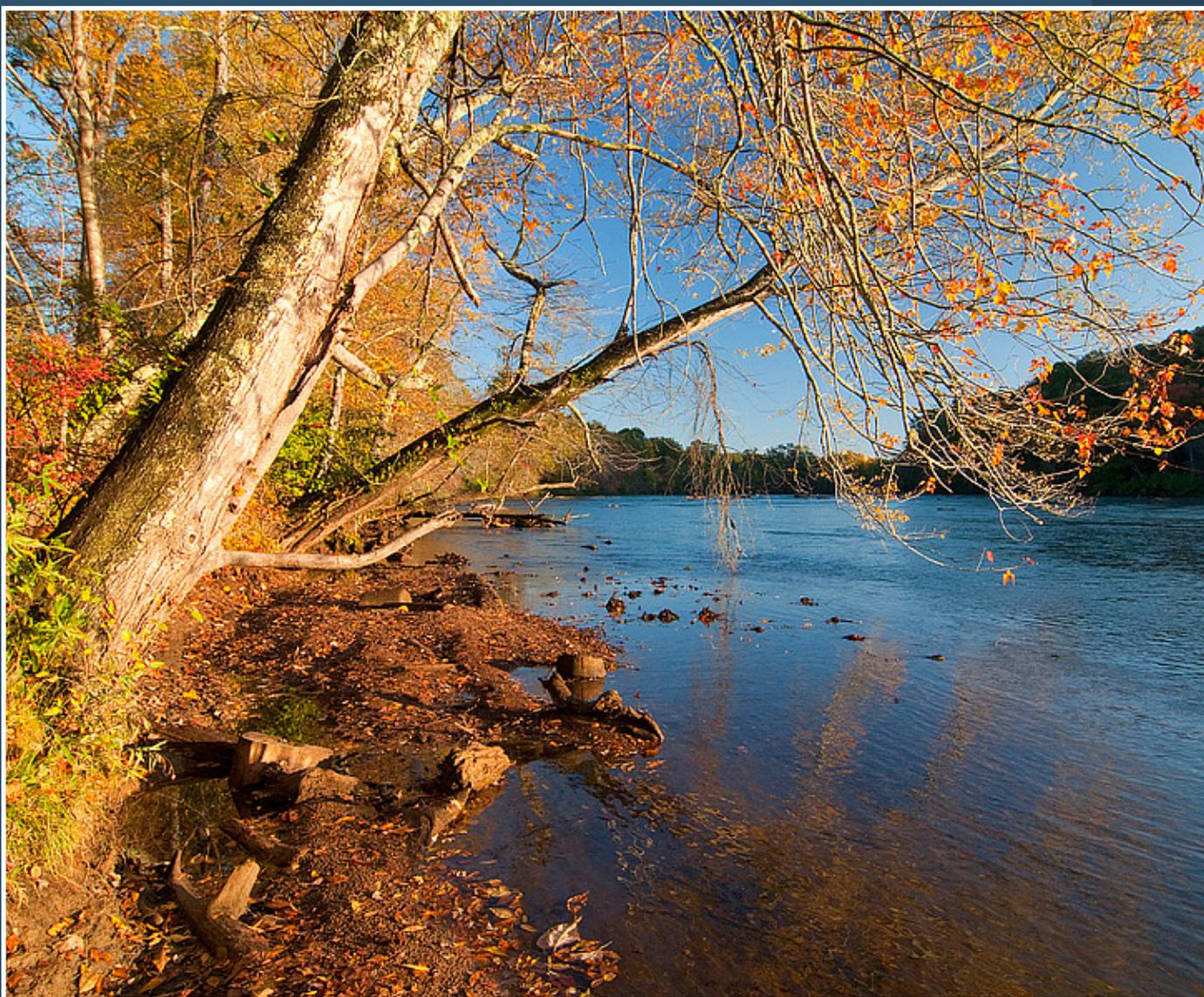




Administrative History

“A String of Pearls... Too Valuable to Let Go”



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Chattahoochee River National Recreation Area

Georgia

Administrative History

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INTRODUCTION

“TELLING ITS STORIES”

Jerry Hightower began volunteering at the Chattahoochee River National Recreation Area when it was first established. “From the minute [John Henneberger] became superintendent, I became a volunteer. So I just kind of changed hats from being a state park volunteer to being a National Park Volunteer.” Hightower applied for and received a position as one of the first seasonal interpretive rangers in May 1979. He had grown up in the area and was passionate about the river, the environment, and its history. “The park had been a playground of mine since youth, so I was very familiar with much of the park,” he recalled. Since then, Hightower has been a consistent presence at the park, “telling its stories” to visitors for over 40 years.

Hightower still remembers one of the first programs he led that summer, when the rangers took DeKalb County Parks and Recreation youth down the river on rafting trips. They would start at West Palisades, where the park had its offices in an old farmhouse at the end of Akers Drive. The summer campers would meet there, and he and other rangers took them to Sandy Point, where they would lead an environmental program “through the forest” and then bring them back. “These were like we’re doing today,” he recalled. “This hasn’t changed after all these years. We’re bringing folks from areas in the Greater Metropolitan Atlanta Area that had never been in a forest before, and even though all their drinking water comes from the Chattahoochee River, they’d never seen the river before. So this was kind of a lifetime experience for a lot of these young people, and we tried to make it as meaningful as possible and tried to give them the opportunity to alleviate their fears and gain a real connection with what was going on there.”¹

Over the past 40 years, the Chattahoochee River National Recreation Area (CRNRA, Chattahoochee River NRA) has served the educational and recreational needs of the Atlanta community, all while protecting a 48-mile stretch of the Chattahoochee River and its related natural and cultural resources in the midst of rapid urban growth. One of 12 national recreation areas operated by the National Park Service (NPS), Chattahoochee River NRA was authorized by Public Law 95-344 on August 15, 1978. The park was established during a decade in which the National Park Service became committed to protecting natural areas in major urban areas. Located in the nine-county Atlanta metropolitan region, the park extends along the Chattahoochee River from Buford Dam to Peachtree Creek. While the centerpiece is the Chattahoochee River, the park features a significant variety of natural and cultural resources that highlight “every period of human interaction with the natural environment over the past 10,000 years,” from precontact archaeological sites to Civil War earthworks, historic bridges and residences, and industrial ruins.²

1. Jerry Hightower, interview with Keri Adams, Julia Brock, and Ann McCleary, June 17, 2019, Park Archives, Chattahoochee River National Recreation Area, Roswell, GA.

2. Foundation Document, Chattahoochee River National Recreation Area, May 2017, <https://drive.google.com/drive/folders/1aQJbGI5nxxdTsbD7mFzp4922a203fA73?ths=true>

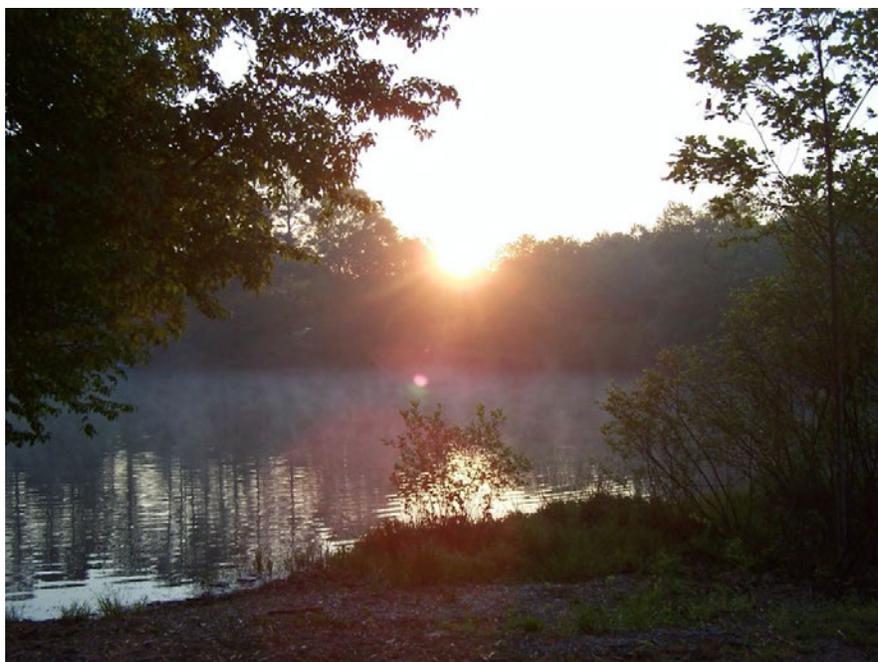


FIGURE 0.1 CHATTAHOOCHEE RIVER, EARLY 2000s (COURTESY OF NPS CRCNA).

Chattahoochee River NRA has grown to over 5,000 acres, approximately half of the currently authorized boundary of 10,000 acres, and includes 2,000 acres of riverbed and tributaries and a 100-year floodplain. The park includes 15 distinctive units whose names reflect local community history, environmental features, or cultural resources. From north to south, these units are Bowmans Island, Orrs Ferry, Settles Bridge, McGinnis Ferry, Suwanee Creek, Abbotts Bridge, Medlock Bridge, Jones Bridge, Holcomb Bridge, Island Ford, Vickery Creek, Gold Branch, Cochran Shoals, Johnson Ferry, and Palisades.³

Creating this river corridor as a national recreation area took many years of hard work from a wide array of local activists, organizations, and politicians beginning in the 1960s, persistent work rooted in a love for the river, and a passion for preserving and protecting the landscape. The National Park Service came late in the story. On August 15, 1978, President Jimmy Carter, a native Georgian, signed the bill into law to authorize the Chattahoochee River National Recreation Area. “We all gathered on the White House lawn,” recalled park advocate Claude Terry. “I was so happy.” But Terry recognized that the challenges had just begun. “I think we asked the Park Service for an impossible solution. We didn’t get a green sheath on the river. We got a string of pearls. Some of those pearls are very valuable. All of them are too valuable to let go.”⁴

Authorizing and creating the national recreation area were just the first hurdles. Acquiring land proved to be a significant challenge from the beginning and throughout much of its history. As early as 1981, one reporter noted that “those pearls may end up like grains of sand,” as he worried that the National Park Service might not have the funding to purchase the land it needed to make the park a

3. Foundation Document, Chattahoochee River National Recreation Area, May 2017, <https://drive.google.com/drive/folders/1aQJbGI5nxxdTsbD7mFzp4922a203fA73?ths=true>

4. Claude Terry, interview with Dyna and John Kohler, October 3, 2016, video recording, Chattahoochee Rivers Conservancy Oral History Project, Roswell, GA.

success.⁵ The following year, reporter Robert Coram noted in his article, “The Tarnished Pearl,” that this proposed “‘string of pearls,’ where valuable parcels of land that typified the unique offerings of the river would be preserved” may end up “broken before it could be completed.”⁶ Over the last 20 years, continued growth and higher land prices have complicated land acquisitions, and boundary issues and negotiations between neighbors have emerged as part of this process.



FIGURE 0.2 TWO CANOES ON THE CHATTAHOOCHEE RIVERBANK, UNDATED (COURTESY OF NPS CRNRA).

Park superintendents have had to make careful decisions about how to allocate limited resources. Throughout its history, the park has had a limited staff and budget to grow and manage its operations while visitation continues to grow every year. New land acquisitions, expanded visitor and staff facilities, threatened park resources, and interpretive and educational programs all demanded staff time and resources as the park grew. From the early years through the present, dedicated staff has consistently utilized partnerships to achieve its goals. To acquire land, a hot commodity in a booming metropolitan region, park staff worked in collaboration with private organizations as well as municipal, regional, and state agencies to fill out the authorized boundary. Partners have assisted with park operations, providing concessions activities and collaborating with law enforcement. Volunteers—from individuals to businesses—have helped park staff manage and protect the river as well as its related cultural and natural resources by measuring water quality, establishing wetlands, and conducting natural resource surveys. Partnerships have helped staff

5. Ann Woolner, “Chattahoochee park: ‘pearls may end up like grains of sand,’” *The Atlanta Journal-Constitution*, May 3, 1981.

6. Robert Coram, “The Tarnished Pearl,” *The Atlanta Journal-Constitution*, November 4, 1982.

conduct educational and interpretive programs sharing this park with the region. Partners continue to help maintain trails for visitors to enjoy.

The story of Chattahoochee River National Recreation Area is also one of environmental history. Amid the growing environmental movement of the 1960s and 1970s, the establishment of the park reflected the importance of preserving a threatened environment in a growing urban area. The 1989 General Management Plan called the river the “heart blood of the national recreation area. It is the major resource in which the land-based units feed and thrive.” The plan noted that all recreational activities in the park are dependent on or enhanced by the river environment.⁷ The river was also crucial for providing clean water to the metropolitan region, leading its staff to work with local, regional, and state officials to protect this water source, document the quality of the water, and address issues from sewage spills to water releases. By the early 2000s, park leaders had developed a more mature and expansive resource management program. Additionally, staff has used the park to educate children, families, and adults about the environment in which they live to understand and preserve these resources for the future. While the water resource initially took center stage in resource stewardship, the park staff has increasingly identified, documented, and worked to preserve the other important natural and cultural resources as well.



FIGURE 0.3 PARK VISITOR RESTS ON A CANOE BY THE BANKS NEAR THE PALISADES AND PACES MILL, AUGUST 19, 1979 (COURTESY OF NPS CRNRA).

Chapter one documents the growing movement to protect the Chattahoochee River, which was under increasing threat from the boom of suburban Atlanta. The push to “save the Chattahoochee” was squarely aligned with the broader US environmental movement of the 1960s and 1970s; a group of conservation-minded young people, inspired by national environmental initiatives, led the way by forming a coalition with state and federal officials to fight destruction of the river. They created media campaigns, took advantage of a cultural phenomenon (including the Great Ramblin’ Raft Race) that brought a new generation of Atlantans to the river, and built networks with people who had money and power. These young advocates pressed for regulating river development and

7. Chattahoochee River National Recreation Area General Management Plan, July 1989, 62.

preservation, even when federal support seemed distant. The chapter ends with the successful passage of the Metropolitan River Protection Act of 1973.

Chapter two continues the story following the passage of the Metropolitan River Protection Act with the increased and more formalized work of the river conservationists along with new advocates, Georgia’s US Congressional delegates, and Senate legislators. Together, and with nearly five years of effort, the river protection supporters created an urban national recreation area, saving “Atlanta’s own backyard.”⁸ In 1978, President Jimmy Carter signed a bill to establish the Chattahoochee River National Recreation Area, remarking, “If I’ve ever seen a project that was initiated from the local level in a very unselfish way, it’s this one. We came a long way in Georgia in preserving this valuable national asset on our own.”⁹ Shortly after their success, the park and its supporters faced administrative challenges and a national recession that threatened to shrink, defund, or dismantle the new recreation area. These challenges were met with the same forces of conservation and legislative supporters who once again would save the river park with a 1984 amendment that brought more funding and an advisory board, among other provisions.

Throughout its history, park superintendents, serving from two to six years each brought dedicated leadership, as detailed in **Chapter three**. Early superintendents found themselves creating the park while also managing its operations—“running two parks,” as Superintendent Warren Beach would say, all on a lean budget. Staff focused on protecting the resources and acquiring land and had limited time to devote to interpretation and resource management. Still, the park began to develop a volunteer program that would support its needs over the coming years. By the second decade, superintendents were managing a growing park with even more complex issues while facing declining funding in the 1990s. They increasingly drew upon partnerships to support and expand programs while still working towards efficiencies in the park. Protecting resources gained more attention with the growth of the metropolitan region and the damage that growth caused to these resources, especially the quality of the water. These challenges continued into the third decade, during which a small staff found creative ways to meet park goals. Superintendents put energy into several new areas such as diversity, resource management, and interpretation and education. Staff continued to develop new plans and to address NPS priorities and compliance issues and to build stronger programs. “We’ve got to keep moving forward,” stated former Superintendent Bill Cox,¹⁰ as he led the park into its fourth decade. Cox brought an increased focus on resource stewardship, partnerships and collaboration, and sustainability.

Park leadership knew from the outset that it would need support in delivering services to its many visitors. **Chapter four** gives an overview of business services at the park, particularly a history of concessions and the effort to build a successful Fee Demonstration Program. Staff was savvy in choosing concessioner partners, sustaining relationships with agencies across decades. In the 1990s, staff fought for a Fee Demonstration Program (at a time when national recreation areas were not allowed to have them), which created new project funds for park operations. After growing pains in

8. *Courier*, National Park Service Newsletter 2, no. 13 (November 1979), 11.

9. Jimmy Carter, “Federal Recreation and Historic Sites in Georgia and Kansas Remarks on Signing H.R. 8336 Into Law,” August 15, 1978, accessed November 1, 2020, <https://www.presidency.ucsb.edu/documents/federal-recreation-and-historic-sites-georgia-and-kansas-remarks-signing-hr-8336-into-law>.

10 William Cox, interview with Keri Adams, Julia Brock, and Ann McCleary, June 17, 2019, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

the 2000s, the fee program has matured into what former Superintendent Bill Cox called a “new frontier,” focusing on increased fees and cashless payment options.

Chapter five details the history of the park’s land acquisitions program. Acquiring land has been contingent on multiple factors—the quality of partnerships with local, state, and federal agencies; the direction of suburban development, which has now surrounded the park; and the vagaries of the federal budget. NPS management has had to be reactive in any quest for additional land and often lacking the funds to do so. Partnerships with the Trust for Public Land and other organizations have thus been particularly critical for gaining acreage that added scenic, natural, and historic value to the park’s holdings. Land addition, too, is inherently a political process. The Chattahoochee River NRA has, for the most part, been the fortunate beneficiary of bipartisan support, particularly in critical moments like the 1999 boundary revision. Chapter five addresses the major changes and addition to the park’s boundaries, ending with former Superintendent Bill Cox’s move away from land acquisition and toward supporting essential visitor services within its holdings.

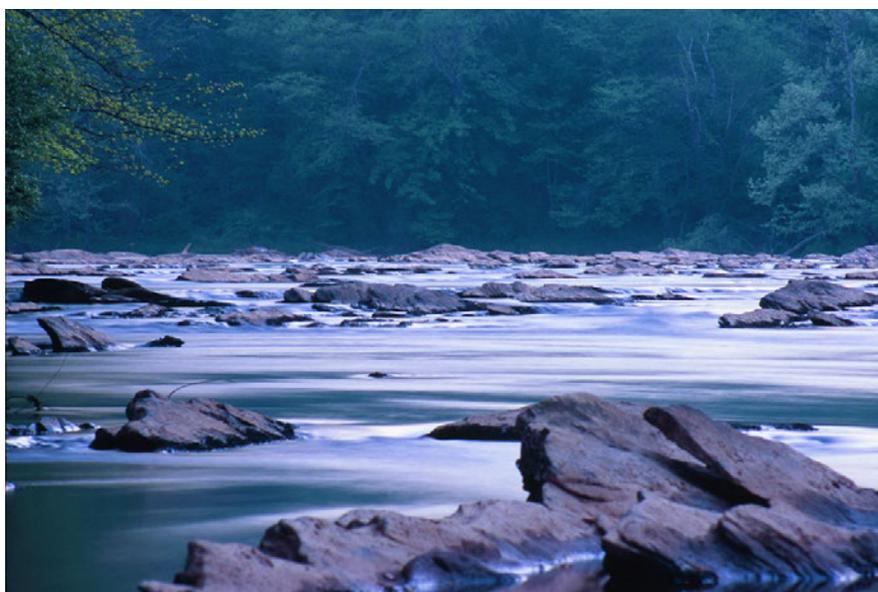


FIGURE 0.4 SCENIC VIEW OF THE ISLAND FORD SHOALS, UNDATED
(PHOTOGRAPH BY J. BURROUGHS) (COURTESY OF NPS).

Managing the resources at the Chattahoochee River National Recreation Area has been a challenge from its inception. **Chapter six** tells this story. The Chattahoochee River has been the park’s most significant resource, but natural and cultural resources have gained increasing attention over the years. In the first decade, the park did not have staff trained in resource management, but rangers understood the importance of their work and sought to protect the resources as best they could. Resource management focused on the river, with limited inventory and documentation of other resources. By the second decade, resource management took on more attention with new, but still limited, staff. Concerns over the quality of the water intensified during these years, and park staff began a program to test water quality working with local, state, and federal partners. While staff members still did not have adequate baseline inventories for natural and cultural resources, they began to document the trout fishery and aquatic resources, develop programs to eradicate exotic plants, and manage resources in sensitive areas. The park began documenting its cultural resources and exploring opportunities to protect the Hyde Farm. By the third decade, Superintendent Cheri elevated the discussion of resource management, especially in light of NPS priorities, establishing a

new Science and Resource Management Division and a formal research program. River and water quality remained a priority, but park staff increased inventory and monitoring activities for natural resources, focusing on Hyde Farm and other cultural resources, and developing collections management documents for the park. In its fourth decade, park staff continued to focus on water resources and began to prioritize other resource management work. By then, the scope of resources was becoming clearer and even more complex, but staff established projects that would continue this important work, although the focus has largely been on natural resources without a cultural resource specialist on staff.

The Bureau of Outdoor Recreation and river conservationists recognized the educational value and potential—culture, nature, recreation, and environment—of the metropolitan corridor of the Chattahoochee River before the national recreation area was established. Local activists and naturalists had been presenting interpretive and educational programs along the Chattahoochee River as an opportunity to advocate for protection of the river corridor, including Jerry Hightower, an early and long-time park ranger for Chattahoochee River NRA.

Chapter seven details the impressive accomplishments of the national recreation area's environmental education and interpretive programs. Passionate and knowledgeable staff and volunteers have developed environmental education programs through long-standing partnerships with local and state educators, schools, municipalities, civic groups and organizations, and environmental education centers. Education and interpretation staffs work both inside and outside of the park to bring the treasures of Atlanta's Chattahoochee River corridor to educators, schoolchildren, and visitors for 40 years and counting.



FIGURE 0.5 RAFTING ON THE CHATTAHOOCHEE RIVER, ABOUT 1980 (COURTESY OF NPS CRCNA).

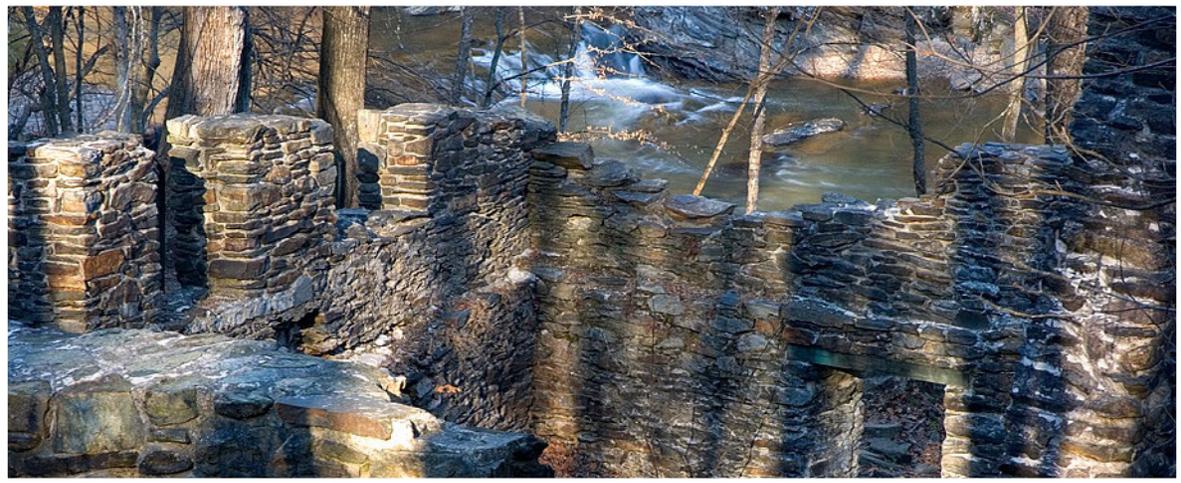
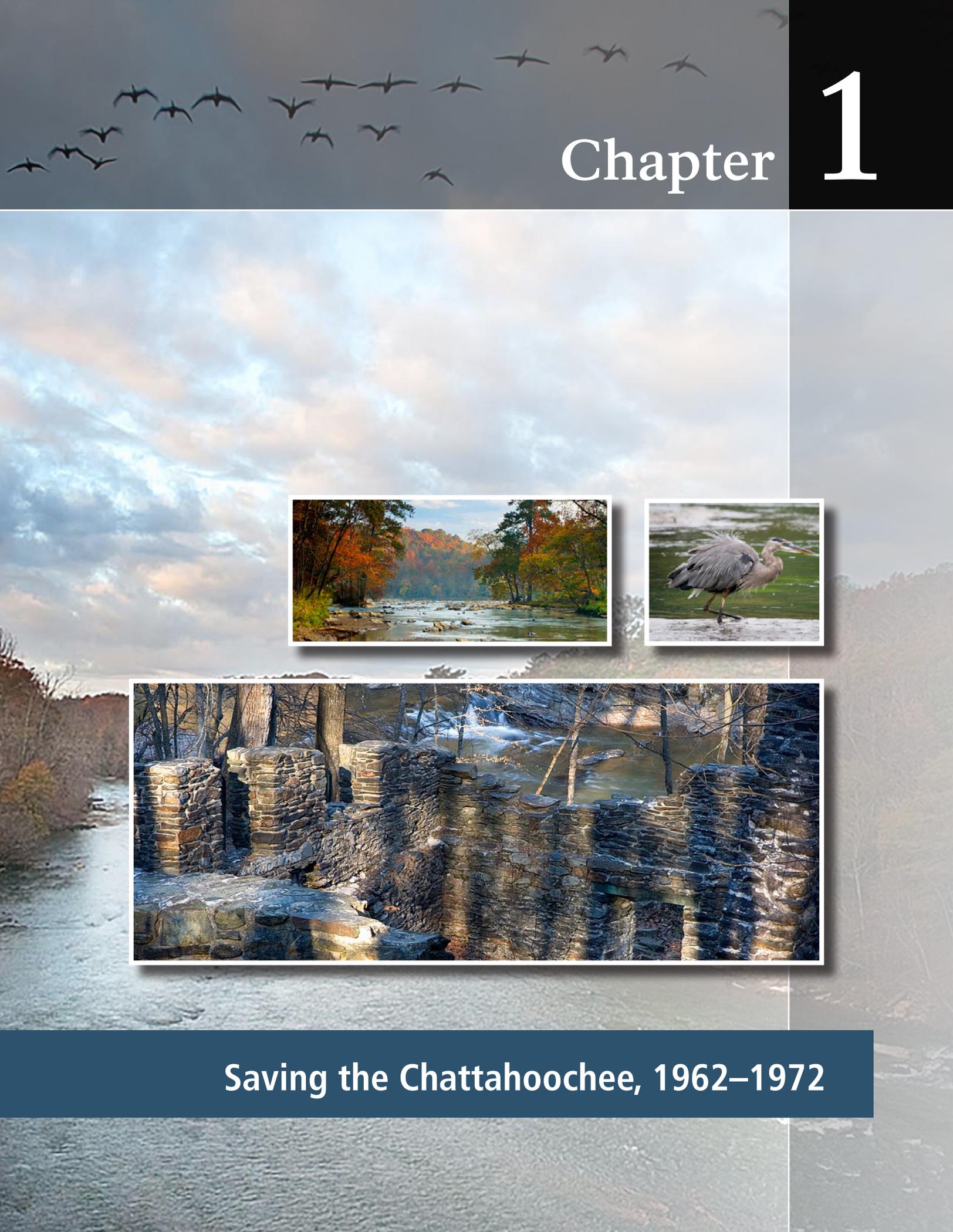
Managing park operations has been a continual challenge. **Chapter eight** explores law enforcement, resource protection, and maintenance and facilities at the park. In its first decade, most permanent staff worked within these areas. Because the park was so large, this staff was divided between two district offices—Atlanta and Bull Sluice. Much of the ranger activity focused on law enforcement and protecting the safety of the river and the resources, including trails. Rangers struggled, however, to manage the activities that occurred on NPS land and began partnering with local law enforcement

agencies for support. Maintenance staff focused on building facilities for visitors, parking facilities, roads, and rehabilitation of structures, again collaborating with other groups and volunteers in their heavy workloads. As the visitation grew in the second decade, these employees made up over half of the total park staff. Budget cuts hurt staff numbers, so partnerships continued to grow, especially in law enforcement as crimes rose in the park, including drug trafficking. Staff began trying to create a “National Park Service feel,” which led to increased planning and design of NPS resources. Staff struggled to meet these needs along with routine maintenance such as mowing grass and maintaining trails. By the third decade, the new land acquisitions led to more maintenance, new facilities, and a greater need for law enforcement and resource and visitor protection, all while still facing limited budgets. Automation of the maintenance work continued, with both benefits and challenges. The Fee Demonstration Program brought new, much-needed funding to maintenance projects as staff sought to create new recreational opportunities. In 2013, these two divisions came together into one under Superintendent Cox, who emphasized safety, sustainability, and visitor and resource protection, all of which would engage the law reinforcement and maintenance staff.

In only 40 years, Chattahoochee River National Recreation Area staff has created a legacy of leadership to protect and manage this “string of pearls” for Atlantans and all Americans. This administrative history showcases their work so that current and future staff can learn from their challenges and successes and continue to preserve and protect the natural and cultural resources of the 48-mile Chattahoochee River corridor for the benefit and enjoyment of present and future generations.

Chapter

1



Saving the Chattahoochee, 1962–1972

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CHAPTER ONE

SAVING THE CHATTAHOOCHEE, 1962–1972

*Let flowing create
A new, inner being:
As the source in the mountain
Gives water in pulses,
These can be felt at the heart of the current.
And here it is only
One wandering step
Forth, to the sea.
Your freed hair floating
Out of your brain.*

—from “In the River” by James L. Dickey¹¹

The Chattahoochee River has been a source for recreation, sustenance, travel, and drinking water for millennia. The river, that abundant resource, is at the heart of the Chattahoochee River National Recreation Area (CRNRA, Chattahoochee River NRA). It was not always a protected waterway. The City of Atlanta has drawn water from the river since 1891, but efforts to maintain the booming population of Atlanta and nearby municipalities since the early 20th century were fraught with poor planning, particularly after the post-World War II housing and industry boom. The result was a river and tributaries choked with pollutants and toxins from poorly regulated water systems and runoff from new development.

Advocacy initiatives began in the context of metro Atlanta growth and the modern environmental movement. The energy of young, committed activists in several key organizations brought media attention to the plight of the river. By successfully advocating for regulation of river health, these supporters provided the influence and infrastructure to create a national recreation area. Grassroots work, combined with the federal government’s new attention to environmental regulation and the state’s push for land acquisition and protection along the river, created the foundation for the Chattahoochee River National Recreation Area. The Atlanta Regional Commission completed the Chattahoochee Corridor Study in 1972 and the Georgia Assembly passed the Metropolitan River Protection Act (MRPA) by the Georgia Assembly in 1973, both important for river regulation. The act set standards for development near the river from Peachtree Creek in Fulton County to Buford Dam in Gwinnett, the current footprint of the park. The National Park Service was not a prominent player in the effort until later in the decade, and its important role as manager and steward of the river would not have been possible without dedicated local and state conservationists.

11. James L. Dickey, “In the River,” *Poetry* (December 1960), 156.

ARTERY AND BARRIER: EARLY USES OF THE CHATTAHOOCHEE RIVER

The Chattahoochee River, including the corridor from Buford Dam to Atlanta, has supported human life for at least 10,000 years.¹² Evidence of those lives in the corridor, however, has been lost or is at risk of loss because of development in metropolitan Atlanta. Archaeologists recognized this risk in 1971 when they conducted an impressive survey of Cobb and Fulton Counties along the river and then extending it to the Buford Dam at the request of the Bureau of Outdoor Recreation (BOR), part of the US Department of the Interior. The bureau had just begun a study of the Chattahoochee River as a possible site for a national recreation area, and the archaeologists' data would bolster calls for protecting the river from development. The report concurred and included a list of the most valuable and endangered sites—a riverside village site that spanned the Woodland, Mississippian, and Historic periods was being destroyed by “industrial expansion and erosion”; an Archaic campsite was at risk from a private housing development; and a fortified village from the early Mississippian period would soon be upturned by sewer lines.¹³ The archaeologists noted the uniqueness of cultural resources in the Chattahoochee corridor and seconded the bureau's calls for preserved land:

*If a moratorium is enforced within the river corridor on private development in the flood plain [sic], it would be possible to carry out the required testing and excavation of the above listed sites and give the area the most complete prehistoric and ecological study of any comparable ecological niche in the nation.*¹⁴

If preserved, the Chattahoochee River might remain healthy enough to serve human populations, but in different ways than it had historically.

The river has been an important geographic feature for human life—both an artery for travel and sustenance and a barrier that, in real and perceived ways, separated groups from each other. Indigenous peoples and, later, white settlers, have long used the river as a water, food, and navigation source, and its banks and rock formations for camp and village sites and shelters. Village sites were sometimes used over millennia, situated as they were by fresh water and food supply. In general, archaeologists have found that indigenous inhabitants along the river fashioned weapons and hunted in the wooded uplands while dwelling and farming (post-Archaic Period) in alluvial sites along the riverbanks. A 1980 study suggested that the riverbanks were most heavily occupied during the Woodland period (1000 BC–900 AD).¹⁵ During the Mississippian period (900 BC–1600 AD), Muskogean-speaking peoples constructed palisaded villages along the river, a suggestion of increased warfare due to the development of the bow and arrow. Population declines came rapidly in Mississippian chiefdoms after the first Europeans arrived; disease, warfare, and the Native American slave trade all contributed to the scattering and decimation of Mississippian peoples.¹⁶ The peoples

12. Lawrence W. Meier, Edward I. Dittmer, and Glenn C. Williams, “An Appraisal of the Archaeological Resources, Cobb and Fulton Counties, Georgia, and Other Related Areas of the Chattahoochee River Valley,” June 1971, Report No. 4, Georgia Archaeological Site File, Laboratory of Archaeology, University of Georgia, Athens, GA, 1.

13. Meir, Dittmer, and Williams, 4–5.

14. Meir, Dittmer, and Williams, 3.

15. Parsons Engineering Science, “Cultural Resources Overview and Predictive Model For the Chattahoochee River National Recreation Area, Cobb, Forsyth, Fulton, and Gwinnett Counties,” March 2001, Chattahoochee River National Recreation Area, Island Ford Library, Roswell, GA, 42.

16. Adam King, “Mississippian Period: Overview,” *New Georgia Encyclopedia*, last updated June 8, 2017, <https://www.georgiaencyclopedia.org/articles/history-archaeology/mississippian-period-overview>.

who remained likely became the basis of historical tribes such as the Muscogee (Creek) and Choctaw.

During the Historic period and into the 19th century, when whites forced the removal of Muscogee (Creek) and Cherokees, the river corridor was the site of several important villages—Buzzard Roost (Creek), Standing Peachtree (Creek), and Suwannee Old Town (Cherokee), in addition to other, smaller settlements. Wilson Lumpkin, who would become governor of Georgia, wrote while surveying Muscogee (Creek) land cessions after the first Indian Springs Treaty in 1821 that, “For several miles on the river [between Buzzard Roost and Standing Peachtree] you are constantly in view of an Indian improvement or house.”¹⁷ Before the second Treaty of Indian Springs in 1825 ceded most Muscogee (Creek) land in Georgia, certain points along the river, such as Standing Peachtree village, served as a boundary between the Muscogee (Creek) and Cherokees.

The state of Georgia eroded Cherokee land in a northwesterly direction in the early decades of the 19th century before forced removal was final in 1838. However, a group of mixed-descent Cherokee remained near the river, many of whom operated ferries at several points in the corridor (including Gilberts’ Ferry, Collins’ Ferry, Rogers’ Ferry, and Waters’ Ferry), after buying their land back from white land lottery winners.¹⁸ The counties surrounding the corridor were engulfed by a steady stream of white settlers after the gold rush of the 1820s and removal of the 1830s. New towns formed, such as Roswell and Marietta, and the new occupants used the river in similar ways, as had their exiled forebears.

The Chattahoochee River has not only been a source of sustenance; in the mid-19th century and beyond Georgians harnessed it for hydropower as well. The Marietta Paper Mill at Sope Creek began operation in the 1850s and continued, intermittently due to war and fires, until 1902. Tributaries in Roswell supported wool, flour, and cotton mills before the Civil War.¹⁹ Morgan Falls Dam, built between 1902 and 1904, first powered Atlanta’s streetcars and then served as part of the regulatory system for the metro area’s drinking supply and wastewater system.²⁰

Growth tinged the river with pollution on a new level. By the last decades of the 19th century, growing communities such as Gainesville and Smyrna were dumping sewage into the river and its tributaries. The Marietta Paper Mill was siphoning toxins from its works into the flowing streams around it.²¹ Bona Allen tannery in Buford, which began in the 1870s, dumped waste into the river, a practice it would continue over the next one hundred years.

17. Wilson Lumpkin to John Clark, April 28, 1821, Southeastern Native American Documents, 1730–1842, Digital Library of Georgia, accessed June 15, 2018. <http://metis.galib.uga.edu/ssp/cgi-bin/tei-natamer-idx.pl?sessionid=f9693e0d-54bc811312-9525&type=doc&tei2id=TCC470>.

18. See Sharon P. Flanagan, “The Georgia Cherokees Who Remained: Race, Status, and Property in the Chattahoochee Community,” *The Georgia Historical Quarterly* 73, no. 3, Special Issue Commemorating the Sesquicentennial of Cherokee Removal, 1838–1839 (Fall 1989): 584–609.

19. Lenard E. Brown, “Historic Resource Study: Chattahoochee National Recreation Area and the Chattahoochee River Corridor System,” National Park Service Southeast Regional Office (November, 1980), 37–42.

20. R. H. Timmons, “Chattahoochee Bows Before Science,” *The Atlanta Constitution*, November 16, 1902; John Schaffner, “Morgan Falls Dam: 100 Years of Serving Atlanta—Streetcars to Water System,” *Reporter Newspapers*, August 10, 2007, <https://www.reporternewspapers.net/2007/08/10/morgan-falls-dam-100-years-of-serving-atlanta%E2%80%94streetcars-to-water-system/>, accessed July 1, 2018.

21. Skye Borden, *Thirsty City: Politics, Greed, and the Making of Atlanta’s Water Crisis* (Albany: State University of New York Press, 2014), 23.



FIGURE 1.1 THE HEMPHILL PUMPING STATION, BUILT IN THE EARLY 1890S, TREATED WATER FROM PEACHTREE CREEK AND THE CHATTAHOOCHEE RIVER. FROM THE ATLANTA JOURNAL-CONSTITUTION PHOTOGRAPHIC ARCHIVE, SPECIAL COLLECTIONS AND ARCHIVES, GEORGIA STATE UNIVERSITY.

A polluted river was bad news for the growing city of Atlanta, which by the late 19th century had outgrown its municipal waterworks and begun to draw water from the Chattahoochee. The city constructed two new pumping stations, one near Bolton Road next to the river and one on Peachtree Creek, which then moved water to a filtering plant on Hemphill Street, known as the Hemphill Station. From there, cast iron pipes (still used by the city today) funneled water to Atlanta neighborhoods.²² City waterworks expanded in 1913–1914 with the construction of three sewage treatment plants on Proctor, Peachtree, and Intrenchment Creeks that the city updated and expanded in the 1930s with New Deal funding.²³ The increasing demand on these systems and the outdated infrastructure were causing a crisis in watershed health by the 1970s.

22. Borden, *Thirsty City*, 25.

23. Borden, *Thirsty City*, 39, 41.



FIGURE 1.2 AERIAL PHOTOGRAPH OF BUFORD DAM AND LAKE LANIER JUST AFTER THE DAM'S COMPLETION IN 1958. FROM THE FLOYD JILSON PHOTOGRAPHS COLLECTION, KENAN RESEARCH CENTER, ATLANTA HISTORY CENTER.

By the 1940s, metro communities had grown and increasingly relied on the Chattahoochee River for their water supply. Atlanta politicians had to search for new solutions for water sources. Dekalb County constructed a new waterworks system with an intake directly on the river in 1941. Marietta, growing because of the Bell Bomber Plant (now Lockheed) that opened at the start of World War II, contracted with the City of Atlanta to pump water from its Hemphill Station. Other municipalities followed suit—East Point, College Park, and Hapeville, for example.²⁴ William Hartsfield, Atlanta mayor in the 1940s, heeded warnings from the city's engineers that a new water source was necessary. Hartsfield had been lobbying for a dam near Gainesville, Georgia—not for water supply initially but to create a river port for Atlanta that would connect the city's industry to the Gulf of Mexico and beyond. The Army Corps of Engineers had quashed the plan for a new navigation system but was convinced by the demand for water and water flow regulation.²⁵ The dam's construction took place in the early 1950s; its gates shut in 1956, forming what is now Lake Lanier.²⁶ The Buford Dam reshaped the Chattahoochee River and its watershed. Not only did the dam provide a new drinking source but it also changed the Chattahoochee from a warm, slow-moving stream to a cool, fast-paced river, opening up new possibilities for recreation.

24. Borden, *Thirsty City*, 54.

25. Borden, *Thirsty City*, 54–58.

26. Dan Coggin, "Buford Dam Gates Shut to Form Lake Lanier on Poet's Loved River," *The Atlanta Constitution*, February 2, 1956.



