the fiscal year 1952, totalling \$89,504. Reimbursements for work performed for 6 other agencies of Government totalled \$292,000 during the 1952 fiscal year. The National Capital Parks is also responsible for all maintenance and construction work for the District of Columbia Recreation Department on a reimbursable basis. The 1952 Fiscal Year payments for this service were \$560,240.

Legal Division. (A. J. Knox, Sr. Attorney) A senior attorney, under the professional and technical supervision of the Chief Counsel, is assigned to the office of National Capital Parks. The legal services performed by him relate to the preparation and enforcement of the special regulations for the Park System, handling of legislative matters, preparation of permits and leases for the use of park lands and properties, review of construction contracts, report on tort claims, preparation of contracts, and the furnishing of legal advice with respect to the activities of the office. This attorney also advises the U. S. District Attorneys in tort suits, instructs the United States Park Police on legal procedure, and advises on matters of jurisdiction.

Planning Division. (Merel E. Sager, Chief) The Planning Division prepares landscape plans, roads and trails projects, collaborates with the Bureau of Public Roads on major roads and parkways, prepares advance planning programs, coordinates all phases of planning and development with District of Columbia, National Capital Planning Commission, Commission of Fine Arts and other Federal agencies.

The most important project undertaken in cooperation with the Bureau of Public Roads in recent years is the Baltimore-Washington Parkway. There are 23 projects, including 17 major bridges, now under contract or recently completed in this development, costing \$9,737,967. Contracts for two additional bridges and paving are yet to be let. The total cost of the Parkway will be approximately \$15,000,000. Other current construction projects include the paving of a dual roadway in the Suitland Parkway, \$307,100; re-location of Naylor Road and Stanton Street underpass, \$312,000; 5 small, but prominently located, parks and 8 playgrounds and multiple-use recreational areas have been recently designed, or re-designed, developed and planted.

Architectural Division. (William M. Haussmann, Chief) The Architectural Division prepares program, studies and drawings for structures, including utility buildings, field houses, garages, warehouses, lodges and maintenance groups; golf course club houses,

and outdoor theaters and amphitheatres, the largest of which is a 4,000-seat house with 78-foot stage, 28 dressing rooms, offices, concession facilities, shops, special lighting, sound amplification, and communicating facilities.

The Division also prepares similar work in connection with structures for the D. C. Recreation Department and furnishes architectural services for parkway structures in the National Capital Parks in association with the Bureau of Public Roads. This includes the Baltimore-Washington Parkway, for which over \$6,000,000 worth of such structures have been designed, the latest being the span across the Anacostia River, costing about \$1,500,000.

Specialized types of work include restoration of the Great Falls Tavern, interior decoration and color consultation on the Lee Mansion, rehabilitation of the exterior of Old Ford's Theater, advice and consultation on sculptural groups, and similar park accessories.

Among projects scheduled for the near future are concession facilities on the Baltimore-Washington Parkway, operational headquarters including police facilities on the same parkway, the carillon tower to be given by the people of The Netherlands, and a Park Police horse stable in Rock Creek Park.

Engineering Division. (Robert C. Horne, Chief) The Engineering Division is responsible for engineering and the supervision of all construction work (except Bureau of Public Roads road projects); prepares or supervises the preparation of engineering plans; construction specifications; contract management and inspection; topographic and property surveys; maps, property plats; land records; safety engineering, sanitary engineering, technical provisions of installation permits; and programming roads and trails maintenance. Prepares P.C.P.'s and recommends programs. Coordinates construction affecting National Capital Parks with Federal, District of Columbia, State and local government agencies, and utilities.

The current construction program exclusive of Bureau of Public Roads projects may be summarized as follows: 10 NPS Buildings and Utilities projects, 6 NPS Roads and Trails Projects; 2 NPS Parkway Projects; 12 D. C. Recreation Board Projects; 13 Sesquicentennial Commission Projects, necessitating total expenditures of \$648,262.02.

An item of note in the National Capital Parks Roads and Trails maintenance program is the recent inauguration of continuing traffic count as a guide for our maintenance and construction program. The composite trend in Washington shows an increase in vehicles counted at key points of 58.45% since 1941 and 120% greater than the low point in 1943. The great volume of traffic on our roads has resulted in difficult problems and greater unit costs in road maintenance.

Some of the varied problems which have recently been or are now being handled by the Engineering Division include: Negotiations with the Canadian Embassy for the relocation of a U. S. right-of-way for electric and telephone lines across property purchased by Canada; study of the Flood Control Project at Cumberland, Maryland, and negotiations with the Corps of Engineers regarding the parts of the project affecting the C. & O. Canal; study of property exchange proposed by the B. & O. Railroad along the C. & O. Canal; study of the proposed dam and pumping station for the Washington water supply to be built in part on lands of the C. & O. Canal and George Washington Memorial Parkway by the Corps of Engineers, and a survey of the occupancy of the temporary buildings located in the central area parks housing approximately 60,000 government employees and their effect on traffic in connection with the proposed Potomac River crossings. Approximately 1,150,000 cu. yds. of fill was obtained from contractors and the D. C. Government and graded free during the past year. More than a hundred permits for utility installations in or across park property were examined in the field and drafted during 1952. The service of a full-time Sanitary Engineer has resulted in a notable improvement in sanitation and "housekeeping" in concessionaire and permittee food handling activities, camps, etc.; a study of the over-flow of D. C. Sewers in Rock Creek Park resulted in the appropriation of \$1,200,000 for replacing the defective and inadequate sewers by the District of Columbia; 61 low-cost housing dwellings on park property were ordered vacated and demolished; a sanitary survey of all rental dwellings on park property in the Metropolitan Area has been started and a report on each dwelling along the C. & O. Canal from Key Bridge to the District Line has been completed. Other activities have included study and design assistance on the Trailer Park, swimming pools, septic tanks, water supply, etc.

About two years ago a Safety Engineer was employed and, in addition to safety engineering, has been detailed to accident investigation. A total of 308 suits, claims, accidents involving the public occurred of which 293 have been investigated and reports submitted. Six suits totaling \$162,200 have been settled for \$6,000; nine suits totaling \$556,500 are pending on which investigations have been completed and reports submitted on four. Thirty-nine claims in the amount of \$10,599.60 have been settled for \$2,136.79; twenty-two claims totaling \$4,897.50 are in process. In 87 incidents resulting in damage to Federal property \$7,400.64 have been collected in 70 cases; collection of \$2,569.87 is in progress on 12 cases. Studies of accidents to National Capital Parks employees are made as they occur.

Horticulture and Maintenance Division. (George W. Harding, Chief) The Division of Horticulture and Maintenance is responsible for the maintenance and care of all growing things in the park system, together with the operation of greenhouses for

the propagation and care of aquaceous plants at the Kenilworth Aquatic Gardens, and the propagation of many of the trees, shrubs, and flowers from cuttings or seed and their care in nurseries in preparation of their use in the parks. The Division also is responsible for the removal of snow from park roads and walks and the sanding for ice and sleet; the maintenance of all comfort stations; the general trash and garbage disposal; street cleaning, etc. All D. C. playgrounds are maintained, and janitorial service for their many fieldhouses is furnished on a reimbursable basis. Most of the Federal buildings grounds and plantings within the District of Columbia are maintained by employees of this Division. The number of employees of the Division varies from approximately 300 to 500 as seasonal requirements demand.

The Division executes a control program for Dutch elm disease. During this past year an agreement was reached with the U. S. Department of Agriculture, the Trees and Parking Division of the District of Columbia and the office of National Capital Parks, setting up a joint control board for this disease in the Washington area with authority to force the removal of dead and diseased elms on private property.

During the spring of 1952 the Division was called upon to restore the White House Grounds and prepare the gardens for the visit of the Queen of the Netherlands. In approximately 30 days all construction offices and shop buildings, with miscellaneous paraphernalia and accumulated debris, were completely removed and the area was restored and landscaped. This required transplanting 43 trees, planting 1500 floribunda roses, the old English Boxwood planting at the north portico, the handling of 2,000 cubic yards of topsoil, 19,000 sq. yds. of sod, the purchase and planting of 3,078 shrubs, 1,508 tea roses, and 1,819 miscellaneous decorative plants.

Recently 20,000 narcissus bulbs were planted on the slopes of the Rock Creek and Potomac Parkway from the Shoreham Hill to K Street.

Construction and Repair Division. (George E. Clark, Chief) The Construction and Repair Division, made up of 8 shops or sections, encompassing most trades and crafts, accomplishes many and varied assignments. Included in the 175 employees assigned to this division are carpenters, sheet metal workers, joiners, stone carvers, masons, bricklayers, cement finishers, welders, blacksmiths, machinists, crane operators, riggers, auto and heavy duty mechanics, heavy duty operators, body repairmen, coach painters, painters, sign writers, electricians, highway maintenance men, and plumbers.

It is responsible for the maintenance and repair of all roads, bridges, culverts, drainage, buildings, golf and recreational

field-houses, heating plants, and all water, sewer and electrical installations in the National Capital Park system and D. C. Recreation areas. It also maintains and operates the Arlington Memorial Bridge, maintains and repairs C. & O. Canal locks, the Carter Barron Amphitheater, and the Watergate Theater.

The division annually inspects, cleans, points up and repairs all statues, memorials and structures in the National Capital Parks; maintains and repairs some 700 pieces of motorized equipment of the National Capital Parks; makes all ceremonial stands used in various activities occurring annually in the National Capital Parks; makes picnic tables and benches of all types, special play equipment for D. C. Recreation Department, and drinking fountains; erects and maintains wrought iron and chain link fences; paints and repaints 200 miles of traffic lines and makes all park signs.

Other activities of the Construction and Repair Division have included: restoration of Great Falls Tavern; construction of Watergate Concert Barge; restoration of Lee Mansion Museum Building; construction of pedestrian bridges to Great Falls; construction of force sewer pumping station and underground electrical system at Potomac Park Motor Court; the Daingerfield Island Marina; a 36-foot span, 24-foot wide highway bridge; boat dock; mounting of equestrian statues on pylons; sand-blasting and pointing up Old Ford's Theater, and construction of greenhouses.

National Memorials and Historic Sites Division. (Randle B. Truett, Chief) There are seventy-nine National Memorials in the National Capital Park system, the best known commemorating Washington, Jefferson, Lincoln, and Lee; Military and Naval heroes, and great men of science, religion, and literature. There are thirteen statues to people of other nations, including Lafayette, Rochambeau, Kosciuszko, Pulaski, San Martin, Artigas, and Von Steuben. The Chesapeake and Ohio Canal, Fort Washington, Fort Hunt, the Civil War Defenses of Washington, and Pierce Mill are units in the park system having historical significance and interest.

Historical research and interpretation of these areas to afford the best possible understanding, enjoyment and benefit of them by the visitor are major responsibilities of the National Memorials and Historic Sites Division. Preparation of park informational publications for free distribution and for sale, review of all development problems involving historical areas, planning and installation of museum and historical marker programs, the handling of special groups and organizations, and providing special services for the thousands of school children who visit the Nation's Capital each spring are among the responsibilities of the Division. More than 10,000 such parties, containing 433,000 children, were counted at the six major memorials during 1952.

During 1952, the staff of the National Memorials and Historic Sites Division served 4,296,391 visitors. Special programs include conducted history walks and caravans; C. & O. Canal barge trips; high school assembly talks, and interpretive service at Fort Washington and the C. & O. Canal Museum at Great Falls.

A new program of restoration at Lee Mansion National Memorial has been inaugurated.

Naturalist Division. (W. Drew Chick, Chief) The Naturalist Division Outdoor Program extends from March through November, and includes such activities as afternoon walks, bus caravans, bird observations, Sylvan Theater lectures, etc. The publication OUTDOOR PROGRAM announcing these activities is ready for distribution in March of each year.

The Junior Naturalist Training Course reaches 650 boys and girls from 9 to 12. The Division also co-sponsors the Audubon Junior Club Council which meets monthly, November through March, and covers many phases of natural history. A major activity is the presentation of assembly talks in schools in the Washington areas.

Each Spring, the Naturalist Division holds a nature training course for 50 adults who serve in children's camps or as youth leaders, and throughout the summer members of the Naturalist Staff serve as nature consultants for camps operated in National Capital Parks areas, and in resident camps at Prince William Forest Park and Catoctin Recreation Demonstration Area.

The Division also sponsors a series of winter lectures given in the Interior Department Auditorium once a month. During 1952 there were 964 activities in these several categories scheduled by the Naturalist Division, in which 107,000 people participated.

Exhibits prepared by or under the direction of the Naturalist Division include: the Great Falls Trailside Exhibit, the Great Falls overlook panel, the Kenilworth Aquatic Garden exhibit, and two panels and case to be erected at Reaches Run.

Texts for an informational folder on the Mount Vernon Memorial Highway and a broadside on Rock Creek Park are in preparation.

Protective Division. (Mark H. Raspberry, Inspector) Members of the Park Police are specially trained to perform duties related to park work, as compared with ordinary city police duties. Annually, hundreds of thousands of visitors to the Nation's Capital call upon the Park Police to furnish them information relative to the numerous memorials, shrines, and other historical structures. This requires special training of the park policemen by members of the Historical staff. Numerous instances arise where members of

the Park Police render services to various members of Congress, Cabinet officers, representatives of foreign countries, and escort and other protective services for the President of the United States.

The Park Police Headquarters was recently relocated in its own building at 625 Independence Avenue, S.W., and the force has been reorganized into separate divisions for handling our various activities, such as patrol, traffic, communications and records, crime prevention, and training. The authorized strength is 192 men.

During the last calendar year, the Park Police made a total of 12,178 arrests, of which 325 were criminal cases. Of this number, 301 were found to be actual crimes, out of which 217 were solved, representing a closure of 72%. The Park Police investigated and reported 1,104 accidents during 1952, which resulted in 218 injuries and 4 fatalities.

## RIVER BASIN STUDIES

### Missouri River Basin Study

Report of Chester C. Brown at  
Director's Staff Meeting, March 19, 1953

This, I understand, is the first of a series of staff meeting talks which will cover the several River Basin Studies now underway--in this case the Missouri River Basin Studies. The fact that it is the first, adds to the requirements. In addition to presenting an organized picture of this activity, it should, I suppose, present certain background information which applies to all such studies underway.

From almost every angle the subject is complex--functions, organization, coordination, its very significance. A recounting of full details would be dull, and since they are available elsewhere for anyone interested, I propose to cover them only to the degree needed for a clear picture, and devote more time to aspects which may be of more interest and value to this group.

River Basin Studies in the Missouri Basin received their big impetus with passage of the Flood Control Act of 1944. Authority for recreation planning, development and operation at reservoirs was contained in that act so far as Corps of Engineers' projects is concerned. Comparable authority for Bureau of Reclamation projects, though somewhat more limited, was contained variously in the Economy Act of 1932, Senate Document 191 and Public Law 633 - 79th Congress of August 7, 1946.

At the start, proposals concentrated largely on flood control, irrigation, power and navigation. In the ensuing years it has broadened until now it is usually referred to as a resource development program--with water control projects still setting the pace and exerting major influence.

During the same time the physical definition of the Basin was administratively adjusted to include portions of the Colorado-Big Thompson project on the west side of the Continental Divide, and the drainage of the Red River in North Dakota and Minnesota--the former because it is a transmountain diversion of water into the Missouri, the latter because of proposed diversion of Missouri River water into the Red River drainage. Incidentally the whole of Rocky Mountain, Yellowstone and Glacier National Parks are administratively considered in the Basin.

The National Park Service entered the picture in 1945 at the request of the Corps of Engineers and the Bureau of Reclamation, and it may be worthwhile to note why, in passing. In the first place, this Service is the only Federal agency whose prime responsibilities relate to recreation and it was, therefore, better



equipped both in personnel and experience to undertake such studies. Also, under existing authorities, the Service is interested in and has a responsibility in the field of recreation outside of the areas it administers. This takes the form of our continuing program of cooperation with States and Federal agencies. The current River Basin Studies are in a sense an outgrowth, perhaps more truly a continuance of the recreation studies by States undertaken during the late thirties, as a result of which "A Study of the Park and Recreation Problems of the United States" was published in 1941.

Authorization for the Service to undertake the Missouri River Basin Studies is contained collectively in the Park, Parkway and Recreation Study Act of 1936; the Historic Sites Act of 1935; the Economy Act of 1932; and the Antiquities Act of 1906.

Within these broad authorities, working agreements with the Bureau of Reclamation and the Corps of Engineers for carrying out the recreation studies are contained in the following memoranda of understanding:

1. Letter from Corps of Engineers to Director, February 23, 1945 and Director's reply of March 12, 1945.
2. Letter from Bureau of Reclamation to National Park Service approved by the Secretary, January 16, 1945 covering recreation studies concerned with Missouri River Basin Projects.
3. Memorandum of Understanding between the Bureau of Reclamation and National Park Service dated December 30, 1946 - covering studies in connection with the Colorado-Big Thompson Project.
4. Memorandum of Understanding between the Bureau of Reclamation and National Park Service dated December 12, 1946 covering studies in the Blue-South Platte Project.

Functions and Responsibilities. In broad terms the objective of the Missouri River Basin Studies is, in cooperation with other Federal and State agencies, to plan for the protection and utilization of the recreation resources of the Basin including scenic, scientific, historical and archeological values.

The functions or activities encompassed include investigations and planning in relation to specific water control projects, and in the case of history and archeology the salvaging of material or information which would be lost through inundation arranging for administration and operation of reservoirs on which recreation development is warranted; and a Recreation Basin-Wide Survey.

Guiding policies and criteria are contained in FO-596 dated July 21, 1947 and FO-673 dated April 30, 1948.

These functions are carried out under the supervision of the Chief of the River Basin Recreation Survey Division, Region Two, Louis P. Croft, through Branches of that Division and through other established Divisions in the Region.

The responsibilities of this Division, by the way, go beyond the Missouri River Basin and include studies, undertaken with RBS funds, of Corps and Bureau water control project proposals in the balance of Region Two such as those in Illinois on the east, and Echo Park and Flaming Gorge in Colorado on the west.

Denver and Billings District Offices. Because of the vast area involved and the need for close liaison with the Regional Offices of the Bureau of Reclamation and numerous other Federal and State agencies, two District Offices have been established--one at Billings, Montana headed by Dan Burroughs; and one at Denver headed by Hal Hubler. These offices carry out Missouri River Basin Study activities as assigned.

Under the River Basin Recreation Survey Division are the following Branches: Basin-Wide Survey Branch; Investigation and Planning Branch, and Development and Management Branch. The latter has not yet been activated in Region Two because of insufficient personnel and funds.

Activities and Accomplishments. Discussion of the activities of the Missouri River Basin Studies could be broken down several different ways. For purposes of this talk they are discussed by organizational unit.

1. Basin-Wide Recreation Survey Branch. (Chief, Chester C. Brown) Since the start of the Missouri River Basin Studies in 1945 it was apparent that current piecemeal studies of proposed water control projects should be prefaced by a Basin-Wide Survey which could go beyond the arbitrary limits of a project or sub-basin and supply the necessary foundation for those studies and for the program of cooperation with States and other Federal agencies.

In 1951 funds became available to undertake such a survey on a very limited scale and it has since operated at that level. The survey is concerned primarily with all non-urban, outdoor recreation resources in the Basin and related fringe areas, including scenic, scientific, archeological, historical and recreation values -- those publicly administered and those of similar nature privately operated and open to the public. Its objective is to develop a comprehensive plan for the preservation, development and use of the recreation resources of the Basin to adequately serve the needs of the people, and obtain from those resources the greatest social and economic benefits. To be of real value to the States, this Basin-Wide Report should be supplemented by State Reports and

it is hoped that the States will undertake them in cooperation with the Service.

To date, activity has been largely concerned with inventories of existing recreation areas and opportunities -- Federal, State, County, Municipal and private -- and with organizing methods of approach, developing forms and techniques for determining, gathering, and recording the data required.

In addition, two pilot studies have been undertaken towards a determination of recreation habits, desires and needs of the people. One of these covering the Niobrara River Basin was accomplished through a contract with the Statistical Laboratories, Iowa State College and is now essentially complete. The other was undertaken by the University of Wyoming to cover the non-urban recreation needs and desires of the concentration of population around Cheyenne and Laramie, and includes research on the development of techniques. It is tentatively planned to extend this study to cover the Wind River Basin and the North Platte Basins, in Wyoming.

Another accomplishment -- pointed towards full cooperation with the States and interested Federal agencies, was the establishment last summer of a Recreation Subcommittee of the Missouri Basin Inter-Agency Committee.

Based on discussions in Omaha this past week it appears that a start can be made this spring on the historical and archeological phases of the Basin-Wide Survey -- at least part time with personnel in the History Division.