FIGURE 1.3 THE 1957 DEDICATION OF THE BUFORD DAM WAS A FORMAL AFFAIR, INCLUDING A FLYOVER BY THE US AIR FORCE. FROM THE LANE BROTHERS COMMERCIAL PHOTOGRAPHERS PHOTOGRAPHIC COLLECTION, 1920–1976, SPECIAL COLLECTIONS AND ARCHIVES, GEORGIA STATE UNIVERSITY.

THE CHATTAHOOCHEE AS “MOAT”: SUBURBANIZATION IN METRO ATLANTA

The post–World War II South boomed economically thanks to federal investment and the GI Bill, which gave returning veterans access to education and, importantly, access to mortgages. The need for housing and the growing population led to a boom in development and the creation of the suburbs.²⁷ Suburban development created the Atlanta “metropolitan” in Cobb, Dekalb, Gwinnett, and other surrounding counties, and suburbanization’s visible effects on the landscape prompted advocates like Jerry Hightower, Roger Buerki, Claude Terry, and others to later press for preserving the Chattahoochee River. Hightower had spent much of his childhood in Sandy Springs and found his life’s calling as a naturalist in its undeveloped farmlands, forests, and river. He witnessed the encroachment of development on that landscape:

*... eventually you become very aware of the fact that fields and forests that were once wonderful places to explore, places that were important to you vanished and they became subdivisions and in some cases apartment complexes and even shopping centers ... and this became quite distressful as a young man.*²⁸

Atlanta’s suburbs developed rapidly in the 1960s. In that decade, counties that ringed the city gained 360,000 newcomers, all flocking to new neighborhoods.²⁹ Some were coming for more affordable or new housing; some were what historian Kevin Kruse has called “refugees” from the city—those whites who were repulsed by the successful integration of public spaces and schools. The phenomenon of “white flight” profoundly shaped Atlanta’s human geography: by 1970, “Gwinnett County stood at 95 percent white; Cobb County, 96 percent white; and the suburban section of north Fulton County, an astonishing 99 percent white.”³⁰ By the next decade, African Americans made up two-thirds of Atlanta city residents.³¹ Though not all suburbanites fled from the city to escape the dismantling of Jim Crow, the effect of the rapid suburban growth was to entrench racial separatism. At least some suburbanites wanted it that way and saw the Chattahoochee River as a welcome, exclusive barrier. Joe Mack Wilson, one-time mayor of Marietta, remarked in 1975, “They love that river down there. They want to keep it as a moat. They wish they could build forts across there to keep people from coming up here.”³²

No fort, however, could withstand Interstate 285 (I-285), which had been planned as early as 1956, when Georgia received money to expand its interstate system from the Federal-Aid Highway Act of 1956.³³ The interstate was not completed until 1969. Atlanta business leaders and politicians scoffed at projected growth around the perimeter; developer Ben Massell saw it as a demarcation between

27. For the classic study of the history of suburbanization, see Kenneth Jackson, *Crabgrass Frontier: The Suburbanization of the United States* (New York: Oxford University Press, 1985).

28. Jerry Hightower, interview with Dyna and John Kohler, November 24, 2015, Chattahoochee National Park Conservancy.

29. Kevin Kruse, *White Flight: Atlanta and the Making of Modern Conservatism* (Princeton: Princeton University Press, 2005), 245.

30. Kruse, *White Flight*,

31. Kruse, *White Flight*, 234.

32. Kruse, *White Flight*, 247.

33. Lichenstein Consulting Engineers, “Historic Context of the Interstate Highway System of Georgia,” Georgia Department of Transportation, March 2007, <http://www.dot.ga.gov/AboutGeorgia/CentennialHome/Documents/Historical%20Documents/HistoricalContextof%20Georgialnterstates.pdf>, accessed June 14, 2018.

the wheat and the chaff, though he chose a different metaphor: “Everything on the inside, chicken salad! Everything on the outside, chicken shit!”³⁴ Like the suburbanites, Massell was wrong about perceived boundaries; I-285, especially close to the Chattahoochee River, exploded with new growth.



FIGURE 1.4 THE CHATTAHOOCHEE RIVER WAS A POPULAR LEISURE SITE FOR ATLANTANS IN THE 19TH AND 20TH CENTURIES. HERE A GROUP OF BOYS CANOED ON THE RIVER IN THE 1960S. FROM THE FLOYD JILSON PHOTOGRAPHS COLLECTION, KENAN RESEARCH CENTER, ATLANTA HISTORY CENTER.

THE FIGHT FOR OPEN SPACE

Not all observers championed the tidal wave of tract housing that covered metro Atlanta counties by the mid-20th century. Those who would eventually advocate for the creation of a park along the Chattahoochee River saw two imminent threats in the bulldozer revolution: the pollution and degradation of the river and its floodplain and the threat to “open space.” In the 1960s and 1970s, an urgency manifested in response to development across the country. At this moment, there was public reception to the threat of environmental deterioration, a consciousness ignited by national events—Rachel Carson’s *Silent Spring* (1962), oil spills along the California coast (1969), and the Cuyahoga River fire (1969)—and forged in local realities. This new thinking and advocacy on behalf of the natural world became known as environmentalism, a multifaceted movement that resulted in heightened awareness of environmental peril and, ultimately, a new infrastructure of regulation. By the late 1960s, notes historian Adam Rome, “the science of ecology had begun to shape the thinking of millions of Americans.”³⁵

34. Massell quoted in Kruse, *White Flight*, 243.

35. Adam Rome, *The Bulldozer in the Countryside: Suburban Sprawl and the Rise of American Environmentalism* (New York: Cambridge University Press, 2001), 136.

A “critical stage” of the mid-century environmental movement was a campaign to save “open space” that began in the 1950s and lasted into the 1970s.³⁶ After World War II, development rapidly overtook what once had been farmland, marshland, hillsides, and forests. Conservation-minded onlookers decried the spoiling of the American countryside and the perils of sprawl. Open space advocates were concerned particularly with the harm to the environment and loss of fertile farmland; the monotonous aesthetics of tract housing; and the loss of recreational space.³⁷ The first and last of these would particularly animate the group of advocates who worked for the protection and preservation of the Chattahoochee River.

“Outdoor recreation” emerged as a buzzword in the mid-20th century and never more so than among federal administrators. In the 1950s, the diminishing space for outdoor leisure had become a “matter of concern for members of Congress, state legislators, and many private individuals and organizations,” according to a progress report of the Outdoor Recreation Resources Review Commission (ORRRC).³⁸ Created by Congress in 1958, the commission comprised legislators, an advisory council of private citizens, and representatives from relevant federal agencies. Its task was to create an inventory of recreational resources; to project recreation needs for 1976 and 2000; and, ultimately, to make policy recommendations to legislators and the US president for preservation and recreation. The report noted, as did others calling attention to dwindling open space, that recreational space was in danger because of postwar trends in population growth and diminishing resources:

*Since the end of World War II, the expanding population with more leisure time, more money to spend, and more travel facilities at its command had been demanding more and better opportunities to enjoy the outdoors. This demand was being felt at a time when almost every other use of the Nation’s resources was experiencing a similar increase—an increase created in many instances by the same factors.*³⁹

The commission defined “outdoor recreation” quite broadly—“from an afternoon stroll in the out-of-doors to big game hunting in Alaska.”⁴⁰ As such, its subsequent reports studied everything from hunting and fishing resources to water recreation to urban parks. Americans needed not only more recreative spaces, but also ones that allowed for diverse and varied ways in which to spend leisure time outdoors.

The commission submitted its final report, *Outdoor Recreation for America*, to President Kennedy and Congress in 1962.⁴¹ The recommendations suggested the widespread need for federal funding of recreational space and coordination of recreational activities among federal agencies. Authors noted the positive economic impact of green space and the growing numbers of recreation seekers. Critical

36. For a good overview of the open space campaign see Rome, *The Bulldozer in the Countryside*, especially chapter 4.

37. See note 26 above, 123.

38. Outdoor Recreation Resources Review Commission, “A Progress Report to the President and to the Congress” (Washington, DC: Outdoor Recreation Resources Review Commission, 1961), 1, accessed November 1, 2020, <https://babel.hathitrust.org/cgi/pt?id=uiug.30112067652849:view=1up:seq=5>.

39. “A Progress Report to the President,” 2020.

40. “A Progress Report to the President,” 2020, 9.

41. *Outdoor Recreation Resources Review Commission, Outdoor Recreation for America, in America’s National Park System: The Critical Documents*, “Chapter 5: Questions of Resources Management: 1957–1963,” National Park Service, accessed July 1, 2008, https://www.nps.gov/parkhistory/online_books/anps/anps_5d.htm.

to the eventual push for a Chattahoochee River park, the report's findings showed that open space was "urgently needed" in racially tense metropolitan areas, where competition for land was immense, and that water was an element in demand for recreation. The report found that "[m]ost people seeking outdoor recreation want water to sit by, to swim and fish in, to ski across, to dive under, and to run their boats over."⁴² The ORRRC report did not gather dust on the shelves of federal offices; rather, it stimulated relevant agencies, including the Department of the Interior, to take action and buoy the recreation activities managed by the US government.

The Department of the Interior and the National Park Service pushed for the preservation of open space at a federal level in the 1960s and 1970s. In 1962, Secretary of Interior Stewart Udall cast the effort as a "real, mighty tug-of-war quandary for open space." He added that, "the superb feats of our architects and builders are largely nullified by a compounding of congestion and a further tainting of our air and water. Asphalt and manmade things are daily diminishing the domain of nature."⁴³ At issue, in addition to natural destruction, was the booming popularity of outdoor recreation that taxed resources of the NPS and Bureau of Land Management open lands. In 1963, the *New York Times* reported that the National Park Service was facing a "race against numbers" as visitation records continued to rise (from 1961 to 1962 visitation rose 11% to 88,457,110, a "record high").⁴⁴ Department of the Interior and NPS officials, encouraged by the Kennedy administration and the ORRRC report, called for additional parklands and expanded recreational opportunities to accommodate the growing demand for recreational space.⁴⁵

The Department of the Interior created the Bureau of Outdoor Recreation in 1962 in response to recommendations by the commission's final report, which noted a need for better coordination of outdoor recreation within federal agencies and support for recreation on a regional and state level—particularly urban recreation.⁴⁶ Stewart Udall, who headed the Department of the Interior, created this entirely new division rather than expand recreation within the National Park Service, which had not always been a top priority for the service. According to historian Hal K. Rothman, "purists" in the National Park Service, including Udall, were loath to tip the balance of park activities toward potential overuse or risk running aground on a domain already claimed by the National Forest Service.⁴⁷ But with the rising tide of motorists en route to the parks, even Udall conceded that the National Park Service must accommodate the growing demand for recreational space. A regional office of the bureau opened in Atlanta in 1963, eventually led by Roy Wood—an important player in the effort to create a Chattahoochee River park.⁴⁸

42. Outdoor Recreation Resources Review Commission, chapter 5.

43. Georgia Cable Wright, "Udall Promises Nature Showcase," *The New York Times*, November 28, 1962.

44. William M. Blair, "Future Parklands: Secretary Udall Stresses Urgent Need for More National Playgrounds," *The New York Times*, April 14, 1963.

45. "Recreation is Pushed: Expanded National Program Being Sought by Udall," *The New York Times*, April 2, 1961.

46. George H. Siehl, "The Policy Path to the Great Outdoors: A History of the Outdoor Recreation Review Commissions," Discussion Paper, Resources for the Future (October 2008), accessed June 19 2018, <http://www.rff.org/files/sharepoint/WorkImages/Download/RFF-DP-08-44.pdf>.

47. Hal K. Rothman, "The Park That Made Its Own Weather: An Administrative History of Golden Gate National Recreation Area" (Washington, DC: Department of the Interior, 2004), 10. For more on the historic inter-agency fight over recreation between the National Park Service and National Forest Service, see Hal K. Rothman, "'A Regular Ding-Dong Fight': Agency Culture and Evolution in the Park Service-Forest Service Dispute, 1916–1937," *Western Historical Quarterly* 26, no. 2 (May 1989): 141–160.

48. "U.S. Will Set Up Recreation Office," *The Atlanta Constitution*, January 30, 1963.



FIGURE 1.5 THE ORIGINAL CAPTION FOR THIS IMAGE WHEN IT APPEARED IN *THE ATLANTA CONSTITUTION* IN 1967, READ, "HIPPIES COOL IT AT SOPE CREEK IN SUNDAY BUCOLIC LOVE-IN. FAR FROM THE CITY'S SUNNY SUNDAY SIDEWALKS, BEARDED YOUTHS AND THEIR GIRLS SEEK PEACE." FROM THE ATLANTA JOURNAL-CONSTITUTION PHOTOGRAPHIC ARCHIVE, SPECIAL COLLECTIONS AND ARCHIVES, GEORGIA STATE UNIVERSITY.

The National Park Service moved to embrace recreation more wholeheartedly by the early 1960s. In 1964, the agency published a set of policies for the management of recreation areas that also outlined the history of recreation as an aspect of NPS land management. In this booklet, Udall acknowledged that, in addition to preserving natural and historic resources, "the urgent need for National Recreation Areas is receiving new emphasis and attention."⁴⁹ Though the National Park Service had managed lands for recreational purposes since the 1930s (as a solo agency or in cooperative agreements with other agencies), Udall noted the popular demand in the 1960s "brought about an unprecedented expansion in the management responsibilities of the National Park Service for recreation areas."⁵⁰ By the late 1960s, the National Park Service added 22 recreation areas under its management.

More importantly, perhaps, was a growing focus on urban parks. As the ORRRC study had shown, metro areas faced an urgent need for recreational space. In addition to the closing of land by development, the Park Service was also responding to urban unrest of the late 1960s—particularly after the summer of 1967 and 1968, when people of color took to the streets to protest racial injustice. George Hartzog, then director of the National Park Service, began a summer program for

49. Stewart Udall, "Appendix A: Secretary Udall's Directive of July 10, 1964," in National Park Service, *Administrative Policies for the Recreation Areas of the National Park System*, rev. 1968 (Washington, DC: Department of the Interior, 1962), accessed June 14, 2018, https://www.nps.gov/parkhistory/online_books/admin_policies/policy3.htm.

50. Udall, "Appendix A: Secretary Udall's Directive."

inner-city children in Washington, DC, bussing them to parks across the country. The program was so successful, from his perspective, that he supported what some in the park service called the “Parks to the People” initiative—an effort to create urban green spaces.⁵¹ Walter J. Hickel, Udall’s successor as the director of the secretary of interior, promoted the urban campaign. Hickel argued that “urban parks meant more to more people than the national parks.”⁵² In 1969, he announced, too, that he would be supporting studies of 13 potential national recreation area sites.⁵³ Some of these studies drew on standing efforts to create parks in San Francisco and the port of New York City—what became Golden Gate National Recreation Area and Gateway National Recreation Area, respectively, created jointly in a 1972 legislative act.⁵⁴ The study also included plans for a park along the Chattahoochee River. The Department of the Interior ultimately abandoned its plans for Atlanta in 1970, at least temporarily, after Nixon fired Hickel.⁵⁵ A cadre of local advocates already supported a river park, however, and they would determine the fate of its creation.

“VIRTUALLY AN OPEN SEWER”: SAVING THE CHATTAHOOCHEE RIVER⁵⁶

The rapid pace at which the Atlanta metropolitan region developed caused what an *Atlanta Constitution* headline dubbed “an open space crisis.”⁵⁷ In response, metro area civic and political leaders and federal officials met in 1969 to plan for additional recreational space. Roy Wood, a Roswell native and regional director of the Bureau of Outdoor Recreation, led the effort.⁵⁸ Wood warned that failure to plan for recreational space would result in nothing less than the degradation of the human species: “If we are willing to concede that in the future we shall dwell in the likeness of lower animal life such as ants or bees or termites in colonial colonies subject to instinctive disciplines then we have no need for open space. . . .”⁵⁹ Wood’s role (and that of the Bureau of Outdoor Recreation) was to provide advocacy and planning support for state and local agencies who wished to create recreational space and activities. Wood and regional BOR staff were instrumental in coordinating multiunit action toward the creation of a Chattahoochee River park. Their work, however, built upon the preceding decade of advocacy to preserve the river from the extreme effects of development and for use by hikers, anglers, canoeists, and rafters.

When the federal government began a serious survey and accounting of recreational space in the early 1960s, Atlanta leaders also took inventory of what lay at stake in rapid development. In 1962, the US Urban Renewal Administration issued a grant to the Atlanta Metropolitan Planning

51. Charles F. Philips, Jr., “An Administrative History of Gateway National Recreation Area” (Washington, DC: Department of the Interior, 2013), 17.

52. Gladwin Hill, “Hickel Sees a Growing Demand for Urban Parks Development,” *The New York Times* March 4, 1969.

53. William M. Blair, “Hickel Asks Parks for Urban Areas,” *The New York Times*, June 22, 1969.

54. Philips, “An Administrative History,” 1.

55. David Nordan, “Georgia Now on Own on Chattahoochee Plan,” *The Atlanta Constitution*, September 3, 1972.

56. Quote from William D. Ruckelshaus, administrator of then-new Environmental Protection Agency, describing the Chattahoochee River. Alex Coffin and Jeff Nesmith, “City Told to Clean Up River,” *The Atlanta Constitution*, December 11, 1970.

57. “Open Space Crisis,” *The Atlanta Constitution*, August 24, 1969.

58. A 1951 *The Atlanta Constitution* article notes that Wood, who was that year nominated for the director of the Georgia Game and Fish Commission, was a “veteran regional, state, and federal wildlife expert.” “Sportsmen Select Three for Game Job,” *The Atlanta Constitution*, March 27, 1951.

59. “Open Space Crisis,” August 24, 1969.

Committee (the Atlanta Regional Commission as of 1971) of \$59,860 for a two-year study of potential park areas.⁶⁰ The final study named the Chattahoochee River, from the Buford Dam south to Atlanta, as a site worthy of preservation as a park. The resources review commission began its own study of metro Atlanta, with Frank K. Gibson, a political scientist from University of Georgia, as the contracted author.⁶¹ Gibson echoed earlier calls for urgent preservation efforts as the city's available open space shrank and notably called for funding of African American parks. "If Georgia is to maintain separate facilities it must increase colored facilities at once," he argued, noting that the closest state parks for black Atlantans in Jim Crow Georgia lay 75 miles away from the city. The Civil Rights Act, passed the year after the study was released, would make segregated parks illegal by letter, though not always in practice.

In a 1970 newspaper interview, Roger Buerki, a relative newcomer to Atlanta, noted that all of this planning and reporting had come to naught and so had put the river at risk. The initial spirited energy around preserving parklands in the metro area "was followed by seven years of inaction."⁶² Buerki maintained a keen focus on the matter, which began with interest in an area of the Chattahoochee River, Rottenwood Creek, in Cobb County. Buerki described the river section, close to Akers Mill Road, as "absolutely gorgeous. You would have to think you were in the mountains. The rock formations there, the cascades, the potholes in the rocks—just absolutely like being in north Georgia."⁶³ Sprawling Cobb County subdivisions and their need for new sewer lines threatened that beauty.

Buerki learned of the threat while out with his two daughters collecting garnets at Rottenwood Creek in the spring of 1970. While there, he saw a zoning notice from Cobb County that struck him as odd—a zoning sign in the middle of the woods. After looking through county records, he learned that an apartment complex would be built on a nearby site. Buerki leaped into action. He noted that "the only environmental group that had an office at the time was the Georgia Conservancy," and he went to make inquiries.⁶⁴ James A. Mackay formed the Georgia Conservancy in 1967 to, in the words of one journalist, be proactive in the defense of Georgia's "ecological heritage."⁶⁵ Buerki found a receptive staff, particularly in Jim Morrison, who helped Buerki make contact with planning officials in metro counties to learn more about development plans that would affect the river. Buerki then discovered that Cobb County had proposed a "rather drastic" sewer line through Rottenwood Creek that would ruin the rock formations there. The line was part of a new sewer system that Cobb County hoped would "abate the pollution of the Chattahoochee River" and which included a new water treatment facility.⁶⁶ In principle, the plan was "enlightened," Buerki pointed out, but in practice, it would (and did) destroy parts of the scenic river. He remembered that "being perhaps a bit naive," he attended a Cobb County commission meeting, hoping to make a case for realignment of the Rottenwood line. As Buerki began to speak, Commissioner Ernest Barrett shut him down.

60. "Park Area Study is None Too Soon," *The Atlanta Constitution*, June 28, 1962.

61. Dick Hebert, "Georgia's Parks Grew Up Haphazardly, U.S. Panel Says," *The Atlanta Constitution*, January 21, 1963.

62. Maurice Fliess, "Beauty and the Bulldozer Quarrel in Cobb," *The Atlanta Constitution*, August 23, 1970.

63. Roger Buerki, interview by Dyna and John Kohler, October 25, 2016, digital recording Chattahoochee National Park Conservancy, Roswell, GA. <https://www.outsideonline.com/video/he-was-president-jimmy-carter-was-buried-whitewater/>.

64. Roger Buerki, interview.

65. Bob Harrell, "Conservancy Can Have Big Voice," *The Atlanta Constitution*, April 22, 1968.

66. Fliess, "Beauty and the Bulldozer," August 23, 1970.

“Mr. Buerki,” he said, “we’re not going to change our plans to save a tree. Sit down.”⁶⁷ The rebuff sent Buerki into action; he sought connections with other conservation-minded people who were already involved in bringing attention to the river. This group, which would grow over the course of the early 1970s, deployed savvy strategies to bring media attention to the river’s destruction and drew upon political and economic networks to press for the passage of the Metropolitan River Protection Act.⁶⁸

Claude Terry, a microbiologist and canoeist, had come to Atlanta in 1967 from Oak Ridge, Tennessee, to teach at Emory. The year he arrived in 1967, the Georgia Conservancy had just begun its work. Terry joined and was active on its Rivers & Streams Committee from 1967 to 1970. Another committee, Inland Waterways, was headed by Fritz Orr, who ran an after-school and summer camp for children that was popular with the wealthy families who lived near the Chattahoochee River. As the struggle between conservationists versus landowners continued, Fritz Orr felt the need for support and asked that Terry join as chair of that committee as well. Importantly for Terry’s advocacy, Orr introduced him to the concept of land use planning.⁶⁹

In 1966, Terry had begun paddling the river with the Georgia Canoeing Association. Joining this group and the Georgia Conservancy was fortuitous. Terry said, “it gave the conservationist an access to a competent canoeist, and also let us take news reporters, political figures, visiting firemen, whatever, down the Chattahoochee and out there to see it.”⁷⁰ Terry was enthralled by the river; then, there “were no roads paralleling it” above Atlanta to Buford Dam and there were “granite cliffs, there were trout, there was rhododendron, it was like having the Appalachians transmitted to Atlanta.”⁷¹ He realized, however, that the fast-paced development that left “raw, bleeding pieces of ground” was fundamentally changing the health and behavior of the river. A certified toxicologist, Terry was distressed about the survival of the watershed, which the metro area relied upon for drinking water. As a canoeist, and for recreational boating more broadly, he hoped for more launch sites on the river: “you could get in to the river, up at Morgan Falls Dam, land owned by Georgia Power, but as one of my friends said, you can’t get out legitimately ‘til the Gulf of Mexico. That wasn’t really true, but we were in fact trespassing.”⁷² A blended set of motives—a desire to be on the water and to protect its integrity—animated the public awareness campaign led by Terry and others.

Roger Buerki and Claude Terry helped individuals and organizations come together to call awareness to damaging development along the river. Claude Terry had formal roles in the Georgia Conservancy, the Georgia Canoeing Association, and later in Friends of the River, and he could round up canoeists quickly for help in any scheduled or impromptu publicity float. Roger Buerki involved himself in every committee meeting, public hearing, planning meeting and negotiation that he could. Claude Terry saw his and Buerki’s roles in negotiating as a sort of “Hosea and Andy”

67. Roger Buerki, interview

68. This chapter gives the broad contours of the grassroots activism that helped save the Chattahoochee. More detail than could be included in this short study awaits in the oral histories collected by John and Dyna Kohler.

69. Claude Terry, interview by Dyna and John Kohler, October 3, 2016, digital recording, Chattahoochee National Park Conservancy, Roswell, GA.

70. Claude Terry, interview.

71. Claude Terry, interview.

72. Claude Terry, interview.

partnership, referring to Atlanta's Hosea Williams and Andrew Young of the Civil Rights movement, with Roger in the role of protestor and Claude coming behind as the voice of reason.⁷³

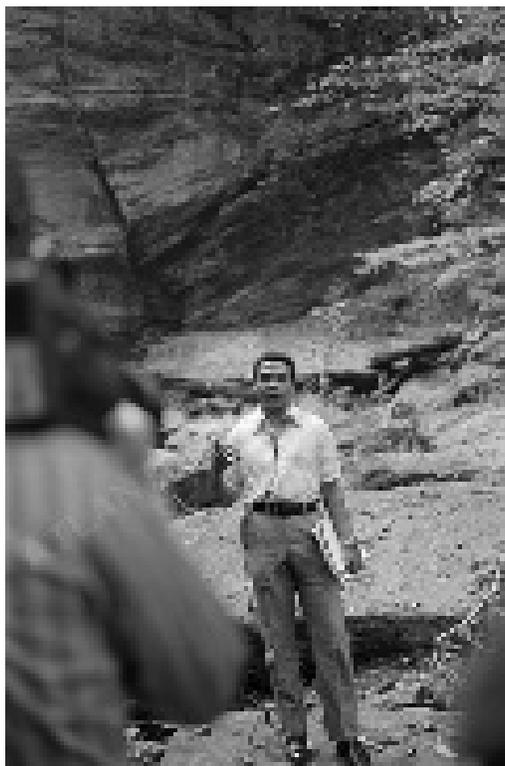


FIGURE 1.6 CIVIL RIGHTS LEADER ANDREW YOUNG MADE A SUCCESSFUL BID FOR THE US CONGRESS IN 1972. A STRONG SUPPORTER OF A PARK ALONG THE CHATTAHOOCHEE RIVER, HE HELD A PRESS RELEASE IN 1972 BY THE RIVER TO ENCOURAGE ITS PRESERVATION. FROM THE BOYD LEWIS PHOTOGRAPHS COLLECTION, KENAN RESEARCH CENTER, ATLANTA HISTORY CENTER.

Many canoeists and activists, including Buerki and the banker Henry Howell, enjoyed calling themselves “river rats,” but Claude Terry bridled at the term, emphasizing his role as microbiologist and toxicologist educating the public. His involvement with the river scenes of the movie *Deliverance* in 1971 (a film based on the novel by James L. Dickey), however, increased local awareness of his considerable canoeing prowess, so people included him when using the collective term river rats as an affectionate way of noting someone closely associated with using and advocating for the Chattahoochee River.

Both Buerki and Terry were active in promoting the first Earth Day (April 22, 1970) on behalf of the Conservancy. Buerki recalled that he learned about Claude Terry in an article in the newspaper. Terry had been doing publicity interviews for some time, but Buerki's grassroots approach of putting flyers on windshields at the Earth Day events and getting bookstores to feature works on the environment created additional energy. Earth Day was a national movement used to frame a most pressing local issue. In doing so, the men joined “tens of thousands of people” across the nation in

73. Claude Terry, interview.

speaking about environmental issues, many who had never done so publicly.⁷⁴ Buerki remembered, “It was very fortunate that all this [activism around the river] happened just in concert with the first Earth Day.”⁷⁵ They tapped into a burgeoning national consciousness distressed about environmental degradation.

Buerki, Terry, and others called upon the media to amplify news of the river’s destruction. Claude Terry used his canoeing competency to take members of the media (and prominent politicians), such as Ray Moore, a noted Atlanta WABE news director and newscaster, down the river.⁷⁶ Doing so brought subsequent radio and television publicity, most of it positive. Buerki photographed the damage on the Chattahoochee including “shattered tree stumps and a mudbar washing out . . . into the river,” and he and Terry began taking a slideshow of photographs along with them when they spoke to civic groups and to commission and planning meetings.⁷⁷ In one instance, when a group met with the Fulton County commission to oppose the creation of the Game Creek sewer line through the Palisades section of the river, Jim Morrison of the Georgia Conservancy sent camera crews to capture the moment. Buerki, Terry, and Doug Woodward used every media connection to publicize the efforts to save the Chattahoochee River.⁷⁸

The media could not ignore popular use of the river that emerged in the late 1960s. In 1969, Georgia Institute of Technology student Larry Patrick, a new initiate to the Delta Sigma Phi fraternity, hosted a raft race down the river. Beginning at Morgan Falls and ending at an undesignated point (“By the end of the race, no one really knew where the finish line was, and no one cared,” according to Patrick), the race included 55 competitors the first year, with 2,500 spectators.⁷⁹ It garnered so much popularity that Patrick and organizers decided to open the event to the public and “make this a fun float, a social event.”⁸⁰ Over the next several years, the “race” attracted thousands of participants, who were endlessly creative in their handmade rivercraft (in 1970, for example, Delta Sigma Phi entered a 34-foot pirate ship that ultimately sank). Its popularity became a liability for the Park Service in the late 1970s, but in the early part of the decade, the race gave the river important publicity. In his 1970 story on the race, *Atlanta Journal-Constitution* Editor Jack Spalding noted that the popularity warranted new protections: “Not many cities have a river this attractive and clean on its boundaries. The serious pollution begins at Bolton [Road] and the river above here is valuable. . . . We can improve its safety. We also must guard its cleanliness. A few more overloaded disposal plants will ruin it for all purposes except that of an open sewer.”⁸¹ Jerry Hightower, long-time naturalist at

74. Adam Rome, *The Genius of Earth Day* (New York: Hill and Wang, 2013), x.

75. Roger Buerki, interview.

76. Claude Terry, October 3, 2016; Michelle E. Shaw, “Ray Moore, 90: Former WSB News Director, Anchor,” *The Atlanta Journal-Constitution*, July 24, 2013, accessed June 1, 2018, <https://www.ajc.com/news/local-obituaries/ray-moore-former-wsb-news-director-anchor/Q9W2xZd3cAlqEQV6XI7bBP/>.

77. Roger Buerki, interview.

78. Roger Buerki, interview.

79. Larry Patrick quoted in Charles Bethea, “Woodstock on the Water: An Oral History of the Ramblin’ Raft Race,” *Atlanta Magazine*, June 15, 2015, accessed June 30, 2018, <http://www.atlantamagazine.com/great-reads/woodstock-on-the-water-an-oral-history-of-the-ramblin-raft-race/>.

80. Bethea, “Woodstock on the Water,” June 15, 2015.

81. Jack Spalding, “The Great River Raft Race Grows in Appeal,” *The Atlanta Journal-Constitution*, May 31, 1970.

Chattahoochee River NRA, remembered the race's lasting legacy as being important for building public awareness of the river:

And Larry Patrick's Great Rambling Raft Races, for all their reputation of excess in terms of beer, illegal drugs and wild going ons, actually were introducing hundreds of thousands of people to the Chattahoochee River and for most of those people, throughout the event, and despite the copious quantities of alcohol that were consumed . . . they remember the event because, one thing, it was going through a beautiful area. When the Raft Races were going on, a lot of the buildings that are there now were not there. And so these people were traveling nine miles of extraordinarily beautiful river. . . . And so, they remembered it as just being beautiful and fantastic. And so when the time came and people knew that the river was in peril, these people were outraged. And so that had helped a great deal.⁸²



FIGURE 1.7 CONSERVATION GROUPS ORGANIZED CLEANUPS OF THE RIVER IN 1972.
FROM RECORD GROUP 412, RECORDS OF THE ENVIRONMENTAL PROTECTION AGENCY, 1944–2006,
NATIONAL ARCHIVES AND RECORDS ADMINISTRATION.

Claude Terry noted that “. . . saving the Chattahoochee wasn't a single thing. It was a multiplicity of things. If you talk to Larry Patrick, it was the Great Raft Race. If you talk to Roger Buerki, it was stopping the sewerage. . . . it was all of those things.”⁸³ The early battles over the sewers, however, were important for several reasons, beyond the publicity they brought—the confrontations taught the young activists how to navigate the politics of county commissioners and how to marshal effective support for their efforts. Concurrent with the battle over Rottenwood Creek in 1970 was an effort to stop Fulton County from destroying part of the popular Palisades section of the river with a

82. Jerry Hightower, interview.

83. Claude Terry, interview.

new sewer line, called the Game Creek Interceptor Sewer line. Roger Buerki remembered that developers

*were planning a 30-inch line through the Palisades there, where they would basically dynamite a shelf at water level and in some instances have an exposed 30-inch line. And you can imagine what the Palisades would look like in that circumstance. So this was panic city.*⁸⁴

According to Buerki, after his presentation to the Fulton County commission with media coverage arranged by Georgia Conservancy's Jim Morrison, the commissioners began to pay attention. In addition, Buerki, while leaving river conservation "propaganda" on the windshields of cars parked near the river, spoke to Atlanta mayor Sam Massell. Mayor Massell got his planners involved in the matter and there was a "temporary halt to things" that ultimately saved the Palisades.⁸⁵ The city enacted a delay in order to study the sewer issue further, and depending on the reporter, either the Georgia Natural Areas Council or the Atlanta Regional Commission asked for a two-year moratorium on development of the watershed.⁸⁶ The commission, with the support of the City of Atlanta, "agreed to study the proposed sewer line further before giving a final go-ahead on the project."⁸⁷ The Rottenwood Creek gorge, however, would not be spared.

Cobb County, the leader in suburban development, proved not as receptive to regulations that would curtail development on the river. In August 1970, the Georgia Conservancy lodged a victory in the Game Creek line, and Cobb County commission chair Ernest Barrett remained incensed at conservationists who would get in the way of development: "We can't hold up a \$3 million contract (for the Rottenwood Creek project) at this late date. This thing has been in the works since 1965." He continued that, "conservationists have been giving us the devil for polluting the River and Rottenwood Creek for years. And now that we're doing something about it—more than anybody else in Georgia—look what thanks we get for it."⁸⁸ Barrett, as Terry remarked, was trying to "sewer his county very belatedly, very late," and not willing to let concerns about natural beauty stand in the way.⁸⁹ In addition, as Buerki noted to an *Atlanta Constitution* reporter, the sewer lines were to run to a new water treatment facility that did not yet exist.⁹⁰ Despite the activists' attempts to halt the work, Cobb County carried through with its plan, destroying part of the rock formations through Rottenwood Creek. Barrett also threatened that more sewer work would take place in other parts of the county; he wanted conservationists to know that "we're about to do the same at Sweetwater Creek, Soap [*sic*] Creek, Buttermilk Creek, and Nickajack Creek. They better not wait until the last

84. Roger Buerki, interview.

85. Roger Buerki, interview.

86. Morris Shelton, "A Fight for Natural Beauty," *The Atlanta Journal-Constitution*, July 14, 1970.

87. Margaret Hurst and Michael Wright, "Riverside Sewer Line Job Held Up," *The Atlanta Constitution*, July 16, 1970.

88. Fliess, "Beauty and the Bulldozer," August 23, 1970.

89. Claude Terry, interview, October 3, 2016.

90. Fliess, "Beauty and the Bulldozer," August 23, 1970.

minute if they want to have their say so this time.”⁹¹ Though Barrett’s prediction of additional sewer lines was not forthcoming,⁹² the conservationists would have their “say so” henceforth.

In 1970 and 1971, when the Georgia Conservancy, the Sierra Club (which had begun a Chattahoochee chapter),⁹³ the Georgia League of Conservation Voters, and SAVE (Save America’s Vital Environment) emerged as watchdogs of the Chattahoochee, Roy Wood, regional director of the Bureau of Recreation, carried forward Secretary of the Interior Walter J. Hickel’s vision to create urban parks. In October 1970, less than a year after Wood had sounded the alarm about the lack of open space in metropolitan Atlanta, he sponsored a meeting of “75 business and civic leaders” to propose a park plan.⁹⁴ The proposed park was the basic footprint of today’s Chattahoochee River NRA, covering 48 miles of the river between Peachtree Creek and the Buford Dam. A month later Wood announced the composition of an ad hoc committee to lead four community meetings on the park’s potential impact on recreation, conservation, homeowners and residential developers, and commercial industry. On the committee was Claude Terry (representing the Georgia Canoeing Association), Ada Toombs (of the Georgia Conservancy), Harold McKenzie (vice president of the Georgia Power Company), Fred B. Moore (of the Chattahoochee River Basin Commission), and Pollard Turman (chairperson of J. M. Tull Industries). The ad hoc committee would help choose an advisory council of 11 people, which would include Terry.⁹⁵ Moreston Rolleston, president of the North by Northwest Civil Association and a developer who would sometimes oppose the work of the conservationists, would also join the advisory committee that ultimately collected data for a report on the park. Wood chose a mix of advisors from private industry and nonprofit conservation organizations, as he undoubtedly saw that support would have to come from a successful public-private partnership. Indeed, he was right. Just before Wood convened the hearings on the park proposal and formed committees, Georgia Power, thanks in no small part to Harold McKenzie, initiated the process of donating 750 acres of land along the river in north Fulton County to the county for the purposes creating a park “with federal funds” (the donation would not clear approval from the Federal Power Commission until 1972).⁹⁶ This segment would be the first phase of a larger plan for park development in Fulton County, but Wood understood that such a donation would be a carrot for federal officials who wanted to back a larger urban recreation area.

The Bureau of Outdoor Recreation, its 16-person citizen advisory committee (that grew from initial conception), and its 32-agency task force, completed a draft of the report in August of 1971 (“eight months overdue,” noted Maurice Fliess of *The Atlanta Constitution*).⁹⁷ The proposal was “mammoth.” It called, above all, for policy to regulate development along the 48-mile stretch of river from Peachtree Creek to Buford Dam. After planning measures were in place, the proposal recommended a 10-year period of land acquisition along the corridor, which would amount to 8,130 acres “for public recreational and educational purposes.” The park plan relied, too, on private

91. Fliess, “Beauty and the Bulldozer,” August 23, 1970.

92. Claude Terry, interview.

93. “Sierra Club Plans Fight for River,” *The Atlanta Constitution*, July 18, 1971.

94. Richard Miles, “Leaders to Plan Recreation Area,” *The Atlanta Constitution*, October 14, 1970.

95. Kent Mitchell, “Committee on River Being Formed,” *The Atlanta Constitution*, November 8, 1970.

96. Tom Linthicum, “Chattahoochee Park Planned on 750 Acres,” *The Atlanta Constitution*, August 25, 1970; Barbara Casson, “Georgia Power Donates Land,” *The Atlanta Constitution*, August 20, 1972.

97. Maurice Fliess, “New Song for the Chattahoochee,” *The Atlanta Constitution*, August 29, 1971.

landowners to offer at least 1,200 acres of easements for “buffer strips” along the riverbanks. The particulars of the proposed park were impressive: 6 recreation areas (totaling 4,000 acres) for swimming, hiking, camping, and picnicking; six natural areas (1,750 acres), such as the Palisades section of the river, that would be “restricted to interpretive educational, scientific, and allied passive recreation activity”;⁹⁸ a 9-mile scenic road between Morgan Falls Dam and Holcomb Bridge Road, a parkway that “would serve as a roadside-riverside recreation area”; 3 historical areas (420 acres), including the sites of Suwanee Old Town, Big Creek, and Sope Creek; 60 smaller historical sites, some of which would be in “units,” such as the “Roswell Historic Unit” of antebellum homes or the “Peachtree Creek unit” of Civil War sites; an educational center, arboretum, and botanical garden near Morgan Falls dam; a demonstration farm; and a state trout hatchery *and* aquarium near Buford Dam. In addition to these components, the plan recommended a “restricted-use corridor” that started 1,000 feet from the riverbank and would allow for modest single-family home development as well as strict controls over floodplain development.⁹⁹ The proposed park had a price tag of \$85 million, although the plan was not specific about who would pay. Wood noted that the plan would rely on coordination between state and local agencies, with 50 percent of funds coming from the federal government.¹⁰⁰

At the time of the study’s release, Roy Wood conceded that a changing political landscape already threatened the proposed park. President Richard M. Nixon’s “new federalism,” which placed greater emphasis on state and local control, meant the park could likely not rely on federal funds any longer.¹⁰¹ In addition, there were shake ups within the Department of the Interior that Wood did not mention. Nixon fired Walter J. Hickel, its secretary, due to friction over and criticism of Nixon’s administration.¹⁰² Hickel had championed urban parks and wanted to see them grow, and without his commitment, many of the parks under study never came into being. Also, the new director of the Bureau of Outdoor Recreation, James Watt (appointed by Gerald Ford), fired Roy Wood, a champion of the Chattahoochee park plan. The study, however, did not waste energy and resources. While the park plan was in play, it incentivized developers and city commissions to halt work along the river until the study was completed. The excitement to build a park did not diminish, although advocates narrowed their scope and focus.