It is hoped that in the near future means can be found to undertake studies relating to the other scientific values involved biological and geological.

Since much of the Basin-Wide Survey activity involves State Cooperation, the Survey group has been given responsibility for all except general aspects of that program in the Basin States.

2. Investigation and Planning Branch. (Chief, Harvey P. Benson) Within the Missouri Basin these activities deal with projects sponsored by the Corps of Engineers and by the Bureau of Reclamation and so far as the recreation aspects of our studies are concerned there is a difference.

In the case of projects under the Corps, functions of this Service are limited largely to investigation and reports evaluating the recreation significance of the project, and making recommendations on development possibilities, when requested by the Corps. On these projects the National Park Service does not proceed with plans for development or arrangements for administration of recreation areas, since the Corps maintains their own staff of planners and administrators for the purpose.

In the case of projects under the Bureau of Reclamation our functions are considerably broader and are closely integrated with the program of the sponsoring agency. Activities include investigation and evaluation of the recreation aspects of reclamation projects, preparation of reports, plans, construction estimates, and estimates of recreation benefits. When recreation development is warranted at reservoirs, specifications and working drawings are prepared by the Architecture, Engineering or Landscape Architecture Divisions in cooperation with the Investigation and Planning Branch. Actual construction of recreation facilities is carried out by the Bureau of Reclamation with general inspection supervision supplied by this Service.

Studies as requested by the Bureau, may cover sub-basins, divisions, units, or a single reservoir. Several types of reports are prepared.

1. Basin Report which as now contemplated will approximate in scope the Recreation Basin-Wide Survey and cover sub-basins of the Missouri River Basin to tie in with Bureau reports.
2. Reconnaissance Report of a unit or reservoir project, accompanied by Reservoir Map designating potential recreation development sites.
3. Planning Report and General Development Plan.
4. Construction Drawings and Specifications.

Accomplishments in this field of activity can be listed as follows:

On Bureau of Reclamation Projects:

- 21 River Basins studied and 10 fully evaluated.
- 60 Individual Reservoir Projects studied and reported on.
- 10 Reservoirs - Completed specifications and construction drawings prepared.
- 8 Reservoirs - development has been undertaken.

On Corps of Engineers Projects:

- 9 Reservoirs studied.

3. Development and Management Branch. On Bureau of Reclamation reservoirs where recreation development is proposed, the Service is responsible for negotiating agreements for their administration, operation and maintenance. Areas judged to be of national significance will be administered by the National Park Service. The vast majority are of lesser significance, and arrangements must be made with appropriate Federal, State or local Governmental units to assume this responsibility.

Early agreements covered only the developed recreation areas. The present trend, however, is towards joint agreements covering all lands surrounding a reservoir except those reserved by the Bureau for operating purposes.

Reservoir Management Plans are being prepared and will become a part of these agreements, serving as a guide for operation, maintenance, concessions, public use regulation, and the leasing of cabin sites, organized camp sites and club-house sites.

Progress comes slowly on this phase of our work but progress has been made. To this writing the following accomplishments can be listed:

Agreements have been reached for administration of Shadow Mountain Reservoir, Colorado -- by the National Park Service; Bonny Reservoir, Colorado -- by the State Game and Fish Commission; Medicine Creek, Enders and Swanson Lake Reservoirs, Nebraska -- by State Game, Forestation and Parks Commission; Heart Butte Reservoir, North Dakota -- by the State Game and Fish Department; Shadchill Reservoir, South Dakota -- by the Department of Game, Fish and Parks.

Negotiation of Agreements are underway for: Horsetooth, Carter Lake, and Rattlesnake Reservoirs, Colorado with the County of Larimer.

Lake Estes, Colorado - with the Town of Estes Park.  
Dickinson Reservoir, North Dakota - with City of Dickinson Park Board. Jamestown Reservoir, North Dakota - with City of Jamestown Park Board. Cedar Bluff Reservoir, Kansas - with the Forestry, Fish & Game Commission. Canyon Ferry Reservoir, Montana - with State Park Commission. Angostura Reservoir, South Dakota - with Department of Game, Fish & Parks.

In Wyoming discussions have been held with Game and Fish Department relative to their taking over Keyhole and Boysen Reservoirs. Now that a State Park Commission has just been established that agency may prove to be the appropriate one.

#### 4. Historical and Archeological Surveys and Salvage.

These are carried out through the technical and professional services of the History Division headed by Merrill J. Mattes. An archeologist is included on their staff to coordinate those phases of the study and for liaison with the Smithsonian Institution and State agencies involved.

On both Corps of Engineers and Bureau of Reclamation projects a program of historical, archeological and paleontological surveys and salvage has been undertaken. The objectives are to determine those values which might be lost should they be inundated;

what historical data or archeological and paleontological specimens should be recovered recorded and interpreted; to salvage desirable material before waters are impounded; and to evaluate and catalogue such material.

The historical studies include basic survey and investigation of historic sites, library and archival research work, preparation of measured drawings and photography of structures, and where feasible and desirable removal or relocation of historic structures, including excavation to recover architectural data and remains of material culture.

In the archeological and paleontological aspects of the program the Service called on the Smithsonian Institution to assist. An agreement was entered into in 1945 and the Smithsonian Institution established a field office in Lincoln, Nebraska. In addition to the surveys and salvage undertaken by that agency, a considerable portion of the excavations have been accomplished by State archeological agencies through contract agreements with the Service. During the past three years, such agreements, including supplemental funds provided by the Federal Government, have been entered into with the Universities of Kansas, South Dakota, Nebraska, Wyoming, Montana, and Missouri, the State Historical Societies of North Dakota and Nebraska and the University of Nebraska State Museum.

A very large number of historical and archeological sites are involved and it would not be possible to preserve or excavate all of them. As a general guide it is hoped that at least 10% can be salvaged and an additional 5% tested.

To date, preliminary archeological surveys have been made, revealing 1961 prehistoric sites. Approximately 100 of these in 12 reservoir areas have been partially or completely excavated, and over a quarter of a million specimens recovered, studied and catalogued.

Paleontological surveys have covered 115 proposed reservoir sites and potentially fossiliferous sediments were found in 35 of them. Nearly 450 specimens have been collected.

Historical surveys have been made in over 100 proposed reservoir sites and hundreds of historic sites and structures located. Six of the larger and more important have been excavated in three areas where construction activities have commenced.

Reports on each phase of these studies are prepared for each site, and the information incorporated in the Basin or Reconnaissance Reports as the case might be. Complete technical or definitive reports are prepared on the more significant sites.

Financing. Before going on to other discussions it might be worthwhile to point out briefly how funds are obtained for the various activities. Funds for all surveys, planning, salvage and excavation are incorporated in National Park Service budget requests under two appropriations, (1) Recreation Surveys and Planning; (2) Archeological and Historical Surveys and Salvage. At the Departmental level these are incorporated in Bureau of Reclamation budget requests. Appropriations are made to the Bureau and then allocated to the Service where they are allotted to the several activities. Funds to be used by the Smithsonian Institution are included in this allocation from the Bureau and are transferred to the Smithsonian Institution as a working fund advance.

Funds for construction of recreation facilities are submitted in the Bureau of Reclamation's budgets based on estimates we provide. They are appropriated to the Bureau, which is responsible for carrying out the construction.

In connection with the Colorado-Big Thompson Project, funds for detail plans and specifications are obtained from the Bureau of Reclamation as a working fund advance.

Coordination. Because of the number and variety of Federal and State agencies involved with recreation in the Missouri River Basin, the interrelationships and coordination of interests and programs is important.

Eight agencies under the Department of the Interior are concerned. Their interests and activities, particularly those relating to resource development, are coordinated under the Interior Missouri Basin Field Committee with staff headquarters in Billings. This is one of seven such committees set up by the Department under Order No. 2465 in August 1948. It covers the Missouri River Basin, administratively enlarged as outlined earlier in this discussion. Howard Baker is the National Park Service representative on the Committee. Since this is a coordinating Committee, one of its major tasks is the preparation and annual revision of the Interior Long-Range Program which incorporates the Six-Year Programs.

Other Departments of the Federal Government are also involved and, of course, the ten States wholly or partially within the Basin are vitally concerned. The Missouri Basin-Inter Agency Committee with representatives from each Federal Department and each State has been established as a clearing house at that level. Both of these above Committees meet as a rule each month at different locations throughout the Basin.

Specifically in connection with recreation, a Recreation Subcommittee of the Missouri Basin Inter Agency Committee was established to correlate and facilitate coordination of the various

interests in the preparation of the comprehensive recreation plan for the Basin. Membership includes representatives from each of the ten States, from six Federal Agencies, and is chaired by this Service. Three or four meetings of this Subcommittee per year are planned. Also related to recreation, Tree Planting Subcommittees of both the Missouri Basin Inter-Agency Committee and the Interior Missouri Basin Field Committee have been established.

Several of the States themselves have set up State Coordinating Committees and in South Dakota a Recreation Subcommittee of their Coordinating Committee was established. The National Park Service is represented on each of them.

Major Problems. Problems are not a happy topic at best, but mention of a few basic ones is necessary I think for a clear picture.

In common with other comparable studies now going on, the Missouri River Basin Studies must operate without an accepted National recreation policy to clarify the Federal Government's position in the field of public recreation. From this one basic need stem a number of other problems - the need for legislative authority to develop recreation opportunities on Bureau of Reclamation reservoirs, to acquire the necessary lands, and to allocate costs to recreation. The Bureau of the Budget freeze on recreation construction funds, now in effect for over a year, is also a by-product of this same basic need. While we have had some limited success in having construction undertaken prior to that time, this curtailment represents a growing problem now. As reservoirs are completed, public interest and pressure force recreation use of the impoundments without facilities for safety, sanitation and handling of the public.

Another problem is the very maze of organization, procedures and interrelated coordination of these studies with other resource programs, much of the time handled through Federal or State Committees with wide interests and little authority.

Still another is the general problem of timing which is particularly significant. There is the urgent need to keep abreast of Bureau of Reclamation and Corps of Engineers' schedules on specific studies of reservoir projects; the compelling requirement to study and salvage historical and archeological values which may be inundated. Basic recreation studies, lacking these attributes or presidential direction as in the AWR and NEMV must rely on the logic of sound planning. In the Missouri Basin they have been and are well behind comparable studies of the engineering, irrigation, power and flood control aspects which are setting the pace in this accelerated resource development program. Tied as we are to this program, we can't slow down. Dams are being built, reservoirs impounded, recreation resources created influenced, in some cases threatened or destroyed; recreation plans and decisions are being made - without benefit of broad basic planning, the very foundation for a sound program of State and Federal cooperation.