After the federal government backed away, a smaller, state-managed park seemed the most likely possibility for park champions. A state park was likely part of the conversation even as Roy Wood and the Bureau of Outdoor Recreation began the study in 1970—the National Park Service had expressed interest but the planning committee would have certainly explored all options. The promise of the Georgia Power gift in 1970 (Morgan Falls) and another in 1972 (part of the Palisades) bolstered hopes that noncontiguous parcels of river could be set aside for preservation and recreation.¹⁰³ In addition, the Nature Conservancy, the national conservation organization, picked up an option on land owned by Alfred D. and Thornton Kennedy (the Kennedys also donated some of the acreage) in an effort to secure and then pass ownership to the state. This land was part of the

98. Maurice Fleiss, “New Song for the Chattahoochee.”

99. Maurice Fleiss, “New Song for the Chattahoochee.”

100. Maurice Fleiss, “New Song for the Chattahoochee.”

101. Maurice Fleiss, “New Song for the Chattahoochee.”

102. Phillips, “An Administrative History,” 22.

103. “State is Given River Tract,” *The Atlanta Constitution*, May 26, 1972.

famed Palisades section. Reports on the efforts confirmed that the park, in fact, would center on the Palisades and be called the Palisades Wilderness Area.¹⁰⁴ Claude Terry, an insider to the land deals, described the other strategies for land acquisition for the park; though Georgia Power's gift was the critical piece, "you learn to trade in the environmental community." In another acquisition from a 156-acre tract owned by Julian LeCraw and E. B. Toles, Terry noted, "[w]e were able to trade Mr. LeCraw a traffic light, an extra two stories on some apartments and some other things for much of the price of the land."¹⁰⁵ Finally, although the Bureau of Outdoor Recreation had changed leadership and retreated from a management role of the river (for the time being), Watt did give \$1.9 million to purchase additional acreage.¹⁰⁶



FIGURE 1.8 JIMMY CARTER SUPPORTED THE PRESERVATION OF A PARK ALONG THE CHATTAHOOCHEE RIVER AS GOVERNOR OF GEORGIA AND SIGNED ITS ENABLING LEGISLATION AS A NATIONAL RECREATION AREA AS PRESIDENT OF THE UNITED STATES. *THE ATLANTA CONSTITUTION* JOINED HIM ON A PUBLICITY VISIT TO POPULAR SITES ALONG THE CHATTAHOOCHEE RIVER IN 1972 AND CAPTURED HIM CANOEING AND JUMPING OFF "PIRATE'S ROCK." PHOTOGRAPH BY STEVE DAVIS, *THE ATLANTA JOURNAL-CONSTITUTION* PHOTOGRAPHIC ARCHIVE, SPECIAL COLLECTIONS AND ARCHIVES, GEORGIA STATE UNIVERSITY.

104. "State is Given River Tract," 1972.

105. Claude Terry, interview, October 3, 2016.

106. Alex Coffin, "U.S. Gives \$1.9 Million for River Park," *The Atlanta Constitution*, September 27, 1972.

The state park initiative gained momentum because of new and powerful support. Governor Jimmy Carter, who began his tenure in 1970 after serving as a state senator, fully backed the effort. Carter had met Claude Terry at the 1971 Georgia Conservancy annual convention and “wanted to see the river.” Terry obliged, as he did many times with editors and politicians, and in September of 1972 took Carter kayaking as a public relations move to keep the park idea moving—especially in hopes of finally securing matching federal funds for the Palisades Park through the Dingell-Johnson Act, which provides aid to states in fish restoration projects. The matching funds were necessary for the state’s purchase of the Nature Conservancy lands.¹⁰⁷ Carter obliged, even jumping off of the popular diving cliff into the river down below, yelling, “Be sure and don’t miss this!” to photographers as he launched himself feet first.¹⁰⁸ He went on to create a “pet conservation project” in 1972 by creating the Georgia Heritage Trust, which held land acquired by the Nature Conservancy for future use as a recreation space.¹⁰⁹

Carter had taken up the conservationists’ cause on other issues, particularly involving zoning near the river. In 1971, a year into his governorship, Carter said, in direct language, “The time has come in Georgia to stop the rape of the Chattahoochee.”¹¹⁰ He engineered an agreement between the state and several major developers, including Batson Cook Development Corporation and North River Partnership, both which were building controversial properties near I-285. As a concession, the developers agreed to provide a 100-foot “greenbelt” along the river, which would be replanted with grass and trees and maintained by the developers; reduction in size of several buildings; a canoe and kayak launch with restroom facilities; parking lots for public recreation; and “construction of dams and ponds along Game Creek to control siltation and thermal pollution of the river.”¹¹¹ Although not applicable to all private properties on the river, this agreement was a wake-up call to developers that Carter, and the state, would act on behalf of conservation measures.

107. Claude Terry, interview; Phil Garner, “The Eco-Politics of Palisades Park,” *The Atlanta Constitution*, October 1, 1972; “Sport Fish Restoration Act,” US Fish and Wildlife Service, accessed June 2, 2018 https://wsfrprograms.fws.gov/subpages/grantprograms/sfr/SFR_Act.htm.

108. Garner, “The Eco-Politics of Palisades Park,” October 1, 1972.

109. Howell Raines, “Trust Quietly Acquires Land,” *The Atlanta Constitution*, June 23, 1973.

110. Bill Shipp, “Pact Protects River Scenery, Public Access,” *The Atlanta Constitution*, August 7, 1971.

111. Shipp, “Pact Protects River Scenery, Public Access” 1971.



FIGURE 1.9. JIMMY CARTER SUPPORTED THE PRESERVATION OF A PARK ALONG THE CHATTAHOOCHEE RIVER AS GOVERNOR OF GEORGIA AND SIGNED ITS ENABLING LEGISLATION AS A NATIONAL RECREATION AREA AS PRESIDENT OF THE UNITED STATES. *THE ATLANTA CONSTITUTION* JOINED HIM ON A PUBLICITY VISIT TO POPULAR SITES ALONG THE CHATTAHOOCHEE RIVER IN 1972 AND CAPTURED HIM CANOEING AND JUMPING OFF OF "PIRATE'S ROCK." PHOTOGRAPH BY STEVE DAVIS, THE ATLANTA JOURNAL-CONSTITUTION PHOTOGRAPHIC ARCHIVE, SPECIAL COLLECTIONS AND ARCHIVES, GEORGIA STATE UNIVERSITY.

The agreement was a boon to conservationists and came on the heels of another victory that halted Fulton County river development projects. The projects had been rezoned for apartments and commercial properties in a hasty hearing with supporting votes from Fulton County commissioners Charlie Brown and Goodwyn "Shag" Cates—votes that, according to residents who filed suit against the developers, violated "20-year covenants between the developers and the commission in 1968, when part of the property was originally rezoned." In addition, the plaintiffs argued, developers "violated the county's tree ordinance and held an improper hearing."¹¹² The state (via Assistant State Attorney Robert Bomar) stood among the litigants, arguing as "neighbor" of the property in question (via public bridges and roads) that the state of Georgia should have a voice in any hearing to rezone and that the rezoning should be nullified. Ultimately, Judge E. Ernest Tidwell ordered a restraining order to stop work.¹¹³ The rebuff to Cates and Brown did not deter those commissioners from authorizing rezoning requests; in the spring of 1972, they "met secretly to approve office and industrial rezoning for a 200-acre tract on Lake Hearn Drive in North Fulton." The act caused some Fulton County residents, including conservation group members, to circulate a petition to recall

112. Margaret Hurst, "Halt in River Project Extended," *The Atlanta Constitution*, July 28, 1971.

113. Hurst, "Halt in River Project Extended," 1971.

Cates and Brown.¹¹⁴ The petition was not successful, although public outrage over the commissioners led to an expansion of Fulton County commissioners from three to seven (Milton Farris, a supporter of conservation, was the third commissioner with Cates and Brown until the expansion of the commission).¹¹⁵

Another group of supporters became increasingly vocal in the fight to save the river: white women. Although women participated in the conservancy, Sierra Club, and SAVE, a new group, born of the Junior League, began in 1971. This group, Friends of the River, played an important part on several fronts but particularly in the passage of what would be a fundamentally important set of laws for the protection of the river and the creation of a park—the Metropolitan River Protection Act. Across the nation, middle- and upper-class women’s groups proved central drivers to the environmental movement of the 1960s and 1970s, a revitalized tradition in which women had fought for conservation issues as far back as the Progressive Era. In the new movement, however, the number of women activists rose, as did their social influence. This was in part due to the concurrent women’s liberation movement. However, it also stemmed from the “gender constraints of the postwar decades,” which championed the nuclear family and the homemaker, all set against the backdrop of the suburban household.¹¹⁶ Many of the women’s groups that formed to fight pollution, protect waterways, and save open spaces did so because these issues endangered their very backyards and the playscapes of their children. In Atlanta, many of the women, though not all, identified as homemakers, and they were active in volunteer organizations. Many lived in the growing suburban areas of north Fulton County or Cobb, and some had grown up along the river. They used intelligence, organizational acumen, and political connections, sometimes through marriages to men who were themselves emerging as leaders in business and politics, to ensure the protection of the Chattahoochee River.

Kay McKenzie, the leader of Friends of the River for its first few years, remembered getting a call one afternoon from Alice McDonough, a fellow Junior League member. Henry Howell, the husband of league member Stephanie Howell, had approached the group to see if the league might get involved in efforts to save the Chattahoochee. McKenzie was familiar with the activism of groups like the conservancy and the Sierra Club and knew that Claude Terry and others “were the ones who would go down to the county commissions and really shake the bars.”¹¹⁷ She understood the fight might be potentially “controversial” for the league to adopt, so she, along with Lucy Smethurst of the Georgia Conservancy, conducted interviews with interested business and civic leaders and property owners. Ultimately, McKenzie recommended that the league not be directly involved but, instead, fund the creation of a new group that could raise money and lobby in ways that the Georgia Conservancy could not as a 501(c)(3).¹¹⁸ Friends of the River, as Claude Terry described it, became a “political action committee” that raised money and advocated on behalf of the Chattahoochee.¹¹⁹

114. Nick Taylor, “Cates Vows He’ll Seek Reelection,” *The Atlanta Constitution*, October 23, 1971.

115. Hall Gulliver, “Shag Cates as Commission Chairman?” *The Atlanta Constitution*, November 26, 1974.

116. Rome, *The Genius of Earth Day*, 35.

117. Kay McKenzie, interview by Dyna and John Kohler, December 5, 2016, digital recording, Chattahoochee National Park Conservancy, Roswell, GA.

118. Kay McKenzie, interview.

119. Claude Terry, interview.

Friends of the River would ally with Georgia Conservancy and the Sierra Club in ongoing public awareness campaigns about the river, but the group's purpose also had a narrower focus—to ensure successful passage of legislation that would protect the river.¹²⁰ State Senator Bob Walling introduced a bill “to save the river” in the 1971 legislative session but it had not passed. Friends of the River would focus its efforts on building public and political support for “river bills” in 1972 and in 1973; the group also supported the creation of a national recreation area.¹²¹ McKenzie noted that one of the group's first actions was to hire a public relations consultant, Bill Corley (a retired journalist who had taken up public relations as a second career), and to secure office space in Colony Square in midtown Atlanta.¹²² The organization, with its well-connected officers and professional staff, was well poised to take up the cause of providing the river with a protective layer of new policy.

Others, particularly federal officials, were working to use new and extant law to protect the river. New policy was a priority of presidential administrations in the late 1960s and early 1970s; broadly speaking, the conservation and environmental movements have only more recently lost a bipartisan base of support. Democratic President Lyndon B. Johnson supported and signed a series of legislation that gave the federal government the unprecedented power to regulate and penalize damage to the natural world from those who created air and water pollution and to protect wilderness lands and rivers.¹²³ Republican President Richard M. Nixon expanded that power when he created the Environmental Protection Agency (EPA) in 1970. Officials in the EPA wasted no time in singling out the Chattahoochee as in dire need of clean up and protection. William Ruckelshaus, the first administrator of the EPA, joined forces with the State Water Quality Control Board's lead R. S. “Rock” Howard in advising Atlanta to stop the expansion of sewer systems and to build additional, federally funded, and more effective water treatment plants or face fines in federal court.¹²⁴ In addition, the US Justice Department pursued litigation against developers and organizations accused of polluting the river in the early 1970s. US District Attorney John Stokes launched two suits in one week against developers, asking for payment in damages to the Chattahoochee, cleanup of the river, and an injunction from the court to stop development. Stokes invoked the 1899 Refuse Act, which prohibited pollution of navigable rivers.¹²⁵ The developers fought back, arguing that the river was not navigable. In response, Stokes' legal team researched and wrote a history of the Chattahoochee's navigation and called upon Claude Terry as a witness. Ultimately, the accused—the developers of the infamous Riverbend Apartments—agreed to clean up the section of the river in front of their development near I-285.¹²⁶ Although sometimes effective, federal action to protect the river was piecemeal and resource intensive. Local policy would give needed ballast to preservation efforts.

120. Kay McKenzie, interview.

121. Mike Corbin, “Friends of the River Organize Here,” *The Atlanta Constitution*, June 18, 1971.

122. Kay McKenzie, interview.

123. “Lyndon B. Johnson and the Environment,” Lyndon B. Johnson National Historic Site, accessed June 24, 2018, <https://www.nps.gov/lvjo/planyourvisit/upload/EnvironmentCS2.pdf>, Roderick Nash, *Wilderness and the American Mind*, rev. (New Haven: Yale University Press, 1973), 226.

124. Coffin and Nesmith, “City Told to Clean Up River,” *The Atlanta Constitution*, December 11, 1970.

125. Nick Taylor, “Second Suit Hits River Group,” *The Atlanta Constitution*, November 10, 1971.

126. Nick Taylor, “Riverbend Bows to U.S. Demand for Clean River,” *The Atlanta Constitution*, December 7, 1971. Riverbend was, by that time, known for its parties and as a haven for sexual promiscuity. See Charles Bethea, “HoochieKoo!” *Atlanta* (November, 2009), accessed June 14, 2018, <http://www.charlesbethea.com/articles/HoochieKoo.pdf>.

What became the Metropolitan River Protection Act reflected the conclusions of the Atlanta Regional Commission's Chattahoochee Corridor Study. The commission had launched the study at the same time as environmental activists were focusing public attention toward the threat of development for the watershed. In 1971, after the Atlanta Metropolitan Planning Commission became the Atlanta Regional Commission, the organization "began to consider how it could assist in a growing effort to plan for the protection of the Chattahoochee River."¹²⁷ The Commission decided to conduct a study and propose a set of planning recommendations for development along the river; the study was completed in July of 1972. The corridor plan had two operating principles: "that there should be and can be a combination of lands for private development, lands for recreation, and lands for open space."¹²⁸ Commission staff recommended, as it had in 1963, that corridor land be acquired and made available for public use (the footprint of which followed the BOR study and is the same as today's Chattahoochee River NRA). The second principle "is that land in the corridor varies greatly, and that development on some types of land will have a more severe impact on the land and the river than development on other types of land." The report provided ways for local governments to assess the relative "vulnerability" of corridor lands and made recommendations on development based on "levels of susceptibility to long-term damage."¹²⁹ In its initial iteration, the plan was a set of recommendations that applied to Fulton, Cobb, and Gwinnett Counties and was not yet policy. The commission would serve as a reviewer or commenter on construction applications forwarded by local governments, but the latter remained the ultimate arbiter as to whether development could proceed. It was the MRPA bill that gave the Chattahoochee Corridor Plan "a legal status that had not been anticipated when it was first adopted [by the commission] in 1972."¹³⁰ ARC staff credited "various groups of citizens who were concerned over protecting the Chattahoochee" with the eventual passage of the bill in 1973.

The Metropolitan River Protection Act was not the first river preservation bill to make its way in the Georgia Assembly. Senator Bob Walling fought for bills in the 1971 and 1972 legislative sessions, but those had both failed to make it out of committee. Those bills were not aligned with the corridor study; in fact, the Atlanta Regional Commission came out against Walling's 1972 bill, an act that shocked many in the environmental community.¹³¹ In the Walling bill, the commission would supply two members in a five-member regulatory committee (the other three members would come from the state); Claude Terry suggested that the commission wanted total control over the review process and so helped kill the bill.¹³² In any event, in the 1973 legislative session, Representative Elliott Levitas of Dekalb and Al Burruss of Cobb County introduced the Metropolitan River Protection Act, which mirrored the ARC Chattahoochee Corridor Study more closely.¹³³

127. Atlanta Regional Commission, "Chattahoochee Corridor Plan Implementation: An Initial Assessment" (Atlanta: ARC, 1981), TD225.A82 C47, Kenan Research Center, Atlanta History Center, Atlanta, GA, 5.

128. Atlanta Regional Commission, 8.

129. Atlanta Regional Commission, 8.

130. Atlanta Regional Commission, 6.

131. Alex Coffin, "ARC Criticized for Opposing River Bill," *The Atlanta Constitution*, January 29, 1972.

132. Claude Terry, interview.

133. Gregory Jaynes, "More River Zoning Control For the ARC is Aim of Bill," *The Atlanta Constitution*, March 6, 1973.

Claude Terry noted that after Governor Carter

*got Bob Walling to be a judge and Paul Coverdell, Elliott Levitas, maybe Andy Young, several people, helped us to try to get the Metropolitan River Protection Act. Slightly different from the way Bob had introduced it. And...it was amazing support we had, we got [Sen. William] Searcy from Savannah, we had Coverdell, who was a Republican, eventually was a national Senator.*¹³⁴

Although the bill had important support and aligned with a plan created by the designated Metropolitan Planning Organization for the Atlanta metro region, it remained controversial. The bill had opposition from high-profile politicians as well as private citizens. Some landowners, as with earlier river preservation bills,¹³⁵ thought the bill would confiscate private land for the sake of public use. Terry remembered that in the opposing camp “we had Lester Maddox, we had, well, Senator Roscoe Dean, who ran a committee [the Natural Resources Committee] noted for killing all environmental laws that would come across his desk.”¹³⁶ Both Maddox and Dean would prove to be formidable opponents, but neither could surmount the savviness of Friends of the River.

Efforts to get past Dean and Maddox became, in Terry’s words, “legendary.”¹³⁷ Indeed, Kay McKenzie, who directed Friends of the River, used methods both orthodox and unconventional to successfully pass the Metropolitan River Protection Act. The story of Roscoe Dean’s surrender began with a trip McKenzie took to Pawley’s Island, South Carolina, in the summer of 1972. At a party she met a man who told stories of rootwork, or “voodoo,” and particularly of one practitioner, Dr. Eagle, who practiced in Savannah.¹³⁸ She thought no more about it until the first week of the legislative session when Friends of the River held a cocktail party near the state capitol for key house and senate committees. Roscoe Dean attended and, not being particularly popular, “was just kind of hanging back,” McKenzie remembered. As host, she commenced small talk and, suddenly, Senator Dean asked McKenzie,

*“Do you believe in Voodoo?” And I said, “Well, I don’t know much but I know about Dr. Eagle.” He said, “You know about Dr. Eagle?” . . . He said, “I’ve been to see him.” And I just said, “Senator Dean, you should not have put a spell on the governor.” He said, “I didn’t tell you that; I never told you that.”*¹³⁹

McKenzie decided to call her Pawley’s Island friend, who told her that she ought to “lay the root on Roscoe.” What follows is best described in McKenzie’s own words:

I said, “Lay the root?” And he said, “Yes.” He said, “There are 3 kinds of root.

The red root is for death and mutilation. The green root is for money. And the blue root is for good luck, whatever, happiness, and whatnot.” So he said, “I’m going to send you

134. Claude Terry, interview.

135. Bill Seddon, “Bill to Guard River Killed,” *The Atlanta Constitution*, January 27, 1972.

136. Claude Terry, interview.

137. Claude Terry, interview.

138. Kay McKenzie, interview; Dr. Eagle was a resident of Beaufort, South Carolina. See Beverly Willett, “LowCountry Root Doctors,” *South Magazine*, December 1, 2016, accessed July 1, 2018, <http://www.southmag.com/Dec-Jan-2017/LowCountry-Root-Doctors/>.

139. Kay McKenzie, interview, *South Magazine*.

two roots, the red root and the blue root.” And I said, “I don’t think I want a red root.” He said, “You need a red root, Kay, everybody needs a red root.” So, he said, “Now let me tell you how you lay the root on somebody.” Said, “If it’s a man, you put it, put the root,” he said, “The root will be a little piece of twig, and it’ll have some yarn wrapped around it, colored yarn, red or blue or green. And the man puts it in his vest pocket. And you just walk up and you just talk to the person. You don’t say, ‘I’m laying the root on you.’ You don’t say anything about Voodoo, you just walk up and ask him how the day’s going and whatnot. They will see that root and freak out if they really are a believer. If they’re not, they won’t know anything about it, so you won’t be embarrassed that you were playing Voodoo in the State Senate.”¹⁴⁰

After receiving the roots, McKenzie asked for help. Dean’s fellow senator from South Georgia, Bobby Rowan, sat next to Dean and had been known to play pranks on him. Rowan supported the Metropolitan River Protection Act.¹⁴¹ Rowan agreed to put the root in his pocket one day in the legislative session. He called McKenzie to let her know to be there to see if the action worked. It did. Shortly after the prayer, “the doors burst open. And Roscoe Dean comes running out having...turned over the trashcan under the desk behind him.” McKenzie noted the fright “didn’t make him do anything about the bill” but a 1978 *Atlanta Constitution* story on Dean’s then-gubernatorial candidacy noted that the day after the root was laid, “Roscoe released the Chattahoochee bill from his committee, and it went on to become law.”¹⁴² By then, the story clearly had become a legend in Atlanta politics.

McKenzie used more conventional means to move the bill along, particularly her powerful political connections. McKenzie’s husband was the vice president of Georgia Power, and, through him and her own work in Friends of the River and other civic organizations, she had access to the ear of legislators. On Wednesday, March 15, *The Atlanta Constitution* reported the bill as dead. It was “apparently the victim of a ploy designed by Lt. Gov. Lester Maddox,” who had “asked that the bill, on the calendar earlier, not be voted because ‘he had someone to talk to.’”¹⁴³ Though the bill had gained the votes in the Senate to go back on the calendar on Thursday, the Rules Committee voted it down—although there was confusion in the count (hands were “going up and down during the vote”).¹⁴⁴ The bill had general support and had already passed the House 135 to 13, but it was seemingly dead Wednesday night.

Kay McKenzie was at the capitol watching the confusion unfold and left devastated. The same day, her husband Harold called and notified her he had arranged a dinner party for the Speaker of the House George L. Smith that very night. When McKenzie arrived at the party after leaving the vote, she found Senator Render Hill at her home, who had been witness to the bill’s defeat by the Rules Committee and had spread the news at her home. McKenzie was so distraught that Speaker Smith intervened and promised to get the bill back on the docket on Thursday, March 16, but that she and Render Hill, who had some influence with Lester Maddox, were to be at his office at 8:00 a.m. When

140. Kay McKenzie, interview, South Magazine.

141. Tom Crawford, “Roscoe Dean, One of Georgia’s Political Legends, Dies,” Tom Crawford’s Georgia Report, November 21, 2016, accessed July 5, 2018, <http://gareport.com/story/2016/11/21/roscoe-dean-one-of-georgias-political-legends-dies/>.

142. Bill Shipp, “Look Out George! Roscoe May Have a Busbee Doll,” *The Atlanta Constitution*, June 24, 1978.

143. Milo Dakin, “Save-River Bill Dies in Senate,” *The Atlanta Constitution*, March 15, 1973.

144. Dakin, “Save-River Bill Dies in Senate.”

she arrived, Smith had his calendar out and was calling representatives with active bills, pressuring them to talk with Maddox before he would allow their bill to go forward. It worked, and the Rules Committee, “without debate,” voted that the bill go to the floor.¹⁴⁵

The bill faced one last hurdle before it became public law, and that was captivity by Maddox. Maddox, insulted by a Marietta journalist who’d claimed he attempted to “kill” the bill, locked it in a desk drawer until the journalist apologized. Maddox, in fact, was against the bill, claiming, “I’m as much for ecology as anybody that ever walked” but added the bill was “an attack on free enterprise and an attack on local government.”¹⁴⁶ The journalist did not issue a public apology but did write a letter to Maddox, who set the bill free from the confines of his desk. It made its way to Governor Carter, who signed the Metropolitan River Protection Act into law.

The act created a protective infrastructure that would be critical to the founding of Chattahoochee River National Recreation Area. A Friends of the River slideshow script gave a succinct rundown of the bill’s components: it “included development standards within the corridor, 2,000 feet on either side of the river from Buford Dam to Peachtree Creek, a 150-foot setback from the banks of all structures, and no development in the flood plains.”¹⁴⁷ In practical implementation, however, it presented challenges for the actual protection of the river. In the same year it became law (1973), a legislative study reported even after its passage that the land within the corridor was endangered by unremitting development. This vulnerability lay in two distinct issues: that the original act left some property development exempt from oversight, and, according to the Atlanta Regional Commission, a lack of state funds to appropriately review violations.¹⁴⁸ Authors of the Metropolitan River Protection Act embedded the loophole in the original act by exempting any project as of March 16, 1973 (the signing of the act) that was “approved; pending; completed; under construction; zoned and where expenditures in excess of \$2,500 have been made in preparation for construction in accordance with such zoning, provided construction is commenced within 36 months from such date.”¹⁴⁹ The legislative report noted that this clause left 70% of the Chattahoochee River in Cobb and Fulton Counties unprotected.¹⁵⁰ The Atlanta Regional Commission, whose staff had worked so hard for the act, worked with local governments to review and regulate any violations of the law. The state, however, had not supplied funds for this kind of oversight, and so the commission’s attempts at implementing the act’s provisions were negligible. Sallye Salter of *The Atlanta Constitution* noted that the only real reporting of illegal development came from aerial reconnaissance of the Friends of the River group.¹⁵¹ In subsequent years, however, federal courts continued to uphold the act’s basic legislation when it came under attack by developers later in the decade.¹⁵²

145. “45 Bills Jam Senate Docket,” *The Atlanta Constitution*, March 16, 1973.

146. Maddox quoted in Gregory Jaynes, “Chattahoochee Bill Passes After Maddox Hold-Up,” *The Atlanta Constitution*, March 17, 1973.

147. “Friends of the River Slideshow Presentation,” n.d., Dyna and John Kohler research materials, Chattahoochee National Park Conservancy.

148. Sallye Salter, “River Protection Act Lagging, Study Says,” *The Atlanta Constitution*, November 21, 1973.

149. Text of the Metropolitan River Protection Act (passed March 16, 1973), Dyna and John Kohler research materials, Chattahoochee National Park Conservancy.

150. Salter, “River Protection Act Lagging,” November 21, 1973.

151. Salter, “River Protection Act Lagging,”

152. See Leonard Ray Teel, “Judge Upholds River Protection Act,” *The Atlanta Constitution*, August 29, 1976.

Most importantly, perhaps, the act created the corridor with public use in mind. These two goals—protection and recreation—were closely intertwined in the corridor study and in the activists’ minds; almost immediately after the passage of the Metropolitan River Protection Act, Kay McKenzie and Barbara Blum, who had recently become president of Friends of the River, left for Washington, DC, to advocate for the creation of a national recreation area.¹⁵³ Two months later, in May, Senator Sam Nunn introduced, with the support of Representative Andy Young, a “recreation bill” for the Chattahoochee. It would take several more years for its passage, and those who committed early to save the Chattahoochee did not waver in their support.

153. Claude Terry, interview.

Chapter 2



A National Recreation Area, 1973–1984

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CHAPTER TWO

A NATIONAL RECREATION AREA, 1973–1984

The Chattahoochee River National Recreation Area's founding (CRNRA, Chattahoochee River NRA) grew from the National Park Service's broader movement to create national recreation areas and urban parks beginning in the 1960s. Initial federal bills from both the US House of Representatives and Senate to create Chattahoochee River NRA came in 1973, months after the passage of the Georgia Assembly's Metropolitan River Protection Act (MRPA). President Jimmy Carter, however, did not sign the bill that successfully created Chattahoochee River NRA into law until August of 1978. The 14 attempts to create the national park from 1973 to 1978 were not the just the work of politicians, but also parallel and supporting efforts by local river conservationist groups and organizations, state government bureaus, and federal agencies operating in the metropolitan Atlanta region during the mid- and late 1970s to save the river.

The contextualization of significant events and broader developments within the federal government, including the National Park Service and the Department of the Interior (DOI), as well as the sentiments of area residents near the river, provide a foundational understanding of the park's management and development during its first 5-½ years of operation, from August 1978 through 1984. Maintaining partnerships with area organizations and local municipalities and public relations with area residents remained important tools for the creation and development of the national park through its conception and establishment in the 1970s and threats to downsize the park in the 1980s, ending with an expansion in 1984 that further protected the river from development.

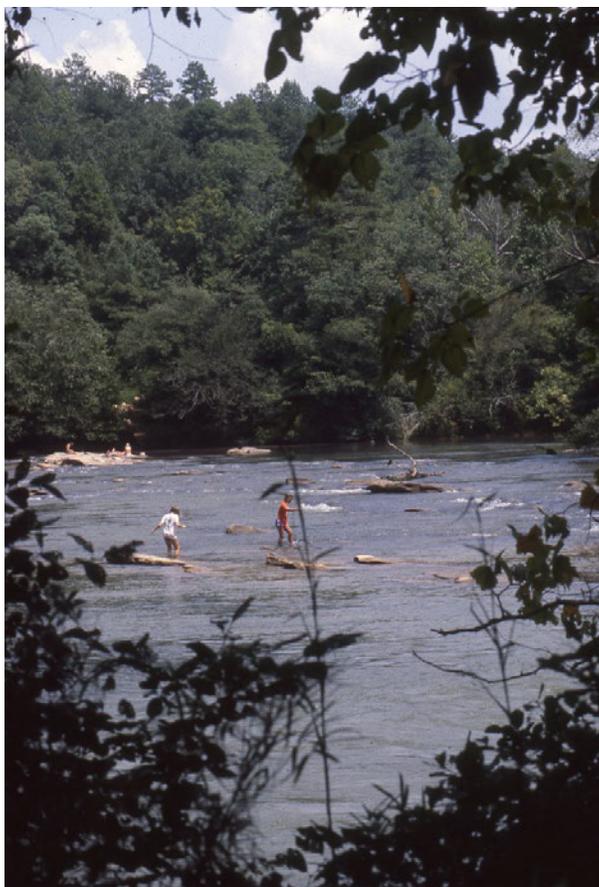


FIGURE 2.1 VISITORS ON THE RIVER ROCKS AT ISLAND FORD, UNDATED
(COURTESY OF NPS CRNRA).

THE CASE FOR NATIONAL PARKS IN URBAN AREAS

The environmental movement of the 1960s and 1970s emerged amid national concerns over suburban sprawl—growth that led to loss of natural and cultural resources. Loss of open space encouraged the National Park Service to create recreation areas and urban parks and to generally grow the Park Service throughout the 1970s. These trends would lose favor and support in the Department of the Interior and Park Service during President Ronald Reagan’s terms (1981–1989), the first of which began with an economic recession.

Director George B. Hartzog, Jr., appointed in 1964 under the Johnson administration, expanded the National Park Service in the late 1960s. The Department of the Interior approved Hartzog’s NPS management policy “that the Park Service needed new historic, natural, and recreational sites to create a more accurate representation of America’s treasures.”¹⁵⁴ National recreation areas were on the rise in the 1960s and continued to add diversity of park type to the Park Service through the 1970s. Hartzog also increased the number of scenic rivers, recreation rivers, and national rivers,

154. Ann E. McCleary and Donna Quinn Butler, “‘The First National Historic Site Dedicated to a Poet:’ A History of the Carl Sandburg Home National Historic Site, 1968–2008,” (Washington, DC: Department of the Interior, 2016), 14–16.

some in urban areas.¹⁵⁵ The movement to create parks that preserved natural resources, particularly those in urban settings, happened in the context of the environmental movement that grew in the 1960s and continued through the 1970s, as well as urban unrest in the wake of the Civil Rights Movement's end. Two examples of NPS administrative changes and sociocultural movement converging is that of the creation of New York's Gateway National Recreation Area and San Francisco's Golden Gate National Recreation Area on October 2, 1972.¹⁵⁶

Preserving America's unspoiled landscapes and natural resources merged with an emphasis on urban spaces as parks in the 1970s. National parks shifted from bringing primarily white, educated, and wealthy visitors to a general and, in many cases, more economically and racially diverse public. In *National Parks: The American Experience* (1997), environmental historian Alfred Runte described this difficult shift in the national park system in recognizing that "parks in the remote corners of the nation were open only to more affluent Americans." Runte contextualized the way in which the Park System served "a relatively small number of Americans" using statements given by US Senator Alan Cranston of California during the Senate Subcommittee on Parks and Recreation's hearings on the Golden Gate National Recreation Area in September of 1972. Cranston argued that, "those fortunate enough to visit distant units on the National Park System" are "most likely white, educated, relatively well-off economically, young, and suburban. More than 90 percent of the National Park visitors in 1968 were white." He concluded, "I believe that we have a responsibility to 'bring the parks to the people,' especially to the residents of the inner-city who have had virtually no opportunity to enjoy the marvelous and varied recreation benefits of our national parks." In this focus on urban parks, a welcoming horizon was rising for the introduction of the first of 14 Chattahoochee River park bills in early 1973.¹⁵⁷

155. "Important Anniversaries and Dates of Designations for National Park Service Units," Office of Communication, National Park Service, US Department of Interior, accessed July 23, 2017, <https://www.nps.gov/aboutus/news/upload/NPS-Anniversaries-01-13-17.pdf>.

156. Hal K. Rothman, "The Park That Made Its Own Weather: An Administrative History of Golden Gate National Recreation Area" (Washington, DC: Department of the Interior, 2004), 11–13.

157. Alfred Runte, "Ideals and Controversies in Expansion" in *National Parks: The American Experience* (Lincoln: University of Nebraska Press, 1997), accessed July 23, 2018, https://www.nps.gov/parkhistory/online_books/runte1/chap11.htm; Runte, "Notes, Chapter 11, No. 59," in *National Parks: The American Experience* (Lincoln: University of Nebraska Press, 1997), accessed July 23, 2018, https://www.nps.gov/parkhistory/online_books/runte1/notes.htm#1159.



FIGURE 2.2 CONSTRUCTION OF AN ATLANTA SEWAGE TREATMENT PLANT ALONG THE RIVER, 1970 (COURTESY OF NPS CRNRA).

Under Presidents Richard Nixon, Gerald Ford, and Jimmy Carter (1970 through 1980), the national park system added 79 parks. Of that park boom, President Carter signed the majority into law with 29 parks in 1978 alone, the creation year of the Chattahoochee River National Recreation Area. Of the new national parks added in those 11 years, 3 were designated national recreation areas, 4 were national rivers, 1 was a national scenic river, 1 was a scenic recreational river, 1 was a recreation river, and 1 was a wild river. In sharp contrast to the previous administrations, President Ronald Reagan signed 3 national parks into law from 1981 through 1984.¹⁵⁸

The administrations of the 1970s continued to support the broadening of the National Park Service, even near the end of the almost five-year-long battle to pass legislation on the park. During a 1977 congressional hearing regarding the 12th Chattahoochee River national park bill, a representative from the Department of the Interior provided both a generally supportive prepared statement of the park bill and responded to questions from the Senate Subcommittee on Parks and Recreation. The subcommittee questioned the DOI representative about the Park Service's view of urban parks and whether the park would "fit" with that view. The Department of the Interior response clearly outlined the recent change in direction of the National Park Service as well as how the Chattahoochee River NRA would fulfill the new direction:

The Department and the National Park Service are proud to be involved in the urban parks. From a policy point of view, the urban units of the National Park System represent no major departure from the historic mission of the National Parks--the only change is in the geographic location of the parks and the clientele whom they serve.

The basic criteria underlying judgements about additions to the National Park System do not contain limitations that prevent areas being added to the System solely because they

158. "Park Anniversaries," National Park Services, US Department of Interior, accessed July 1, 2019, <https://www.nps.gov/subjects/npscelebrates/park-anniversaries.htm>; Runte, "Ideals and Controversies in Expansion."

are near or within urban and metropolitan areas. I think it would be a mistake to the criteria in such a way that they did.

*Chattahoochee has been found to clearly meet the criteria for a National Recreation Area, as part of the National Park System. It merits addition to the System for that reason.*¹⁵⁹

The growth of the National Park System peaked in the late 1970s, soon after the Chattahoochee River NRA bill passed. The new national park in Georgia came at the height of the park boom. The appointment of US Congressman Phillip Burton of California as chair of the Subcommittee on National Parks and Insular Affairs in 1977 helped to usher in a variety of new parks during this era of NPS expansion. In the months following the creation of the Chattahoochee River NRA, the National Parks and Recreation Act of 1978 (H.R. 12536, Public Law 95-625) sponsored by Burton, also known as the Omnibus Parks Bill, was signed into law by President Carter on November 10, 1978. The accepted amendment leading to the bill's approval authorized increases to 29 existing parks; established 12 new parks or additions to the trails system; added new provisions to 14 existing parks; authorized the study of 14 rivers or creeks; and many other increased budgetary authorizations in the national park system. In his *National Parks*, Runte wrote of the "both impressive and unprecedented [omnibus] bill": "Over the past two decades they [preservationists] had spoken out against the loss of millions of acres of land to highways, airports, shopping centers, and similar forms of urban encroachment on open space." His credit was a direct reflection of the Friends of the River, Georgia Conservancy, and Georgia-based legislators' fight to save the 48 miles of the upper Chattahoochee River, from the Buford Dam down to Peachtree Creek. Runte continued, "Land afforded protection under the National Parks and Recreation Act of 1978, whatever the scenic limitations of those properties, was land at least temporarily saved from the threat of urbanization and industrial development." Georgia legislators used this conservationist atmosphere to save Atlanta's own "backyard" through the Chattahoochee River NRA bill that same year.¹⁶⁰

159. Unprocessed folder "H1415 Legislative History (File 1 of 2)," Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA; park archives were processed during a research phase for this administrative history.

160. Runte, "Ideals and Controversies in Expansion"; "H.R. 12536 - National Parks and Recreation Act," US Congress, accessed July 27, 2018, <https://www.congress.gov/bill/95th-congress/house-bill/12536>; "Public Law 95-625—Nov. 10, 1978," 95th US Congress, accessed, July 27, 2018, <https://www.gpo.gov/fdsys/pkg/STATUTE-92/pdf/STATUTE-92-Pg3467.pdf>; Uncredited author, "NPS awaits final action on omnibus bill," from Courier 1 no. 10 August 1978, accessed July 27, 2018, <http://npshistory.com/newsletters/courier/courier-v1n10.pdf>.

SAVING ATLANTA'S UNSPOILED RIVER: A LEGISLATIVE HISTORY, 1973–1978

The legislative history of the Chattahoochee River National Recreation Area is long and not without controversy, both in Washington, DC, and metropolitan Atlanta. Passing the recreation area into federal law took over five years of persistence, compromise, and lobbying from local conservation advocates and politicians alike. Over time, the park's name varied from urban area or park to recreation area, although the latter was the most common name as it represents the purpose of the future park at a most basic level. Unlike national rivers and wild and scenic riverways created to “preserve free flowing streams and their immediate environment with at least one outstandingly remarkable natural, cultural, or recreational value,” national recreation areas protect lands, reservoirs, and waters impacted by federal dams that provide water-based recreation opportunities.¹⁶¹

Local Support for the River Park

The movement to conserve unspoiled natural landscapes continued to be a priority for local environmental interest groups and their partners during the 1970s. Friends of the River, the Georgia Conservancy, and other like-minded organizations and groups shared a common interest with several Georgia legislators and Governor Jimmy Carter. Throughout the 1970s, this broad group of conservationists worked to save the Chattahoochee River corridor, which faced threats from pollution and rapid urban development. River protectors' early and essential milestones included Georgia's new Heritage Trust Program in July 1972, Chattahoochee Palisades State Park in September 1972, and Georgia's Metropolitan River Protection Act in March 1973. In addition, the conservationists' accomplishments came on the heels of the Land and Water Conservation and Wilderness Acts of 1964, the first Earth Day in 1970, and the creation of the Golden Gate and Gateway National Recreation Areas in 1972.

During the 1970s, leading up to the CRNRA bill, the efforts by local interest groups, politicians, and various city, state, and federal agencies coincided to save Atlanta's urban river from suburban sprawl and pollution. Rarely did the local conservationists, politicians, or bureaucrats work on or with just one “save the river” project or group. For example, during his twenties, future CRNRA ranger Jerry Hightower was affiliated with the Georgia chapter of the Sierra Club, the League of Conservation Voters, and the Georgia Wildlife Federation, and he volunteered with the Georgia Department of Natural Resources (DNR). In addition, Hightower prepared a slide show to present at various clubs and social groups in the area and wrote letters to public officials and representatives in hopes of generating local support for the preservation and protection of the river.¹⁶² There were others who diligently and passionately worked to create zoning regulations; city, county, and state parks; and, ultimately, a national park. Some who worked passionately to preserve the river included Claude Terry, Roger Buerki, Kay McKenzie, Barbara Blum, Marcia Bansley, Chatty Stover, Lou Greathouse, Jim Morrison, Andrew Young, Wyche Fowler, Sam Nunn, Elliott Levitas, and Jimmy Carter, as governor and president.

161. US Department of the Interior, National Park Service, “What's In a Name? Discover National Park System Designations,” accessed October 29, 2020, <https://www.nps.gov/articles/nps-designations.htm>; US Department of the Interior, Blog, “America's Public Lands Explained,” accessed October 29, 2020, <https://www.doi.gov/blog/americas-public-lands-explained>.

162. Jerry Hightower, interview by Dyna and John Kohler, November 24, 2015, digital recording, Chattahoochee National Park Conservancy, Roswell, GA.



FIGURE 2.3 CONSTRUCTION OF A HOME IN A FLOODPLAIN ALONG THE RIVER, 1971
(COURTESY OF NPS CRNRA).

A significant accomplishment of river conservationists was securing lands for the Chattahoochee Palisades State Park in late 1972, which pulled together the efforts among several interest groups, local governments, and state and federal agencies. What grew to become over 600 acres of state lands would be over half of the land used to create the first 1,000 acres of the national recreation area.¹⁶³ In March of 1976, *The Atlanta Constitution* reported that Georgia Governor George Busbee told the US House Subcommittee on Interior and Insular Affairs that “the state has exhausted its resources’ after buying 914 acres along the river, which flows westward through Atlanta.”¹⁶⁴ When one of the Chattahoochee River NRA bills was up for a vote by the US House of Representatives, Georgia Congressman Wyche Fowler, a bill supporter, cited “that the number of people who used the Chattahoochee River area in 1976 exceeded the number of who visited Yosemite National Park and Yellowstone National Park in 1974.”¹⁶⁵ These numbers were no doubt bolstered by the annual Ramblin’ Raft Race, which had taken place in the eight years before Fowler’s boasting in Congress about the number of visitors to the river in 1976. The work of securing 1,000 acres in preparation for the national recreation area would not have been possible without the Junior League of Atlanta’s Friends of the River (FOR), the Georgia Department of Natural Resources, the Bureau of Outdoor Recreation (BOR), the Land and Water Conservation Fund (LWCF), and Georgia’s Heritage Trust Program (later the Heritage Trust Fund), all of which worked together to secure land along the river.

Following the creation of the Chattahoochee Palisades State Park in 1972, with substantial efforts by Friends of the River, the group decided it was time to create a nonprofit 501(c)3 to work with state and federal agencies to acquire lands to add to the state park along the river and eventually they

163. Superintendent’s Annual Narrative Report, 1979, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

164. Associated Press, “Chattahoochee Park Funding Requested,” *The Atlanta Constitution*, March 27, 1976. <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1621448531?accountid=15017>, 11B.

165. Craig R. Hume, “Chattahoochee Park May Be Near Reality,” *The Atlanta Constitution*, February 13, 1978. ProQuest Historical Newspapers: *The Atlanta Constitution*, 1A, 10A.

hoped for a national recreation area. Friends of the River created the Legacy Foundation in 1973 to take donations of land and money on behalf of or in partnership with the Bureau of Outdoor Recreation, Georgia Department of Natural Resources, the Governor’s Heritage Trust Program, and the Environmental Protection Agency (EPA). Kay McKenzie shifted from leading Friends of the River to taking over the Legacy Foundation. Shortly thereafter, the organization’s Marcia Bansley stepped up as the director of the Legacy Foundation. Under their leadership and while continuing to work with Friends of the River, the Legacy Foundation played a crucial role in shaping the future national recreation area on the Chattahoochee, including soliciting monetary donations from the Woodruff Foundation and Grant Simmons of the Simmons Mattress Company; purchasing tracts of land at Jones Bridge; and accepting land donations at Cochran Shoals from Post Properties.¹⁶⁶



FIGURE 2.4 AERIAL VIEW OF COCHRAN SHOALS, 1980 (COURTESY OF NPS CRNRA).

The efforts of Jimmy Carter were crucial to saving the Chattahoochee River and purchasing lands within the metropolitan corridor. As governor of Georgia, he was motivated to help save not just the Chattahoochee, but also Georgia’s wildlife and wilderness. In 1972, Carter consulted Jane Hurt Yarn and David Morine of the Nature Conservancy along with Joe Tanner and Charles “Chuck” Parrish of the Georgia Department of Natural Resources to form the Heritage Trust Advisory Commission, consisting of 15 members to direct the program. Yarn’s proposal was to create a program that could identify the state’s extant historical, recreation, and natural sites. By executive order, Carter created the commission and program, with Tanner as the chair and Yarn as a key member. The order called for a 10-year-plan for protecting these types of sites, which Carter could then use to request funds from the legislature.¹⁶⁷ According to former League of Conservation Voters chair Roger Buerki, the Heritage Trust program was vital in creating the state park, as program funds were used to facilitate

166. Marcia Bansley, interview by Dyna and John Kohler, October 14, 2016, digital recording, Chattahoochee National Park Conservancy, Roswell, GA.

167. David E. Morine, *Good Dirt: Confessions of a Conservationist*, second edition, Guilford, Connecticut: Lyons Press, 2012), 2–4.

and support the purchase of East Palisades land tracts.¹⁶⁸ In 1975, the Georgia Assembly voted the Heritage Trust Fund into law, which then gave decision-making power and access to the fund to the Georgia Department of Natural Resources' creation of future nature preserves.¹⁶⁹

The later struggles of introducing the various Chattahoochee River national park bills in both the US House and Senate paled in comparison to what newspapers reported as local interest groups and governments working for, or against, securing lands to reserve for the hopeful river park. In 1976, *The Atlanta Constitution* reported "peril" and "squabble" over "142 acres of prime Chattahoochee River wilderness" known as the Woodall property in Fulton County being converted into a public park. According to the Georgia Department of Natural Resources' Joe Tanner, Fulton County commissioners were refusing to uphold a state-approved plan in which the county agreed to pay 25% of the \$2.3 million purchasing price of the acreage to add to the state park. However, Barbara Blum of Friends of the River argued that Commissioner Goodwin "Shag" Cates was "playing politics," which Cates denied and claimed that the plan was for the Woodall property to be run as a county park. Despite this back-and-forth between conservationists and Fulton County, the Georgia's State and Properties Control Commission, with Governor Jimmy Carter, as chair decided that the state would purchase the property under the Georgia's Heritage Trust Fund Act.¹⁷⁰ By August of 1973, Fulton County commissioners had voted to withhold funds to assist in the purchase of the Woodall property until the state agreed to permanently lease 45 acres for a county park. However, by the start of 1974, the state of Georgia owned the Woodall tract just north of Island Ford, a crucial area in the corridor.¹⁷¹

In the decade before Jerry Hightower became a seasonal ranger for the Chattahoochee River NRA in 1979, he became involved with the League of Conservation Voters(LCV) and worked on political campaigns for Georgia politicians who supported the idea of a river park, including those of Democratic US Congressmen Wyche Fowler, Andrew Young, and Elliott Levitas.¹⁷² Both Young and Levitas sponsored Chattahoochee River NRA bills in the US House of Representatives, with Fowler serving as a cosponsor on some of their bills. Hightower described the "stereotypical" late nights of campaign work that he participated in during the early 1970s in his early twenties:

I was just a foot soldier, so my job was to gather together young people who were interested in working, get political signs out, distributing leaflets into mailboxes, going door-to-door. All sort of work like that, but it was very exciting. We [LCV] were happy to do it and so we campaigned for a lot of people."¹⁷³

Campaigning conservationists led raft and canoe trips through the Chattahoochee corridor for other US representatives and their aides as requested. Hightower remembered, "We also organized canoe

168. Roger Buerki, interview by Dyna and John Kohler, October 25, 2016, digital recording, Chattahoochee National Park Conservancy, Roswell, GA.

169. Environmental Law Institute, <http://eli-ocean.org/wp-content/blogs.dir/7/files/Georgia.pdf>.

170. Howell Raines, "Peril to River Park Plans Seen in Squabble," *The Atlanta Constitution*, June 19, 1973. ProQuest Historical Newspapers: *The Atlanta Constitution*, 17a.

171. Frederick Allen "State, Fulton Reach Impasse in River Park Flap," *The Atlanta Constitution*, August 2, 1973. ProQuest Historical Newspapers: *The Atlanta Constitution*; Barbara Casson, "Time's Critical For River Friends," *The Atlanta Constitution*, January 20, 1974, 4a. ProQuest Historical Newspapers: *The Atlanta Constitution*, 11a.

172. Hightower, interview, 2015.

173. Hightower, interview, 2015.

trips to try to get people aware of what was going on in the Chattahoochee River. So, we would take Congressional aides down the river. Mrs. Young was very good about helping us organize this.” Hightower and other river activists, including some from Georgia State University, led a canoe paddle trip that began at Johnson’s Ferry down through the breathtaking Palisades. The group did not have river access, so they decided to use neighborhood steps to the river in the Riverbend neighborhood south of Interstate 285 on the river.¹⁷⁴ Hightower described a canoe trip in a 2015 interview with the Chattahoochee Parks Conservancy (CPC):

We were about to take all of the Congressional people down [the steps to the river]. It was my job to paddle around the canoes and to go from canoe to canoe and talk about the issues and explain what we were seeing on the river. So, we’re unloading all our canoes and the residents along that area are looking at us. There was all these “No Trespassing” signs all up and down, and “No Parking” signs. So, sure enough, before long, here come three or four police cars because all of these very affluent homeowners had called the police. Well, the police show up and next thing they know, they are talking to Congressional people. There’s local state representatives. They have members of the Georgia General Assembly. They have all these people from Washington. Next thing you know, the police officers are shaking hands and saying, “Hello, can we help you do anything?”¹⁷⁵

River conservationists associated with Friends of the River and the Georgia Conservancy elicited support from local, state, and federal policymakers throughout the 1970s. In the years following Claude Terry’s encounter with then Governor Jimmy Carter at a Georgia Conservancy annual meeting in January 1971, he and other conservationist canoeists took Carter on several raft trips on the Chattooga and Chattahoochee Rivers.¹⁷⁶

“Save the river” activists generated support for local efforts to identify or purchase crucial plots of land and by monitoring development projects in the corridor, as well as lobbying in favor of legislation for a national recreation area to protect the Chattahoochee River north of Atlanta. After the Metropolitan River Protection Act passed in March 1973, national park supporters and river conservationists used the river as a lobbying resource on behalf of the proposers of the Chattahoochee River NRA bill. In October 1975, Georgia Governor George Busbee announced that he, Andrew Young, Elliot Levitas, US Congress Subcommittee Chair Representative Roy Taylor of North Carolina, and six other members from the House Subcommittee on Interior and Insular Affairs would take both a helicopter and canoe tour of the 48 miles of Chattahoochee River proposed for the park. *The Atlanta Constitution* reported that as chair, Taylor “has made it a policy for his panel to personally inspect areas proposed for designation as national parks or recreation areas before scheduling committee meetings.”¹⁷⁷

174. Hightower, interview, 2015.

175. Hightower, interview, 2015; Chattahoochee Parks Conservancy (CPC) changed its name to Chattahoochee National Park Conservancy (CNPC) in May 2020.

176. Claude Terry, Marcia Bansley, Chatty Wight Stover, and Kay McKenzie, “Saving the Chattahoochee: Timeline of the First Decade,” Candle Environmental Foundation, 2015, 21, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.; and Claude Terry, interview by Dyna and John Kohler, October 3, 2016, digital recording, Chattahoochee National Park Conservancy, Roswell, GA.

177. Rex Granum, “Busbee, Congressmen to Tour River Sites.” *The Atlanta Constitution*, October, 3, 1975, <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1617404479?accountid=15017>, 9.

In addition to leading river tours, Atlanta-based interest groups travelled to Washington, DC, to lobby on behalf of proposed CRNRA bills, many of which came from Andrew Young. In a 2016 interview with the CPC, Claude Terry explained, “As soon as MRPA had passed in 1973, we [FOR] had gotten Barbara [Blum] and Kay [McKenzie] to Washington to start putting an effort to make this a National Park, or National Recreation Area. With MRPA passed, many people assumed the river had been saved.” He added, “It was only guidelines by ARC and it did not stop everything bad that is destructive to water quality on the Chattahoochee.”¹⁷⁸ The same “save the river” activists that worked so hard to protect the river through public education and lobbying state laws knew that MRPA was not enough. The long-term goal of FOR was to permanently protect the forty-eight miles of Chattahoochee River through a national recreation area. Besides McKenzie and Blum, other members and administrators from FOR, Legacy Foundation, and Georgia Conservancy travelled to DC to lobby on behalf of the CRNRA bills, including Marcia Bansley, Claude Terry, Schild Grant, Judy Orthwein, and Tom Offenburger, Andrew Young’s aid.¹⁷⁹

Friends of the River had continuously lobbied at the state-level to create a state park that could ultimately transfer to the Department of the Interior as a foundational piece to a national recreation area. A January 1974 Constitution article details the urgency for the state to utilize Georgia DNR funds before they were no longer available, and the desired tracts of land lost to development. FOR’s Legacy Foundation worked with the Georgia Department of Natural Resources and the Bureau of Outdoor Recreation to purchase Palisades West, Big Creek Gorge (later the park’s Vickery Creek unit), Long Island (later a part of the Palisades unit of the park), Sope Creek, and land at Morgan Falls. A planned condominium project made Palisades West the top priority for protection. The scenic Palisades West area in Cobb County complemented Palisades East in Fulton County gifted by the Southern Company’s Georgia Power Company in 1972. The Atlanta Regional Commission’s 1972 “Chattahoochee Corridor Study” not only guided federal representatives proposing various Chattahoochee River NRA bills, but also served as the basis for river protection and land purchasing for the Bureau of Outdoor Recreation, state, and conservationists.¹⁸⁰

Despite repeated bill failures and the mid-1970s recession under the governorship of Busbee, the state of Georgia continued to set aside funds in the Heritage Trust Program for the purchase of at-risk historical, cultural, and natural sites across the state, including Sapelo Island, the Flint River, Panola Mountain, and the Chattahoochee Corridor near Atlanta, considered a high priority.¹⁸¹

178. Terry, interview.

179. Bansley, interview.

180. Barbara Casson, “Time’s Critical For River Friends,” *The Atlanta Constitution*, January 20, 1974. ProQuest Historical Newspapers: *The Atlanta Constitution*, 4a.

181. Brown Stephens, “Recreation Area Grow Despite Cutbacks,” *The Atlanta Constitution*, January 8, 1977. ProQuest Historical Newspapers: *The Atlanta Constitution*, 40t.

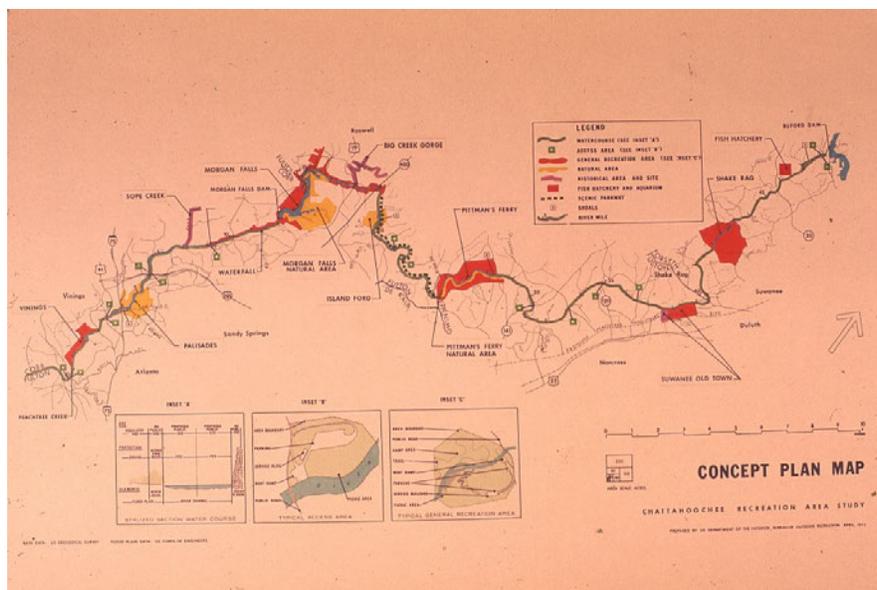


FIGURE 2.5 CONCEPTUAL MAP OF CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA, 1972 (COURTESY OF NPS CRNRA).

The Bills

Opposition from and often lack of support from federal congressional and senatorial representatives, along with the battle against urban sprawl, created the years-long campaign to establish a national park along the Chattahoochee River's metropolitan Atlanta corridor. Both the US House and Senate proposed the Chattahoochee River NRA bill 13 times beginning in May 1973 and ending in July 1977. Each bill proposal came from a Georgia representative, and many relied on the Atlanta Regional Commission's 1972 "Chattahoochee Corridor Study" as a defining park description. Nine of the proposals came from the House with five of those from Andrew Young. The final, successful bill came from Young's successor Elliott Levitas. Sam Nunn proposed the Chattahoochee River NRA six times in the Senate. Senators and Congressmen proposed several of the 13 bills in either the same month or session. For example, in 1973, US Congressman Phil Landrum representing Georgia's Ninth Congressional District introduced a CRNRA bill (H.R. 7561) on May 7, 1973, with 12 cosponsors, including Andrew Young. The next day, US Senator Sam Nunn introduced a similar (possibly identical) CRNRA bill (S. 1738) with cosponsor Herman Talmadge on May 8, 1973. Both bills did not receive approval from the respective Committee on Interior and Insular Affairs.¹⁸²

Bills introduced by the same representative at the same time were not necessarily duplicates or identical to previous bills. Some of the most obvious differences among the bills were the amount of authorizing funds, development funds, cosponsors, and occasionally the name of the area. What is certain is that Congressmen Young and Levitas and Senators Nunn and Talmadge remained supporters of Chattahoochee River NRA as evidenced by the number of times each sponsored or cosponsored a bill or spoke on behalf of a bill proposal.

182. "H.R. 7561 – A bill to authorize the establishment of the Chattahoochee River National Recreation Area in the State of Georgia, and for other purposes," US Congress, accessed July 23, 2018, <https://www.congress.gov/bill/93rd-congress/house-bill/7561>; "S. 1738 – A bill to authorize the establishment of the Chattahoochee River National Recreation Area in the State of Georgia," US Congress, accessed July 23, 2018, <https://www.congress.gov/bill/93rd-congress/senate-bill/1738>.

In 1973, less than two months after the Georgia Assembly passed the Metropolitan River Protection Act, both the House and Senate introduced Chattahoochee River NRA bills. This was largely due to support and lobbying by conservation groups like Friends of the River and interest from Georgia legislators. In 1974, Young was the only representative to sponsor bills for the recreation area. He introduced two identical CRNRA bills (H.R. 17289 and 17290) back-to-back on October 10, 1974, while still in the 93rd Congress meeting. H.R. 17289 had 24 cosponsors, none of which represented Georgia and all but two of who were Democrats. The sequential and identical H.R. 17290 had eight cosponsors, none of which represented Georgia and all but two of who were Democrats as well.¹⁸³ The reason for the identical and sequential CRNRA bills of 1974 is not clear, nor is the lack of sponsorship from other Georgia congressional representatives.

In 1975, Young introduced the CRNRA bill to the House twice. The two CRNRA bills that Young sponsored, one in February (H.R. 3078) and the second in July (H.R. 8658), were identical. The Committee on Interior and Insular Affairs reported to the House with an amendment proposal, but the House did not bring the bill to a vote on the floor.¹⁸⁴ Based on Atlanta news media reports, it seems that H.R. 3078 was “killed” by a fellow Georgia representative, Democratic Congressman Larry McDonald representing Marietta, Georgia, a long-time opponent of the proposed national recreation area. Broad support from Georgia representatives for the CRNRA bill did not stop McDonald. Active and influential interest groups like Friends of the River and the Georgia Conservancy, agreements with local governments and the state, and even President Carter. Claude Terry, an active member of Friends of the River, had the chance to talk with the congressional representative on a plane ride to Washington, DC, in 1976. Terry recalled, “He did not believe that the common man had any rights. There should be no public parks, national forests. There was a whole long list of things Larry did not believe in.” McDonald accused local news media of overly supporting CRNRA plans “because families ‘controlling’ Cox Enterprises owned land in the area” as reported by *The Atlanta Constitution* in March 1977. The same newspaper article described how McDonald had “single-handedly” killed a bill in 1976, preventing a vote by the House. In McDonald’s testimony against that bill, he reportedly opposed the recreation area that “home owners [*sic*] along the river would be deprived of the value of their land if the park bill passed.” McDonald claimed that the US Constitution did not provide for the federal ownership of parkland.¹⁸⁵

Despite McDonald's active opposition to the recreation area, Sam Nunn sponsored two Chattahoochee recreation bills in the Senate in 1975 as well. He and cosponsor Talmadge introduced a CRNRA bill in February 1975 (S. 661), which did not make it out of the Committee on Interior and Insular Affairs. In October 1975, Nunn and cosponsors Talmadge and Bennett Johnston of Louisiana proposed the Chattahoochee River Urban Recreation Area (S. 2587).¹⁸⁶ As legislators in Senate

183. “H.R. 17289 – A bill to authorize the establishment of the Chattahoochee River National Recreation Area in the State of Georgia,” US Congress, accessed July 23, 2018, <https://www.congress.gov/bill/93rd-congress/house-bill/17289>;
H.R. 17290 – A bill to authorize the establishment of the Chattahoochee River National Recreation Area in the State of Georgia,” US Congress, accessed July 23, 2018, <https://www.congress.gov/bill/93rd-congress/house-bill/17290>.

184. “H.R. 3078 – A bill to authorize the establishment of the Chattahoochee River National Recreation Area in the State of Georgia,” US Congress, accessed July 23, 2018, <https://www.congress.gov/bill/94th-congress/house-bill/3078>;
H.R. 8658 – A bill to authorize the establishment of the Chattahoochee River National Recreation Area in the State of Georgia, and for other purposes,” US Congress, accessed July 23, 2018, <https://www.congress.gov/bill/94th-congress/house-bill/8658>;

185. Terry, 2016; Joe Brown, “McDonald Sees Conflict on River,” *The Atlanta Constitution*, March 2, 1977. ProQuest Historical Newspapers: *The Atlanta Constitution*, 1a.

186. “S. 661 – A bill to authorize the establishment of the Chattahoochee River Recreation Area in the State of Georgia, and for other purposes,” US Congress, accessed July 23, 2018, <https://www.congress.gov/bill/94th-congress/senate-bill/661>;
S. 2587 – A bill to

hearings discussed Nunn's S. 2587, Governor George Busbee travelled to Washington, DC, to talk with both Young and Nunn who had similar river recreation area bills in both houses. Busbee shared prepared amendments with Nunn that would make his "second bill 'acceptable' to the state." *The Atlanta Constitution* reported that Friends of the River supported Young's bill as it proposed nearly \$40 million more than the Senate bill. The February 1976 article explained that cosponsor Johnston openly favored a recent approach known as the "Santa Monica plan" as it was "cheaper" for the government to aid the development and land purchase for new urban parks by authorizing funds from a \$500 million backlogged Land and Water Conservation Fund. A staff person for Nunn predicted what would become of the final CRNRA bill: "One of Nunn's staffers warned the passage of the House bill could mean 'we'd get a nice piece of paper saying we had a national park, but it could be fifteen years before we see a dollar to buy land.'"¹⁸⁷

Nunn's bill faced the withdrawal of support from an early supporting agency, the BOR. Since 1970, conservationist groups and local officials worked well with BOR Atlanta Regional Director Roy Wood (see chapter 1). The DOI-mandated study by the Bureau of Outdoor Recreation, which identified the section of the Chattahoochee River south of Buford Dam having potential for a possible national recreation area, solidified the goal of a national park. Yet, by March 1976, BOR Director John Crutcher told the House Subcommittee panel about Nunn's S. 2587, "We believe it lacks national significance to justify federal development as a national recreation area." A March 1976 *Atlanta Constitution* article explained further, "The department opposes the bills to make it a federally protected area because the objectives of the measures 'can be met by the continued aggressive leadership of the stae [sic] and local government officials.'" Governor Busbee provided a statement at the same House Subcommittee hearing explaining that "a major federal commitment" to create the Chattahoochee River NRA "is desperately needed."¹⁸⁸ In September 1976, a Senate amendment to the urban park bill changed the park's name to the Chattahoochee River Urban Park and Recreation Area. In addition, the park was to be developed by the governor of Georgia in consultation with the Atlanta Regional Commission and its Advisory Council on Regional Development Planning. The authorizing funds for this bill were significantly less than previous bills, with a budget of \$12 million.¹⁸⁹

Young did not introduce his CRNRA bill of 1976 to the House's regular calendar, but rather through a suspension of regular House rules making it vulnerable to blocking. Although Young was on the House Rules Committee, he said using his position to force the bill on the calendar "would have angered people." Young, who was speaking at a televised question-and-answer session with Ed

authorize the establishment of the Chattahoochee River Urban Recreation Area in the State of Georgia," US Congress, accessed July 23, 2018, <https://www.congress.gov/bill/94th-congress/senate-bill/2587>.

187. Claudia Townsend, "Hearing Set On River Park Bill," *The Atlanta Constitution*, 2a, February 27, 1976. ProQuest Historical Newspapers: *The Atlanta Constitution*; Claudia Townsend, "River Park Bill Is Approved," *The Atlanta Constitution*, July 30, 1976. ProQuest Historical Newspapers: *The Atlanta Constitution*, 6a.

188. Associated Press, "Chattahoochee Park Funding Requested," *The Atlanta Constitution*, March 27, 1976. ProQuest Historical Newspapers: *The Atlanta Constitution*, 11b.

189. US Congress, "S. 661," Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA; "US Congress, "S. 2587," Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

Gadrix, his Republican opponent, added, “I had to put the Chattahoochee bill in context with other bills I frankly think were more important in the last days (of the 94th Congress).”¹⁹⁰

Elliot Levitas introduced most bill proposals and the final bill proposal in 1977. Four bills in the House, two sets of identical bills, and one to the Senate. Young’s introduced bill (H.R. 111) in early January and Levitas’ introduced his bill (S. 1791) in early February. Neither bill had cosponsors, nor had they received approval from the Committee on Interior and Insular Affairs. H.R. 111 was Andrew Young’s last CRNRA bill introduction.¹⁹¹ In addition to Young’s and Levitas’ bills, Democratic Congressman Dawson Mathis of Georgia’s Ninth Congressional District introduced a CRNRA bill (H.R. 1841) in January 1977. Mathis previous cosponsored the first bill proposed by Landrum in May 1973.¹⁹²

In June 1977, Nunn and Talmadge introduced S. 1791, which proposed a national recreation area once again. The bill was like previously introduced identical bills from Young (H.R. 111) and Levitas (H.R. 3173) earlier in 1977. Later that year, in September, the Senate Subcommittee on Parks and Recreation held a hearing on the new CRNRA bill. Statements at the hearing from the Department of the Interior referenced the BOR 1970 study that identified the Chattahoochee River Corridor meeting the criteria for a national recreation area and having recreation potential along with “areas of high natural and historical values.” The DOI representative noted that protection of the 48-mile stretch of river did not stem from the proposed legislation, but rather came from local and state ordinances and zoning. The DOI department proposed amendments to the bill that would “streamline the land acquisition process” by giving control to the secretary of the interior. In addition, the department opposed the “premature” advisory commission, though the amending legislation created it in 1984. This was the last CRNRA bill introduced to the Senate.¹⁹³

Levitas introduced the final bill (H.R. 8336) proposal to the House in July 1977. This bill passed into federal law (Public Law 95-344) on August 15, 1978. Levitas’ bill had 16 cosponsors, including Mathis, Jack Brinkley, and Wyche Fowler of Georgia. Only one Republican cosponsored bill—Robert Lagomarsino of California. The new bill provided a cap of \$73 million for the acquisition of lands available in fiscal year 1978 and a cap of \$500,000 for the “development of essential public facilities” available in fiscal year 1980. The authorized funds were perhaps the most significant change to the CRNRA legislation, not including the forthcoming amendments from Senate. The House rejected several amendment proposals from long-time park bill “foe” Larry McDonald and from Congressman Keith Sebelius of Kansas as well. One amendment included protecting landowners in “unfair positions” by prohibiting land acquisition without the owner’s consent. On

190. Claudia Townsend, “Young Delayed River Park Bill Push,” *The Atlanta Constitution*, October 18, 1976. <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1617596965?accountid=15017>, 15a.

191. “H.R. 111 – A bill to authorize the establishment of the Chattahoochee River National Recreation Area in the State of Georgia,” US Congress, accessed July 23, 2018, <https://www.congress.gov/bill/95th-congress/house-bill/111>; “H.R. 3173 – A bill to authorize the establishment of the Chattahoochee River National Recreation Area in the State of Georgia,” US Congress, accessed July 23, 2018, <https://www.congress.gov/bill/95th-congress/house-bill/3173>.

192. “H.R. 1841 – A bill to authorize the establishment of the Chattahoochee River National Recreation Area in the State of Georgia,” US Congress, accessed July 23, 2018, <https://www.congress.gov/bill/95th-congress/house-bill/1841>; “H.R. 7561 – A bill to authorize the establishment of the Chattahoochee River National Recreation Area in the State of Georgia, and for other purposes,” US Congress, accessed July 23, 2018, <https://www.congress.gov/bill/93rd-congress/house-bill/7561>.

193. Unprocessed files, Box II, Series C-1, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA; “S. 1791 – A bill to authorize the establishment of the Chattahoochee River National Recreation Area in the State of Georgia,” US Congress, accessed July 23, 2018, <https://www.congress.gov/bill/95th-congress/senate-bill/1791>; US Congress, H.R. 111; US Congress, H.R. 3173.

February 15, 1978, the House passed the bill with a vote of 273-79-1, with McDonald being the only Georgia delegate to vote against the bill. Moments after the vote, bill cosponsor Wyche Fowler said, “This is a valentine for future generations. . . . The greatest thing about this bill is that kids who grow up in cities and think rivers are just open sewers . . . will be able to enjoy this in its natural state forever.” When a reporter called environmental activist and FOR President Claude Terry for comment, he answered the phone by exclaiming, “Two-seventy-three to seventy-nine!” Terry noted that protecting the Chattahoochee River had been a “long fight.” He added, “It’s been desperate a few times. We’re quite happy.”¹⁹⁴

The Senate received H.R. 8336, which then referred the bill to the Committee on Energy and Natural Resources. The Senate amended the bill adding provisions from S. 975, which addressed the administration procedures in the national park system, including how to purchase lands outside of park boundaries. The House then amended the bill to allow the river from Buford Dam to Peachtree Creek to be used as water supply, improve water quality, protect the water levels of Lake Sidney Lanier, and protect the US Army Corps of Engineers’ “Metropolitan Atlanta Water Resources Study” plans authorized by the Public Works Committee of the US Senate in March of 1972.

The Park Is Created

After 17 actions, the twice-amended H.R. 8336 introduced by Elliott Levitas was ready for President Jimmy Carter to sign into law on August 15, 1978. Both Georgia politicians instrumental in passing the Metropolitan River Protection Act of 1973 were now also part of the permanent preservation of 48 miles of scenic and historic Chattahoochee River just five years later.¹⁹⁵ The protection of the Chattahoochee River corridor north of Atlanta had come full circle—from the early 1960s, when Governor Carter signed the 1973 passage of Georgia’s Metropolitan River Protection Act to 1978, when President Carter signed the Chattahoochee River National Recreation Area into law. President Carter invited to the signing many of the Atlanta conservationists associated with Friends of the River and related groups who had worked so hard to support the national recreation area and the preservation of Atlanta’s urban river, including Kay McKenzie, Barbara Blum, Claude Terry, Marcia Bansley, and Chatty Wight Stover.

The week before the bill signing, Stover travelled to north Georgia to find the headwaters of the Chattahoochee River. Stover, who had learned about the river and Georgia’s wilderness from Jerry Hightower, hiked through Red Clay Gap and to Horsetrough Falls. She told the story of the hot August day when she searched for the Chattahoochee’s highest headwaters in a 2017 interview with the Dyna and John Kohler for Chattahoochee Parks Conservancy: “It was a leaf-covered tiny pool that came out. I still get emotional about it because it was so—it was so beautiful. It just trickled over

194. Craig Hume and Frederick Allen, “River Park Plan Floats Through House,” *The Atlanta Constitution*, 1a, February 15, 1978. ProQuest Historical Newspapers: *The Atlanta Constitution*.

195. Unprocessed files, Box II, Series C-1, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.; US Army Corps of Engineers, Savannah District, “Metropolitan Atlanta Area Water Resources Management Study: Final Report and Final Environmental Impact Statement,” rev. 1981 (Washington, DC: US Department of the Army), II-43; “H.R. 8336 – An Act to authorize the establishment of the Chattahoochee River National Recreation Area in the State of Georgia, and for other purposes,” US Congress, accessed July 23, 2018, <https://www.congress.gov/bill/95th-congress/house-bill/8336>; “S. 975 – A bill to improve the administration of the national park system,” US Congress, accessed July 23, 2018, <https://www.congress.gov/bill/95th-congress/senate-bill/975>; Craig Hume and Frederick Allen, “River Park Plan Floats Through House,” *The Atlanta Constitution*, February 15, 1978. ProQuest Historical Newspapers: *The Atlanta Constitution*, 1a.

the tops of those leaves and then you could see it.¹⁹⁶ She added, “I followed it all the way back down and that was the headwaters.” Stover called those two weeks “a big story in my life.” She fondly described what it meant to be at the bill signing just after hiking to the river’s headwaters:

We went into the Rose Garden for the signing of the bill. I had my big camera with me and I stood back just as Carter started to sign the bill. I pulled my camera up. I pushed my way up to within—I could have touched him. I went, ‘Gosh. Look, this one week, I found the highest headwaters, watched the birthing of the Chattahoochee River National Recreation Area, and got to spend time with Governor Carter.’¹⁹⁷

Just before signing H.R. 8336 in the White House’s Rose Garden, President Carter, surrounded by those friends of the river, remarked, “The President of the United States has many pleasant duties to perform. But I don't know of any legislation that I have signed since I've been in the White House, nor will sign while I'm here, that brings me more personal pleasure than does this.” He continued:

Several years of my life have been spent, even before I became Governor of Georgia, developing an acute interest in, and a love for, the Chattahoochee River. It's one of the most beautiful places in our country, extremely valuable to all those who know it, who live near it, and who appreciate the quiet and seclusion and the beauty and the value of this river to our people. It's a rare occasion when within the city limits of one of our major cities, one can find pure water and trout and free canoeing and rapids and the seclusion of the Earth the way God made it. But the Chattahoochee River is this kind of place.

Carter commented on the local efforts by landowners, organizations, and legislators “in preserving this valuable national asset on our own.”¹⁹⁸

196. Chatty Stover, interview by Dyna and John Kohler, September 7, 2017, digital recording, Chattahoochee National Park Conservancy, Roswell, GA.

197. Stover, interview.

198. Jimmy Carter, “Federal Recreation and Historic Sites in Georgia and Kansas Remarks on Signing H.R. 8336 Into Law,” August 15, 1978, accessed November 1, 2020, <https://www.presidency.ucsb.edu/documents/federal-recreation-and-historic-sites-georgia-and-kansas-remarks-signing-hr-8336-into-law>; Unprocessed files, Series II C 1, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.



FIGURE 2.6 PRESIDENT JIMMY CARTER SIGNS THE CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA BILL IN THE ROSE GARDEN OF THE WHITE HOUSE ON AUGUST 15, 1978 (COURTESY OF NPS CRNRA).

The Georgia Conservancy took pride in the creation of the Chattahoochee River National Recreation Area in its September 1978 newsletter, stating, “The story of this achievement is a story of people who care about Georgia’s environment, people who persisted in their efforts from a wide variety of positions, who applied their individual talents and resources, and who supported each other in a common drive in spite of minor disagreements along the way about methods and strategies.” Names recognized along with the newsletter article included Wyche Fowler, Claude Terry, Joe Tanner, George Busbee, Roy Wood, Barbara Blum, Jimmy Carter, Elliot Levitas, Roger Buerki, Kay McKenzie, Chatty Wight (Stover), Jerry Hightower, Marcia Bansley, Sam Nunn, Lou Greathouse, and many more.¹⁹⁹

The NPS newsletter *Courier* shared the news about the new park in its November 1978 issue. “Chattahoochee chat” featured three photographs: the Southeast Regional Office (SERO) news conference announcing the appointments of John Henneberger as superintendent and Ralph Bullard as deputy superintendent; NPS Director William Whalen with his pants rolled up wading on the banks of the Chattahoochee; and Deputy Director Ira Hutchison, SERO Director Joseph “Joe” Brown, CRNRA Deputy Superintendent Ralph Bullard, and John Guthrie of the NPS Washington Office (WASO) together on a raft on the river.²⁰⁰

These grassroots efforts involved many of the same conservationists who had diligently worked with other interest groups and Georgia politicians to save the river for over a decade. Upon approving the final CRNRA bill in July 1978, previous Senate bill sponsor Sam Nunn commented, “Today’s action

199. Claude Terry, Marcia Bansley, Chatty Wight Stover, and Kay McKenzie, “Saving the Chattahoochee;” see Terry’s “Saving the Chattahoochee” for a year-by-year timeline of river protection and conservation activism that led to the creation of the park and details on and roles of individual activists.

200. Uncredited author, “Chattahoochee chat,” from *Courier* 1 no. 10 August 1978, accessed July 27, 2018, <http://nps.history.com/newsletters/courier/courier-v2n1.pdf>.

by the Senate writes the final chapter in our six-year fight to authorize the preservation of a 48-mile stretch of the Chattahoochee River into an urban park.” He added that approving the park “means the dream of thousands of Georgians to protect an area of unique natural beauty and national significance will definitely come true.” Herman Talmadge, also a long-time CRNRA supporter and previous bill cosponsor with Nunn, recognized the collective hard work of those involved, saying, “This is the culmination of several years of diligent work and cooperative efforts by the Atlanta Regional Commission, the Georgia Department of Natural Resources, the North Georgia Mountains Authority, the Friends of the River and the Department of the Interior.”²⁰¹ Former FOR President and Georgia Conservancy Board Member Claude Terry spoke fondly of witnessing President Carter signing the CRNRA bill, “We all gathered on the White House lawn,” he continued, “I was very happy.” Terry concluded, “I think we asked the Park Service for an impossible solution. We didn't get a green sheath on the river. We got a string of pearls. Some of those pearls are very valuable. All of them are too valuable to let go.”²⁰²

“A STRING OF PEARLS”: THE PARK’S EARLY YEARS, 1978–1984

Though it took more than five years and a dozen legislative attempts to create the recreation area, the National Park Service would face difficulties acquiring land for the 6,300 authorized acres of parkland and the 14 planned park sites, each a “bead” in the “String of Pearls” along the river.²⁰³ The local officials and activists, who had advocated and lobbied for the recreation area, some since the late 1960s, had a long road ahead of land purchases and park planning. Just three short days after President Carter signed H.R. 8336, *The Atlanta Constitution* reporter Barry Henderson cleverly described the state of the park, or lack thereof: “The National Park Service gave the formal designation, Chattahoochee River National Recreation Area, to its planned 14-park ‘string of pearls’ along the river above Atlanta this week, without so much as an oyster there under federal control.” The article continued, “It will be at least Oct. 1 before any ground can be acquired for the 6,300 acres of parks that are to grace the riverbanks from Buford Dam to Peachtree Creek.” The next steps were for the House to approve \$45 million from the Department of the Interior’s 1979 budget under the backlogged Land and Water Conservation Fund, which would allow the secretary to begin purchasing the remaining 5,300 acres not already secured for the park; establish park development costs; appoint the park’s first superintendent and hire staff; contact landowners and arrange appraisals of their property; solicit comment from the general public and local officials regarding land purchase; acquire approved or acceptable properties; and, finally, develop park headquarters and recreational facilities. NPS Director William Whalen, along with other DOI and NPS staff, spoke to area reporters while visiting the new national recreation area in the days after President Carter signed the bill into law. Whalen was confident when he spoke of “mostly willing landowners” and an average of \$14,000 per acre while wading at the river’s edge with his suit pants rolled up.²⁰⁴

201. Craig R. Hume, “Senators Approve Park Bill,” *The Atlanta Constitution*, July 22, 1978. ProQuest Historical Newspapers: *The Atlanta Constitution*, 1a.

202. Terry, interview.

203 Raleigh Bryans, “Chattahoochee Park’s Time Apparently Has Come,” *The Atlanta Constitution*, 4b, April 30, 1978. ProQuest Historical Newspapers: *The Atlanta Constitution*.

204. Barry Henderson, “Chattahoochee Park Fever,” *The Atlanta Constitution*, August 18, 1978. ProQuest Historical Newspapers: *The Atlanta Constitution*, 1c.