Significance. To wind up this discourse, let us look for just a minute at the significance of the Missouri River Basin Studies.

First of all, to the National Park Service, they represent a means of keeping informed on resource development proposals and hence better able to protect the National Park System from encroachment. In this connection the Missouri River Basin Studies have been helpful in such cases as Glacier View, Echo Park and Flaming Gorge, not to mention proposals in the Bob Marshall Wilderness Area.

Indirectly, through a program of encouraging and aiding the States and lesser Governmental units to provide park and recreation areas balanced to the needs of the people, National Parks and Monuments may, to a degree, be relieved of incompatible and over use.

I think it is significant that, largely as a result of these studies, a State Park Commission was just established and activated in Wyoming; and that in Colorado bills for establishment of a State Park and Recreation Commission have been introduced.

Outside of the National Park System these studies represent the medium through which recommendations are made for the preservation and conservation of significant recreation resources. Wilderness Areas, Wild Areas and others with comparable values, not now so classified.

Certainly the surveys, salvage and recording of historical and prehistorical material and knowledge which would otherwise be lost, is an important contribution to scientific knowledge and to our national heritage.

For the most part, Missouri Basin States do not have a broad balanced economy. The vacation or tourist industry, however, is fast becoming a major consideration. These River Basin Studies, through the development of a comprehensive plan for utilization of the Basin's resources may contribute materially to the diversification and stabilization of their economy.

In the final analysis, significance of the Missouri River Basin Studies rests with John Q. Public himself. He in particular is the ultimate beneficiary, if the job is well done.

## RIVER BASIN STUDIES

### Arkansas-White-Red River Basin Study

Report of William L. Bowen at  
Director's Staff Meeting, April 2, 1953

At the last Staff meeting Mr. Brown presented a paper in which he set forth the scope, objectives and authority, as well as much of the philosophy, of River Basin Studies with especial reference to the Missouri Basin. I am fortunate in that except for specific authorizing legislation the background material presented by Mr. Brown is equally applicable to the Arkansas-White-Red River Basins Study and need not be repeated.

The Arkansas-White-Red River Basins Study, was authorized by the Flood Control Act of 1950 which provided among other things that the Secretary of the Army was to develop a "comprehensive, integrated plan of improvement for navigation, flood control, domestic and municipal water supplies, reclamation and irrigation, development and utilization of hydroelectric power, conservation of soil, forest and fish and wildlife resources, and other beneficial development and utilization of water resources including such consideration of recreation uses, salinity and sediment control, and pollution abatement as may be provided for under Federal policies and procedures, all to be coordinated with the Department of the Interior, Department of Agriculture and Federal Power Commission, other appropriate Federal agencies, and with the States as required by existing law." The above looks like quite an order and it has certainly proved to be. On May 19, 1950, the President by letter requested the Departments of Interior, Army, Agriculture and Commerce and the Federal Power Commission and the Federal Security Agency to form a field inter-agency committee to carry out the investigation. FIARBC (Federal Inter-Agency River Basin Committee) on June 12, 1950 established the AWRBIAC (Arkansas-White-Red Basin Inter-Agency Committee) to conduct the Study.

Now briefly let us consider this assignment. The Arkansas-White-Red Basins include all of the State of Oklahoma and portions of New Mexico, Colorado, Kansas, Missouri, Arkansas, Louisiana, and Texas, in all, 1/11 of the land area of the United States. I suspect all of you have traveled through the region at various times. It is a true cross section of the interior United States. From West to East it passes from the 14,000 foot continental divide in Colorado to the delta lands of Louisiana--from the dust bowl land of the 1930's to the rice fields of Arkansas. It is a region of diversity in every detail--therefore it is a region of diversity of problems.

In keeping with the best Chamber of Commerce propaganda, it is a region with great natural resources. In keeping with the latest statistics of the Department of Commerce, it also leaves

something to be desired when measured by the living standards of the people. If you draw a north-south line from Oklahoma City through Wichita you will find that in general the people west of that line cry for more water, those east for less. However, periodically the people of Pueblo are flooded and the people of Arkansas and Louisiana suffer drought. Through most of the region the population in the 1950 census was less than in the 1930's. Stated another way one export for the past 20 years has been people. Anyone who likes diversity in his problems will find the Arkansas-White-Red Basins a Utopia.

I would like now to give a simple statement of how AWRBIAC is organized to carry out its assignment. I mean that literally, I really would like to make it simple but that is an impossibility. Perhaps, I can illustrate the complexity by citing an example. About a year ago one of the AWRBIAC members decided what we needed was a flow chart, a picture of the organization. He worked long and hard and achieved finally a chart that was an engineering marvel. It was sent to us for review. We worked on it for about a week following the arrows up and down, back and forth, and finally as the summation of our studied opinion, we called in a draftsman and had him add in the lower right-hand corner a large and conspicuous drain plug. It seemed to us that surely some provision should be made for something to come out of the maze somewhere.

Seriously the organization from top to bottom is:

AWRBIAC. With one member from the Corps of Engineers, Department of Interior, Department of Agriculture, Department of Commerce, Federal Security Administration and Federal Power Commission and each of the 8 states. The Corps of Engineers member is permanent chairman. The committee meets once a month, usually for two days. Immediately below AWRBIAC is a parallel organization known as,

The Tulsa Group. This is the actual working organization which does the spade work on policy and procedure. The Interior member on the Tulsa Group has an advisory staff composed of representatives of various Interior agencies. I am the National Park Service representative on that staff.

So far then, AWRBIAC and the Tulsa Group are set up to make the comprehensive, coordinated and integrated plan. For that there are,

17 Work Groups. Each assigned the task of developing a plan for a particular function such as Flood Control, Irrigation, Fish and Wildlife, etc., with the agency having primary responsibility in the function the chairman agency. (Someone once thought that the term chairman carried an overtone of authority so they changed it to discussion leader; however, by now we had gotten down the ladder to the level that questions the merit of using two words in the place of one and discussion leader never achieved such popularity).

We are, of course, interested in the Recreation Work Group. Mr. Olcott, Chief of the AWR Recreation Survey, is the chairman with members from the Corps of Engineers, United States Forest Service, Federal Security Administration and each of the 8 States. The National Park Service is assigned the responsibility of preparing the recreation plan which is to be coordinated and integrated with the plans of the 16 other functions into the final AWR plan.

Let me now point out a few peculiarities of this organization that may not have been apparent as I sketched it.

First: From top to bottom you will note there is an assignment of responsibility with no mention of authority.

Second: Whereas the Corps of Engineers as a single line organization is represented as chairman on both AWRBLAC and the Tulsa Group, the National Park Service or the Bureau of Reclamation or the other agencies in the Department of Interior have no voice as an agency on either AWRBLAC or the Tulsa Group but are represented on each by an Interior representative.

I point this out as an indication of the powerful position of the Corps of Engineers. It is much easier for the Corps' representative to establish and maintain a stand than it is for the Interior representative who must speak for the several Interior Agencies who have been known at times to entertain slightly divergent views. This same general pattern, of course, applies to the Department of Agriculture.

Third: While the National Park Service representative is chairman of the recreation work group the plan this work group develops will be a work group plan not a National Park Service plan.

Fourth: The organization, indeed the authorizing legislation leans, heavily toward Water Use and Control projects rather than true comprehensiveness as we think of the term in the recreation field.

I mention these points because each in varying degree will influence the recreation plan as it evolves. Also as you know FIARBC is now considering the whole question of "What shall we do about AWRBLAC?" While the specific problems being considered are not those I have listed I feel sure that the above does provide a background for an understanding of how the problems have developed.

Unlike the Missouri Basin Study the AWR study has an established closing date of June 1954 which means that throughout the study we have worked under a tight schedule designed to keep the work of the myriad interests abreast. I would now like to explain in some detail how our part of the work progressed. The AWR plan is by general agreement to be a plan based upon the needs of

the people. A detailed discussion of the continuing battles that take place in AWR as to what constitutes a need would keep us here for several hours. We in the National Park Service assume quite logically that recreation needs are briefly:

1. The need for adequate recreation outlets for the people considered from two angles - the localized needs of the people of the basins, and the role the basin may play in providing for ultimate regional and national recreation needs.

2. The contribution recreation in the basin may make to the basin economy.

However, before arriving at an estimation of needs, it is necessary to know what now exists.

General agreement was reached in the Recreation Work Group early in the study for cooperation of Federal and State agencies in the inventory, to be submitted on forms prepared by the National Park Service. Results were in general not too gratifying. The inventory of Federal areas such as those administered by the United States Forest Service, Corps of Engineers and National Park Service were forthcoming, however, in general the response of the States was not all that could be desired and the remaining portions of the inventory were finally, completed satisfactorily by the National Park Service AWR Staff and the complete inventory data summarized in usable form.

We then proceeded to an estimation of needs. Here again, since an adequate and complete estimation of needs should be of vital interest to the States, I think we hoped for more cooperation than we received and it finally evolved we prepared the estimate of needs and took it to the States for clearance.

Perhaps now is the proper time to discuss the general reaction of the States to the recreation study. I shall speak in very broad terms since no two of the States react in the same way. I believe the States are basically sympathetic to the role of the National Park Service in recreation planning; however, the work involved in the AWR study was pretty generally superimposed on an already overloaded State recreation staff. Regardless of their sympathy for planning their time and funds had to be devoted to the day by day operations of their agency. We who also work on appropriated funds can understand that. Another thing, in the AWR study we have actually the Federal government coming to the States, which is received with mixed emotions. In the 8 States we have some pretty solid "states righters", who feel that they need little assistance from the Federal government in planning recreation for their people. We have some others who remember quite vividly the late 30's when we approached with a plan in one hand and a key to the Federal treasury in the other. Insofar as

funds for effectuating a recreation plan are concerned, the Federal government has pretty much put away the key. Right here I might mention the Bureau of the Budget Circular A-47 which was released on December 31, 1952. This circular encourages Federal participation in recreation plans and investigations. It seems to discourage Federal financial participation in development. I think we should realize that we cannot divorce planning from financing. A plan without a buyer is just a plan. "Who is going to pay for this?" is a question we may hear quite often in the future.