Acquiring Land

From 1979 through the early 1980s, the National Park Service began to acquire lands previously held by various city governments and the state of Georgia, including the former Chattahoochee Palisades State Park. In addition, park management acquired new park lands through donation, purchase, or trade with privately or corporately held properties. The passage of the CRNRA bill activated a 1978 agreement between the state of Georgia and the Park Service. This agreement allowed the new Chattahoochee River National Recreation Area to operate and manage 685 acres that had formerly comprised the Chattahoochee River State Park. The Park Service purchased 44 tracts of land—a total of 2,376 acres that included a donation of five tracts of land in 1979.²⁰⁵ In mid-December 1978, the *Constitution* reported on six sections of the park that would be open to the public on January 1, 1979, as “New Year ‘Pearls.’” The new acquisitions, covered extensively in chapter 8 of this study, provided river access to the public, which was previously unavailable before the park’s creation. Superintendent John Henneberger shared his surprise “at how well negotiations are going in acquiring privately owned properties” when speaking with a reporter in late 1978. The Department of the Interior paid between \$17,000 to \$37,000 per acre, with focused efforts on the Palisades, Sope Creek/Powers Ferry, Island Ford, and Jones Bridge.²⁰⁶

Although Superintendent Henneberger was “surprised” by the ease of acquiring private lands in December 1978, his sentiment must have shifted just one year later when confronted by a “united common anger” from Fulton County residents speaking against proposed park development and land buying plans. Citing the Atlanta Regional Commission’s 1972 corridor study, one resident wrote, “the protection of private property rights of landowners along the river. They were fairly simple goals. It’s too bad the Park Service couldn’t have seen fit to follow them.” Residents shared their discontentment over four proposed plans, including expanding the park to 23,000 acres, and other updates reported through the park’s newsletter.²⁰⁷

The National Park Service, along with partnerships and support from nonprofit groups and local governments, worked towards acquiring its authorized 6,300 acres. From 1981 through 1983, park leadership continued to expand unit areas despite the threats of development to the preservation of natural resources and fluctuating financial resources from the federal government. Congress optioned the remaining \$19.9 million; however, it did not appropriate any land acquisition funds for fiscal year 1981, which reflects the national economic recession from 1980 through 1981.²⁰⁸

The General Management Plan

Another early and important priority for the park was the congressionally mandated general management plan (GMP), which is detailed in chapter 3 of this study. This plan required a considerable amount of public communication and interaction beginning in 1979.²⁰⁹ Preparing the

205. Superintendent’s Annual Narrative Report, 1979.

206. Leslie Hawkins Henderson, “New Year ‘Pearls,’” *The Atlanta Constitution*, December 14, 1978. ProQuest Historical Newspapers: *The Atlanta Constitution*, 2c.

207. Frank Kentsmith, “River of No Return,” *The Atlanta Constitution*, December 30, 1979. ProQuest Historical Newspapers: *The Atlanta Constitution*, sm10.

208. Superintendent’s Annual Narrative Report, 1980, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

209. Superintendent’s Annual Narrative Report, 1979.

plan for the Department of the Interior’s approval included a series of protocols for not only publicly disseminating the plan drafts, but also receiving feedback and comments from the public at many different stages of the draft process.²¹⁰ To accomplish this required public engagement, the superintendent worked to establish and maintain strong relations with the public, conservationist, and civic groups, and local governments with strong connections to the park’s establishment, purpose, and operations.



FIGURE 2.7 SUPERINTENDENT JOHN HENNEBERGER CANOEING ON THE RIVER DURING HIS RETIREMENT PARTY, 1980 (COURTESY OF NPS CRNRA).

In his 1979 annual report, Superintendent Henneberger described the importance of public contact as “the rule.” He continued, “Offsite meetings and talks, workshops, attendance at other agency meetings and workshops helped to quickly establish a National Park Service presence in the corridor. Conservation groups, Congressmen and Senators were briefed on park establishment and preliminary thrusts for the first year’s operation.”²¹¹ Under the direction of Superintendent Henneberger, staff created and distributed a newsletter, *Chattahoochee Channels*, as a progress report on park planning. In addition to regular publications, the park organized intensive pre-planning public workshops for gathering data and public response. Public meetings followed, in which staff presented four management strategies developed from input gathered at the workshops.²¹² Continued public discussion and interest in the park’s general management plan led to the creation of the Chattahoochee River Coalition and the NPS Planning Assistance Committee as advisory groups in 1980, as well as a first GMP draft completed in 1981.²¹³ Communication and relationships continued to be essential for park staff, as the 1980s brought hurdle after hurdle to overcome.

210. “Park System Planning,” <https://www.nps.gov/policy/mp/chapter2.htm>.

211. Superintendent’s Annual Narrative Report, 1979.

212. Superintendent’s Annual Narrative Report, 1979; Superintendent’s Annual Narrative Report, 1980.

213. Superintendent’s Annual Narrative Report, 1980.

“Woodstock on the Water”: The Final Years

The park and its staff faced difficulty with public opinion and interactions concerning not only land acquisition and general management, but also the recreational use of the river, particularly over the increasingly popular and annual Ramblin’ Raft Race. In August 1978, NPS Director Whalen, perhaps excited by the newly created national recreation area, told an Atlanta reporter that he saw no reason not to continue the race through the new park and suggested the idea of an NPS-sponsored cleanup following the race. Whalen added, “I’d like to come. I’m looking forward to it. It sounds like a heck of a way to appreciate the river for thousands of people, as long as it’s cleaned up afterward.”²¹⁴ In 2015, Jerry Hightower recalled experiencing the river in the early 1970s during the raft race, “For most of those people, throughout the event, and despite copious quantities of alcohol that were consumed, they remember the event because of one thing: it was going through a beautiful area.”²¹⁵

In 1972, Larry Patrick, event founder, co-created the nonprofit American Rafters Association (ARA) to help organize and fund the annual raft race. From then on, Patrick and the association continued to work with local WQXI radio in organizing and sponsoring the race. The race grew in popularity and added sponsors like Budweiser. Patrick later claimed, “Budweiser told me I was responsible for more beer sold than any man who ever walked.” The large size of the event with scenes of buses and cars along the roads and a river so full of rafts that one Riverbend apartment resident, Pete Bailey said, “You could almost walk across the Chattahoochee on all the floats during the day, it was so full of people.” Hundreds of cars and tens of thousands of spectators and participants were a source of pollution along the river. In efforts to control the debris, the Atlanta Regional Commission and WQXI handed out trash bags during the event, added a net to catch trash and debris downriver from the end of the race at US Highway 41, and organized postrace cleanups.²¹⁶ As an active and local naturalist and conservationist, the Georgia Wildlife Federation sent Hightower to gauge the impact of the annual race. He would travel the course of the race before and after the event, examining the riverbank at least 10 feet from the shoreline. “My conclusion,” Hightower explained in an interview for *Atlanta Magazine*, “which some people didn’t like, is that sure, it cost taxpayers, and it was a law enforcement nightmare, but trash-wise it wasn’t as big a deal as people thought.”²¹⁷

214. Barry Henderson, “Chattahoochee Park Fever,” *The Atlanta Constitution*, August 15, 1978. ProQuest Historical Newspapers: *The Atlanta Constitution*, 1c.

215. Hightower, interview, 2015.

216. Charles Bethea, “Woodstock on the Water: An Oral History of the Ramblin’ Raft Race,” *Atlanta Magazine*, accessed July 27, 2018, <http://www.atlantamagazine.com/great-reads/woodstock-on-the-water-an-oral-history-of-the-ramblin-raft-race/>.

217. Bethea, “Woodstock on the Water.”



FIGURE 2.8 AERIAL VIEW OF RAMBLIN' RAFT RACE, MAY 1972.
FROM RECORD GROUP 412, RECORDS OF THE ENVIRONMENTAL
PROTECTION AGENCY, 1944–2006, NATIONAL ARCHIVES
AND RECORDS ADMINISTRATION.

By 1976, the newly dubbed “WQXI Ramblin’ Raft Race” garnered sponsorships from Atlanta-based corporations Coca-Cola and Rich’s. Media mogul and professional sports team owner Ted Turner even participated in the race that year and ordered a special treat for the event. As Patrick remembered Turner asking, “‘Larry, wouldn’t it be nice if we had some Coney Island hot dogs?’ ‘Yeah, sure,’ I said. ‘Well, let’s get some!’ He [Turner] sent a plane to New York to get the hot dogs.”²¹⁸

The raft race entered its 10th year in May 1979, less than nine months into the park’s first year of operation. By then, hundreds of thousands of observers and participants attended the race, dropping in the river near the Morgan Falls Unit and floating down to US Highway 41 near the Paces Mill Unit. Both the National Park Service and local governments prepared for the race. The Park Service brought in an extra 25 law enforcement rangers from around the Southeast and Cobb County provided a heightened presence to account for the ever-increasing number of race participants and spectators. The tension surrounding 1979’s race was present as the Atlanta Regional Commission cut ties with WQXI radio, the long running race sponsor and insurance carrier, by signing with the station’s rival, Z93. The commission, with Z93 radio station, and WQXI radio filed for separate raft

218. Bethea, “Woodstock on the Water.”

race permits with the state of Georgia. The commission received the permit, but WQXI secured a permit to use Morgan Falls State Park (the drop-in site) on the day of the race.²¹⁹

The race carried on despite squabbling over event control and sponsorships, but the problems and controversy continued for local and NPS law enforcement. Superintendent Henneberger recalled in his 1979 annual report that “Because of the park’s intimate involvement with management of the ‘take-out’ point and desire to help establish an environmentally related and compatible event, many hours were spent in preparation and hearings on the granting of the permit.” Henneberger reported 300,000 race spectators at the 1979 event.²²⁰ Yet this “intimate involvement” was so much more than hearings and managing park units. Former Georgia DNR Commissioner Joe Tanner described how the event was becoming a legal nightmare: “We had a Cobb County magistrate down on a sandbar. You’d bring the people in who didn’t comply with the law, and he’d take their case and act on it right there in the river. We also had a bus to take noncompliant people to the jail.” The federal government dealt with similar problems at CRNRA park units with rangers handling teenagers with no rides home, lost property, and parents frantically looking for their children who had not returned home.²²¹

The 11th and final year of the Ramblin’ Raft Race was 1980, a time when DOI and NPS initiatives emphasized the visitor’s experience. It was under the leadership of Superintendent Art Graham that CRNRA Ranger Jerry Hightower added seasonal law enforcement duties to his “traditional” ranger position of field science and interpretation. During the peak months of the summer, Hightower supervised seasonal park rangers in the Law Enforcement Division. He explained his new job as taking “what had evolved from Woodstock flower child activities on the river to much more of a drunken brawl situation on the river and convert that to a national park that was safe for Mom and Dad and the kids.” He added, “We were having to deal with a lot of fighting. A lot of people, in some cases, were so intoxicated that we had life-threatening issues over alcohol poisoning.” Hightower described how stressful the raft race years were as a park ranger—hundreds of tickets written and hundreds of cars towed.²²²

Life-threatening issues became all too serious in that final year of the Ramblin’ Raft Race. Nineteen-year-old Danny Adkerson purportedly fell off his inner tube at Morgan Falls and never resurfaced. WQXI radio’s postrace cleanup crew and Fulton County Police Department searched for Adkerson for a week. Search parties found Adkerson’s body in the river near the Winterthur neighborhood north of I-285.²²³ The race participant’s death was the first reported drowning death in the race’s history according to a May 14, 1981, article in *The Atlanta Constitution*. The article explained the increase of Georgia DNR officers increased patrols (described as “raids”) and life jacket citations as a response to the previous year’s drowning death of Danny Adkerson. “There was a death last year,”

219. Bethea, “Woodstock on the Water.”

220. Superintendent’s Annual Narrative Report, 1979.

221. Bethea, “Woodstock on the Water.”

222. Hightower, interview, 2015; Jerry Hightower, interviewed by Keri Adams and Ann McCleary, June 12, 2019, digital recording, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

223. Staff and Press Dispatches, “Raft race victim’s body found” *The Atlanta Constitution*, May 31, 1980. Retrieved from <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1612115512?accountid=15017>, 10a.

said Gib Johnston of the Georgia Department of Natural Resources. “We’re not here to hassle them. We just want them to make it through the next day,” Johnston concluded.²²⁴

Big changes from the state and the National Park Service and continued conflict between the raft race’s organizers (Patrick and the Atlanta Regional Commission) and the raft race’s original sponsor (WQXI) led to the end of the Ramblin’ Raft Race. By 1981, the state increased the cost of petitioning for the raft race to cover the cost of cleanup and the Park Service instituted restrictions on alcohol consumption in the park, which some felt affected race participation. By April 7, the state had not yet made a decision on the commission’s event permit request for a May 9, 1981, event, so Larry Patrick withdrew the permit request citing not enough “lead time” to organize the race.²²⁵ Commenting on the apparent end of the Ramblin’ Raft Race, Ron Hudspeth wrote in a May 30, 1981, piece for *The Atlanta Constitution* titled “Raft Race’s Demise Not A Tragedy:”

There was no admission charge and very little commercialization. It was a true happening. But what had begun as a beautiful outpouring of humanity to nature eventually began to evolve into an ugly mob bent on displaying the human species’ darkest bent.

*There is nothing really funny about watching a teen-age [sic] girl wallowing in the mud, too drunk and drugged to get to her feet. There is nothing comical about watching someone smash a beer bottle against the side of a passing automobile. There is nothing funny about one drunk’s fist breaking the nose of another.*²²⁶

The Ramblin’ Raft Race brought new awareness of the Chattahoochee’s scenic beauty and recreational use as well as controversy to the river. Hightower’s view of the race changing from a “flower child” event to a drunken brawl seemed to reflect a broader sentiment and the reality of what the Ramblin’ Raft Race had become. The countercultural activities, dress, and elaborate raft creations along with the tens of thousands of participants had earned the race the moniker “Woodstock on the Water.” The raft race attracted so many participants and spectators that it had become a nuisance to residents of the metropolitan corridor, particularly those living on the river or near river access and parking. In addition, the costs required for law enforcement officers provided ample reason for departments and agencies at city, state, and federal levels to withdraw support for the race through the years.²²⁷

The Reregulation Dam at Level Creek

The early 1980s brought on new concerns about the loss of scenic, recreational, and historical resources within the park. In 1980, the US Army Corps of Engineers announced a plan to construct a reregulation dam within the park’s boundaries near Level Creek about six miles south of Buford Dam. The new dam proposal sought to create a new reservoir by flooding 450 acres of floodplain, including backing up the river into two park units, and creating dangerously high water levels

224. John Carter, "State Rangers Raiding Rafters without Life Jackets." *The Atlanta Constitution*, May 14, 1981. <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1614204722?accountid=15017>, g44.

225. John Carter, "State Rangers Raiding Rafters without Life Jackets." *The Atlanta Constitution*, May 14, 1981. <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1614204722?accountid=15017>, g44.

226. Ron Hudspeth, "Raft Race's Demise Not A Tragedy" *The Atlanta Constitution*, May 30, 1981. <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1614205598?accountid=15017>, 1b.

227. Bethea, "Woodstock on the Water."

upstream. In addition, the new dam would drastically affect the water levels needed for raft recreation and water temperatures necessary for two trout fisheries downstream, thus negating the park's defining legislation and purpose. Superintendent Arthur "Art" Graham had "major concerns" about the changes to the park that the reregulation dam might cause if constructed.²²⁸

The Corps' dam proposal came about from its 1981 revised Metropolitan Atlanta Area Water Resources Management Study and addressed the long-range water supply for the Atlanta region through the year 2010. In March of 1972, the US Senate Committee on Public Works requested to review reports on the Chattahoochee and Flint Rivers of Georgia and the Apalachicola River of Florida to determine if any recommendations from the Board of Engineers were advisable in providing adequate water supply to a growing metropolitan population. The Senate committee review requested "a plan for the development, utilization, and conservation of water and related land resources for Atlanta, Georgia and contiguous areas." The report also stated that, "Such studies were to be in the interest of flood damage reduction and floodplain management, wastewater management, water quality management, water-related recreation, and conservation and enhancement of fish and wildlife and environmental resources."²²⁹

The new dam plan was one of three proposed plans detailed in the resources study: a reregulation dam south of Buford Dam near Level Creek (plan A); the relocation of storage of Lake Lanier (plan B); and dredging Morgan Falls Reservoir to relocate storage for Lake Lanier (plan C). The study claimed that "Plan A would not alter the recreation, water quality, flood control, and navigation purposes of Lake Lanier;" however, the Park Service, along with many river conservationist groups, were opposed to plan A and supported plan B or variations thereof because of the damage plan A would cause to hundreds of acres of two park units. In addition, the study's description of how the new dam would affect the park confirmed the concerns of park staff, which included loss of recreation and loss of trout fisheries, as well as loss of forest lands, which the Corps planned to mitigate with acreage and fishing recreation outside of the park's boundaries. The study's project impact statement detailed the possible losses: "Construction of the reregulation dam would result in losses in present stream recreation and fishing use within the reservoir. The National Park Service has also indicated that future recreational use of the CRNRA sites at Bowman's Island and Settles Bridge would be much less attractive." The Corps' resources study detailed several additional studies conducted by other entities, like the Atlanta Regional Commission and Georgia Department of Natural Resources, pertinent to the recreational values, economy, and loss of vegetation of the Chattahoochee River corridor and the park, as well as plans to dismantle Settles Bridge and raise Settles Road.²³⁰

The Division of Engineers received only seven letters in response to the study and the proposed reregulation dam plan once made public. Among the response letters, Governor George Busbee and the Georgia Electric Membership Corporation supported the proposal while the NPS Southeast Regional Office opposed the plan, citing loss of recreational value in the park. The report references support or endorsement from the US Environmental Protection Agency Region IV, the Southeastern

228. Superintendent's Annual Narrative Report, 1980.

229. Superintendent's Annual Narrative Report, 1980; US Army Corps of Engineers, I-1.

230. Superintendent's Annual Narrative Report, 1980; US Army Corps of Engineers, 6, I-1, IV-8-10, IV-28-30, IV-31, IV-36, IV-42, IV-47 - IV-48, IV-52-54, IV-60, IV-62, IV-64, IV-66, IV-72, IV-76, IV-82, IV-86, IV-88, IV-90, IV-92-93. Section V of the Army Corps' 1981 "Water Sources Management Study," (V-1-12) provides side-by-side comparison of the three proposed plans (A, B, and C) that were analyzed and presented to the public.

Power Administration, the Federal Energy Regulatory Commission, the Atlanta Regional Commission, and Georgia Congressional delegates Senator Larry McDonald (an opponent of the CRNRA bill) and Congressman Elliott Levitas (a sponsor of the CRNRA bill). The general support for the reregulation dam from these agencies and individuals described as “largely predicated upon it having the greatest net benefits, including a gain in power benefits from Buford Dam, the lowest cost to the water supply beneficiaries, and no significant adverse impacts on the environment or the river corridor.”²³¹ Other concerned groups and voices of opposition to the reregulation dam referenced in the resources study were the US Fish and Wildlife Service, Georgia Bureau of Outdoor Recreation, and numerous environmental groups, including the Chattahoochee River Coalition, Georgia Canoeing Association, and members representing Friends of the River, Georgia Conservancy, and Save America’s Vital Environment. In addition, the Corps of Engineers cited sections 104(a) and 104(b) of the establishing legislation for Chattahoochee River NRA (Public Law 95-344) and a letter from park bill revision author US Congressman Ed Jenkins of Georgia as supporting their recommendation for the proposed reregulation dam. Jenkins noted the specifics of his additions to Public Law 95-344 in section 104(b): “Nothing in this Act shall be construed in any way to restrict, prohibit, or affect any recommendations of the Metropolitan Atlanta Water Resources Study as authorized by the Public Works Committee of the United States Senate on March 2, 1972.” This section of the park bill offered a loophole for plans recommended by the Corps of Engineers with issues concerning long-term planning of public water use superseding the preservation of natural river habits and environs and federally held urban recreation lands. In response, the study reports produced by NPS staff “indicated that although a reregulation dam and reservoir might be compatible with Act itself, the reregulation reservoir would not be compatible, based upon present information, with the park objectives at the two sites adjacent [Bowman’s Island and Settles Bridge] to the reservoir.”²³²

The Corps of Engineers’ recommendation of the reregulation dam just south of Buford Dam not only threatened to alter the recreational use and the destruction of wildlife and cultural resources of the park, but the proposal of the new dam also curtailed plans and monies to acquire additional acreage south of Buford Dam. The resource study referenced an August 12, 1981, letter from Southeast Regional Office, indicating that although the Park Service had recently acquired approximately 700 acres near the reregulation dam site, it would halt plans to purchase more lands in the area until Congress made a decision regarding the Corps’ recommendations.²³³

“Back to Basics”: The Reagan Years

Although the Army Corps of Engineers’ resources study had been in motion since 1972, its final recommendation in 1981 of the reregulation dam within the boundaries of the recreation area coincided with the Park Service’s slowing expansion and the Reagan administration’s response to an economic recession in the early 1980s. *The National Park Service: A Brief History* (1999) connected the two administrative changes:

Russell E. Dickenson, a former park ranger and manager, took the helm [NPS Director] in [May of] 1980. Because the Park Service’s funding and staffing had not kept pace with

231. US Army Corps of Engineers, 81.

232. Superintendent’s Annual Narrative Report, 1980; US Army Corps of Engineers, 7, 9–10, II-46, VI-3, and VI-5. See pages VI-31–35 of the “Water Resources Management Study” (1981) for a complete list of partners.

233. US Army Corps of Engineers, 9–10.

*its growing responsibilities, Dickenson sought to slow the park system's expansion. The Reagan administration and the Congress that took office with it in 1981 were of like mind. Rather than creating more parks they backed Dickenson's Park Restoration and Improvement Program, which allocated more than a billion dollars over five years to resources and facilities in existing parks.*²³⁴

The National Park Service described Dickenson as having “preferred improving the service’s stewardship of its existing parks to seeking new ones.”²³⁵ The edited volume *America’s National Park System: The Critical Documents* (1994) contextualized the “suffering” of the Park Service over the next 12 years:

*Many aspects of NPS management would be challenged, and politicization of the directorship and erosion of its power promoted. The signal for change came early as a new Interior Secretary, James Watt, tendered the traditional secretary's letter on national park system management. He spelled out administration policies that would curtail the system's growth and return to provision of visitor services and pleasures as a primary management goal.*²³⁶

DOI Secretary Watt’s letter to NPS Director Dickenson dated July 6, 1981, specifies the focus on supporting existing park resources, facilities, and visitor experiences while emphasizing the Park Service’s “unique position to serve people” and getting “back to basics.” The letter explained that parks should focus on the Congressional Subcommittee on National Parks and Insular Affairs initiated “State of the Parks” (a report submitted 1980) analysis of threats to parks. Watts argued that mitigation plans should continue using congressionally designated maintenance funds for park facilities provided in the fiscal year 1981 budget.²³⁷ Environmental historian Alfred Runte provides further explanation of the shift in leadership from the Interior: “To Watt, the greatest problem facing the parks was the deterioration of their physical plant, especially roads, parking lots, overnight accommodations, and sewage systems.” Preservationists deemed James Watt an opponent and threat to the Park Service.²³⁸

The increase in facilities maintenance and rehabilitation and emphasis on improving visitor experience is reflected in the Chattahoochee River NRA Superintendent Annual Narrative Reports of the 1980s, the park’s early years. With an increasing budget from 1979 (\$500,000) to 1983 (\$1.3 million) and a slight reduction in 1984 (\$1.2 million) or suggestions of specific-use funds, Superintendents John Henneberger (1978–June 1980), Art Graham (July 1980–March 1983), and

234. The Coalition to Protect America’s National Parks, “Russell ‘Russ’ E. Dickenson,” accessed July 23, 2018, <https://protectnps.org/centennial-biographies-2/russell-russ-e-dickenson/>; Barry Mackintosh, “The National Park Service: A Brief History,” accessed November 1, 2020, <https://www.nps.gov/parkhistory/hisnps/NPSHistory/briefhistory.htm>.

235. “11th National Park Service Director Russell E. Dickenson,” National Park Service, US Department of the Interior, accessed July 23, 2018, <https://www.nps.gov/articles/director-russell-dickenson.htm>.

236. Lary M. Dilsalver, “A System Threatened: 1981–1992,” in *America’s National Park System: The Critical Documents*, ed. Lary Dilsalver (Lanham, Maryland: Rowman & Littlefield, 1994), accessed November 1, 2020, https://www.nps.gov/parkhistory/online_books/anps/anps_8.htm.

237. Dilsalver, “A System Threatened: 1981–1992;” Lary M. Dilsalver, “Transformation and Expansion, 1970–1980,” in *America’s National Park System: The Critical Documents*, ed. Lary Dilsalver (Lanham, Maryland: Rowman & Littlefield, 1994), accessed November 1, 2020, https://www.nps.gov/parkhistory/online_books/anps/anps_7g.htm.

238. Alfred Runte, “Epilogue: National Parks for the Future: Encirclement and Uncertainty” in *National Parks: The American Experience* (Lincoln: University of Nebraska Press, 1997), accessed July 23, 2018, https://www.nps.gov/parkhistory/online_books/runte1/epilogue.htm.

Warren Beach (July 1983–April 1990) described many rehabilitation projects aimed at improving visitor experience and the use of the facilities and resources at the park. These projects included creating new parking lots; paving existing parking lots, feeder roads, and bus routes; upgrading or adding new boat ramps and trails; and upgrading existing and constructing new concessioners' facilities. Secretary Watt described the importance of concessioners as "essential to the park experience," adding, "Where, because of deterioration over long periods, this standard is not being met, I believe you should explore with the concessioners alternative ways to find the needed capital and upgrade those facilities that are necessary for the visitor."²³⁹

Following this 1981 initiative from the Interior's new secretary, Director Dickenson developed his CORE MISSION project, which was later renamed Basic Operations project. CRNRA Superintendent Graham described the program in his 1981 annual report as "a comprehensive assessment of park resources necessary to successfully carry out the essential functions of the park at a minimum, yet satisfactory, level of operation." During a week-long conference of NPS superintendents and maintenance chiefs in December of 1982, the NPS *Courier* newsletter shared Everglades National Park Superintendent Jack Moreland's thoughts of the Basic Operations program by emphasizing "all managers to 'go back to the basic legislation, for each park, in all evaluations, in all management decisions--to always keep in mind the legislative history.'" The newsletter continued, "And, to prioritize to achieve goals of the mission for each unit, because more and more articulate justification for fiscal needs will be required in the future." At the same conference, Director Dickenson said:

We have asked every Park Service employee to re-read the legislation involved in creating a park, and to take a rigorous and critical look at its activities. The goal of the CORE MISSION project is to define the fundamental purpose of each unit, identify services and activities essential to that purpose and explore alternative ways of fulfilling that mission.

The 1981 annual report does not specify the ways in which park met the specific needs of the Basic Operations program, but the report notes that the program provided direction in mandatory cuts to resources and reallocations.²⁴⁰ Both Secretary Watt's emphasis on enhancing the park visitor's experience and Director Dickenson's emphasis on each park's "basic legislation" is evident in park turnover of concessioners and services in its first five years, which included a shuttle service, a new 3,000-square-foot facility at the Johnson Ferry Unit, a new 4,000-square-foot facility at Powers Ferry Landing, the rehabilitation of the concessioner's facility at the Paces Mill Unit, and an increase in raft supply, all by 1984.²⁴¹

The Reagan years also brought threats of downsizing the park by up to half of its authorized 6,300 acres. By March 1981, the Interior had acquired 2,572 acres with \$53 million of \$72.9 million and

239. Superintendent's Annual Narrative Report, 1979; Superintendent's Annual Narrative Report, 1980; Superintendent's Annual Narrative Report, 1981, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA; Superintendent's Annual Narrative Report, 1982, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA; Superintendent's Annual Narrative Report, 1983, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA; James Watt to Russell E. Dickenson, July 6, 1981, accessed July 23, 2018, https://www.nps.gov/parkhistory/online_books/anps/anps_8a.htm.

240. Superintendent's Annual Narrative Report, 1981; Naomi L. Hunt, "Park management for the future," in *Courier* 5 no. 3 August 1982, accessed July 27, 2018, <http://npshistory.com/newsletters/courier/courier-v5n3.pdf>.

241. Superintendent's Annual Narrative Report, 1979; Superintendent's Annual Narrative Report, 1980, Superintendent's Annual Narrative Report, 1981, Superintendent's Annual Narrative Report, 1982, Superintendent's Annual Narrative Report, 1983; Superintendent's Annual Narrative Report, 1984, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

Congress had not appropriated funds for land acquisition for the recreation area's 1981 fiscal year. Although President Carter had included funds in his budgets that would allow park management to secure the authorized 6,300 acres, President Reagan revised that budget once he took office. *The Atlanta Constitution* reported that NPS Chief of Land Acquisition Division Tom Piehl described the reduction as, "...a barebones type of budget," adding, "We can't foresee a lot of money being available for acquisition." Although Congress had not yet voted on Reagan's budget proposal for FY 1981, Reagan had put a moratorium on all land acquisition projects. Piehl and NPS Park Planner Rick McCollough explained that the halt in land acquisition funds could permanently affect the recreation area's boundaries due to a lack of regulations that might keep landowners from selling to developers instead of the federal government.²⁴² In the midst of the economic recession and high-level administrative changes, Congress did authorize \$14 million to purchase property for the Cochran Shoals/Sope Creek Unit, known as the Cousins tract. Superintendent Graham said in his 1981 annual report, "This 354.67 acres of prime recreational land was park priority number one because of its many natural attributes, existing heavy recreational use, and close proximity to the heart of Atlanta." This addition to the park was a victory in the minds of CRNRA staff and conservationist groups; however, the park's boundaries were still under threat from the federal government.²⁴³

The Chattahoochee River Coalition, a new river conservancy group, formed in the years following the signing of the park into law. In 1982, the coalition consisted of twelve groups, including the Georgia Conservancy, Friends of the River, SAVE, Georgia Wildlife Federation, and the Sierra Club. The Chattahoochee River Coalition, as well as individual groups, advocated for the protection of the Chattahoochee River and the recreation area through the 1980s. In June of 1982, the Park Service announced plans to limit the CRNRA boundary to 3,700 acres—a decision made by NPS Director Russell Dickenson while visiting Atlanta. The plan would focus the boundary on the lower end of the park where there was more recreational use. *The Atlanta Constitution* reported, "The NPS plans to delete all or part of the Palisades, Brandon Hall Ravine, Level Creek, Barnwell Bluff, and Cochran Shoals. Gold Branch, Vickery Creek, Island Ford, Abbots Bridge and Bowman Island from the Park," as well as "all or parts of Morgan Falls, Jones Shoals, and Suwanee Creek." Georgia Conservancy Executive Director Robert "Bob" Kerr said of the plans, "The park service is opening up the river to extensive development." He added, "The Chattahoochee will become just another urban river and not the national treasure it is now." Kerr said that the conservancy planned to lobby in Washington, DC, to "fight" the Park Service's plans. He accused the Park Service of withholding the plans and feared the plans were an indicator of the NPS withdrawal from managing the park. SERO Director Bob Baker denied that the Park Service had such plans. In addition, a spokesperson for the Chattahoochee River Coalition Rachel Frantz-Rottschafer said that the federal government had ignored public opinion of authorizing a 12,000-acre park in 1978 and were still ignoring public opinion with plans to cut the park nearly in half.²⁴⁴ Elliott Levitas, the final CRNRA bill's sponsor, criticized the Park Service's plans as well, saying, "It would not only severely restrict and limit the original intention Congress had, but it would also spell the beginning stages of the end of the area as

242. Keith Graham, "River Park Becomes Endangered Species," *The Atlanta Constitution*, March 19, 1981. <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1621336817?accountid=15017>, h30.

243. Superintendent's Annual Narrative Report, 1981.

244. Robert Coram, "River Park Acquisition Plans Cut nearly 50%." *The Atlanta Constitution*, June 26, 1982. <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1622954147?accountid=15017>, 1b, 12b.

a park.” He concluded, “I think within a very few years, we would not see a national park here at all.” Levitas said that he planned to lobby in Washington, DC, against the plans as well.²⁴⁵

In July 1982, Georgia’s 3,700-member Sierra Club stood in the NPS headquarters calling for a Congressional hearing on the cut park plans and calling the proposal “tragic.” Additionally, the Sierra Club had contacted the chair of the House Interior Subcommittee on Public Lands and National Parks to request a hearing. In agreement with the Coalition and Levitas, chair of the local Sierra Club chapter Roger Buerki said that the proposal was a prelude to the Park Service withdrawing management of the park. He added, “The Sierra Club feels that the proposed park (of 3,500 acres, rather than 6,300 acres) would be a management nightmare, with tiny parcels of and scattered along 48 miles of river.” Buerki, again echoing statements from Kerr, believed that cutting the park size in half was a move by the Park Service for “an eventual pullout” from park management that was “designed to occur as inconspicuous as possible, in order to short-circuit public opposition.” In addition to the Sierra Club’s public moves in opposition of the Park Service’s cut plans, an “unofficial “fan club” of Secretary Watt calling themselves “Raiders of the Last Park” marched at a public hearing at the North Fulton County government annex in supposed support of plans to cut the park’s boundary. The group of four wore black hoods with black t-shirts and carried signs that read, “Ravage the River,” “Trim the Trees,” and “Bye Bye NPS.” The group, who identified themselves only as “Ignorance, Apathy, and Greed,” was quoted as saying, “We need more pavement, more shopping centers, not more park” and “We need to get some real runoff, erosion and mud. And whatever happened to pollution?”²⁴⁶



FIGURE 2.9 “RAIDERS OF THE LAST PARK” SPEAK WITH A NEWS REPORTER AT THE NORTH FULTON COUNTY GOVERNMENT COMPLEX, 1982 (COURTESY OF NPS CRNRA).

245. Jim Walls, “River Park Cuts Rapped by Levitas,” *The Atlanta Constitution*, July 05, 1982. <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1623053144?accountid=15017>, 9a.

246. Bob Harrell and Barbara Laker, “Atlanta Sierra Club Seeks Hearing on Reduced Park,” *The Atlanta Constitution*, July 16, 1982. <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1623038374?accountid=15017>, 16a.

Local opposition to changes rose from conservation groups and Georgia delegates as plans to freeze land acquisition funds were uncertain yet again in late 1982. The conservancy's Kerr and US Senator Mack Mattingly vowed to fight a new directive from the Office of Management and Budget (OMB) to freeze further purchases for national parks. *The Constitution* reported, "The new OMB directive says that the government should consider abandoning proposed land purchases for 'those new units of the park system where substantial acquisition remains and where the costs of acquisition (and) [sic] maintenance would be high relative to the resources to be protected.'"²⁴⁷ This OMB directive reflected both the BO program (formerly CORE MISSION) and the Park Service's plans to reduce the park's boundary, which were at 3,600 acres in December of 1982. In an April 1983 article reprinted from the Sierra Club's magazine, Chairman of the Georgia League of Conservation Voters wrote:

US Interior Secretary James Watt is waging war of attrition on the Chattahoochee River. However he does it--whether by design or delay--he may yet succeed. If he does, few Georgians believe a leftover, "half a park" can survive for long. Sooner or later, they theorize, the Park Service will pull out because, as one Park Service planner put it, "it's just not a viable park." The Chattahoochee is not the only park in trouble under the Reagan administration. But it is a major test case for the National Park System.

Chairman William Mankin added, "Perhaps the most disturbing aspect of this entire Chattahoochee controversy is the process by which the decisions were made to cut the park in half. They were based on specious 'economic conditions,' not on sound, long-term natural-resource considerations."²⁴⁸

The Chattahoochee River Coalition sent an alternative proposal to Georgia delegates in May 1982 to combat the National Park Service's and the Reagan administration's threats to cut or limit the park's original authorized boundaries. This plan proposed a park boundary of 7,200 acres, compensation for any water supply project that would detract from the park, NPS designation over the river, and recognition of a 4,000-foot-wide corridor along the river. The Georgia delegation would respond with two bills to amend the park's legislation.²⁴⁹

THE 1984 AMENDMENT

Sam Nunn and Elliott Levitas, strong proponents of the original legislation to authorize the park, stepped in to help save the park from boundary cuts and lingering suspicions that the Park Service would withdraw from the recreation area all together.

In April 1983, Elliott Levitas introduced to the House an amendment (H.R. 2645) to the park's authorizing legislation that he had successfully sponsored in 1977. The amendment bill had eight cosponsors, all of whom were Georgia delegates, including Wyche Fowler and a lone Republican, Newt Gingrich. Larry McDonald was the only representative from Georgia to not cosponsor the new bill. McDonald said the park units were "'bumps on a log' that would provide refuge for hooligans, drug users and nudists." Following McDonald's death in September 1983, his successor

247. Ann Woolner, "Ga. Delegation Opposes Cuts in Chattahoochee Park," *The Atlanta Constitution*, December 09, 1982. <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1619790360?accountid=15017>, 5a.

248. William E. Mankin, "The Sad Case of the Chattahoochee River Recreation Area," *The Atlanta Constitution*, April 11, 1983. <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1623013089?accountid=15017>, 13a.

249. Bob Harrell, "7,200-Acre Park Proposed by Chattahoochee Coalition," *The Atlanta Constitution*, Oct 09, 1982. <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1623117079?accountid=15017>, 8b.

Buddy Darden would become the bill's ninth cosponsor in November 1983, making all Georgia congressional representatives bill supporters.²⁵⁰

Levitas' original proposal included nearly 1,200 additional acres and sought to establish the CRNRA Advisory Commission. In addition, *The Atlanta Constitution* reported that the new amendment proposal added \$12.3 million to land acquisition appropriations, added 11 new tracts of land to the park, and proposed the "elimination" of a total of 150 acres in the Morgan Falls area. The House and Senate both amended the bill that changed the appropriation funds and included the addition of the Army Corps' resources study.²⁵¹

The next month, in May 1983, Sam Nunn and cosponsor Republican Mack Mattingly introduced an identical bill (S. 1218) to Levitas' in the Senate. Mattingly had previously stated in December 1982 that he would fight efforts to cut the park's boundaries. Nunn's bill never made it to a vote on the Republican-controlled Senate floor.²⁵² Senator Malcolm Wallop (R-WY) served as the chair of the Subcommittee on Public Lands and Reserved Water and said during a hearing on Nunn's bill that he was reluctant to support the CRNRA amendment because it was unfair to landowners along the river to have to wait to payment due to the backlog of appropriation funds. Nunn rejected Wallop's stance on the bill stating, "I don't believe this project should be victimized by what others have done elsewhere."²⁵³

Despite widespread support from the Chattahoochee River Coalition, Georgia Conservancy, and all 10 Georgia delegates, the Department of the Interior and the National Park Service openly rejected the proposal to expand the park. In a letter to Congress, DOI Assistant Secretary G. Ray Arnett explained, "The department cannot support the \$11.7 million increase in the ceiling for land acquisition and the 1,028-acre increase in the acreage ceiling." He added, "Additional resource protection should be the responsibility of the state and local governments." In a Senate subcommittee hearing in May 1984, NPS Director Russell Dickenson testified against the bill, plainly stating, "Mr. Chairman, we oppose the passage of these bills." Dickenson added, "As you know, all agencies of the federal government are engaged in an effort to keep costs and budget authorizations down."²⁵⁴

250. "H.R. 2645 - A bill to amend the Act of August 15, 1978, regarding the Chattahoochee River National Recreation Area in the State of Georgia," US Congress, <https://www.congress.gov/bill/98th-congress/house-bill/2645>; Ron King, "1,200 Acres may be Added to Chattahoochee Park Land," *The Atlanta Constitution*, June 02, 1983, h3. <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1632396740?accountid=15017>.

251. "H.R. 2645 - A bill to amend the Act of August 15, 1978, regarding the Chattahoochee River National Recreation Area in the State of Georgia;" Ron King, "1,200 Acres may be Added to Chattahoochee Park Land," *The Atlanta Constitution*, June 02, 1983. <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1632396740?accountid=15017>, h3.

252. "S. 1218 - A bill to amend the Act of August 15, 1978 regarding the Chattahoochee River National Recreation Area in the State of Georgia," US Congress, <https://www.congress.gov/bill/98th-congress/senate-bill/1218>; <https://www.congress.gov/bill/98th-congress/house-bill/2645>; Bob Harrell, "Bill would Add to Chattahoochee Park," *The Atlanta Constitution*, April 21, 1983. <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1621369164?accountid=15017>, 34a; Bob Dart, "House Adds Land to Chattahoochee Park," *The Atlanta Constitution*, March 06, 1984. <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1622479663?accountid=15017>, 10a.

253. Bob Dart, "Chattahoochee Bill Facing Rough Waters in Senate," *The Atlanta Constitution*, May 18, 1984. <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1622481012?accountid=15017>, 9a.

254. Bob Dart, "House Adds Land to Chattahoochee Park," *The Atlanta Constitution*, March 06, 1984. <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1622479663?accountid=15017>, 10a.

It took 25 congressional actions for the park's amended authorizing legislation to become a law on October 3, 1984. This new legislation (Public Law 98-569) updated the park's acquisition authority, boundary, acreage limitations, and statutory ceiling for land acquisitions. Congress amended the park's authorizing authority in section 101 by adding a 2,000 foot wide corridor adjacent to each bank of the river; expanding the acreage from 6,300 to 6,800; giving direction to the secretary of the interior to exchange, or dispose of, nonfederal lands for federal lands within the park's boundary by adhering to the Federal Land Policy and Management Act of 1976; adding a directive for the secretary to publish in the Federal Register exchanged lands and lands unsuitable for exchange every three years; requiring that the secretary's exchanging authority to expire 10 years from the date of the amendment; and including an updated boundary map that reflects the exchanged federal lands. Section 104 of Public Law 95-344 was amended in the following ways: outlining a mitigation payment of \$3.2 million to the federal government if changes to reregulation dam are completed by the US Army Corps of Engineers' "Metropolitan Atlanta Water Resources Study" (revised 1981) that directly affected the park's Bowman's Island tract; permitting mitigation lands to be purchased within or outside of the park's redefined boundaries in consultation with the governor of Georgia; and permanently transferring any replacement lands purchased outside of the boundaries of Chattahoochee to the state of Georgia for the use of public recreation.²⁵⁵

The new CRNRA bill increased federal appropriations to acquire parklands from \$72.9 million (in 1978) to \$79.4 million in section 105. Additionally, in the amended section 105, Congress expanded the time frame to submit the park's general management plan from three years to seven years from the date of the original legislation in 1978 and a directive for other federal agencies to provide adequate time for comment by the secretary of the interior in regard to any action or proposed action that may directly affect the recreation area. The last amendment outlined in Public Law 98-568 is to section 106 was the establishment of the Chattahoochee River National Recreation Area Advisory Commission for a period of 10 years from the date of the amendment. Congress tasked the new commission "to advise the Secretary regarding the management and operation of the area, protection of resources within the recreation area, and the priority of lands to be acquired within the recreation area."²⁵⁶

In addition, the amended section 106 required 13 voting commission members: one each from the board of county commissioners from Forsyth, Fulton, Cobb, and Gwinnett Counties; one recommended by the governor of Georgia; one each appointed by the governor of Georgia, the Atlanta Regional Commission, and the Business Council of Georgia or a local chamber of commerce; four appointed by "a coalition of interest groups, recreational users, and environmental organizations concerned with the protection and preservation of the Chattahoochee River;" and two members to represent the public, one of which must reside in one of the previously mentioned four counties. The only nonvoting member of the commission was the park superintendent. Congress required regular public meetings to encourage and allow public involvement and that the advisory commission publish its meeting dates and agendas in area newspapers.²⁵⁷

255. "12/16/1999 CRNRA Legislative Summary [SERO]," Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.; "Public Law 98-568—Oct. 30, 1984," US Congress, accessed November 1, 2020, <http://uscode.house.gov/statutes/pl/98/568.pdf>; "H.R. 2645," US Congress.

256. "12/16/1999 CRNRA Legislative Summary [SERO]," "Public Law 98-568—Oct. 30, 1984;" "H.R. 2645," US Congress.

257. "12/16/1999 CRNRA Legislative Summary [SERO]," "Public Law 98-568—Oct. 30, 1984;" "H.R. 2645," US Congress.

Superintendent Warren Beach (July 1984–April 1990) described his first six months as the superintendent of the park as “a period of settling in and meeting people involved in the park’s operation.” He added, “It was a time of meeting with the various special interest groups and of planning strategies to deal with the various issues. Numerous meetings and briefings were held with groups, clubs, congressional staffers, other agencies, and individuals.”²⁵⁸ It was clear that Superintendent Beach had experienced what park supporters and his predecessors had before him. In his 1984 annual report, he concluded:

*In summary, the park has made significant progress and improvement on many of the park [sic] vital issues. It is inevitable that controversial issues will continue along the Chattahoochee River Corridor. Park management will continue to work with the public, developers, environmentalists, local, State and Federal officials to minimize adverse impacts on the park’s resources.*²⁵⁹

Cooperation, partnerships, and persistence between Georgia’s conservationists and legislators had been the foundation of the Chattahoochee River National Recreation Area and were now vital to the operation and management of this “string of pearls.” Upon the Senate passing the amending legislation in September 1984, staunch CRNRA supporter Senator Mack Mattingly remarked, “Working together, we will save this a priceless part of nature that will be enjoyed by generations to come.”²⁶⁰

258. Superintendent’s Annual Narrative Report, 1984.

259. Superintendent’s Annual Narrative Report, 1984.

260. Bob Dart, “Chattahoochee Bill Clears Panels,” *The Atlanta Constitution*, Sep 13, 1984. <http://articles.westga.edu/login?url=https://articles.westga.edu:2074/docview/1622729351?accountid=15017>, 22a.



FIGURE 2.10 RANGER JERRY HIGHTOWER (SECOND FROM LEFT) WITH FRIENDS OF THE RIVER MEMBERS, CA. 2010 (COURTESY OF NPS CRNRA).

Chapter 3



Management and Administration

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CHAPTER THREE MANAGEMENT AND ADMINISTRATION

From its establishment on January 1, 1979, the ambitious 48-mile stretch of the Chattahoochee River National Recreation Area, with multiple units in a booming metropolitan region, has presented challenges for park administration and management. The first superintendent described his initial year as one “of issues, questions, concerns and accomplishments handled by an active staff supported by good regional office personnel.”²⁶¹ Many of those same issues, questions, and concerns would reverberate throughout the growth and development of the park during its first 40 years. Each superintendent has sought to build on the work of those before him or her, continuing to move the park forward. “Every superintendent that comes through a park has their own expertise, and skill sets, and leaves their mark based on that, at the park,” reflects former Chief of Resource Education Nancy Walther. “And it helps the park incrementally grow in different facets.”²⁶² Reflecting on his tenure as superintendent, Bill Cox emphasized an attitude expressed by the park superintendents before him: “We’ve got to keep moving forward.”²⁶³

Park superintendents faced an array of challenges. Throughout these years, they reorganized the staff structure based on new NPS initiatives and their own philosophies and goals. Superintendents faced high staff turnover, with a constant flow of people leaving for new positions and new staff who needed to learn more about the park and often leaving within a few years. Budgets proved challenging as well. From its beginning, park budgets have not been adequate to meet its needs. As a result, park staff has sought to advance its mission. Park leadership has transitioned from being reactive to these challenges to being proactive and using partnerships to create a stronger program.²⁶⁴ Last, superintendents have constantly reevaluated directions and priorities. Throughout many planning efforts, staff has had to negotiate between those who wanted to increase protections in the recreation area with those who want the opportunity to use the park as they choose. “We Are Running Two Parks,” 1979–1990 The first three superintendents faced significant challenges in establishing this new, evolving park. As Superintendent Warren Beach commented in his first annual report in 1985, “We are running two parks (1) a developing park with planning and land acquisition and (2) a fully operational unit with 1.5 million visitors per year. Our challenge for the developing park is to identify, acquire and plan a sufficient land base for protection and use of the area. Our challenge for the operational park is to operate a park with increasing land base, increasing visitation and decreasing funds.”²⁶⁵

In its first decade, three superintendents served the park: John W. Henneberger from September 24, 1978, to June 28, 1980; Arthur F. Graham from August 10, 1980, to March 17, 1984; and Warren “Denny” Beach, from July 22, 1984, to April 21, 1990. All three of these superintendents were seasoned NPS managers, and all had served as superintendents before.

261. Superintendent’s Annual Narrative Report, 1979, Park Archives, Chattahoochee River National Recreation Area, Roswell, GA.

262. Nancy Walther, interview by Julia Brock and Ann McCleary, June 19, 2019, digital recording, Park Archives, Chattahoochee River National Recreation Area, Roswell, GA.

263. William Cox, interview with Keri Adams, Julia Brock, and Ann McCleary, June 17, 2019, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

264. Cox, interview.

265. Superintendent’s Annual Narrative Report, 1985.

The first superintendent, John W. Henneberger, was born in Chicago and grew up in New York City, but he spent summers in Pennsylvania at his family farm where he developed a love for nature. He earned degrees in forestry from the University of New Hampshire and from Colorado Agricultural and Mechanical College before beginning a 30-year career with the National Park Service. He worked for over 20 years in national parks in the West, including as a ranger at Yosemite and Olympic National Parks and as assistant superintendent of the Hawaii Volcanoes Park before becoming superintendent at Scotts Bluff National Monument. Before coming to Chattahoochee, he had worked in the Southwest Regional Office (1972–1974) and as manager of the Denver Service Center (1974–1978). Besides his experience in planning, Henneberger’s work with wilderness areas was a benefit for this new park; he had coordinated wilderness studies for the National Park Service as part of the Wilderness Act in 1964. Henneberger’s service at Chattahoochee River NRA proved to be his last assignment for his NPS career. He retired in 1980, less than two years after he began service.²⁶⁶

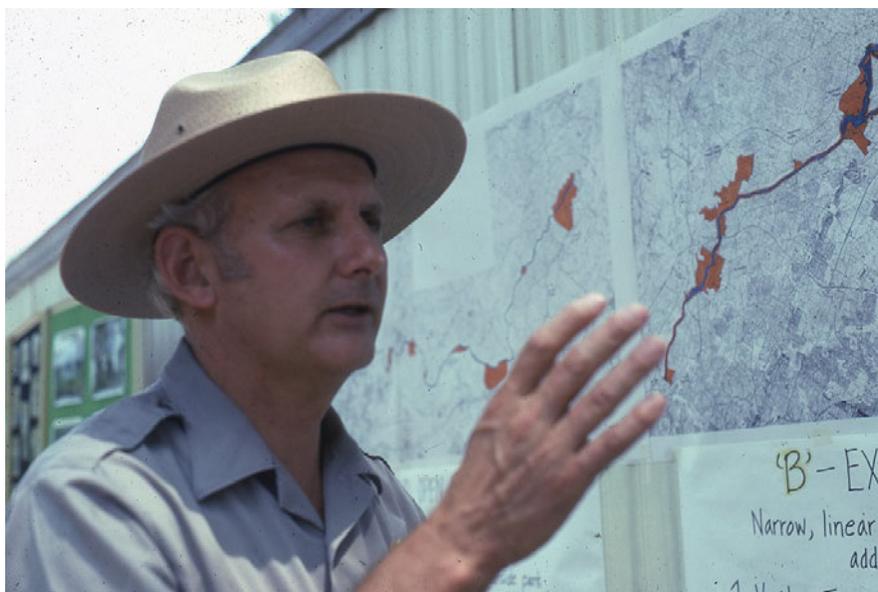


FIGURE 3.1 SUPERINTENDENT JOHN HENNEBERGER SPEAKS WITH VISITORS DURING THE PARK’S FIRST ANNIVERSARY, 1979 (COURTESY OF NPS CRNRA).

266. “John Henneberger,” *Corvallis Gazette Times*, June 30, 2010, https://www.gazettetimes.com/news/local/obituaries/john-henneberger/article_734a0654-840f-11df-b1e5-001cc4c002e0.html. Henneberger served as ranger in Yosemite from 1951 to 1956 and at Olympic National Park from 1956 to 1958 before serving as superintendent from 1958 to 1962 at Scotts Bluff. Henneberger is also known for his unpublished manuscript, “To Protect and Preserve: A History of the National Park Ranger” in the NPS History Collection at Harpers Ferry Center. Henneberger retired around the age of 56 or 57 and apparently moved to Corvallis, Oregon, in 1987 for his retirement years. There is no information available as to why he retired after two years of service here.



FIGURE 3.2 SUPERINTENDENT JOHN HENNEBERGER WITH PLANNERS AT AKERS MILL RUINS ALONG ROTTENWOOD CREEK, 1979 (COURTESY OF NPS CRNRA).

In his first annual report in 1979, Henneberger wrote that one of his priorities was “to establish a strong National Park Service presence in the corridor,” working with a variety of partner organizations, including conservation groups, local governments, civic groups, and legislators. When he arrived, Henneberger started the general management plan mandated by Congress on August 15, 1978, and the first draft of the plan was finished in 1979. Throughout that year and the next, he sought community engagement and public input. Henneberger expressed a keen interest in affirmative action in his first annual report. He served as chair of the Business Opportunity Committee of the Minority Business Opportunity Committee, and he actively sought minority participation in the raft rental concessions. Henneberger proudly noted that 12 of the 15 seasonal positions in 1979 were minorities and women.²⁶⁷

Arthur or “Art” F. Graham replaced the retiring Henneberger on August 10, 1980, and served at Chattahoochee River NRA for almost four years. At the time, Graham had 22 years of experience with the National Park Service. An Alabama native, Graham earned a BA degree in geology from Emory, with some additional study at Florida State University. His first job in the National Park Service was as a ranger at Colonial National Historical Park, in Yorktown, Virginia, in 1958. Graham moved on to serve as a supervisory ranger at Mammoth Cave National Park and then at the Blue Ridge Parkway in the early 1960s. In 1967, Graham took on his first superintendent position at the DeSoto National Memorial, and he continued working in that role at the Gulf Islands National Seashore from 1972 to 1975. Graham moved to the Southeast Regional Office in 1975, where he served as chief of the Resource and Visitor Management Division before becoming superintendent

267. Superintendent’s Annual Narrative Reports, 1979–1980.

at Chattahoochee River NRA.²⁶⁸ Graham stayed at the park four years, leaving in March 1984 to become superintendent at Canaveral National Seashore until 1987.²⁶⁹

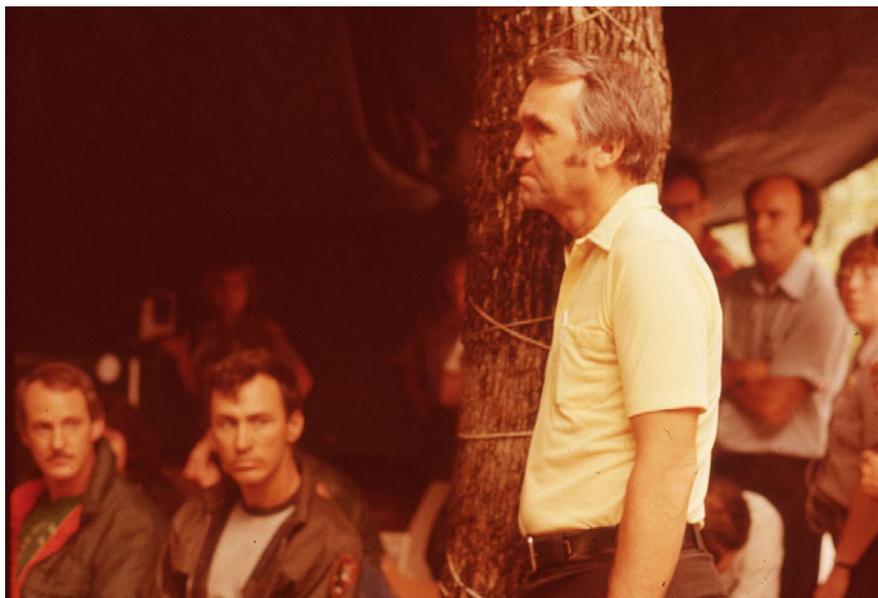


FIGURE 3.3 SUPERINTENDENT ARTHUR "ART" F. GRAHAM, 1980 (COURTESY OF NPS CRNRA).

Graham recognized the fast pace of the park development in its initial two years. In his first annual report in 1981, Graham commented that the park experienced a “year of stabilization after rapid expansion.” The following year, Graham received the NPS Southeast Regional Office “Man of the Year” Award for demonstrating “extraordinary management and public relations skills in dealing with conflicting constituency demands and shifting national policy.” He also received a Special Achievement Award for his work with the Regional Solicitor’s Office and concurrent jurisdiction. Graham worked to solidify the basic operations of the park, to continue the development of the first general management plan, and to focus on its resources, especially water. As he commented in 1982, the park was growing so quickly that it served almost a million people “and we do not even have a sign on the major interstate routes of I-285 and I-75.”²⁷⁰

Warren “Denny” Beach (1940–2017) left Morristown National Park to become superintendent at Chattahoochee River NRA in July 1984, the year after he was honored as the Superintendent of the Year. A native of Indiana, Beach joined the National Park Service in 1962, after graduating with a BA degree in geology from Earlham College and post-graduate work in Oxford, England. Beach began his career as a seasonal ranger at Yellowstone National Park in 1961 before serving a tour in the army from 1963 to 1965. During his career with the National Park Service, Beach worked in 14 parks. Besides Yellowstone, he served at the Great Smoky Mountains National Park, Hopewell Village National Site, Delaware Water Gap National Recreation Area, and El Morro National Monument in New Mexico. Beach worked as an interpretive specialist and supervisory park ranger at the Lincoln

268. *Courier*, The National Park Service Newsletter. 3, no. 22 (October 1980), 30.

269. Superintendent’s Annual Narrative Report, 1984; “Arthur F. Graham, 1928-2017,” *Green Bay Press-Gazette*, August 16, 2017, <https://www.legacy.com/obituaries/greenbaypressgazette/obituary.aspx?n=arthur-f-graham&pid=186389500>.

270. Superintendent’s Annual Narrative Reports, 1981–1982.

Boyhood Home (1972–1973) and then returned as superintendent there in 1978. When he came to Chattahoochee River NRA from superintendent at Morristown National Historic Site in 1984, he was described as a “veteran park ranger and manager” and as a Civil War historian. Beach left the park in the spring of 1990 to become superintendent of Valley Forge, where he received the Meritorious Service Award from the Department of the Interior in 1995. In 1996, he became the associate regional director for the Northeast Region of the National Park Service, focusing on education and visitor services of the northeast region with the operations of 83 national parks from Maine to Virginia.²⁷¹ Beach retired in 1999.²⁷²



Figure 3.4 Superintendent Warren D. Beach, 1984 (courtesy of NPS *Courier*).

In his first annual report, Beach described the challenges of working at Chattahoochee River National Recreation Area. When he arrived, Beach began working immediately with staff in operations and other partner groups to develop “planning strategies to deal with various issues.” He created a list of 21 issues that “need to be dealt with over the next 12 months” and established a tracking system “to give both current and future management a handle on the most important issues facing the park.” Beach listed the most critical issues as the proposed reregulation dam near Level Creek, the urbanization of the north Atlanta area and its impact on the park, the rapid increase in land values for the proposed park units, the decrease in funds for the park, and the completion of the general management plan. He continued to track these “critical” issues—and the number of them—in every one of his annual reports. The number of issues climbed to 22 in 1985 and to 30 by 1988.

271. Warren “Denny” Beach, 1940–2017, Morning Call, May 7, 2017, Legacy.com, <https://www.legacy.com/obituaries/mcall/obituary.aspx?n=warren-beach-denny&pid=185319065>; <https://tehistory.org/hqda/html/v34/v34n2p081.html#NEW>.

272. Courier, The National Park Service Newsletter 2. no. 2. (December 1978), 29.; Courier, National Park Service Newsletter 29, no. 3 (August 1984), 12, <http://npshistory.com/newsletters/courier/courier-v29n8.pdf> with photo; <https://tehistory.org/hqda/html/v34/v34n2p081.html#NEW>.

Still, Beach presented an optimistic tone throughout his tenure, noting, “Management is confident that continued progress in park operations and activities in preservation of the park’s resources will continue to improve.” The park experienced continued challenges from expanded facilities and increased visitation during Beach’s tenure.²⁷³

These three superintendents faced several similar management issues during the first decade. From the beginning, all the park superintendents understood that partnerships would be crucial to the park’s development. The annual reports from this first decade consistently mention working with conservation groups as well as others to accomplish the park’s mission. In his first annual report, Henneberger noted that he was involved with organizations related to environmental education, performing arts, and conservation to create a “consortium on environmental education to help NPS-acquired facilities.” He created advisory groups to help achieve park goals. Graham continued that focus, reporting that he worked closely with local, state, and federal government groups; civic, educational, and recreational groups; and Representatives and Senators on the park’s mission and “preliminary thrusts.”²⁷⁴

Superintendent Beach described how his outreach to local chambers produced “active involvement in coordinated projects,” including a Fun Run with Cobb County and a hot-air balloon festival with Gwinnett County. The annual reports listed many local partners in programming, including the Chattahoochee Nature Center, Roswell Historical Society, Georgia Wildlife Federation, and Georgia Environmental Education, all of which created greater opportunities for educational activities. The partnerships in law enforcements with state and local agencies proved essential to protecting the park during these years. In 1986, Beach commended the “loan ranger” program that helped provide backup for park personnel and added uniformed officers in “critical” river units, serving as a “workable counterweight to personnel and budget reductions.”²⁷⁵

Still, partnerships could be a double-edged sword, as Graham wrote in his 1982 annual report. “The park has had considerable input from conservation groups and others telling us how to manage and operate the park.” In this case, the groups opposed vehicular traffic in their neighborhoods, and they made their opinions known to park staff. Yet two years later, Superintendent Beach worried that although over 1.23 million visitors came to the park that year, the “neighbors seemed less concerned.” Discussion with partners over controversial issues strengthened the park’s relationships. Graham considered environmental groups essential to the park, noting that both “have been strengthened through joint discussions and input on the park’s mission.”²⁷⁶

Park superintendents constantly emphasized the importance of maintaining regular communication with congressional leaders throughout these years, often on a weekly basis. Beach wrote that he maintained frequent contacts with US Congressmen George “Buddy” Darden, Ed Jenkins, and Wyche Fowler. He described how Darden from Cobb County (1983–1995) “continues to be a strong, involved supporter.” That year, park staff organized a Democratic Fun Run with the Cobb County Chamber of Commerce. Beach credited Georgia US Representative Darden, former US representative and Senator Wyche Fowler, and Senator San Nunn as “key” to the park’s \$3 million

273. Superintendent’s Annual Narrative Reports, 1984, 1986, 1988.

274. Superintendent’s Annual Narrative Reports, 1979, 1983.

275. Superintendent’s Annual Narrative Reports, 1986, 1988.

276. Superintendent’s Annual Narrative Reports, 1982, 1984, 1986.

appropriation that year. Beach believed that the election of Ben Jones to the Fourth Congressional District, a strong advocate of the park, would help build more support for the Chattahoochee River NRA in Congress. In 1989, the park received \$3 million to purchase 313 acres at McGinnis Ferry, due to, according to Beach, strengthened congressional contacts, including Buddy Darden and Ben Jones as well as Senators Fowler and Nunn, who were “key to the park’s appropriation.” That year, park staff renamed the fun run the “Second Annual Buddy Darden Fun Run.”²⁷⁷

When park staff began the process of developing a general management plan in 1979, Superintendent Henneberger envisioned a three-year process to be coordinated by “a resident planner.” Instead, the plan took 10 years to complete. In the first year, staff created a “Chattahoochee Channels” newsletter to report the development on the planning progress. To engage the community, staff held a series of public meetings on the four strategies developed from initial public input. By the end of the second year, 1980, staff reported that a first draft of the plan had been written, working with advisory groups including the Chattahoochee River Coalition and the NPS Planning Assistance Committee. The initial draft identified two problems: issues that related to the use and development of the park and the challenges related to its context as part of the Chattahoochee River corridor. Unfortunately, the park missed the “mandated” presentation to Congress on August 15, 1981. But staff released the first draft on October 10, 1981, and held three public review sessions for the general management plan and environmental impact statement (GMP/EIS), with the plan to incorporate those comments into the next draft.²⁷⁸

The October 1981 draft plan included two alternatives. Alternative 1 proposed expanding the boundaries of the park to 12,000 acres and establishing a “cooperative planning area” of over 3,400 additional acres. Alternative 2 would cease any new acquisitions. Over 300 people attended, representing a variety of interests. Comments in writing and from the public hearings demonstrated that alternative 1 had the “strongest” support but alternative 2 had “equal support.” Public meeting records during this time indicate that “vocal landowners dominated the discussion,” raising a variety of concerns. Some worried about the “extent of their rights in any type of park expansion.” One asked why the park was “casting a shadow over the river corridor lands?” Others expressed concerns about pollution and potential restrictions on land. Some claimed that the government already owned enough land, and one suggested that the land be returned to the local governments to let the people decide what they want. However, those who supported alternative 1 worried about the rapid development of the region and the demand for land in this growing metropolitan region and commented that the National Park Service would need to move quickly to acquire land and protect these resources.²⁷⁹

Park staff began revising the plan in 1982 and recommended adjusting the authorized boundaries to protect the natural and cultural resources and to provide “fundamental visitor experiences with limited expenditures for land acquisition funds,” thus encouraging staff to partner with others to protect its resources. The plan added additional significant natural resources or areas not included in the original boundaries.²⁸⁰ Still, efforts at completing the general management plan lagged. In 1985, the Superintendent’s Annual Report described the plan as “only about a month behind schedule.”

277. Superintendent’s Annual Narrative Reports, 1986, 1987, 1989.

278. Superintendent’s Annual Narrative Reports, 1979–1981.

279. Public Meeting Responses, Park Archives, Series VI, Subseries B, Box 76, Folder 4.

280. National Park Service, Resource Protection Case Study, June 1982, 38–39.

The following year, Beach noted that the plan was slated for a completion date of July 1. The 1987 annual report described the plan as in draft form and sent to the Washington Office for comment. Finally, in 1988, the National Park Service cleared the plan for printing and published the document in July 1989.²⁸¹

This general management plan provided a preferred proposal and three alternative ideas for the development of this now 10-year-old park mandated to “protect natural, cultural, and scenic resources and provide for recreational use.” The proposed plan, meant to guide the park through 2010, addressed issues such as accessibility to and between units, sensitivity to private adjacent landowners, respect for recreational resources, and respect for visitors and all of the open space within the corridor. The general management plan described the national and regional significance of the park as “the collective importance of the river and the outstanding natural and cultural resources along it,” noting that the river provided an essential recreational amenity for the Atlanta region that could not be found elsewhere in the metropolitan region as land available for future parks diminishes. Additionally, the river was an important natural resource to the region and provided the primary source of Atlanta’s drinking water.²⁸²

The preferred proposal stressed several key areas. First, the federal government would play an increased role by acquiring land and developing facilities. However, the proposal recognized that the private sector would need to help develop the facilities and supplement NPS efforts. Park staff would expand daytime activities and river use, but overnight opportunities would only be introduced in two units. The National Park Service would work towards acquiring land only within the authorized 6,800-acre boundary and would focus on property that provided river access and resource protection. Staff would focus on protecting and interpreting the corridor’s natural, scenic, and cultural resources. To control the surrounding development and mitigate adverse impacts on the river and its units, the staff would ask partners for support on needed actions and policies. One sensitive area that was in private ownership and had been on property within the boundaries would be developed. The general management plan declared that replacement areas would be located in these areas to help reach the goal of a 6,800-acre public park.²⁸³

One of the key issues in every annual report was land—including acquisition and protection, and efforts often appeared as the first item in these reports. Each report listed the acquisitions to the park’s land base that year. As Beach explained at the end of this decade, in 1989, “The park continues to expand with the acquisition of more land and facility upgrading” (see chapter 4). Every annual report details efforts to protect the land. In 1981, for example, the Department of the Interior Land Protection Task Force selected the park to study different methods of land protection and to incorporate the findings into the final general management plan. This land protection report was completed at the park level in 1985; approved by the Regional Director on October 1, 1986; and updated in 1988, reflecting the constant change in this suburbanizing region. Protecting the land along the Chattahoochee River proved difficult. As Beach wrote in 1984, “It is inevitable that controversial issues will continue along the Chattahoochee River corridor.” That year, he noted that park staff had to process right of way requests to grant permits for dredging, water, and gas and

281. Superintendent’s Annual Narrative Reports, 1982–1989.

282. General Management Plan, Development Concept Plan, Environmental Assessment, Chattahoochee River National Recreation Area, Georgia, July 1989, National Park Service, 1.

283. General Management Plan, 1989, 1–2.

sewer lines across the park, adding that staff would work with others “to minimize adverse impacts on the park’s resources.” Throughout this decade, superintendents noted that urban growth was continuing at an accelerated pace and threatened park resources.²⁸⁴

Superintendents and park staff regularly attended zoning meetings and engaged with local communities. In 1985, Beach noted that staff has taken a “high visibility” approach to zoning and land development issues and that park representatives attend zoning hearings “to explain major Chattahoochee River National Recreation Area issues.” Park staff continued to report zoning violations of the Atlanta Metropolitan Rivers Protection Act (MRPA) to the Atlanta Regional Commission (ARC). The Georgia General Assembly passed the act in 1973 to protect the 48-mile stretch of the Chattahoochee River from Buford Dam to Peachtree Creek.²⁸⁵

All the superintendents expressed significant concern about water quality. In 1980, park staff discussed issues about the Metropolitan Atlanta Water Resource Study with the Atlanta Regional Commission and expressed concern about the regulation dam to be built below Buford Dam. In 1981, Superintendent Graham reported developing a stronger relationship with the commission’s Water Resources Study Group bringing “high-level personnel” together in discussions. In 1988, Beach described violations to the Metropolitan Protection Rivers Act, including “inadequate filtration procedures, tree cutting and vegetation clearing, and construction within 150 feet of the river.” Unusually rainy years like 1989 accelerated erosion damage and sewer overflows and required maintenance and volunteer efforts, Beach reported.²⁸⁶

Budgets and staffing levels were major concerns throughout this first decade as well. The budget grew, although annual reports only list statistics for the first five years, as shown in table 1.

Table 1. Budget and Staffing from 1979 to 1984*

Year	Budget Reported	Staffing
1979	“Around” \$500,000	8 Permanent 15 Seasonal
1980	\$625,000	12 Full time 6 Career seasonal 10 Part time
1981	\$1,100,000	12 Full time 5 Career seasonal 12 Part time
1982	\$1,043,500	11 Full time 4 Career seasonal 14 Part time
1983	\$1,300,000	23 Full time 13 Part time
1984	\$1,223	22 Full time 19 Part time

*Source: Superintendent’s Annual Narrative Reports

284. Superintendent’s Annual Narrative Reports, 1981, 1984, 1988, 1989.

285. Superintendent’s Annual Narrative Reports, 1985, 1988.

286. Superintendent’s Annual Narrative Reports, 1980, 1981, 1988.

The earliest staff organizational chart found in the park archives dates to June 24, 1983, under Superintendent Graham, but the annual reports suggest that this organization lasted through the 1980s. The organizational chart included four major divisions: Office of the Superintendent, Administration, Maintenance, and Interpretation and Resource Management. The Superintendent's Division included the superintendent, secretary, and assistant superintendent. The Administration Division featured the administrative officer, budget clerk, and personnel clerk-typist. The Maintenance and Interpretation and Resource Management Divisions had chiefs, but most of their staff was split between two district offices—Bull Sluice and Atlanta—the latter of which managed most of the park's operations. The Maintenance Division had a chief (also described also as a facilities manager elsewhere on the staffing plan) who managed the facilities and oversaw an “active in-house construction program” resulting in “quality construction by park personnel.” The Interpretation and Resource Management (I&RM) Division included a chief, interpretation specialist, and secretary (who was supervised by the I&RM chief but also worked for the facility manager). According to Judy Forte, who accepted a position as park ranger in this division in 1980 and was district ranger in the Bull Sluice District in 1983, these division staff members performed “interpretation, outreach education, trail patrols, and trail maintenance,” which included the full range of ranger activities from interpretation and resource management to law enforcement. The annual reports list this work under the category of ranger activities.²⁸⁷

The rest of the staff was organized into two districts: the Atlanta and Bull Sluice Districts.²⁸⁸ The Atlanta District stretched from Morgan Falls Dam to Peachtree Creek. As the closest district to Atlanta, it had the heaviest use in recreational and interpretive programs. The Bull Sluice District extended from Bull Sluice Lake to the Buford Dam, covering a larger area but experiencing less and more passive types of use.²⁸⁹ Each of these districts had its own Maintenance and Interpretation and Resource Management staff. In these two offices, a maintenance foreman (responsible for maintenance) and a district ranger (responsible for Interpretation and Resource Management) supervised more specialized staff in these two areas. The Atlanta District office had the larger staff. In 1983, there were 16 staff members, including the maintenance foreman, welding worker, three laborers, and a maintenance worker in the maintenance area, and a district ranger, six park technicians (one listed as working in interpretation), and three park aids working on dispatch. The Bull Sluice District staff included the maintenance foreman, maintenance worker, and two laborers as well as a district ranger and two park technicians. Temporary seasonal positions are listed in both the Maintenance and Resource Management divisions. The 1983 chart shows several positions that appear to be approved but not filled, including a museum curator, which reported to the Superintendent's Office.²⁹⁰

Throughout the 1980s, ensuring adequate staffing proved challenging. Visitation reached around 1 million in 1982 and grew over the decade, topping 1.23 million in 1984. In 1985, Beach noted in his introductory statement that park visitation had climbed by 25% yet the staff “remained at exactly the same level.” He added, “Within the framework of the above statement we learned a number of things about our jobs. We sought ways to continue to provide superior public service and, in most cases, we

287. Judy Forte, email communication with Julia Brock, December 13, 2018; Superintendent's Annual Narrative Report, 1988.

288. Staff organizational chart, Superintendent Arthur F. Graham, June 24, 1983, Park Archives.

289. Interpretive Prospectus, Chattahoochee River National Recreation Area, 1989. SERO Archives.

290. Staff organizational chart, Superintendent Arthur F. Graham, June 24, 1983, Park Archives.

found them.” The following year in 1986, visitation increased by 15% and the staff still stayed at the same level. By 1989, Beach reported that “performance was exemplary, even though the staff was short of personnel for a period of time.”²⁹¹

Throughout this period, park staff sought creative solutions to mitigate inadequate staffing. The Youth Conservation Corps provided labor for trail management. Graham reported that a jobs bill in 1983 employed four individuals to work at the park. In 1986, staff adopted a “loan ranger” program for the summer months to back up regular personnel and add uniformed personnel in “critical river units.” The program became a “workable counterweight to personnel and budget reductions while providing maximum protection for the visitors and the resources.” A total of 11 parks participated with 24 rangers and 7 US Park Police.²⁹²

Volunteers played a key role in the park during these years as well. The annual reports mentioned volunteers for the first time in 1983, when 40 volunteers donated “service hours” in maintenance and resource management. The 1984 annual report recorded 3,600 volunteer hours spent on administrative, interpretive, and visitor-related service, adding that the 85 enrolled volunteers “saved” the park \$20,000 that year. The following year, volunteers contributed 1,700 hours of service. That number grew to 2,161 hours by 1989. During Beach’s tenure, most of those volunteer hours were devoted to resource management.²⁹³

As a new park, the superintendents needed to establish appropriate office space. When Chattahoochee River NRA opened in 1979, the staff used a temporary office trailer for the park headquarters at US 41 and the Chattahoochee River. Division heads worked in the former state park superintendent’s residence. Additionally, the superintendent needed to secure space for its district offices.²⁹⁴ In 1981, staff sought to obtain a district office in Fulton County but was unsuccessful. In mid-July 1981, staff moved into a building labeled as a “permanent” park headquarters at 1905 Powers Ferry Road in Marietta, adjacent to the Sope Creek and Powers Ferry Units, near I-75 and I-285. Three years later, in 1984, staff completed the rehabilitation of the Island Ford Lodge to use for its headquarters. That year, staff also initiated a development concept plan to develop a new access road to the Island Ford Lodge off Roberts Drive.²⁹⁵

Streamlining park operations became a priority in the early 1980s as the park was being established, especially when cutbacks in federal spending and hiring constraints challenged the National Park Service to evaluate and appraise “our efforts and our dollars.” The National Park Service needed funding for computerization and rehabilitation projects. Congressional and administrative support of the proposed Park Restoration and Improvement Program required that the Park Service demonstrate “effective use of the initial appropriation.” The new NPS Core Mission project asked every park to define its purpose and identify the services and activities essential to that mission.²⁹⁶ Superintendent Graham described how in 1981, the year of the Core Mission project, staff

291. Superintendent’s Annual Narrative Reports, 1985–1989.

292. Superintendent’s Annual Narrative Reports, 1982, 1983, 1986.

293. Superintendent’s Annual Narrative Reports, 1983–89.

294. Superintendent’s Annual Narrative Report, 1979.

295. Superintendent’s Annual Narrative Report, 1984

296. *Courier*. The National Park Service Newsletter 5, no. 3 (March 1982), <http://npshistory.com/newsletters/courier/courier-v5n3.pdf>, 3-4.

conducted a “comprehensive assessment of park resources to successfully carry out the essential functions of the park at a minimum, yet satisfactory, level of operation.”²⁹⁷ He noted that this program was designed to help “management at all levels. . . make informal decisions about possible reallocations and mandatory cuts in resources.” The Southeast Regional Office (SERO) also conducted an evaluation of park operations. Several years later, in 1988, the Southeast Regional Office completed a “successful Operations Evaluation” of the park.²⁹⁸

Park staff began to use computers in several divisions during Beach’s tenure. In 1984, he reported that the computerized systems allowed for increased “park accountability, budget, personnel allocation, financial tracking, and other programs.” The following year, Beach added that “continued efforts at office automation have computerized about 80 percent of administrative functions.” By 1989, park staff reported using the administration financial system for tracking the budget and had extended “computer automation” to the administrative clerk and secretary for the I&RM Division.²⁹⁹

“A NEVER-ENDING PROJECT IN THE METRO AREA,” 1990–2000

During this second decade of the park’s development, the three superintendents faced a growing park with a complex set of issues.

Sibbald “Sib” Smith arrived in April 1990 and left in May 1992, staying a little over two years. When he came to the park, he brought 32 years of park experience and was near the end of his NPS career. A Korean War veteran, Smith joined the Department of Interior in 1965 working at the Oconaluftee Job Corps Center. He served as a ranger at the Natchez Trace Parkway, Delaware Water Gap National Recreation Area, Blue Ridge Parkway, and Great Smoky Mountains National Park. His first superintendent position was at Ocmulgee National Monument from 1979 to 1988, where he helped “to preserve the remnants of early Indian civilizations in the Southeastern States.” A Cherokee, Smith had been a former tribal council member and supervisor of a fish management program for the Eastern Band of Cherokee. Before coming to Chattahoochee River NRA, Smith served a little over two years at Canaveral National Seashore. He left the park in 1992 to become superintendent of Cowpens/Ninety Six National Historic Site before his retirement in 1994.³⁰⁰

297. Superintendent’s Annual Narrative Report, 1981.

298. Superintendent’s Annual Narrative Report, 1988.

299. Superintendent’s Annual Narrative Report, 1984–1985, 1989.

300. Sibbald “Sib” Smith, “Find a Grave,” <https://www.findagrave.com/memorial/14794562/sibbald-smith>.



FIGURE 3.5 SUPERINTENDENT SIBBALD SMITH, 1980 (COURTESY OF NPS *COURIER*).

In his annual reports, Smith described his tenure as “very exciting and challenging.” He consistently referred to the park’s “team,” and noted in his first year that there was a “new” management team that “immediately plunged into a whirlwind of activities and handled it all with aplomb.” Smith emphasized providing staff training and improving management practices for the growing park. In 1990, he started a five-year plan to identify needed personnel and funds, updated the standard operation procedures to provide a uniform direction for all employees, and initiated quarterly report systems to improve communication.³⁰¹

Marvin Madry followed Smith as superintendent in July 1992. Madry began working for the National Park Service in 1964 and brought experience both as a superintendent and as park staff. Before coming to this park, Madry served as superintendent of Christiansted National Historic Site in the Virgin Islands from 1973 to 1980 and then at Kennesaw Mountain from 1980 through 1985. The 1984 annual report notes that Madry came to Chattahoochee River NRA in early 1984 to replace Ralph Bullard, who transferred to Kennesaw Mountain to become superintendent.³⁰² Whether Madry stayed at the park between 1984 and 1992 when he became superintendent is unclear but likely. Madry retired from the National Park Service in 1997.³⁰³

301. Superintendent’s Annual Narrative Reports, 1990–1991.

302. Superintendent’s Annual Narrative Report, 1984; Madry is listed as the superintendent of KEMO from 9/21/80 to 1/19/85. Historic List of NPS Officials, 2000, available at https://www.nps.gov/parkhistory/online_books/tolson/histlist7c.htm.

303. Historic List of NPS Officials, 2000, https://www.nps.gov/parkhistory/online_books/tolson/histlist7c.htm.



FIGURE 3.6 SUPERINTENDENT MARVIN MADRY SPEAKS
AT THE PARK'S 15TH ANNIVERSARY EVENT, 1993
(COURTESY OF NPS CRNRA).

During his five-year tenure, Madry faced a growing recreation area, declining budgets, and a government shutdown. He completed a “reengineering and restructuring of fiscal and personnel services” and focused on improving overall park operations to mitigate some of these challenges. Madry described his management style as encouraging employees “to expand and grow. While this may cause an occasional concern, it is best for the park and the employees.”³⁰⁴

Suzanne Lewis became the next superintendent after Madry in March 1997. Unlike Smith or Madry, Lewis was in the early stages of her career. A University of West Florida graduate with a BA in history, Lewis began her career as a seasonal park ranger at Gulf Island National Seashore, where she worked as a park technician, park historian, supervisory park ranger, and management assistant. In 1988, she served on an international assignment to the Republic of Haiti to assist the United Nations effort in preservation of natural and cultural resources. Lewis then took on management positions as acting superintendent for Christiansted National Historic Site and Buck Island Reef National Monument in the US Virgin Islands and in 1990 as the first superintendent of the new Timucuan Ecological and Historic Preserve and the Fort Caroline National Memorial in Jacksonville, Florida. Lewis participated in the Senior Executive Service Candidate Development Program, working with the Department of Interior Secretary's Special Assistant for Alaska, the Department of the Interior Office of Management and Budget, Walt Disney World Corporation, Harvard University, and Carnegie Mellon University. She came to Chattahoochee River NRA in 1997 and served for three

304. Superintendent's Annual Narrative Reports, 1993, 1995.

years before becoming the first female superintendent at Glacier National Park and then at Yellowstone National Park in 2002, retiring in 2011.³⁰⁵



FIGURE 3.7 SUPERINTENDENT SUZANNE LEWIS, 2003
(COURTESY OF NPS YELLOWSTONE PHOTO COLLECTION).