Also as you know, State agencies are extremely sensitive to pressure. Suppose we show that a State Recreation area is needed in the general vicinity of a certain town. The State member of the Recreation Work Group may wholeheartedly agree but he has a very vivid conception of the pressure that will hit him if the AWR plan recommends it. On the other hand, he may look upon the AWR plan as another lever for use on his State appropriation committee. We get both reactions, as a result we will get 8 different degrees of recreation planning, but pretty generally instead of a really comprehensive plan looking 25 years into the future, we may well expect to include only that part which is State responsibility which the State representative on the Recreation Work Group has in his 3 or 5 year program. A tight schedule such as we have in AWR doesn't leave much time for the "missionary" work needed to solve all these problems.

The State reaction should not, of course, prevent our developing an accurate estimate of needs; it can however, pretty effectively keep it from getting into the AWR plan. If we don't include the need we cannot include the solution. This will be especially true where the solution appears to be a single purpose non-Federal recreation project. Insofar as the needs can be met by development as part of a Federal multiple purpose project, we will do much better. As I mentioned earlier we have developed a "statement of needs" for the State areas of the basin. This statement of needs with a solution for each is in reality the plan. We have now a tentative plan for each State (or section of the State in the basin). Much remains to be done in coordinating and integrating this recreation plan with the tentative plans of 16 other functions to produce the final AWR plan.

We have found that there is a real need for additional day use recreation areas. A "day use area" as we consider it is an area where you can take your family on Sunday afternoon for a picnic, usually about 25 miles. There is a need for additional areas where you can spend the week-end, either camping out or in a comfortable and economical cabin, perhaps 50 miles. Distance is an arbitrary criterion of course, and is used only as a planning tool. I found last week that 50 miles in your eastern traffic is a lot farther than 50 miles between Amarillo and Thackacori. There is no doubt that there is a need for additional development of vacation

areas in the Ozark Region and in the mountainous regions of the western portion of the basin. We are developing a plan to answer these needs.

The National Recreation Association is conducting a cooperative study for us in Tulsa, Texarkana and Amarillo to try to determine the desires of the people for outdoor recreation. Perhaps we have been stressing what we think the people should have rather than what they want, if so the study may give us some assistance.

The University of Oklahoma is about to complete a study of the contribution of recreation to the general economy in a small study area in the Ozarks. This should help us to show the importance of recreation economically. You know and I know that we cannot measure the value of recreation in dollars. However, recreation does compete in the field of natural resources with kilowatt hours, gallons of water for municipalities, acre feet of water for irrigation and etc. I tend to reserve my opinion as to how accurate some of the dollar values assigned to the above are, but without attempting to measure the intangible benefits of recreation, we will, I believe, be the stronger for totalling up the tangible where we can.

The most important consideration throughout the study has been to locate and encourage the preservation of areas which should be preserved for their intrinsic values. They can be of national or State or local interest our main objective is to identify them and recommend that they be protected before it is too late. A comprehensive archeological survey is now nearly complete. At this time three sites, Poverty Point in Louisiana and the Menard and Toltec Sites in Arkansas appear to warrant consideration for inclusion in the National Park System. Protection for less outstanding archeological sites by non-federal agencies is being encouraged.

The AWR historian got a late start and is now making his reconnaissance survey. The recommendations he makes will no doubt be comparable to those of the archeologist.

If there are potential National Recreation Areas within the AWR basins we will not overlook them. At present the possibilities seem to be in the Ozark Region and much detailed study is needed there.

Several times I have mentioned the Final AWR Plan due June 30, 1954. There is, of course, no such thing as a final plan or finality in planning. If our work in the AWR is to be of lasting benefit, the plan must be revised and kept abreast of future development. The work we have underway with the States should not be dropped. We are establishing a framework into which individual projects and units can be fitted. We should be there for the fitting.

## RIVER BASIN STUDIES

### Columbia River Basin Recreation Survey

Report of Neal Butterfield at  
Director's Staff Meeting, April 16, 1953

This is the third of a series of talks covering the several River Basin Studies now in progress. Mr. Chester Brown of the Missouri River Basin has presented the background information that applies to all such studies. Accordingly, I will not burden you with a repetition of it. At the last meeting Mr. Bowen presented the program and some of the problems encountered in the AWRB.

Today, I will discuss the activities of the Columbia Basin Recreation Survey. River Basin Studies in the Columbia commenced in 1945 with the work being done from the Region Four Office. Because of the large program in the Northwest, the Portland District Office was opened in November, 1946. In view of the backlog of recreation planning on existing and proposed reservoirs in the Northwest, our work was confined to individual reservoir projects for several years.

It should be pointed out that in the Northwest when we speak of the Columbia River Basin, we include within that term the coastal drainages of Washington and Oregon as well as the drainage of the Columbia. The Rogue River Basin in Southwestern Oregon is a basin of pressing importance on which we are concentrating our major efforts at present.

Rogue River Basin - Oregon. The Rogue River drains a basin of 5,060 square miles in southwestern Oregon. Its source is Boundary Springs in the northwestern corner of Crater Lake National Park at an elevation of 5,300 feet. The basin is approximately 110 miles in extent from east to west and from 45 to 60 miles wide from north to south, except for the most western 25 miles which is narrowed to about 2 miles in width by the Chetco and Pistol River basins on the south and the Coquille River basin on the north. Where the river empties into the ocean at Gold Beach, the basin boundaries are little more than one-fourth of a mile apart.

The river is a little more than 203 miles in length and for the most part lies in the northern part of its watershed. The principal tributaries all enter from the south and flow in a north-westerly direction. Listed in the upstream order of their occurrence these are: the Illinois River, Applegate River, Bear Creek, upon which are located the cities of Medford and Ashland; Little Butte Creek, Big Butte Creek, and the South Fork of the Rogue.



The Rogue River Basin is composed of 3 physically distinct parts. These are the eastern or upstream section; the central or valley section; and the western or downstream section.

The eastern or upstream section begins at Trail and includes: the headwaters of the main stem, headwaters of the Middle Fork and South Fork of Rogue River; Big Butte Creek, Elk Creek, and Little Butte Creek. It embraces an area of about 1,400 square miles.

From Trail to Prospect, a distance of 22 miles, the river flows through a canyon deepening to about 400 feet. The South Fork branches about 4.5 miles below Prospect and the Middle Fork joins the South Fork 4.0 miles above its confluence with the main stem.

At Prospect, the river climbs through a series of steep cascades to the broader upper valley bounded by the Cascade Divide on the east and the Rogue-Umpqua River Divide on the west. The Middle Fork continues easterly to its source in the 7 lakes basin just westerly of the Cascade Divide, while the South Fork continues southeasterly and south to drain the area just northerly of Mt. McLoughlin. The headwaters of both the Middle and South Fork lie within the Sky Lakes limited area of the Rogue River National Forest that extends south from Crater Lake National Park along the Cascade Divide to Four Mile Reservoir.

Below Trail, the valley of the main stem widens as the river enters the central or valley section of the Basin, extending southerly to include the towns of Medford and Ashland, westerly to include Grants Pass, the Applegate River Valley, upper Illinois Valley, and the Valleys of Evans Creek, Jumpoff Joe Creek, and Grave Creek. It is this section of the basin which has been developed agriculturally and industrially and in which lie the arable lands proposed to be brought under irrigation. It is in this valley section that most of Jackson and Josephine Counties' total population of 85,000 persons reside.

The physical division of the western or downstream section of the basin lies 14 miles northwest (downstream) from Grants Pass. Here the river leaves the Rogue Valley and enters another more rugged canyon through which it flows for most of the 85 miles remaining before it empties into the Pacific. This section of the river, except at Marial and Agness, is accessible only by boat and by trail, and is the part of the stream which was publicized by Zane Gray's writings of the Rogue. His cabin still stands at Winkle Bar.

The Illinois River joins the Rogue at Agness, 26 miles from Gold Beach, after flowing through 46 miles of deep, rocky, canyon country, a considerable part of which is inaccessible. Agness is the upriver terminus of the Rogue River Boat Company which carries mail and passengers from Gold Beach,

Existing and Proposed Agricultural Development. The first irrigation enterprise was initiated in 1898. Between 1916 and 1930, seven irrigation districts were organized and several smaller private and cooperative irrigation projects were constructed. At the present time somewhat more than 64,000 acres are under irrigation. There are 4 major irrigation reservoirs, 1 large diversion pool, and many small ditch diversions throughout the valley section where all the irrigation development occurs. With the exception of the Savage Rapids diversion pool, no significant irrigation works have been constructed on the main stem of the river.

The current plans of the Bureau of Reclamation propose to irrigate 26,000 acres of new land, 48,000 acres of land which is now dry farmed, and to provide supplemental water to 40,000 acres of land now deficient in water supply. This would be accomplished by the enlargement of one existing reservoir, the construction of 8 additional reservoirs and one major diversion works. In order to economically justify the development, it is also proposed to construct 8 power plants of various capacities. Two of these would be in juxtaposition with dams, 5 would be situated at other locations in the eastern part of the basin, and 1 would occur in the central or valley section.

Recreation Aspects of the Proposed Development. The crux of the proposal as it affects recreation lies in the construction of the 40-foot Trail Diversion Dam, the 242-foot Lewis Creek Dam and Reservoir, and construction of 4 of the proposed power plants, all of which would occur on the mainstem in the eastern, upstream part of the basin. This part of the basin is high in recreation use and potential. Other proposed reservoirs occur on tributary streams where recreation losses are negligible and where recreation benefits created by the construction would be substantial.

Specifically, the Trail Diversion and Lewis Creek Dams effectively block the anadromous fish runs of salmon and steelheads, impairing the fishery of the entire river below; they would flood out 4 state park areas and 10.25 miles of the Crater Lake highway. The 4 power proposals, all located above Prospect, would be run-of-the-river plants with no significant water area created by the diversion dams. During annual periods of low flow, occurring at the height of the recreation season, 16.5 miles of the river would be dry or nearly so. Three campgrounds and one summer home area are located along parts of the river which would be subject to drying, as is the scenic and geologically interesting Rogue River Gorge.

The Problem. The particular task assigned the Service by the Secretary was to conduct "studies of the scenic and recreational resources of the basin, leading to an evaluation of these resources. Based on this evaluation, plans should be recommended for their conservation and development and for management of the public lands of the basin."

The problem then is an analysis of the existing and potential recreation areas of the basin and the formulation of a plan recommending specific areas of the public lands for conservation and development.

In this summation, the prosecution of the problem statement appears simple, but the addition of (a plan) " \* \* \* for the management of public lands" adds complexities. It becomes necessary not only to identify resources of importance to recreation, but to also evaluate the use of the resource for recreation purposes compared to other uses. Simply stated, it becomes necessary to identify and delineate areas in which recreation is properly a dominant, co-dominant, or subordinate use of the resource. This naturally leads to a myriad of transition zones throughout the basin which requires careful weighing of resource use and makes the problem increasingly difficult, as the Rogue River Basin is generally accepted as the last natural recreation area on the Pacific Coast.

## RIVER BASIN STUDIES

### New England-New York Inter-Agency Committee

Report of Allen T. Edmunds at  
Director's Staff Meeting, May 1, 1953

The portion of the United States that I would like to talk with you about this morning is a well defined region. It has been the objective of recreation-minded people for many years; long before it was "discovered" by the River Basin Study Group. The region, for the most part, harbors a type of person who is conservative by nature, zealous of his heritage, an independent thinker, and one who takes pride in doing for himself what he is afraid the Government is planning to do, at his expense, for those who live outside New England. The region contains one-sixth of the population of the Country, in about one-thirtieth of the area of these United States.

Recreation as an industry, in New England alone, ranks second as an income producer. Through the diligent efforts of the self-sustaining New Englander in housing, feeding, and amusing the pleasure-bent vacationist, upwards of a billion dollars a year reaches his pockets. Unlike the regions discussed with you on three previous occasions, this one has arrived. It arrived many years ago.

You will note from the base map that this region is defined by State lines and not by river basins. The Recreation Study and Report Group is one of a few Groups that are to prepare a report on all the area within these boundaries rather than following certain river basins.

The ultimate objective of this study is to provide an inventory of the recreational needs and resources of the region and a plan to aid in the full utilization of such resources to meet the needs of an increasing population and to contribute to the regional income.

This study is part of a larger study which was initiated by Executive letter from President Truman to the Secretary of the Army under date of October 9, 1950, in which he requested that a temporary inter-agency committee be organized for the purpose of initiating a comprehensive survey of the resources of this region and preparing recommendations for the development, utilization, and conservation of those resources. He designated the Department of the Army as the chairman agency and named the Departments of the Interior, Army, Agriculture, and Commerce, and the Federal Security Agency and the Federal Power Commission as participating members of the committee.

The President emphasized the necessity of coordinating the work of each agency and that of the committee with interested state and local agencies. He asked that the final report carry the concurrence or comments of each state. To implement this requirement he asked the Governors of the seven states concerned to designate official representatives to act as liaison between the committee and the various state agencies concerned with resource development. The President also made point of the fact that the economic growth and stability of an area largely depends upon how its natural resources are developed.

The organization work of the New England-New York Inter-Agency Committee resulted in the establishment of eleven study and report groups and three sub-committees. The sub-committees act as over-all fact finding agencies for the study and report groups. The groups and sub-committees are as follows:

| <u>Groups</u>                | <u>Sub-Committees</u> |
|------------------------------|-----------------------|
| Fish & Wildlife              | Economics             |
| Mineral Resources            | Hydrology             |
| Agriculture                  | Mapping               |
| Drainage                     |                       |
| Flood Control                |                       |
| Navigation and Beach Erosion |                       |
| Pollution Control            |                       |
| Power                        |                       |
| Public Health                |                       |
| Water Supply                 |                       |
| Recreation                   |                       |

The membership of each of the Groups is comprised of representatives of interested Federal agencies and State agencies primarily concerned with the resource under study. The Federal agency having a primary responsibility in each subject has been designated the coordinating agency. For example, the Recreation Study and Report is comprised of the following:

Department of the Interior - National Park Service Representative  
 (Coordinator - Mr. George H. Thompson)  
 Department of the Army - Corps of Engineers Representative  
 Department of Agriculture - Forest Service Representative  
 Federal Security Agency - Public Health Representative  
 Connecticut - Superintendent of State Parks  
 Maine - Member of State Park Commission  
 New Hampshire - Chairman of Forestry and Recreation Commission  
 Rhode Island - Representative of Division of Parks and Recreation  
 Massachusetts - Representative of Division of Parks and Recreation  
 and Superintendent of Metropolitan District Commission  
 Vermont - Representative of State Forest Service  
 New York - Director of Division of State Parks

The members of the New England-New York Inter-Agency Committee will integrate and consolidate into one report the findings of these work groups. The deadline for that report is June 30, 1954.

The first meeting of the Recreation Study and Report Group was held in Boston, Massachusetts, on February 15, 1951, at which time a suggested outline for the section on Recreation was discussed and adopted. Subsequent meetings have been devoted to working out procedures for accomplishing the survey, approving forms for use in connection with the survey, approving a work outline and schedule for completing the various sections of the Study, and discussing reports on recreational resources of individual drainage basins.

The work of the Recreation Study and Report Group is broadly sub-divided into the following six items:

1. Analysis of trends in population that affect need for recreational opportunities.
2. Inventory of recreational resources, areas, and facilities of the region (non-urban).
3. A survey of the current use of the region's recreation resources with analysis to determine the habits and interests of the people of the region and visitors to the region.
4. A determination of recreational needs and the resource development required to meet the needs.
5. Economic aspects of recreational development including analysis of costs, benefits, and potential contributions to the regional income.
6. Conclusions and recommendations.

Some of the things that have been accomplished to date include a complete inventory of public non-urban, out-of-door recreation areas; field studies of several of the 28 drainage basins, and reports prepared and reviewed by the Group; data on use of winter sports areas obtained during the past two winter seasons; preference and use studies made at over 30 selected areas during the past summer season; pilot studies conducted in three urban centers to determine extra-urban recreational activities of residents of these centers; and a survey of the historical and archeological sites and objects of the region as an important phase of the report.

Target dates have been established for the completion of drainage basin reports for all Groups. As quickly as these reports are completed the coordinators of each Group meet to present the plan as recommended by his Group. The information submitted is used to formulate the first draft of a Survey Report for that basin.

The general make-up of the Final Report will consist of three parts. Part One will include the introduction, a description of the general regional program, what the program will achieve

together with a summary of recommendations. Part Two will contain the agreed upon Report by watersheds or river basins which will be grouped into sub-regions. In this section of the Report the findings and conclusions of all Study Groups will be consolidated. Part Three will comprise the basic river basin Reports of the Study and Report Groups. This part is essentially an appendix to Part Two. Part Three will also contain the basic data reports of the three sub-committees.

There are four special studies being conducted within the framework of the Recreation Study that hold more than passing interest. Three of them have been mentioned previously, and the fourth is concerned with obtaining information regarding the natural history of the region. The latter study will be made through the cooperation of Dr. William C. Vinal, a long-time friend of the National Park Service, and a selected group of approximately 100 naturalists. The data collected will be reviewed by Chief Biologist Cahalane of this office, and the results provided to the Recreation Study and Report Group as a part of their report. It is hoped that from this special study will come information relative to unusual features of nature that may have escaped consideration previously in an evaluation of the recreational resources of this region.

The pilot studies conducted in three urban centers (Lowiston-Auburn area, Maine; Springfield, Massachusetts; and Albany-Troy-Schenectady area, New York) are being done under contract with the National Recreation Association. The purpose of these studies is to determine what type of recreational activity the urban dweller seeks outside the confines of his city. When we go to a National or State Park to conduct a study, it is obvious that the persons interviewed there are interested in that area. We have not measured before, however, the non-urban park interest of the urban dweller while in his own habitat. The information obtained is to be tabulated, analyzed, and evaluated by the National Recreation Association, and included as a part of the Group Report.

The data collected from a simple one-page questionnaire, distributed at winter sports centers for the past two seasons, to determine extent of use, adequacy of existing facilities, and desires of people of region have been tabulated but not analyzed or evaluated to date. A brief review of information tabulated, however, indicates that people travel a good distance to ski, skate, toboggan, etc., and spend considerable sums of money in pursuing these sports. A great percentage of the people travel by car, and the majority spend more than one day each trip in engaging in these activities.

The fourth of these special studies, Preference and Use of Recreational Resources, was conducted last summer on over 30 non-urban recreational areas in the region. The data from approximately 2,000 questionnaires have been tabulated and is now being

evaluated and analyzed by Mr. Alldredge. This study developed considerable interest and enthusiasm among the States and should bear excellent results.

The questionnaires were distributed to seven Federal areas, Acadia National Park, Salem Maritime National Historic Site, and five Forest Service areas in the White Mountains and Green Mountains, National Forests; fourteen State Parks in Connecticut, Maine, Massachusetts, New Hampshire, and Vermont; seven areas in the Boston Metropolitan District; and commercial areas along the Maine and New Hampshire coasts, on Cape Cod, and in New Hampshire and Vermont. The State Park areas participating included some on the seashore, in the mountains, and at inland lakes.

For the most part the questionnaires were distributed to the visitors as they entered the areas or while they were enjoying the facilities. Personal interviews were made at Rocky Neck State Park in Connecticut and with vacationists at Old Orchard Beach, Ogunquit, and York Beach, in Maine, and Hampton Beach, New Hampshire. The return of completed questionnaires was best in the Metropolitan areas, with a return of 70% of those distributed. Acadia National Park received the next highest return, or 64%. The over-all return was an estimated 38%.

Some of the points that have developed to date regarding this study may be of particular interest to you and worthy of mention at this time. It must be borne in mind, however, that no conclusions have been reached to date and proper evaluation has not been completed at this time.

#### Points of Interest:

##### Activities Interested In

Sightseeing was the activity mentioned most frequently as being of interest for those visiting National Parks, Boston Metropolitan Areas, and commercial areas. Bathing led all others on State areas and Forest Service areas. The latter activity was second on National Park, Metropolitan, and commercial areas.

Historic Site Study was third at areas of National Park System and Boston Metropolitan areas, tenth at Forest Service areas, eighth at State areas, and fourth at commercial areas.

Nature Study ranked tenth on areas of the National Park System, ninth on Forest Service areas, eleventh on State Parks, fifteenth on Metropolitan areas, and thirteenth on commercial areas.

Photography ranked seventh at all types of areas except commercial, where it rated third place.

##### Activities Preferred

Sightseeing again ranked first at areas of the National Park System, Metropolitan areas, and commercial areas. Bathing took



first place at State areas again, but Camping replaced Bathing on Forest Service areas.

Historic Site Study dropped one place to fourth on areas of the National Park System; dropped to fourteenth on State areas, raised two places to eighth at Forest Service areas; and retained its third place position at Boston Metropolitan areas; and fourth at commercial areas.