Lewis' annual reports describe the “tremendous growth and change” that required staff “to adapt to changing work conditions.” She reports a variety of challenges, including increased visitation to the park while managing the resources, which was a “fundamental focus of park programs.” She noted that without the park, “people would not have as much recreational access to the river and the condition of the nature and cultural resources in this area would be greatly diminished.” Programs were increasing, and staff established the fee demonstration service in 1987 to provide additional income, which was 80% of the revenue. In 1999, Lewis initiated a new general management plan process.³⁰⁶

By this second decade, the park faced growing pains. Superintendents felt energized and excited about the potential and opportunities for the evolving park but struggled to manage the many challenges they faced. All three superintendents described these years in similar ways. They repeatedly used the words “exciting” and “challenging”; Mabry also described his years as “progressive”; and Lewis referenced the “tremendous growth” at the park. All the superintendents wrote about land acquisitions as a high priority, but they consistently referenced resource management issues, such as highway expansion, sewer problems, and water easements. The workload was demanding; “a never-ending project in the metro area,” reported Smith in 1991. The

305. “National Park Area Chief to Move on Chattahoochee New Challenge,” *Florida Times Union*, February 5, 1997.

306. Superintendent's Annual Narrative Reports, 1987–1989.

lack of funding for land acquisition required staff to lean on its partnerships with the Trust for Public Land, local officials, and neighboring communities.³⁰⁷

Each superintendent sought to improve efficiency and set goals to help the park move forward. Smith initiated the development of a five-year plan to identify needed personnel and funds “to protect the park's visitors and vital resources,” completed on March 27, 1990.³⁰⁸ The plan included sections on personnel and funds, partnerships, interpretation and resource management, and maintenance activities. Smith commented that the plan would be a guide to interpretation and protection of the park's natural and cultural resources, to propose an upgrade to its facilities, and to identify needed personal and funds to what is “traditionally expected of the National Park Service by the public.” Smith predicted “massive urban use” of the park that could compromise its resources, adding that the Olympics coming in 1996 would bring more visitors to the river corridor as well. The plan proposed a variety of partnerships with local, state, federal, and private organizations to provide “proper” resource management and “needed” interpretive programs. The ambitious goal was to have all park units developed in the next five years.³⁰⁹

When Madry became superintendent, he sponsored a management project workshop in 1992 to develop objective statements to guide the management of the park. Madry believed these objectives would “help resolve the mine field of conflicting, complex, and often controversial issues facing the park.” He added, “environmental organizations, local citizens and special interest groups create a mosaic of competing interests that swirl around the park from season to season for their involvement in park activities and programs.”³¹⁰

The August 18–19, 1992, workshop produced six management objectives:

1. **Visitor Service:** To provide access to the river corridor and supporting facilities that minimize impact to the resources; to ensure that visitors comply with existing goals and policies; to develop partnerships and coordinating efforts to enhance educational outreach; and to manage safe recreation on the river
2. **Interpretation:** To ensure that visitors have adequate information to enjoy the river and to “promote appreciation and understanding” of the river
3. **Partnerships:** To facilitate partnerships with government and private partnerships at all levels.
4. **Water Quality:** To ensure water quality and water flows
5. **Resource Management:** To provide “undeveloped settings for informal recreational activities” that would preserve the resources

307. Superintendent's Annual Narrative Reports, 1991, 1995, 1996, 1998.

308. Chattahoochee River National Recreation Area, Five-Year Plan, Fiscal Years 1992–1996, Sibbald Smith, March 27, 1991, Park Archives; Superintendent's Annual Narrative Report, 1990.

309. Chattahoochee River National Recreation Area, Five-Year Plan, Fiscal Years 1992–1996, Sibbald Smith, March 27, 1991, Park Archives.

310. Superintendent's Annual Narrative Report, 1992; Chattahoochee River National Recreation Area Management Objectives Workshop, August 18–19, 1992, Central Files, National Park Service Southeast Regional Office, Atlanta, GA.

6. Scenic Goals: To provide visitors with a “river experience” and “land areas that evoke feelings of an undeveloped setting” and to preserve and interpret the historic and cultural experiences and sites along the river corridor

The report listed 29 “issues” that the park would need to address in meeting these objectives, from the types of recreational activities that should occur to the impact of water level regulations on the river to who has ownership of the riverbed.³¹¹ Madry used these objectives to outline an ambitious plan for the park in 1994, with annual goals as well as five-year goals in natural and cultural resource protection, visitor service, and human resources.³¹²

Madry continued to list the major issues facing the park in each annual report. The five most significant issues that he recorded included “Rapid, inappropriate urban development; Limited public access to the river; Mitigating measures to protect the watershed; the Budget crisis; and Conflicting recreational uses of the park resources.” Still, Madry consistently reported these years as “progressive.” He believed that staff had made progress in achieving the goals of the management objectives document as well as in reaching out to neighbors and friends, creating new partnerships, and developing environmental outreach activities.³¹³

When Lewis began in 1997, she focused on land use issues and took a more assertive role in monitoring the park’s boundaries. Lewis sought to end land exchanges, draft new legislation to increase the size of the park, and partner with other groups like the Trust for Public Land to increase funding for land acquisition. By 1998, in its 20th anniversary year, the park received \$50 million for additional land acquisition and targeted its efforts at the most threatened lands. Lewis’ 1999 annual report closes out this decade by highlighting the expansion of the park’s boundaries to 10,000 acres, a bill signed by President Clinton in December 1999. Additionally, interest continued to grow in creating a 180-mile greenway from the north Georgia Mountains south to Columbus, supported by US Secretary of Interior Bruce Babbitt and Georgia Governor Roy Barnes. The White House recognized the Chattahoochee River Greenway as one of its “urban livability projects” that year. Recognizing these milestones, Lewis initiated a total revision of the general management plan, selecting a consultant—Parson Engineering Company in Norcross, Georgia—as the contractor and drafting a scope of work for the project.³¹⁴

As these planning priorities suggest, partnerships remained a key priority during this period. Park staff continued to strengthen relationships from its first decade, including state agencies, local governments and chambers of commerce in Cobb, Fulton, and Gwinnett Counties; the US Army Corps of Engineers; the US Fish and Wildlife Service; the Atlanta Regional Commission; and the Regional Solicitor’s Office. Many partnerships built support and engagement for growing areas of park operations: law enforcement, resource management, and interpretation and education. The Chattahoochee Nature Center, Georgia Conservancy, civic groups, and local and regional businesses such as Rich’s Department Store contributed to interpretive programs. A range of environmental organizations participated in resource management. The Trust for Public Land provided essential

311. Chattahoochee River National Recreation Area Management Objectives Workshop, August 18–19, 1992, Central Files, National Park Service Southeast Regional Office, Atlanta, GA.

312. “Past, Present, Future: A Commitment to Quality, Chattahoochee River National Recreation Area Annual Goals, Fiscal Year 1994,” Central Files, Southeast Regional Office, Atlanta, GA.

313. Superintendent’s Annual Narrative Reports, 1993–1995.

314. Superintendent’s Annual Narrative Reports, 1997–2000.

assistance in land acquisition. In all these areas, park staff would have been unable to achieve its goals otherwise.

Protecting resources gained even more attention at the park in this decade, especially with the rapid growth and development in the metropolitan area. Staff found ways to mitigate some of the issues around visitor usage by forming new partnerships. One example was the Southern Off-Road Bicycle Association. Mountain bikes proved to be a concern in trail and resource management, so staff took a proactive stance to plan future mountain biking activities. Beginning in 1990, the association provided “much VIP work on boundaries and trails” as part of a new monitoring program, managed through the Maintenance Division. Smith noted in 1991, “the park staff is very much involved with outreach projects that bring out a better understanding and respect for park programs and resources.” That year, park staff also cooperated with River Clean-Up, Eagle Scouts, and other groups.³¹⁵

Resource management—particularly water quality—reverberated through the reports from this decade and brought in a variety of partnerships. In 1992, Smith noted “major controversy that concerned jurisdiction involving all agencies involved in the corridor.” Madry worked with the regional solicitor to “define legal interpretation for future planning.” The superintendent specifically referenced the sand and gravel operations along the river and water quality, both of which would become a significant focus of park activity through this decade. Staff partnered with organizations to study the river and its watershed, activities which were managed largely through the Superintendent’s Office. Staff continued to work with the Atlanta Regional Commission and local government to study water quality and develop a monitoring program. The annual reports reveal close cooperation with local governments and the Atlanta Regional Commission on zoning, development, and erosion issues, including sewage that was flowing into the river. In 1993, staff added a resource management specialist position to monitor these issues.³¹⁶

Boundary concerns became more important as well, but once again, staff partnered with others to help mitigate any problems. Staff reported working with homeowners to “control encroachment of park boundaries” and established an “Adopt a Boundary” program to provide wildlife habitat and control kudzu. By 1997, park leadership had begun to redraw the park’s authorized boundary, examine land outside the park for inclusion, review land inside the boundary for possible deletion, and deal with encroachment by park neighbors.³¹⁷

Budget issues continued to frustrate CRNRA superintendents and the National Park Service during the 1990s. The National Park Service report *National Parks for the 21st Century: The Vail Agenda*, published in 1992, argued that “the NPS budget had failed to keep pace with visitation and pointed to the immediate need for a massive investment in organization and parks.”³¹⁸ Madry experienced some of the worst budget challenges during his tenure at the park from 1993 to 1997. In 1993, he commented that personnel expenses comprised approximately 95.6% of the operation of the national park system (ONPS) base, arguing that the park needed an increase in its full-time employee ceiling and ONPS budget to meet its mission. He added, “Shortage of FTEs cannot meet the

315. Superintendent’s Annual Narrative Reports, 1990–1991.

316. Superintendent’s Annual Narrative Reports, 1990–1993.

317. Superintendent’s Annual Narrative Reports, 1991, 1997.

318. Janet McDonnell, “Reassessing the National Park Service and the National Park System,” National Park Service Centennial, The George Wright Forum 25, no 2 (2008), 9, <http://www.georgewright.org/252mcdonnell.pdf>.

demands of adverse impacts as a result of human use and urban development (conflicts between visitors, adjacent private properties encroachment, etc.) throughout the 16 units in the park.” The following year, Madry wrote that despite “limited funds and shortage of personnel, we have done a pretty good job at the Hooch.”³¹⁹

By 1995, Madry listed the “budget crisis” as one of the major issues facing the park. Conflicts between President Clinton and House Republicans caused government shutdowns on November 14–19, 1995, and December 16, 1995, to January 6, 1996. In 1995, Madry led the park through an operations evaluation and “reengineering” process to become “more effective and efficient,” which involved reorganizing staff and cutting some positions. Madry reengineered and restructured the park’s “fiscal and personnel resources” in lieu of the budget concerns as he planned for the “expected budget reduction” in FY 1996. He wrote that the park had to focus on essential projects and become more effective and efficient with the resources it had. Budget issues remained a significant issue into 1996, when the federal government experienced the second shutdown. Increasing visitation, which grew to 3.5 million by 1998, put more pressure on staff. The park experienced some increases in budget by the end of the decade. By 1998, the ONPS was \$1,923,000 plus additional project funds in 1998 and grew to \$2,186,900 for ONPS base funding in 1999.³²⁰

Throughout this decade, superintendents remarked that they did not have enough staff to meet the growing visitation and other park demands. As Madry wrote in 1993, “Shortage of FTEs cannot meet the demands of adverse impacts as a result of human and urban development” in the park’s 16 units. He called for an increase in the FTE ceiling and stated that the increase in the ONPS base was imperative. All of this occurred right before budget cuts and a government shutdown. Madry still commended staff in 1994 who “have done a pretty good job” despite “limited funds and shortage of personnel.”³²¹

Throughout this period, staff drew on other types of support to meet essential staffing needs. For example, in 1990, park staff participated in the Conservation Career Development CORPS program, which brought 11 young adults and two student counselors here to the park. That same year, staff also worked with the US Forest Service in a Senior Conservation Employment program to employ low-income individuals over the age of 55. Volunteers continued to assist in critical areas, and the Interpretation and Resource Management Division managed the volunteer program. By 1996, the park recorded 112 volunteers helping parkwide, which was important with the budget cuts looming. By 1989, 85 volunteers worked 7,284 hours, largely between maintenance and resource management, reporting to Visitor Services Division staff.³²²

Several organizational charts from this decade survive in the park archives, suggesting the superintendents’ efforts to identify ways to make the park staff more efficient at a time of lean budgets. A 1991 staff organizational chart by Smith shows a structure similar to that of the previous decade, with the same four divisions: Office of the Superintendent, Administration, Maintenance, and Interpretation and Resource Management. The park still had two district offices that housed staff from both the Maintenance and Interpretation and Resource Management Divisions. The head

319. Superintendent’s Annual Narrative Report, 1994.

320. Superintendent’s Annual Narrative Reports, 1995, 1998–1999.

321. Superintendent’s Annual Narrative Reports, 1993–1994.

322. Superintendent’s Annual Narrative Reports, 1990, 1995, 1989.

of the Maintenance Division was now called the facility manager on the chart, and the I&RM Division had more specialists and supervisory staff, including not only the chief but also a resource management specialist (then vacant), a law enforcement specialist, an interpretive specialist, and two specialists.³²³

A September 23, 1993, organizational chart documents changes made by Superintendent Madry. He added a community relations specialist to report to the superintendent. Perhaps one of the most significant changes he made was to remove resource management from interpretation. The chart shows four divisions: Ranger Activities/Interpretation, Administration, Resource Management, and Maintenance. Administration now had a budget analyst and procurement agent but also an office automation clerk and office automation assistant. The Ranger Activities/Interpretation Division had four supervisors: law enforcement; supervisory park ranger in the Atlanta district; supervisory park ranger in the Bull Sluice District; and interpretation, which did not list one chief or supervisor. The law enforcement specialist was seasonal and did not supervise any staff. The interpretation area included three park rangers: two rangers at each district office and one ranger listed as an administrative division officer. The supervisory rangers in the two districts now focused primarily on law enforcement and resource protection, managing four park rangers and three dispatch employees at the Atlanta office and three park rangers at Bull Sluice. The new Resource Management Division featured a resource management specialist and a resource management specialist park ranger. Madry divided maintenance into two areas. A building and utilities maintenance supervisor oversaw a mechanic, three maintenance workers, and one laborer, and a roads/trails/grounds maintenance supervisor directed four maintenance workers and an equipment operator.³²⁴

A subsequent undated organizational chart signed by Madry shows additional changes to the organizational chart that may have been part of his efforts to create greater efficiency in the mid-1990s. The Office of the Superintendent contains the superintendent and the assistant superintendent, listed as the park manager. This park manager supervised all the divisions within the park. The Human Resources Division, supervised by the administrative officer, contained budget, purchasing, and personnel staff. The Park Facility Operations Division included two departments: one focusing on buildings and utilities and the second on grounds. The resource management specialist was the only staff member in the Resource Management Division. The newly named Ranger Activities Division included four departments. The supervisory park ranger in the Atlanta District supervised a team of four rangers in protection, a park ranger focused on interpretation, and three communication technicians working in park dispatch, while the Bull Sluice ranger supervised three park rangers in protection and a park ranger in interpretation. An environmental education park ranger and criminal investigations staff member reported directly to the chief ranger.³²⁵

By January 1996, the organizational chart had changed. The park superintendent was listed as the park manager. There were now only three divisions. Human Resources had an administrative officer supervising a budget assistant and purchasing agent. Park Facility Operations still featured two departments: Grounds and Buildings and Utilities. The largest changes were in the Ranger Activities Department. The chart no longer shows the two separate district rangers with their own supervisory rangers and staff. Now, Interpretation Operations included the environmental education park

323. Organizational Chart, February 19, 1991, Park Archives.

324. Organizational Chart, September 23, 1993, Park Archives.

325. Undated Organizational Chart created between 1993 and 1997, Park Archives.

ranger, two general interpretation park ranger, an office automation clerk, and three communication technicians working in dispatch. The protection operation included one supervisor and seven park rangers. The criminal investigator and resource management specialist were their own departments, without additional staff.³²⁶

An “interim” organizational chart from January 29, 1998, shows some change under Lewis’ tenure. Lewis moved the resource management specialist to report directly to her. The assistant superintendent became the park manager again. Now the park had three divisions. The supervisory park ranger managed several areas: Interpretation, with three park rangers; the supervisory park ranger who managed Communication with three communication technicians and resource protection with seven rangers, and a criminal investigation staff member. The facility manager still oversaw two areas: Buildings/Utilities and Grounds.³²⁷

Later that year, on September 30, 1998, Lewis proposed a more extensive revision of the organizational chart with five divisions, all reporting to the park manager/assistant superintendent. These included the Administration Office to oversee budget, property, procurement, and administrative support. The chief ranger managed the two district rangers, who each supervised rangers in their areas, and a supervisory park ranger for law enforcement, who managed the communication technicians working in dispatch. The facility manager supervised two areas: Grounds/Trails and Buildings/Utilities. Lewis broke off the resource management and educational functions, giving them more visibility. The chief of resource/planning management supervised the hydrologist, land use planning specialist, and resource management specialist, the latter of which would manage four resource management technicians. The resource education supervisor and education specialist would oversee the supervisor of visitor use, who managed three visitor use assistants and four park rangers. This new plan would increase the full-time employees from 28 to 70.³²⁸ In an accompanying memo submitting this plan to the regional director of the Southeast Region, dated September 30, 1998, Lewis noted that this plan included three- to five-year position management and classification projections. She added that Speaker Gingrich’s bill would increase the size of the park and appropriate \$25 million for land acquisition which “will place a heavy burden on the National Park Service to open and manage these new lands.” Lewis argued that her plan “reflects both the realities of current staffing shortfalls as well as future needs to adequately preserve and protect park resources.”³²⁹

It is not clear if this 1998 proposal was implemented. An approved organizational chart dated March 20, 2000, shows full-time staff comprising 36 permanent, 1 permanent subject to furlough, and 8.5 temporary/term/seasonal positions. In this plan, there were only four divisions, as Interpretation is still under the chief ranger. One supervisory park ranger supervised the resource protection and communications staff and a second supervised the interpretation staff, including two

326. FY 1996 Organizational Chart, January 25, 1996, Park Archives.

327. Organizational Chart, January 29, 1998, Park Archives.

328. Proposed Organizational Chart, Suzanne Lewis, September 9, 1998, Park Archives.

329. Suzanne Lewis, Superintendent, Chattahoochee River National Recreation Area to Regional Director, Southeast Regional Office, Memorandum, September 30, 1998, Park Archives.

visitor use assistants. The chief of resource management headed a separate division that only included a resource management technician.³³⁰

Park staff continued to update its facilities during this decade to optimize efficiency and meet its mission. The visitor center at the Island Ford Lodge was relocated to provide floor space for the Interpretation and Resource Management Division at the headquarters.³³¹ The Administrative Division reported regular updates to computer programs required by the Park Service through these years. The administrative financial system continued to serve the park and help with spending.

MORE YEARS OF “TREMENDOUS GROWTH AND CHANGE,” 2000–2012

Throughout much of this period, superintendents persevered through inadequate budgets and often had to make tough decisions about how to stretch available resources to address the challenges and needs at the park. Still, the superintendents reported that dedicated park staff found creative ways to help meet critical park goals.

Superintendent Kevin Cheri dominated half this period, from 2000 to June 2007. Raised in New Orleans, Cheri began what would become a 43-year career with the National Park Service in 1974. He worked for four summers as a seasonal ranger at Carlsbad Caverns National Park while a student at Xavier University. Cheri accepted his first permanent position as a law enforcement ranger in Buffalo National River. After completing a two-year intake training program,” he became a supervisory district park ranger at Canyonlands National Park in 1980. During his years there, he was one of the few African American rangers in the region. In 1988, Cheri became the superintendent of Fort Davis National Historic Site, then the deputy superintendent of Big Bend National Park and Rio Grande Wild and Scenic River in 1992, followed by the deputy superintendent at Jean Lafitte National Historic Park and Preserve in 1996. From there, Cheri became the superintendent at the Chattahoochee River National Recreation Area in 2000. He left Chattahoochee River NRA in 2007 to serve as superintendent of Buffalo National River and retired from that park in December 2017.³³²

330. Organizational Chart, Suzanne Lewis, March 20, 2000, Park Archives.

331. Superintendent’s Annual Narrative Report, 1990.

332. “Buffalo National River Superintendent Kevin Cheri Announces Retirement,” December 4, 2017, <https://www.nps.gov/buff/learn/news/buffalo-national-river-superintendent-kevin-cheri-announces-retirement.htm>.

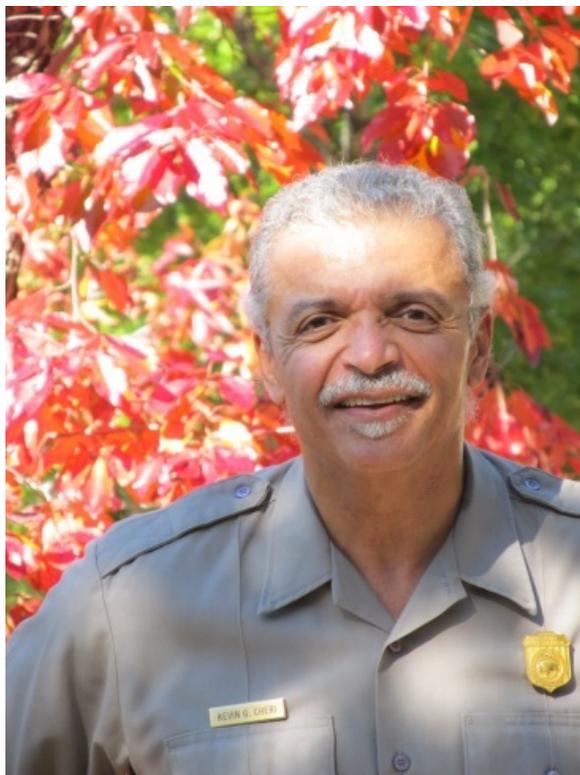


FIGURE 3.89 SUPERINTENDENT KEVIN CHERI, 2017
(COURTESY OF NPS).

Cheri brought an ambitious agenda. He developed a stronger professional Science and Resource Management program and strengthened the park’s interpretation and educational programs. Cheri strongly promoted inclusion and he worked to hire a more diverse staff at the parks where he worked, including Chattahoochee River NRA. Cheri also brought experience at a river park. His retirement announcement noted that, throughout his career, Cheri “strengthened resource stewardship by advancing employee development, community engagement, diversity, and inclusion in parks.”³³³ Nancy Walther, who worked under Cheri when she arrived at the park, described his style as more focused on operations, and he was “encouraging in his style. “I never felt like there was anything I couldn’t do,”³³⁴ she said.

Kennesaw Mountain Superintendent Dan Brown became acting superintendent at Chattahoochee National Recreation Area after Cheri left, and he was appointed as the permanent superintendent in January 2008. A Minnesota native, Brown grew up in Colorado and graduated with a degree in biology from Adams State College. He began working for the National Park Service in 1975 as a seasonal fee collector at Great Sand Dunes. He worked seasonally as an interpreter at Great Sand Dunes, Death Valley, and Olympic National Park from 1976 to 1980 and as a fire control aid at Hawaii Volcanoes in 1980. He secured his first permanent park ranger position for the Army Corps of Engineers at Clarks Hill Lake, South Carolina, and then Nolin Lake, Kentucky, from 1980 to 1984. Brown returned to the Park Service in 1985 to serve as the assistant chief of interpretation at

333. “Buffalo National River Superintendent Kevin Cheri Announces Retirement,” December 4, 2017.

334. Walther, interview.

Curecanti from 1985 to 1988 and then as chief of interpretation at Lake Roosevelt from 1988 to 1995, followed by chief of interpretation and resource management at Bent's Old Fort from 1995 to 2000 and chief of resource education at Jean Lafitte from 2000 to 2005. Brown became superintendent at Kennesaw Mountain from 2005 to 2008, during which time he served as acting superintendent at Chattahoochee River NRA from September through December 2007, after Cheri left. He became the superintendent in January 2008 and stayed until June 2010 when he became superintendent of Gulf Islands National Seashore, where he still works.³³⁵



FIGURE 3.9 SUPERINTENDENT DANIEL R. BROWN (COURTESY OF NPS).

Brown continued in much the same direction as Cheri. He was a visionary, recalled Nancy Walther, and “he could quickly within reason, quickly assess the park and see where the greatest needs were, and he tackled those head on.” He also looked for ways to improve the experience for the visitor.³³⁶ His annual reports describe a full complement of activities—from resource management to facilities to education and interpretation. Two significant developments during his time at the park include an “epic” 500-year flood on September 21, 2009. The flood inundated all riverfront facilities and closed most of the park for 13 days, creating damages of up to \$1.7 million. Thankfully, the park was able to apply for year-end regional funding to replace the restroom facility at Paces Mill. The second significant accomplishment was the acquisition of the Hyde Farm’s “core farmstead” and planning for that new resource at the conclusion of a 17-year effort to preserve this 95-acre property. Additional projects including a calming study on Island Ford Parkway, the donation of four acres for the Cochran Shoals unit, implementation of a narrow-band radio system installation and automated fee payment stations, development of new trails, and an expansion of educational programming.³³⁷

When Brown left in June 2009, Deputy Superintendent Patricia M. Wissinger, who had come to the park in February 2010, became the acting superintendent and then the permanent superintendent in 2010. A North Carolina native, Wissinger began working for the National Park Service as a seasonal

335. “Superintendent named for Gulf Islands National Seashore”, Gultlive.com, July 1, 2010. https://www.gulflive.com/mississippi-press-living/2010/07/superintendent_named_for_gulf_islands_national_seashore.html.

336. Walther, interview.

337. Dan Brown, personal communication with Ann McCleary, March 2020.

campground ranger on the Blue Ridge Parkway in 1980. Before coming to the Chattahoochee River NRA, she had worked in management positions at the Blue Ridge Parkway, Shenandoah National Park, Cape Hatteras National Seashore, Wright Brothers National Memorial, and Fort Raleigh National Historic Site. Wissinger had served as acting superintendent at Vicksburg National Military Park and deputy superintendent at Shenandoah National Park before moving to the Southeast Regional Office as the chief of partnerships and as the manager for the National Heritage Area Program. She stayed at the park until August 2013, when she left to become deputy superintendent at the Great Smoky Mountains National Park.³³⁸ She passed away one year later from cancer.



FIGURE 3.10 SUPERINTENDENT PATRICIA M. WISSINGER
(COURTESY OF NPS).

Wissinger wrote in the 2010 annual report that it was a transition year for the park, after an “epic flood,” management changes, and the acquisition of new tracts of land. Still, she noted that the park “continues to evolve as it matures and is poised to enter the 33rd year at the forefront of many significant changes.”³³⁹ Wissinger expressed her goals for the park in a December 12, 2012, interview, including acquiring more land for the park, encouraging the public to enjoy the river, and partnering with communities and organizations to preserve it. Wissinger stated that the park was looking at key parcels within the authorized areas. She added two other goals: creating more of a “National Park identity to these areas” to “look and feel more like a National park to the visitors.” Wissinger also believed the volunteering is “key to the park operation,” and she expressed gratitude

338. “Chattahoochee River NRA Superintendent Moving to Great Smoky Mountains National Park,” August 14, 2013. <https://www.nps.gov/chat/learn/news/patty-wissinger-to-grsm.htm>.

339. Superintendent’s Annual Narrative Report, 2010.

for the volunteers that supported the small park staff.³⁴⁰ Wissinger worked to get the first concession operation at Chattahoochee River NRA, although the contract awarded to the Nantahala Outdoor Center was signed after she left. As she departed, she commented, “I will miss what makes Chattahoochee River so special to the people of this region. This national park, in the heart of the South’s largest metropolitan area, lets everyone take time out of the rush of urban living to reconnect with nature on a quiet paddle or walk on a leafy trail. It is one of the busiest National Recreation Areas in our nation. I am proud to have served the mission of bringing the parks to all the people.”³⁴¹ Her style was “genuine, supportive, and encouraging,” recalled one of her supervisees. She supported staff ideas and had a facilitation style that brought people together and helped forge partnerships with community groups, including work in Sandy Spring and Roswell, boosting these efforts “to the next level.”³⁴²

Many of the key management issues previous superintendents described continued into this third decade. Cheri, Brown, and Wissinger wrote about the challenges they faced as the park and its activities continued to expand in a rapidly growing metropolitan area on a limited budget. “Another year of tremendous growth and change,” Kevin Cheri wrote in his first annual report in 2000, a refrain heard throughout the decade. Superintendents repeatedly used the words “exciting,” “challenging,” and “change” to describe their time at the park. At the same time, staff responded to national NPS initiatives that stretched the park’s programming in new ways.³⁴³

CRNRA staff initiated two planning efforts in 2000 that would continue throughout this period. A significant accomplishment was the completion of a new general management plan. The process began in 2000 and was completed in 2009. It was the first to be conducted by an outside contractor—Parsons Engineering in Norcross, Georgia. In 2001, the consultants and staff developed management alternatives. By 2003, Cheri reported that the draft general management plan had been completed and staff at the park, regional office, and the Southeast Archeological Center had reviewed and submitted comments. In 2004, the CRNRA staff sought public opinion through November 15. To gain feedback, staff held additional public meetings, including one with anglers, to help shape the “controversial” plan. Cheri noted that some objected to the “preferred alternative” which limited motorized boats and bank fishing in the northern section, below Buford Dam, particularly Trout Unlimited, noted Nancy Walther. “They had a lot of pull.”³⁴⁴

Consequently, the National Park Service sought to take more time to build consensus on the balance between managing the river resources and providing recreational use, bringing the Georgia Department of Natural Resources into the process. “We worked as a management team,” recalled Walther, “and worked with the contractor as well,” Phase 2 began in January 2005. The NPS planning team used the comments to produce two new alternatives—E and F—to allow more “increased access for fishing, hiking, and mountain biking while protecting the natural and cultural

340. “Jennette Gayer’s Interview with the Superintendent of the Chattahoochee River National Recreation Area,” Environment Georgia, December 2012, <https://environmentgeorgia.org/reports/gae/jennette-gayers-interview-superintendent-chattahoochee-river-national-recreation-area>.

341. “Chattahoochee River NRA Superintendent Moving to Great Smoky Mountains National Park, August 14, 2013, <https://www.nps.gov/chat/learn/news/patty-wissinger-to-grsm.htm>.

342. Walther, interview.

343. Superintendent’s Annual Narrative Report, 2000.

344. Superintendent’s Annual Narrative Reports, 2000–2003; Walther, interview.

resources” and presented these ideas in public meetings with stakeholders and partners in December 2005. Phase 3 involved an amended GMP/EIS with a preferred alternative. The consultants finalized the general management plan and held meetings for additional feedback through 2007. Superintendent Dan Brown helped to revitalize the GMP/EIS process during his tenure, planning public meetings for FY 2009 to share the draft. The final plan was released in 2009.³⁴⁵

The final decision for alternative F focused on several priorities. First, it encouraged expanded visitor use and increased the park’s connection to neighboring communities through trails, partnerships, expanded education, and interpretive programs. Park staff would work collaboratively with local organizations and agencies to build connections, avoid “resource degradation,” and increase programming. This alternative also argued for partnerships as an opportunity to “increase stewardship, promote knowledge, understanding and protection of park resources, improve park conditions and visitor experience” and to assist the park in meeting its mission. In response to public comment, the plan called for “hardened” types of access to park facilities, including boat ramps, paved trails, parking areas, and restrooms, distributed throughout the park based on resources and community support. The plan expressed the hope that these changes would bring a larger and more diverse audience. In addition, the plan established six zones: natural, natural area recreation, developed, river, historic resource, and rustic. For mitigation, staff would take “all practical means to avoid or minimize environmental harm” in resource conservation and integrity.³⁴⁶

A second planning process included trails. In 2000, park staff began a comprehensive study of the authorized and unauthorized trails throughout the park to identify opportunities to partner with adjacent neighborhoods and businesses. Staff hoped to create a plan that would identify viable trail linkage opportunities with adjacent neighborhoods and business complexes. The trail fieldwork had been completed, and Park Service entered all trails into its GIS database in 2001. The following year, staff began to partner with local governments to link natural areas, parks, and trails in the counties in which the park was located. The park received a grant from the National Park Foundation Active Trails grant to develop a river trail with mileage marker signs and an interpretive river guide in 2009. This river trail included bridge overpass signs and signature signs at each boat ramp and canoe launch facility so that people on the river could identify where they were on the river. Superintendent Wissinger pursued the National Water Trail designation in 2012, and the Chattahoochee River National Recreation Area would become the first in the country to obtain this status.³⁴⁷

Superintendents continued to focus on issues regarding land, especially after President Clinton signed the bill to expand the park boundaries to 10,000 acres in 2000. Land acquisition “continued to move ahead quickly,” wrote Cheri in 2000. Park staff also focused on tracing boundaries, at a time when the National Park Service was focusing on development around park borders at its Discovery 2000 conference.³⁴⁸

345. Superintendent’s Annual Narrative Reports, 2000–09; National Park Service, Plan Process, Revised GMP Process, n.d., Chattahoochee River National Recreation Area, <https://parkplanning.nps.gov/PlanProcess.cfm?projectID=11174>; Walther, interview.

346. National Park Service, Record of Decision, General Management Plan/Environmental Impact Statement, Chattahoochee River National Recreation Area, 2009, 1–2, 13; <https://parkplanning.nps.gov/documentsList.cfm?parkID=364&projectID=11174>.

347. Superintendent’s Annual Narrative Reports, 2000–2002, 2009.

348. Superintendent’s Annual Narrative Report, 2000; Janet McDonnell, “Reassessing the National Park Service and the National Park System,” 11.

Resource management garnered increased attention at the park as well as in the National Park Service overall. Two NPS studies in 1992 and 1997 suggested that the Park Service had been negligent in managing its natural resources. In response, the Park Service created the Natural Resource Challenge in 1999 and charged parks with reevaluating how they were managing their natural resources and developing more partnerships with the scientific community. At the NPS Discovery 2000 conference, cultural and natural resource stewardship were two of the major topics of discussion, including the role of science, biodiversity, environmentalism, and sustainability. The 2001 study, *Rethinking the National Parks for the 21st Century: A Report of the National Park System Advisory Board*, further challenged parks to protect natural and cultural resources to “inspire and inform future generations.”³⁴⁹

Park staff accepted this challenge. Water remained a key resource to preserve, not only for its natural beauty and visitor recreation but because it had become a significant public health issue in the region. By 2002, Cheri was writing about the serious nature of the many sewage spills, their impact on water safety, and the importance of the BacteriAlert program. Superintendents continued to express concern about the developers’ encroachment and construction practices and the impacts of neighborhood residents and local agencies on the river, which posed serious threats to the park’s resources. During this decade, cultural resources received more attention, as excitement built around the acquisition of Hyde Farm in Cobb County.³⁵⁰

Rethinking the National Parks for the 21st Century also recommended that parks focus more on education, connecting to broader themes in American history as well as topics in conservation, biodiversity, and sustainability.³⁵¹ Once again, CRNRA superintendents responded by increasing their activities in education, interpretation, and public outreach.

The organization of the staff reveals the changing NPS landscape. Cheri changed the organizational chart by 2001 to reflect a new focus on resource management and education. The superintendent supervised the assistant superintendent, who managed all five divisions. The chief ranger headed the Visitor and Resource Protection Division and was now responsible primarily for resource protection, fire management, and visitor services. The chief ranger oversaw two supervisory district rangers, who managed park rangers and communications technicians, and a fee business specialist to manage the five visitor use assistants. The second largest division was the Maintenance Division (although still called Facilities Management in the 2002 annual report), which focused on maintenance management, accessibility, facilities, and major repairs. This division included a facilities management specialist and maintenance foreman, who supervised the maintenance workers, and a trail leader, who directed five trail workers. The chief of administration still managed the budget and purchasing staff. The new chief of resource management, David Ek, who came in June 2000, now had a staff of five including a clerk, natural resource management specialist, biological technician, fisheries biologist, and wetland specialist. The biggest change was the creation of a new Interpretation Division, staffed by an interpretive specialist, in 2001. Previously, education had been under the Ranger Activities Division. In 2002, this new division was responsible for interpretation and outreach, environmental education, safety, and the Volunteers-in-the-Park

349. Janet McDonnell, “Reassessing the National Park Service and the National Park System,” 10–11.

350. Superintendent’s Annual Narrative Reports, 2001–2010.

351. Janet McDonnell, “Reassessing the National Park Service and the National Park System,” 10.

program. In 2003, the National Park Service hired Nancy Poe as the first chief of resource education.³⁵²

The Ranger Activities Division appeared as part of the Visitor and Resource Protection Division in 2004, and after this included Resource Protection, Fire Management, Safety, and Visitor Services. In 2005, Cheri announced moving the fee program, consisting of a GS-7 supervisor and four GS-5 visitor use assistants from the Ranger Activities Division to the Resource Education Division. Now, the Resource Education Division included Visitor Services, Interpretation and Outreach, Interpretation—non-personal services, Cooperating Association—Eastern National, Volunteer Programs, Partnerships and Grants, and Safety.³⁵³

By 2006, Cheri tweaked the organizational chart slightly and added several new positions, some funded through the fee program. The chief of administration had two budget positions—a purchasing agent and an informational technology specialist. The chief ranger continued to supervise park rangers and communication technicians on dispatch duty, but the fee program was moved to the Education Division. The facility manager supervised facility management specialists, mechanics, maintenance workers, and mobile equipment operators. The trail crew, paid by the Fee Demonstration Program, was cut in 2004 due to budget restrictions. The chief of resource management now supervised three positions—one natural resource management specialist, one biological technician, and one position supported by fees. The chief of resource education supervised a staff park ranger and a park ranger, along with at least three other staff positions managing the fee program.³⁵⁴

When Dan Brown arrived in September 2007, the park had five divisions: Facility Management, Visitor and Resource Protection (primarily rangers), Resource Education, Resource Management, and Administration. The deputy superintendent position was still vacant, since Dan Sholly retired several years earlier. When the chief of administration transferred in December 2008, that division was managed for over a year with NPS staff on details.³⁵⁵

Superintendent Brown changed the park's organizational structure in 2009. The park now had four major division heads: facility manager, chief ranger, chief of resource education, and chief of science resource management, all of which reported to the deputy superintendent. Brown merged the administrative division responsibilities with the deputy superintendent position, which had remained vacant for six years by this time. Now the organizational chart showed the budget analyst reporting to the superintendent and the purchasing and information technology positions to the deputy superintendent. This chart also shows the VIP coordinator and fee business specialist under the chief resource officer, Nancy Poe Walther, along with the visitor use assistants, moving all the staff positions that engaged directly with the public—including educators, visitors, and volunteers—into this division. Brown's 2010 organizational chart shows a similar structure with four major divisions: facility management, chief ranger, resource management, and resource education, with the former Administrative Division employees still reporting individually to the deputy superintendent, who held the administrative responsibilities. Brown hired Patty Wissinger to serve as deputy

352. Superintendent's Annual Narrative Reports, 2000–2003.

353. Superintendent's Annual Narrative Report, 2005.

354. Organizational Chart, Chattahoochee River National Recreation Area, 1996, Park Archive.

355. Dan Brown, personal communication with Ann McCleary, April 2020.

superintendent in February 2020, and she supervised the administrative operation and staff, including the budget analyst.³⁵⁶

Limited budgets continued to challenge park superintendents who were faced with addressing these new NPS and park initiatives while still maintaining core operations. Superintendents commented on how the budget impacted staffing. In 2002, Cheri noted that the park only had 5 patrol rangers, compared to 13 in 1988. As the staff spent more time working in the park, they identified more issues, but due to “serious staffing and funding shortages,” they could not properly document or investigate those issues. In 2004, Cheri wrote that the park had been unable to hire a new deputy superintendent due to “serious budget issues,” and the vacancy had a serious impact on park operations. That position directed all the divisions—responsibilities that Cheri had to assume—which made it more difficult for him to attend outside meetings that were important to his job and the park.³⁵⁷

In 2005, Cheri wrote that “numerous positions remained unfilled due to budget constraints over the past few years.” The park still did not have a deputy superintendent. Cheri reported that staff worked together across divisions and initiated new ideas to “support a positive work environment that demonstrated exceptional cooperation, collaboration, and open communication.” In 2008, new superintendent Brown noted that the park was down to one to two rangers to patrol the park for most of the year, and many other positions remained vacant, including the assistant superintendent. As well, many staff members were away from the park on detail that year or left and could not be replaced. By 2009, Superintendent Brown commented that the park still worked under an “extremely tight budget, having not received an increase to its base budget since 2002,” although he was able to fill some much-needed positions.³⁵⁸

The Fee Demonstration Program offered some support to the park by providing funds for several positions, especially in resource management and maintenance. In addition, fee demonstration funds were used for operations and program support, including the BacteriAlert program, visitor service, drinking fountains, museum collections, bathrooms, and trail maintenance.³⁵⁹

During these years, park staff once again sought assistance by recruiting help for operational needs through a variety of programs. First, staff drew increasingly on student programs. In 2004, staff hired two Kennesaw State students through the Student Career Experience Program after the loss of positions in the Science and Resource Management and Resource Education Divisions. Both students helped with the daily workload. Staff took advantage of other programs, such as the Student Conservation Association (SCA) and the Student Temporary Employment Program. By 2005, Cheri reported that the new staff primarily comprised students and interns to help with interpretation. In the summer, staff increased through seasonal hires, high school students through the Youth Conservation Corps, SCA interns, and veterans through the Universal Trail Assistance Program to work on the trail system. The Park Service employed volunteers, contractors, the Student

356. Organizational Chart, Chattahoochee River National Recreation Area, 2010, Park Archive; Dan Brown, personal communication with Ann McCleary, April 2020.