Nature Study raised its position to eighth on areas of the National Park System; dropped to thirteenth on Forest Service areas; raised to eleventh on State Parks; raised to twelfth on Metropolitan areas, and was omitted on commercial areas.

Photography rose to fifth place on areas of the National Park System; dropped to tenth on Forest Service areas; rose to sixth on State Parks; dropped to the bottom on Metropolitan areas; and rose to fifth place on commercial areas.

#### Interests Other Than Those Listed

Painting rated top priority on areas of the National Park System; second on State Parks and Forest Service areas.

Mountain Climbing occupied second place on areas of the National Park System and commercial areas; first on Forest Service areas; fifth on State Parks.

It is interesting to note that the majority of those filling out the questionnaire from the Boston Metropolitan Area were not from Boston. Most of the visitors were from out-of-state except those at Quabbin Reservoir which is about 70 miles from Boston.

People from New York and Massachusetts drove farther than visitors from the other States in the region.

A great percentage of visitors to all areas were over 13 years of age.

The average number of persons per car visiting State Parks for one day was 5.3; weekends and 1-4 weeks was 3.2; the average number visiting areas of the National Park System for these same classifications was 3.4; 2.9 and 2.8.

There is very little use of the house trailer for vacation purposes in the region.

Visitors do not choose to patronize park stands for their meals.

Recreation is big business in this region, and feeling the pulse of the using public is of considerable interest to the States. These are their business, their resources, their economy, that we are working with, and perhaps together we can produce a gainful, useful, report of which we can all be proud.

## RIVER BASIN STUDIES

### Colorado-Big Thompson Diversion Project Recreation Study

Report of Hal Hubler at  
Director's Staff Meeting, May 14, 1953

The Colorado-Big Thompson Project is the largest trans-mountain diversion undertaken to date by the Bureau of Reclamation. When completed it will collect and regulate waters from a drainage area of 438 square miles in headwaters of the Colorado River. It will divert an average of 257,700 acre-feet annually to the east slope of the Rockies for a supplemental water supply for 707,710 acres of irrigated land, and will provide a supplemental water supply for eight towns in northern Colorado. Imported waters will be utilized to generate approximately 620 million kilowatt-hours of energy annually, of which 557 million will be firm, salable commercial energy. There will be four reservoirs on the Western Slope: Green Mountain, Willow Creek, Granby and Shadow Mountain, and six on the Eastern Slope: East Portal, Marys Lake, Lake Estes, Rattlesnake, Horsetooth and Carter Lake.

The project was authorized by Senate Document No. 80, 75th Congress. Construction of features was started in 1938, and it is expected that the work will be substantially completed in Fiscal Year 1955. Construction costs are presently given as \$164,131,000 as compared with the original figure of \$43,883,022 in Senate Document, No. 80.

The first recreation report on any portion of the project was issued in 1938 under the title "Report on Recreation Development Possibilities for Shadow Mountain and Granby Reservoirs." (Ken Mitchell). The fact was recognized at that time that the introduction of two bodies of water closely related, to supplement the known qualities of Grand Lake, situated in a stimulating background would create unusual interests and desires to participate in water recreation activities which the reservoirs would yield. The report recommended lands to be acquired and those to be controlled in the interest of taking full advantage of the opportunities. It also contained general recommendations as to the types of developments and possible locations of facilities.

Inasmuch as the Bureau does not have authority to acquire lands for recreation, serious consideration was apparently not given to the Mitchell Report. Consequently the development of these two reservoirs is seriously handicapped by the lack of sufficient lands for recreation.

Nothing more was undertaken by the Service until after January 1947 when the Secretary of the Interior approved a Memorandum of Understanding between the Bureau of Reclamation and the

National Park Service with reference to recreation surveys on the entire project.

Considerable water had passed down the Colorado River between 1938 and 1947; Some project features had been constructed, many more had been started, much of the reservoir lands had been purchased, and the Bureau's plans were quite firm and generally complete. We entered the picture at a late date, and at a time when it was difficult to have the Bureau engineers give serious consideration to recommended project revisions in the best interest of scenic and recreation values. The project was real and inasmuch as the Bureau's work had advanced so far by 1947 when the Service was first officially brought into the picture, the normal procedure of first preparing the Recreation Reconnaissance Reports for units of the project was dispensed with and the usual second step, or the preparation of Planning Reports with General Recreation Development Plans was undertaken.

The Bureau transferred \$35,000 to us for accomplishing this work. To date planning reports have been completed for all ten reservoir areas, and all except the one for Carter Lake have been cleared with interested agencies, and distributed to those concerned. This report will be cleared and distributed in the next several months.

The National Park Service entered into another Memorandum of Understanding with the Bureau in May 1950. This agreement provides for the preparation of detailed construction plans for recreation development of the reservoir areas. At that time it was determined that time, money and effort would be wasted in preparing a complete set of plans for each reservoir, only to shelve the greater portion of them until such time as the construction work could be undertaken. Consequently the work schedule and program for the project were made to cover work that could be justified from the standpoint of protection of public property, sanitation and public safety, as well as plans that could be justified for construction work that could be accomplished within a reasonable length of time regardless of the source of funds. For example: the boating concession at Lake Estes had in the past been operated on a short period lease and on a temporary site. This concession expired after the 1952 use season, and it was deemed desirable to locate the new, longer term concession on the permanent site. This would be advantageous for making improvements on a permanent basis. Plans were needed immediately for the development of the area in which the new concession would be located, to assure that this layout would tie into and not conflict with the over-all scheme.

More extensive planning for Shadow Mountain and Granby was justified on the basis that the Shadow Mountain National Recreation Area was to be established and there was a likelihood that the Service would get some construction funds and would have an immediate

need for construction drawings. This proved to be true and we had plans available last summer when funds were appropriated for the development of the Stillwater Creek area, which, it seems will be the first to supply planned facilities for the use of the public.

The total amount of funds transferred to us by the Bureau under the 1950 agreement was \$96,100. Considerable work has been accomplished to date and we feel now that our obligations to the Bureau will have been fulfilled and that the available funds will have been expended by March or April 1954. This will complete our work on the Colorado-Big Thompson Project for the present time. All planning responsibilities for construction at the Shadow Mountain National Recreation Area will be assumed by Rocky Mountain National Park and the Regional Office after that time.

All in all we will have spent \$131,100 of the Bureau's funds in our cooperative work with them.

After somewhat extensive negotiations we have made progress with other agencies for the administration and management of recreation on project reservoirs. You will recall that the Shadow Mountain and Granby Reservoirs and the West Portal area of Adams Tunnel are included in what is known as Shadow Mountain National Recreation Area, and that the Service has assumed interim management of the Willow Creek Reservoir area, pending successful negotiations with a local qualified agency.

The U. S. Forest Service was considered the logical agency to manage Green Mountain Reservoir inasmuch as their forest boundary is adjacent to the area and there is no other likely agency in that region. It would be necessary for the Forest Service to extend their forest boundary to include the reservoir before they could take it over. These negotiations will probably require a period of time inasmuch as they wish to extend their boundary to include additional lands in the Blue River Basin above the reservoir. A greater portion of these lands are under the jurisdiction of the Bureau of Land Management, which Bureau we understand, is not in complete accord with the idea.

The East Portal area of Adams Tunnel was determined to be of major importance to the Bureau of Reclamation and should remain in their jurisdiction since the scheme of development is an educational feature where the Bureau can meet the public and give their story of the entire project. No effort is being made to find another administering agency.

Negotiations have been made and are being continued with the Town of Estes Park for the management of Lake Estes. Progress has been made to the extent that the Town is presently reviewing a draft of the lease agreement they will be expected to sign. We

believe these negotiations will be completed before the coming recreation season, perhaps by the opening of fishing season, the latter part of May. We expect to make a real effort to have the Town take over Marys Lake also.

Commissioners of Larimer County are presently reviewing a draft of the Lease Agreement for the management of Horsetooth, Carter Lake and Rattlesnake Reservoirs. The agreement will probably be completed before the 1953 use season gets into full swing. In this manner then, we hope that recreation on all project reservoirs will be adequately managed.

In negotiations with local prospective managing agencies, we find that we have a sales point of some consequence: revenue derived from recreation use; grazing or farming leases, reverts to the U. S. Treasury when areas are administered by a Government agency, and there is no authority or money for development of facilities. If, on the other hand, the administration is assumed by a local agency, all revenue from recreation such as is derived from concessions or the sale of boating permits and revenue from grazing or farming leases can be used to develop and manage the areas and recreation facilities. Local interests are reluctant to spend their funds for these purposes. They are more receptive when they know that any income derived can be put back into the enterprise. Under these conditions it is assured that the areas will be made as self-supporting as is possible and that the development rate will not exceed to any extent the rate of income.

## SPECIAL REPORT

### Reservoir Planning Management

Report of Elton M. Hilton, Chief,  
Reservoir Planning and Management Division, Region Four Office,  
at Director's Staff Meeting, May 14, 1953.

This subject is one which must be considered in the early phases of any river basin investigations. It is interwoven in Region Four activities; consequently, this review necessarily dwells on river basin studies also, but, in view of accounts previously presented which have adequately covered background material, it is limited more to our main office organization, basins, important projects, accomplishments, and illustrative problems.

Organization and Scope. The Reservoir Planning and Management Division is one of four planning divisions under Assistant Regional Director Hoyt. In addition to the Chief, the division includes Mr. W. L. Bigler, who is in charge of the California Central Valley Branch; Draftsman La Riviere, and one clerk-stenographer. When I was assigned to Region Four late in 1946, there was a larger personnel primarily concerned with individual reservoir studies within the California Central Valley Project. As time progressed, along with formulation of policies and procedures by the Washington Office, the scope of work was extended to include: region-wide coordination of planning, development, management, and negotiations with other agencies for administration of recreation on Bureau of Reclamation reservoirs of less than national significance; liaison relationships with four Interior field committees; the Pacific Northwest, the Pacific Central Temporary Field Committee, and the Colorado-Great Basin Field Committee; review of sponsoring agency's reports, and review of all water control reports affecting the Region; study assignments on surplus areas available for public park and recreation purposes; keeping abreast of critical water control projects that would affect national or state parks or monuments, wilderness, wild, or other areas of outstanding interest; meetings with other agencies especially on various types of reservoir agreements in all basins of the Region; management and development phases related to our two national recreation areas--Coulée Dam and Millerton Lake; and, of course, preparation of reports on reservoirs required by the Bureau of Reclamation and Corps of Engineers. As in other regions, the tendency is toward over-all basin studies but personnel limitations prevent undertaking basin studies desired by the Bureau and by the Pacific Central Temporary Field Committee and the Alaska Field Committee. Our river basin studies in Alaska have barely been started although that field in the Territory is becoming exceedingly important to commerce and industry in the States. Deficiencies in basin studies are shown in

annual estimates which propose a substantial increase in personnel.

The nature of our work is such that close relationship is necessary with every division of the Regional Office. In the preparation of material for field committee reports, for example, we dwell primarily on requirements of national parks and monuments, but to a considerable extent on needs of river basin projects. Reservoir master plans and development outlines are the direct responsibility of the design and construction divisions, with close correlation and some coordination by our division. The preparation of a reconnaissance or project report on a single reservoir usually involves consultations with the History, Natural History, or other divisions in addition to meetings with national, state, or local agencies. I believe that we obtain not only a broad knowledge of Service problems and policies, but also a conception of the Region's physiography, economic, and social conditions--in short, a concept of the geography of living--to a greater extent than some of us who are engaged in less exploratory fields of Service work.

Important Projects. Mr. Butterfield remarked in April on the Pacific Northwest, its large Columbia Basin project, and the numerous, important proposals in that enormous area, some of which are of great concern to our Service. A very large amount of time has and is being spent in the Regional Office on matters connected with Coulee Dam National Recreation Area and the nearby Equalizing Reservoir. The preparation of master plans for the latter area and the Owyhee Reservoir in Oregon will be concluded this spring.

Geographically, the Columbia River Basin's 220,000 square miles within the United States is less than one-half of the Missouri Basin drainage and considerably more than California's 156,803 square miles. The California Central Valley, which occupies a little more than one-third of the State's area, is comprised of two basins--the Sacramento River on the north and the San Joaquin on the south. The Bureau of Reclamation's Central Valley Project, with its present canals, Shasta and Friant dams, and future units is one of the largest conceived by man. It contemplates ultimate irrigation of 6-1/2 million acres, domestic water supplies, flood control, and power for a State that has grown to nearly eleven million, twice as rapidly in population as 17 western states combined, and where a population of 20 million is estimated by 1970.

Sixty-two reservoirs are in the ultimate Central Valley programs of the Bureau of Reclamation and the Corps of Engineers. One of these units, the San Luis, approaches a billion dollars in estimated cost and involves a larger area than the Columbia Basin project. The Federal agencies are not alone in projecting large undertakings. The State of California has under consideration a billion dollar project to store and carry water from the more favored Sacramento Valley to Southern California over and beyond the Tehachapies. There are a number of reservoir proposals in the California coast drainage basin.



Investigation of recreation attributes of these reservoirs by auto, plane, foot, and horseback, together with acquirement of basic data, consultations, and related tasks gives one some knowledge of the magnitude of California's requirements, its varied resources from the high Sierras and coastal ranges to the fertile valleys and arid regions. An apprehension arises of possible threats to scenic, historical, and archeological resources. The Service is aware of danger to Kings Canyon from proposals by the City of Los Angeles.

Accomplishments and Current Work. Exclusive of the Columbia Basin, the San Francisco office has completed 27 recreation reports involving 44 reservoirs including one in the Alaska Eklutna Basin, and two coastal basin reports. Within the region, agreements have been consummated for recreation administration of 18 reservoir areas by Federal, state and local agencies; agreements are being negotiated for administration of 5 reservoirs.

Pursuant to agreements for advanced planning financed by the Bureau of Reclamation, master plans and development outlines have been concluded for the Cachuma Reservoir, California, are practically completed for the Owyhee Reservoir, Oregon, and the Equalizing Reservoir in Washington; similar work has just started for Folsom and Nimbus Reservoirs in California. In addition to this present planning work and two reservoir reports under way, we have two important tasks relating to the California State Division of Beaches and Parks. One is the immediate preparation of a portion of the master plan for Folsom Reservoir to guide the Tri-County Planning Commission in installing limited facilities for the public visiting the dam construction. The second is concerned with advance preparations for a proposal to the Park Commission for Mr. Drury's division to take over the Millerton Lake National Recreation Area.

Archeological survey reports have been prepared by the Smithsonian Institution for 78 reservoir areas and 3 levee and bank protection projects in the Region. Salvage excavations have been completed for 7 Corps and 3 Bureau reservoirs and are under way at the Dalles Reservoir on the Columbia River. Subsequent to July 1, 1952, archeological and paleontological work has been under Archeologist Louis R. Caywood, who has prepared contracts with universities and colleges with surveys completed for 7 reservoirs, and salvage work on two.

Illustrative Problems. Region Four has basic problems identical or similar to those experienced by Region Two which have been ably described by Mr. Chester C. Brown. A few additional ones are briefly described in this account.

Need for closer cooperation by the Bureau with our agency was evident in connection with the Owyhee Reservoir. Here, inadequate

approaches and launching facilities, necessarily high estimated road costs in the master plan, together with frustrations of users to obtain governmental or state financing, led the local Nysa Boat Club to obtain Bureau approval for its own financing and construction of an access road. The result--depletion of funds raised by the Club, a one-way road for part of its length, several miles scarring a steep side hill with unsightly switchbacks, and extreme doubt that it will stand up under winter conditions.

The lag in basin investigations and recreation resource conservation and development is evident to others. For example, a representative of the Corps of Engineers San Francisco Division office informed us recently that they are behind at least one and one-half years. The situation is reflected in field committee program reports. An impetus, with increased requests for our services, may be expected if defense needs lessen. During the curtailment of civil works, the Corps frowns on the word "recreation" and employs "management" justifications instead for very limited basic recreation facilities. We may also expect requests from the Corps for recreation reports apart from basins and reservoirs. An example is the possible study of a portion of Richardson Bay near communities of the Marin Peninsula, California, where park values appear to be of higher public worth than real estate subdivisions.

You already may know, from Mr. Irving C. Root, of an outstanding situation in California of insufficient lands acquired around the Folsom Reservoir. Here, real estate developments are impinging on recreation resources that will be used by at least one million people annually.

Management and development of national recreation areas are scrutinized by the public. Experience dictates the need to install at least some minimum facilities and plan for development by stages in order to avoid public criticism. Understandably, it is sound practice to go slowly and resolve all possible conditions, before proceeding with national park and monument developments. It has seemed to me that, imbued as we are with the National Park Service basic principles, there has been an unconscious tendency to apply them to Coulee Dam National Recreation Area with resulting unnecessary delays.

It is hoped that less restrictive procedures can be soon developed for the handling of reservoir recreational areas planning and management, with more delegation of responsibility to the Regional and Area offices, as is contemplated in the newly established vacation cabin site procedures. Often times, it is of greater importance to provide minimum public use facilities at the earliest possible date at these areas than it is to perfect plans that may not be realized for many years.

Compared to other agencies, our analyses and evaluations are conjectural. The most fundamental element in planning is the

use estimate. Methods of evaluating future use could be bettered if attendance data at existing reservoirs could be recorded and obtained. Millerton Lake permit and attendance records have been valuable in forecasting public use at two future reservoirs which have characteristics comparable to Millerton Lake.

Difficulties in interesting agencies to assume management of reservoir recreation areas are obvious. We are prone to over-emphasize the conditions.

What is the record in respect to existing and partially completed reservoirs? There are the agreements concluded as previously mentioned; that Santa Barbara County Board of Supervisors was finally influenced by a public hearing to undertake management and development of the Cachuma Reservoir; the Tri-County Planning Commission is prodding Mr. Drury and us on the Folsom Reservoir; Washington State agencies want to take over all the Columbia Basin Project Reservoirs. Our endeavors to interest state and local agencies might be aided by more consultations with them; by diligent prosecution and completion of master plans when funds are transferred for that purpose; possible financing of master plans by non-reimbursable funds or by regular MFS appropriations; and possibly some simplification of master plans. Then there are obligations to agencies defined in existing agreements--aid in management and planning that can only be met "dependent upon availability of funds".

In conclusion I should like to draw a parallel between the early years of the National Park Service and our reservoir planning and management work. There is an enthusiasm of our personnel which was evident in those earlier days of our history; a desire to dedicate the areas to the best public use, and to save outstanding areas from despoilation; and an urgent need to show results and to guide and cooperate with others without being restricted by extraneous methods. There is a challenge and stimulation in this type of work that cannot help but remind one of the enthusiasm and spirit of the National Park Service in its youth.

SPECIAL REPORT

Alaska Recreation Resources Survey

Report of Sidney S. Kennedy  
at Director's Staff Meeting, May 1, 1953

This survey is part of the Department's over-all program for development of Alaska. It was initiated in 1950 with an appropriation of \$10,000, has been continued at the rate of about \$40,000 a year, and will be completed by June 30, 1954 except for editing and publishing the report.

The purpose of the survey is to develop an over-all long-range plan for (1) protection of Alaska's scenic, scientific, historical, biological, and other recreation resources, (2) development of park and recreation facilities for the people of Alaska and (3) development of tourist facilities. It is hoped that the plan will serve as a guide for Federal, Territorial, and local governmental agencies and also for private enterprise.

In the field, the survey has been conducted under the general direction of George L. Collins, who has given virtually full-time to the work since its beginning. The work has been accomplished through field investigations by Service personnel and collaborators by cooperation with Territorial and private organizations and individuals and by contracts with the University of Washington, the University of Alaska, and the National Recreation School.

General coverage of Alaska has been made in the fields of scenic resources, history, archeology, and biology and arrangements have been made with the Geological Survey to furnish material on the geology of Alaska. In addition, a number of special investigations have been undertaken. For example, Messrs. Tom Williams, Adolph Marie and Louis Caywood made an extensive investigation of the southeastern coast area beginning at the southern end of the Alexander Archipelago and continuing north through Prince William Sound. Aubrey Neasham, former regional historian, and A. Arthur Woodward, archeologist collaborator, made an investigation of the historical and archeological resources in interior Alaska and adjoining portion of Yukon Territory, on the Kenai Peninsula, and along Kotzebue Sound. Messrs. Collins and Sumner have investigated the Arctic region north of Brooks Range and Lowell Sumner made a special investigation of Katmai National Monument.

The University of Washington, under contract, made an economic analysis of the recreational resources of Alaska and a detailed survey of passenger travel to Alaska. The National Recreation School, also under contract, conducted a survey of community recreation in Alaska.