357. Superintendent’s Annual Narrative Reports, 2002, 2004.

358. Superintendent’s Annual Narrative Reports, 2005, 2008–2009.

359. Superintendent’s Annual Narrative Report, 2007.

Conservation Association, Youth Conservation Corps, and Eagle Scouts to assist with maintaining the trails.³⁶⁰

Volunteers and partnerships became increasingly essential to park operations. The number of individual volunteers and volunteers from corporate groups ranged from 500 to over 600 over these years. As an example, in 2002, a RiversAlive event at the park engaged 525 volunteers who cleaned the river for 1,758 hours, while that same year, 217 volunteers participated in a multi-company event to remove exotic plants, plant native trees, and stabilize a section of the riverbank. By expanding the volunteer opportunities to weekend projects in the spring and the fall, staff continued to grow its program. Volunteers helped with exotic plant removal, cleaning up along the river, and assisting with canoe trips. Throughout this period, staff continued to rely on its extensive and ever-growing network of partnerships to meet its mission. Superintendent Brown commented that the staff relied on partnership opportunities to accomplish work and achieve significant success throughout the year.”³⁶¹

In 2008, staff also decided not to renew an agreement with the Friends of the Chattahoochee River. That partnering organization had focused its energy on producing educational programs, but now the park had its own staff in the Research Education Division. Instead, park management sought to establish a new friends organization that would engage primarily in advocacy and fundraising.³⁶² This change in direction to establish a 501(c)(3) nonprofit friends organization engaged in fundraising activities follows a trend in NPS park development in the 1990s and 2000s. Such organizations could accept donations and apply for funding for park projects, which were important needs for the park by this time.

Superintendent Cheri promoted diversity as a goal during his tenure and created a more inclusive staff at the park. He took leadership at the regional level, producing the first draft of the Southeast Regional Recruitment Plan for “effective diversity recruitment” in 2003. Park management increased its diversity hires, especially during Cheri’s tenure. In 2002, management filled 22 of the 29 positions with diversity candidates. Two years later, Cheri noted that “The park continues to make excellent progress in diversity,” hiring 10 diverse candidates out of the 13 positions. In 2004, the park had a “highly-diverse” staff with 53% of all staff (permanent, term, temporary, SCA, and Youth Conservation Corps) being diverse, including 14 women, 3 Hispanics, 3 with disabilities, 9 African Americans, and 2 Native Americans. The following year, in 2005, Cheri filled 16 out of 23 positions with diversity candidates. “Now CRNRA has 75% of positions filled with diversity employees,” he wrote in 2005. The percentage would drop in subsequent years to around 60–66 and to 55% in 2010. Still, the 2007 annual report proudly adds that many of the diverse students who work at the park continue to work in the “resource management field.”³⁶³

Cheri also sought to promote diversity through public programs. The park’s 25th anniversary was advertised to a “diverse cultural population” including both Hispanic and Asian neighborhoods. The recreation area’s staff began celebrating Black History Month, Asian American History Month, Native American Month, Women’s History Month, and Hispanic History Month through

360. Superintendent’s Annual Narrative Reports, 2004–2010.

361. See the Superintendent’s Annual Narrative Report in 2002 for a good list of these partnerships.

362. Superintendent’s Annual Narrative Report, 2008.

363. Superintendent’s Annual Narrative Reports, 2002, 2004, 2005, 2007, 2010.

interpretive posters around the park. Cheri advocated promoting the park through Spanish-speaking newspapers and television stations, which increased Hispanic visitation.³⁶⁴

Park superintendents sought to provide accommodations and make the workplace more supportive during these years. In 2005, for example, during difficult budget years, Cheri reported trying to “boost employee morale through scheduling after work through river activities and social events.” Management also provided special accommodations to staff, as needed; allowed flexible work schedules; and implemented a wellness program. In 2005, staff supported occupational therapy for a disabled volunteer working in the Science and Resource Management Division, and these efforts continued over this period. Superintendent Brown noted that the alternate work schedules helped employees accommodate religious observations, take college courses, and mitigate family obligations and long commutes from home.³⁶⁵

MOVING THE PARK FORWARD, 2013–2016

Bill Cox began as superintendent of Chattahoochee River National Recreation Area on October 21, 2013. Cox grew up in Atlanta and earned a BS degree in physical geography from the University of Georgia before completing an MA in geography with an emphasis on environmental and resource planning at the University of Arizona. He joined the Park Service as a ranger at Sunset Crater National Monument and Wupatki National Monument, both in Flagstaff, Arizona, and then worked for the Department of Defense and the Environmental Protection Agency (EPA). Cox served as the assistant superintendent at Zion National Park in Utah from 2009 to 2011 as part of a developmental assignment. Before coming to Chattahoochee River NRA, Cox managed a variety of the EPA’s water protection programs, including the wetlands, coastal, and ocean programs in the southeast. His understanding of water issues made him an ideal fit for this superintendent position in his home community. Cox also had a personal history with the park; he remembers attending camp as a child at the Island Ford Lodge, where the superintendent’s office is located.³⁶⁶

364. Superintendent’s Annual Narrative Report, 2003.

365. Superintendent’s Annual Narrative Reports, 2005, 2008.

366. Cox, interview.



FIGURE 3.11 SUPERINTENDENT WILLIAM "BILL" L. COX, 2020 (COURTESY OF NPS).

"Every superintendent that comes in here brings their own background and way of looking at things," reflects Cox. "The powers that be at the time wanted an emphasis on the water resources. The person directly before me had a background that included experience in concessions. So, she had a knowledge base that would allow the Park to move forward with a concessions contract," Cox adds. "We all try to play to our strengths."³⁶⁷

Goals of resource stewardship and sustainability highlighted Cox's tenure at the park. When he arrived, Cox said that sustainability, safety, and visitor and resource protection were the park's three top priorities. All these goals came together in protecting the Chattahoochee River and making it sustainable and safe for visitors now and for future generations. As a water specialist, one of Cox's primary initiatives was water resources, including "water quality data assessment, watershed management in targeted sub-watersheds, and flows in the Chattahoochee as a function of releases at Buford Dam."³⁶⁸ To support this work, park management hired a hydrologist to "collect and organize water quality data." Cox worked with the US Army Corps of Engineers to better understand the impacts of releases from Buford Dam. He utilized the park's existing networks and reached out to establish new partnerships. Most importantly, Cox recognized that the discussion "needed to move up the chain of command toward a resolution that will protect park resources."³⁶⁹ Cox argued that it is critical to engage key personnel at the highest level of the partners to bring

367. Cox, interview. Note that the quotations from this interview have been edited from the original transcription by Cox, December 2019.

368. William Cox, Annual Performance Accomplishments, 2014, Superintendent's Office, Chattahoochee River National Recreation Area, Roswell, GA.

369. William Cox, Annual Performance Accomplishments, 2015, Superintendent's Office, Chattahoochee River, National Recreation Area.

change. Although the process has been ongoing, he has made some headway.³⁷⁰ Cox developed a strong reputation for his work on water resources in this region. He also initiated contact with the Apalachicola, Chattahoochee, and Flint Stakeholders Group and served on the national Wild and Scenic Rivers Steering Committee.³⁷¹ In 2016, the Southeast Coastal Network asked Cox to serve on its board and the Chattahoochee River Keeper awarded him its River Hero Award.³⁷²

Cox believed that it will take the support of all partners to help the park meet its mission of protecting resources, including the local governments. “I am convinced that if we’re ever going to protect and manage this river for recreation, then it’s likely going to be our communities that influence the direction. If the mayors are talking to their congressional offices and saying, how releases are conducted is affecting our businesses and the opportunity to develop tourism, then things may actually change.”³⁷³

Cox also continued to expand the educational programs and outreach to create a better public understanding and appreciation for the park’s resources, a priority in the National Park Service during his tenure.³⁷⁴ Park staff furthered NPS goals by reaching out to engage underserved youth.³⁷⁵ In addition, Cox completed a goal begun by the previous superintendent—Patty Wissinger—to establish the park’s first major concession contract, with Nantahala Outdoors Center.³⁷⁶

Cox listed building coalitions as another major accomplishment in his annual reports during these years. Communication was key for his management strategy. He communicated directly with park staff to gain input on their concerns and issues, but he also reached outside Chattahoochee to talk with “the widest range of appropriate stakeholders and facilitate an open exchange of opinions.”³⁷⁷ “It was pretty obvious to me the only way we were going to get to move forward was to have some pretty effective partnerships with the organizations around us that can help leverage our resources,” Cox stated.³⁷⁸ Along with his predecessors, he worked with congressional offices and local governments to communicate the park’s needs. Cox noted that collaboration and communication are “tools for achieving both park and NPS goals,” building “strong alliances, involving them in making decisions and gaining their cooperation to achieve mutually satisfying solutions.” Cox focused on four key partnerships during his tenure: the Chattahoochee Nature Center for environmental education, the Chattahoochee Riverkeeper for monitoring water quality and the watershed, the Trust for Public Lands for acquiring new adjacent properties, and the Chattahoochee Parks Conservancy (CPC), the official park friends group for building a community of support and advocacy for Chattahoochee River NRA.³⁷⁹

370. Cox, interview.

371. Cox, Annual Performance Accomplishments, 2014.

372. William Cox, Annual Performance Accomplishments, 2016, Superintendent’s Office, Chattahoochee River National Recreation Area.

373. Cox, interview.

374. Cox, Annual Performance Accomplishments, 2014.

375. Cox, Annual Performance Accomplishments, 2014, 2016.

376. Cox, Annual Performance Accomplishments, 2014.

377. Cox, Annual Performance Accomplishments, 2014,

378. Cox, interview.

379. Cox, interview; Cox, Annual Performance Accomplishments, 2014.

Cox worked on building a “more dynamic” friends’ group. In 2014, the group “was pretty much the board,” Cox recalls, “and it was made up of ‘super volunteers.’” At the time, the Park Service was also rethinking friends’ organizations and envisioning a more “philanthropic role.” Cox and two board members attended a workshop where Sally Bethea, who had recently retired as riverkeeper, was speaking on raising philanthropic funding. Cox and these board members agreed, “that’s what we need for CPC.”³⁸⁰

Cox reported helping to get the “fledgling” conservancy “up and running” in 2014, assisting in recruiting Bethea to the board. “She quickly put the board in a position to be capable of raising money for the Park.” This new group received its 501(c)(3) status that year and was ready to begin its work to support Chattahoochee’s mission and goals. Cox assisted the conservancy in creating an annual work plan and participated in their events.³⁸¹

The Chattahoochee Parks Conservancy has now grown to over 500 members. And although the board is still doing much of the work, the organization is hoping to transition to more of a committee structure. At the time of the interview, Cox hoped an executive director or another full-time staff member could pursue grants. Much of the effort has been in working with individual donors, but the group hopes to involve corporate donors in the future. Cox said believed that the board is working hard because they “very much believe in the NPS, CRNRA, and the need to raise a community of support.” Their efforts have supported environmental education programs for children, trail enhancements and repair work, and a new fishing pier at the Island Ford unit.³⁸²

Cox also brought a focus on strategic planning. He believed that the park needed a strategic plan to move ahead and attract supporting partnerships. “We’re always going to be treading water, and quite frankly, we’re always going to be losing because every year the budget’s relatively flat, and our costs are going up. . . . So, we’re not really treading water, we’re really drowning, we just don’t know it.” In 2016, Cox brought a consultant on board and involved all the park staff with the process. “Everybody was around the table, law enforcement, maintenance, everybody. The consultant took us through this process of envisioning where we want to be and how we’re going to get there.” The resulting plan was only two pages, Cox states approvingly, “which is great, because it was never about the paper; it was always about the process.”³⁸³

The final vision for this strategic plan stated that “the park will be widely known locally, regionally, and nationally for its identity and significance as a unit of NPS.” To achieve that goal, park staff would focus on three areas every five years “where we can create an iconic NPS experience” with signage, trails, programs, and maintenance. The strategic plan represented the effort to be more proactive rather than reactive. The plan helped the park “to get to where we can actually plan ahead and start to move the resources and partners towards addressing some of the things we’ve said along we’d like to see done.”³⁸⁴

380. Cox, interview.

381. Cox, interview; Cox, Annual Performance Accomplishments, 2014.

382. Cox, interview.

383. Cox interview.

384. Cox, interview.

The new plan has changed the park's relationship with partners, becoming more focused and strategic. "There's so many partners and so many opportunities, it's like, where do we really need to focus?" In the planning process, staff asked, "how are we going to create more recognition for the Park? How will we operationalize that?" The new plan provided a strategic approach and focused staff's work with partners in each area. For the first five-year period, staff decided to partner with the Cumberland Community Improvement District in the Paces Mill area to renovate the entire unit, work with the City of Roswell to improve the Vickery Creek Unit, and enhance the National Water Trail designation by implementing the work of Virginia Tech's School of Landscape Architecture with the Trust for Public Land. Strategic partnerships, Cox said, allow partners "to join your vision and want to put some resources into making that happen."³⁸⁵

The strategic plan also led to "the first ever comprehensive trail assessment," recalls Cox. "That was an attempt to start to get a handle on managing the 83 miles of hiking trails in the park." His goal was to develop a systematic program for "maintaining, developing, removing trails" and to find funding for this initiative.³⁸⁶ Staff is in the process of working with the Denver Service Center to develop a trail management plan to support this goal. And to that end, staff will also be hiring a trail crew leader to implement the plan and sustainably manage the trail system.

To streamline overall operations, Cox implemented a new management structure with fewer managers. "We decided collectively to invest more in staff, and have our managers oversee broader areas of responsibility." The idea was that managers would run their divisions, which would allow the superintendent to focus more on partnerships, "especially the strategic ones."³⁸⁷ Cox also experimented with sharing staff with other parks to create more efficiency. In 2015, for example, he experimented with sharing an administrative officer, information technology specialist, and budget analyst with Kennesaw Mountain National Battlefield Park to save costs, but the situation did not work out as well as he had hoped and was discontinued.³⁸⁸

A FY 2016 organizational chart shows Bill Cox as the park manager/superintendent. The concessionaire management specialist reported to him. The four divisions that year were visitor services and partnerships, which included interpretive and education staff along with the Fee Demonstration Program and visitor use assistants. The Park Operations Division now combined law enforcement rangers and facilities management. The Administrative Office supervised staff in information technology and administrative support (budget and personnel). The chief of planning and resource management included an interdisciplinary natural resource specialist, hydrologist, biologist, outdoor recreation planner, and a vacant cultural resource specialist, along with a cartographic tech and GIS specialist and a vacant land surveyor and biological tech.³⁸⁹

By May 2017, Cox flattened the organizational chart again, creating three divisions by merging Visitor Services and Education with Resources Management under the chief of planning and resources. Now the five interpretive and education staff worked together with the resource management staff, which included two full-time positions, two part-time positions, and two vacant

385. Cox, interview.

386. Cox, interview.

387. Cox, interview; Cox, Annual Performance Accomplishments, 2016.

388. Cox, Annual Performance Accomplishments, 2015.

389. Organizational chart FY 2016, updated 1/25/2015, Park Archives; organizational chart FY 2016, updated 7/25/2016, Park Archives.

positions. The Fee Program moved under the administrative officer, along with the visitor use assistants.³⁹⁰

Cox believes that investing in staff is important, asserting that the issue is not just having enough funding but having the “capacity to utilize resources well.” Cox chose to invest in staff as opposed to having a large amount of year-end funding to spend. He describes the budget management as “pretty conservative,” so that the park can “end up in the black,” as it needs to do. “But I thought we were being a little too conservative in the sense that we have turnover, and our projections are built on a stable workforce, which is never stable.” When he changed the organizational chart to include fewer managers, he told managers that the goal was to reduce overhead and invest in staff.”³⁹¹

Cox believes that it’s essential to protect the park for the future, and that it requires a “24-7 focus here, because given the level of activity around the park and in this dynamic watershed, something’s always going on that potentially affects the park.” He adds, “It’s important for people sitting in this chair to be aware of that as well as the importance of the history of how and why this park came to be. The thing that makes CRNRA different from all the local city and county parks in the area is that we can still put people on some fairly lengthy trails, both land and water, in places of relative quiet and solitude, all next to a metropolitan area of over 5.5 million people. That’s pretty special and worth protecting and investing in.”³⁹²

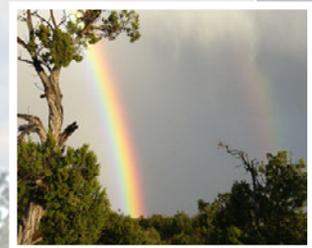
390. Organizational chart, May 25, 2017, Park Archives.

391. Cox, interview.

392. Cox, interview.

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Chapter 4



Business Services

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CHAPTER FOUR BUSINESS SERVICES

The history of recreational business is largely a successful one at Chattahoochee River National Recreation Area (CRNRA, Chattahoochee River NRA), even through many leadership and administrative shifts. Park leaders built highly functional relationships with concessioners and, later, commercial outfitters that offered visitors diverse recreational adventures both on and off the river. The staff's ability to sustain these partnerships has been one of the keys to success; its relationship with an early concessioner, for example, lasted for 20 years, providing stability to staff and visitors. The Fee Demonstration Program has also been a key achievement for the park and a financial boon for its projects. Because staff showed a willingness to experiment with methods of implementation and growth of the program, it now generates \$1 million in revenue for the park, an important supplement to base funding. Despite challenges in business services—budget cuts, staff turnover, public resistance, the vagaries of technology—ultimately, the obstacles have not been insurmountable. In its current moment, the park is well poised to continue to grow its operations.

Activists fought for and Congress created the [Chattahoochee River NRA](#) for the preservation of the Chattahoochee River and for its public use, but managing that use would prove to be a challenge on a number of fronts: supporting visitors in their pursuit of river recreation with inadequate staff and facilities; providing access to the river with few public routes to do so; protecting the safety of visitors in the park; and working with concessioners and cooperative entities who managed the river upstream. As visitation grew—and it grew to over 3 million by the 21st century—park staff tested and resolved many of these complications by building and sustaining relationships with concessioners and managing with efficiency during years of budget cuts.



FIGURE 4.1 POWERS ISLAND "RULES OF THE RIVER" SIGN, 1983 (COURTESY OF NPS CRNRA).



FIGURE 4.2 THE CHATTAHOOCHEE OUTDOOR CENTER DONATED SIGNS AT POWERS FERRY, UNDATED (COURTESY OF NPS CRNRA).

CONCESSIONS BEGIN, 1979–1989

When the Chattahoochee River NRA began formal operations, the Ramblin’ Raft Race was still an annual event—and a big one. In that year, staff reported that thousands of people participated in the event and 300,000 watched.³⁹³ With the growing popularity of rafting the river, in part thanks to the race, park staff realized the need for a more manageable process for rafters. As a result, staff began a shuttle bus that cost visitors 50 cents per person. Superintendent Henneberger noted the importance of the decision, especially in light of a lack of parking and in the challenges posed by noncontiguous park units:

*Visitor services received a great boost when the Superintendent successfully initiated the Chattahoochee River shuttle service . . . Public response was overwhelming. Expansion of service appears to be the only way parking needs can be met and energy saved in the future in the limited size and widely separated units.*³⁹⁴

Henneberger and his staff tapped into public demand by providing a more organized and easy way to access the river.

When the raft race permanently ended, staff needed a managed way to offer public access to the river recreation and moved to more formal relationships with concessioners. High Country Outpost, Inc. was an early concessioner for the park and began work in 1979 with a two-year permit, not a formal

393. Superintendent’s Annual Narrative Report, 1979, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

394. Superintendent’s Annual Narrative Report, 1979.

concessions contract.³⁹⁵ At the time it began work in the park, High Country was engaged in a fight over Fulton County Commission's management of Morgan Falls Landing. The commission gave High Country and the Sandy Springs Jaycees license to operate rafts for the Chattahoochee River Festival in 1980. The Jaycees threatened to sue and claimed exclusive rights to the site.³⁹⁶ Ultimately, High Country agreed not to work the festival and the Jaycees never sued. But trouble followed High Country in its work with the park. Superintendent Art Graham noted in his 1980 annual report noted that High Country's failure to follow state code in its shuttle operation caused competition and interrupted service:

A shuttle service, called the Chattahoochee River Shuttle, was initiated by a rival Consortium of four rental outfitters in an attempt to set up a shuttle system duplicating the one provided by the park concessioner, High Country Outpost, Inc. The major difference being that the Consortium had asked for and been granted a Georgia Public Service Commission certificate to operate on Georgia public ways. Considerable adverse publicity was generated out of High Country's initial failure to comply with state law. Although a temporary 30 day permit was granted by Georgia PSC, High Country operated their shuttle without charge on occasion during interim period between permits to satisfy the terms of their Concessions Permit.³⁹⁷

If High Country could not perform well, especially in years when the raft race brought thousands of visitors and need for professional management of recreation, then the Park Service would not continue to work with the company as concessioner.



FIGURE 4.3 HIGH COUNTRY, INC. CONCESSIONS STAND, CA. 1980 (COURTESY OF NPS CRNRA).

395. David Pendered, "Private Firm Opens at Recreation Area," *The Atlanta Constitution*, May 26, 1982.

396. Jim Walls, "Jaycees, High Country Sign Temporary Truce," *The Atlanta Constitution*, May 29, 1980.

397. Superintendent's Annual Narrative Report, 1980, Park Archives.

Park leadership chose a different outfit when the park issued its first concessions contract with a private company in 1982. Staff awarded a five-year contract to the Chattahoochee Outdoor Center (COC), a company begun by Atlanta attorney Alan Serby and “owned by a group of Atlanta businessmen and transportation executives and the Nantahala Outdoor Center an outdoor specialist company.”³⁹⁸ *Atlanta Constitution* reporter David Pendered interviewed Superintendent Graham about the park’s decision to issue a formal contract; Graham told Pendered that the park had “developed to the point that it needed the stability of contracted services.”³⁹⁹ Assistant Superintendent Ralph Bullard noted in another *Atlanta Constitution* piece that the Chattahoochee Outdoor Center won the bid over High Country and Wildwater Ltd. because of its “financial and managerial capabilities.”⁴⁰⁰ *Atlanta Constitution* sports writer Steve Lasky put the park’s selection of Outdoor Center in the Reagan-era rhetoric of the free market: the group “convinced National Park Service officials its planned blend of free enterprise and environmental regard were what the public and park needed.”⁴⁰¹

The Outdoor Center took on river recreation concessions as well as additional services that High Country had not offered; according to Graham, the company provided “programs, facilities, and services that I can’t provide, and don’t have the money to provide.”⁴⁰² The Outdoor Center rented rafts and kayaks, opened a “food stand” and offered “water safety courses.”⁴⁰³ It also provided “interpretation” of the park, including “guided tours and fishing seminars.” Graham noted the uniqueness of the concessioner offering interpretive tours: “Traditionally all interpretive services that the National Park Service gives are given by employees. We wanted to try something new and the people they hired are just as knowledgeable as the ones we hire.”⁴⁰⁴ The Outdoor Center, too, had its own transportation for shuttle services to the river. Alan Serby had participated in the Ramblin’ Raft Race and wanted to reduce the “hassle” of river access; his law partner Bruce Mitchell, an owner of Gray Line bus company, was the key to providing “transportation of products and people along the various routes of the river” in shuttle busses and vans.⁴⁰⁵ Graham was clearly enthused about the new partnership and noted the “strength of a five-year contract” as opposed to short-term permits. Indeed, the five-year contract would turn into a 20-year relationship with the Outdoor Center, and park staff contracted with the Nantahala Outdoor Center (the parent company of Outdoor Center) once again in 2014.⁴⁰⁶

Not everyone was excited about the new concessionaire's operation plans. Particularly controversial to some property owners near the park were the Outdoor Center’s proposed kayaking clinics near

398. Steve Lasky, “The ‘Hooch’ Arrives,” *The Atlanta Constitution*, June 3, 1982; David Pendered, “Private Firm Opens at Recreation Area.”

399. Pendered, “Private Firm Opens at Recreation Area.”

400. Jim McCown, “Park Service Awards River Services Contract,” *The Atlanta Constitution*, December 31, 1981.

401. Lasky, “The ‘Hooch’ Arrives.”

402. Pendered, “Private Firm Opens at Recreation Area.”

403. McCown, “Park Service Awards River Services Contract.”

404. Pendered, “Private Firm Opens at Recreation Area.”

405. Lasky, “The ‘Hooch’ Arrives.”

406. “Nantahala Outdoor Center to Open Two Adventure Centers in Atlanta’s Chattahoochee River National Recreation Area,” August 11, 2014, Nantahala Outdoor Center, http://s3.amazonaws.com/noc.com/Footer_Navigation/Media_Documents/ChattahoocheePR.pdf, accessed June 20, 2019.

the Island Ford unit (not yet the park's headquarters). Residents of Northridge Road, near the site, refused to allow their street as an access point to the river. They protested angrily at a meeting in December 1981, arguing that park visitors would “increase traffic to the point that the safety of children will be threatened and property values will be decreased.” The National Park Service held that Northridge Road was a “public roadway that should be able to provide access” to the park.⁴⁰⁷ In his report from the year, Graham noted the frustration of the dispute:

*Throughout the year the park has had considerable input from considerable conservation groups and others telling us how to manage and operate the park. One such group was the Northridge Road community who violently opposes vehicular traffic to the park through the public street of their neighborhood. The street was existing prior to the subdivision of the property!*⁴⁰⁸

Park leaders felt they had to mollify the resident's group. In a moment of “brainstorming,” Graham tested the idea of putting gates at the entrance to Island Ford and allowing only “certain groups” in (he did not identify who those groups would be).⁴⁰⁹ Instead, park management eventually reached an agreement “with Fulton County to build an alternate road to the Island Ford Unit, if Federal money becomes available.”⁴¹⁰



FIGURE 4.4 CONSTRUCTION OF THE CHATTAHOOCHEE OUTDOOR CENTER CONCESSIONS FACILITY AT JOHNSONS FERRY, CA. 1983 (COURTESY OF NPS CRNRA).

407. Jim McCown, “National Park Service Mulls Northridge Options,” *The Atlanta Constitution*, December 17, 1981.

408. Superintendent's Annual Narrative Report, 1982, Park Archives.

409. Jim McCown, “National Park Service Mulls Northridge Options.”

410. Superintendent's Annual Narrative Report, 1982, Park Archives.



FIGURE 4.5 THE FINISHED EXTERIOR OF THE CHATTAHOOCHEE OUTDOOR CENTER CONCESSIONS FACILITY AT JOHNSONS FERRY, UNDATED (COURTESY OF NPS CRNRA).

Despite contention over access to the Island Ford unit, the Outdoor Center was active from the start of its contract, particularly in setting up new concession spaces. In 1982 and 1983, the company built a 3,000-square-foot concessions building at Johnsons Ferry, retained park authorization to build a 4,000-square-foot building at Powers Ferry, and purchased and helped install an “8-foot-wide, 100-foot bridge to span the Chattahoochee River channel.”⁴¹¹ The Johnsons Ferry concessions building was “one of the first orders of business” for the Outdoor Center: “The structures needed to blend in with the natural setting and at the same time accommodate the heavy visitor traffic.” The pod-like structures, three in all, “had no stopping places” in the design, and architect John Bloomfield, a Georgia Tech graduate, noted that, “We were striving for simplicity, function and the outdoor look. But we wanted it to be modern enough where it didn’t look like an old log cabin in the woods.”⁴¹² In his annual report, Art Graham noted the success of the design’s “rustic” and “modern” blend.⁴¹³ Newspaper accounts noted with the concession buildings up and the “distinctive brown, green, and blue colors” of COC shuttle busses ferrying visitors, the “Hooch” as a modern recreation resource had arrived.⁴¹⁴

411. See note 18 above.

412. Lasky, “The ‘Hooch’ Arrives.”

413. Superintendent’s Annual Narrative Report, 1982, Park Archive.

414. Lasky, “The ‘Hooch’ Arrives.”



FIGURE 4.6 THE INTERIOR OF THE CHATTAHOOCHEE OUTDOOR CENTER CONCESSIONS FACILITY AT JOHNSONS FERRY, UNDATED (COURTESY OF NPS CRNRA).



FIGURE 4.7 THE INTERIOR OF THE CHATTAHOOCHEE OUTDOOR CENTER CONCESSIONS FACILITY AT JOHNSONS FERRY, UNDATED (COURTESY OF NPS CRNRA).

The outfit seemed to be making good on park leadership's trust in its resources and managerial acumen in the years that followed, even as leadership changed. In 1984, Art Graham left for Canaveral National Seashore and was replaced by Warren D. Beach. Marvin Madry, who would become superintendent in the 1990s, joined Chattahoochee River NRA as assistant

superintendent.⁴¹⁵ Beach reported that the Outdoor Center continued to provide “improved quality of service” and that it was so successful it had increased its raft supply from 500 to 600 rafts. The concessioner had “reached their full capacity on weekends” during the summer weekends and were hoping to get more weekday visitors.⁴¹⁶ By 1986 the company was reporting a \$1 million in gross profits.⁴¹⁷ This news was good for the park, which, in addition to collecting a yearly fee for federal improvements to concessioner buildings, received a 5.25% franchise fee on all “gross receipts” from Outdoor Center.⁴¹⁸ Although 1989 decreased that number due to a wet summer season, the concessioner generally seemed to be keeping up with the rising visitation at the park, even as park staff could not (annual reports consistently noted during these years that visitation was at 1.7 million by 1988, although staff levels remained the same).⁴¹⁹

Park staff was sufficiently happy with the Outdoor Center to sign a 10-year contract with the company on December 8, 1986. The Outdoor Center had certainly improved recreation at the park by expanding access and options for visitors, but in other ways as well. The concessionaire donated materials to the park, for example, to build three picnic pavilions in the mid-1980s. Outdoor Center also increased visitor safety by agreeing to ban the sale of beer by 1988.⁴²⁰ Abuse of alcohol on the river continued to be a problem after the Rambling Raft Race ended, but park leadership noted the concessionaire’s decision to stop selling as an important deterrent in the late 1980s (another was a 1986 change in the Georgia legal drinking age from 18 to 21).⁴²¹ The 1989 annual report noted that the quality of the concessions was “high” and that there were “few complaints” by visitors. The Outdoor Center’s services were in such demand that they had hired a full-time staff member to organize group reservations.⁴²² At the end of the decade, then, the partnership between the Chattahoochee Outdoor Center and the park was reportedly strong.

415. Superintendent’s Annual Narrative Report, 1984, Park Archives.

416. Superintendent’s Annual Narrative Report, 1984.

417. Superintendent’s Annual Narrative Report, 1986, Park Archives.

418. Regional Director, Southeast Region, to Superintendent, Chattahoochee, “Concession Contract CC-5076-2-004, Chattahoochee Outdoor Center, Inc.,” Box 18, Folder 23, “COC Contract and Amendments, 1982,” Series I: Administrative Records, Subseries D: Superintendent’s Records, Park Archives.

419. Superintendent’s Annual Narrative Report, 1989, Park Archives.

420. Minutes, Chattahoochee River National Recreation Area Advisory Council, September 22, 1988, Box 1, Folder 2, “A18 Advisory Committees, 1986–1992,” Series I: Administrative Records, Subseries A: Central Files, Park Archives.

421. See note 28 above.

422. Superintendent’s Annual Narrative Report, 1989, Park Archives.



FIGURE 4.8 ANOTHER CONCESSIONS FACILITY OF THE CHATTAHOOCHEE OUTDOOR CENTER, POSSIBLY POWERS FERRY, UNDATED (COURTESY OF NPS CRNRA).

THE FEE DEMONSTRATION PROGRAM BEGINS, 1990–1999

The new decade brought with it new management who took a close look at concessions. Sibbald Smith replaced Warren D. Beach as superintendent in April 1990, and a new chief ranger, Ken Garvin, came on board.⁴²³ The new management team began to review operations in place and created a five-year plan for the park's operations. The goals for concessions were to “provide for an effective concessions management program that ensures compliance with contract and NPS 48 requirements, and development of a cooperative working relationship with concession management.” Garvin continued inspections; he conducted a “pre-opening and a public health inspection” of Outdoor Center facilities as well as “three operational inspections during the concessions operational period.”⁴²⁴ The superintendent noted a concessions planning meeting in the 1991 season to update operations. Clearly, the park wanted to expend more energy monitoring compliance and operations of Outdoor Center. This oversight was especially important as visitation continued to rise; in 1993 it was up to 2,844,674 visitors, 30% of whom were coming to the park for water recreation.⁴²⁵ By 1996, the park expected 3.5 million visitors.⁴²⁶

In 1995, in its 79th year of existence, the National Park Service fought through real and threatened budget cuts and its first sustained government shutdowns (occurring twice, in November and December of that year). In this highly partisan era, Democratic President Bill Clinton was at loggerheads with Republican leaders who had won back the House of Representatives in the

423. Superintendent's Annual Narrative Report, 1990, Park Archives.

424. Superintendent's Annual Narrative Report, 1990.

425. Superintendent's Annual Narrative Report, 1993, Park Archives.

426. Superintendent's Annual Narrative Report, 1996, Park Archives.

midterm elections of 1994. House leader Newt Gingrich promised Americans a new “Contract with America,” a plan with hefty domestic spending cuts that included the National Park Service.⁴²⁷

Budget cuts of 1994 and the budget wars of 1995 required park leadership to search for new, more efficient ways of operation—the shortfall meant freezes on staffing and finding new sources of funding. In January, Marvin Madry, who had become superintendent in 1992, sent the park leadership a plan for “re-engineering” in light of budget cuts. The plan, he acknowledged, would “have an effect on personnel morale,” but he reminded his colleagues that “[t]he days are over as operating in past traditional practices [emphasis original].” The new schema affected positions in interpretation and protection as two advertised GS-11 supervisor positions were cut to one: “The Ranger Division will be consolidated into one division, eliminating the sub-topics Bull Sluice District Office and Atlanta District Office supervisors. (Employees on staff can compete for the new position).”⁴²⁸ In March of 1995, Madry noted to staff that the park no longer had funds to hire summer seasonal positions. He reminded them that it was “imperative that we remain within our approved allocated funds” and that “we will need your help in ensuring that CHAT rises above our budget dilemma. Your support is expected!”⁴²⁹

Budget cuts not only affected personnel but also projects. In light of decreased funding, staff had to table future priorities and risked a backlog of unfinished tasks. Superintendent Madry saw the implementation of a fee program, along with the expansion of concessioner work, as part of the solution. In a memo to the field director of the Southeast Regional Office, Madry outlined several ideas to mitigate “austere budget times”:

*Concession land assignments to include the entire Johnson Ferry over flow [sic] parking and field area and Powers Island parking and grounds. In doing so, we propose concession operation charge a \$2.00 parking fee (area rate comparability) for parking in these areas. This fee would offset the cost for collection and in return for CRNRA value benefit, the concession operation would provide area security (car clouting prevention/visitor control assistance) and mowing responsibility along with “turn key” grounds up keep [sic] for Johnson and Powers Island units.*⁴³⁰

In short, Madry hoped to give the park’s concessioner, the Chattahoochee Outdoor Center, more responsibility that would offset cuts in maintenance and law enforcement. In return, the Outdoor Center would acquire an additional revenue stream in parking fees.

Madry also hoped that the park would be chosen as a US Fee Area. In 1972, when policies regarding fee collection matured in amendments to the Land and Water Conservation Fund Act of 1965, NPS

427. See Steven M. Gillon, Chap. 10, “Budget Battles,” in *The Pact: Bill Clinton, Newt Gingrich, and the Rivalry that Defined America* (New York: Oxford University Press, 1995), 147–172.

428. Marvin Madry to Assistant Superintendent, Division Chiefs, and Resource Management Specialist, “Re-engineering proposals for CRNRA,” January 30 1995, Box 2, Folder 55, “A64 Organization FY95, 1994–1995,” Series 1: Administrative Records, Subseries A: Central Files, Park Archives.

429. Marvin Madry to All Employees, CHAT, “Austere Economic Practices for CHAT,” March 8, 1995, Box 2, Folder 55, “A64 Organization FY95, 1994–1995,” Series 1: Administrative Records, Subseries A: Central Files, Park Archives.

430. Marvin Madry to Field Director, Southeast Area, “Implementation of Operational Programs Paragons (OPPs),” July 12, 1995, Box 2, Folder 55, “A64 Organization FY95, 1994–1995,” Series 1: Administrative Records, Subseries A: Central Files, Park Archives.

national recreation areas (and urban parks) were excluded from collecting fees.⁴³¹ By the mid-1990s, recreation areas continued to lose what might have been additional revenue. Madry saw that potential and proposed the following:

*Establish CRNRA has a U.S Fee Area and collect parking fees at our Cochran Shoals and Paces Mill Units. This fee collection responsibility would be coordinated and collected through our cooperating association partner, Eastern National. The revenue collected would be returned to CRNRA for supporting education/interpretation and resource protection programs along with infrastructure maintenance. Anticipated revenue return estimated in the thousands of dollars based on our visitation figures.*⁴³²

In the interim of establishing a formal fee program, Madry suggested that fee donation boxes be installed in the Cochran Shoals and Paces Mill units, adding that Eastern National could help facilitate the collection of donations. Indeed, donations boxes were installed throughout NPS units in 1995; Madry proposed that they would add an additional \$85,000 to park revenue streams.⁴³³ No reports exist showing whether park visitors did give back in donations, but ultimately Madry's vision of a fee program would come to the park in a few short years.

In the midst of fielding budget shortfalls, park management set out to create a plan for fine-tuning visitor services. The "Action Plan" for the fiscal year 1995 set out to "provide an outstanding quality of service that engenders understanding, appreciation, and support for the NPS traditions and goals." Although many of the goals associated with the plan related to educational programming, Goal VI spoke directly to concessioner relations: "Monitor the quality of service provided by the park's concessionaire." The plan enumerated several ways to more effectively monitor the Outdoor Center: "conduct quarterly operations reviews in compliance with contract & NPS-48"; "review visitor comment cards for services rendered"; and "maintain communication with concessionaire on a regular basis."⁴³⁴ The latter action item was noted as "ongoing"; the former had goal dates of September 1995 and April 1995, respectively. The plan suggests that although the park and the Outdoor Center generally had a positive working relationship, the park realized its laissez-faire approach to concessions might mean the loss of quality control.

431. Barry Mackintosh, Chapter. 3, "If At First You Don't Succeed...1968-1972" in *Visitor Fees in the National Park System: A Legislative and Administrative History* (Washington, DC: Department of the Interior, 1983), accessed May 13, 2019, https://www.nps.gov/parkhistory/online_books/mackintosh3/fees3c.htm.

432. Madry to Field Director, July 12, 1995.

433. Chattahoochee River National Recreation Area, Superintendent's Annual Narrative Report FY 95, Park Archive.

434. Chattahoochee River NRA Action Plan, Visitor Services, Fiscal Year 1995, Box 2, Folder 60, "A6423 Organization - Management Policies (Mission Statements) FY 97, 1992-1999," Series 1: Administrative Records, Subseries A: Central Files, Park Archives.

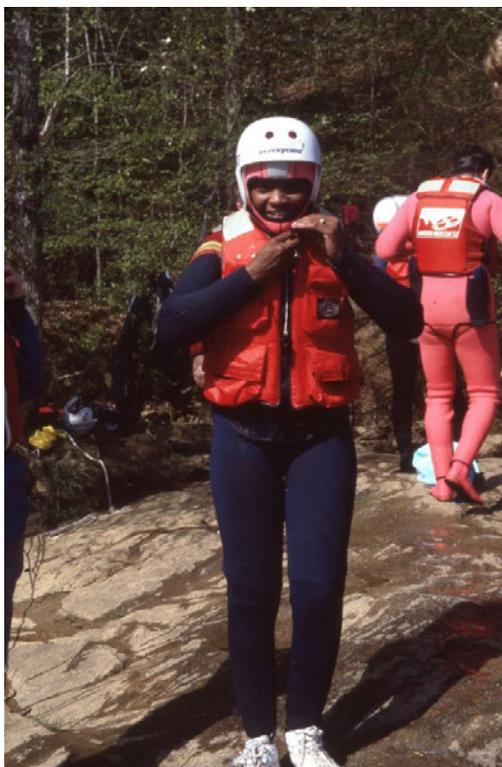


FIGURE 4.9 A DISTRICT RANGER JUDY FORTE DRESSED FOR THE NATIONAL ASSOCIATION FOR SEARCH AND RESCUE WATER RESCUE TRAINING AT ISLAND FORD, APRIL 10, 1989 (COURTESY OF NPS CRNRA).

Of all these shifts in 1995, Madry reported in his annual narrative that, “Changes in CRNRA’s organization have resulted in improvement of overall park operations and the staff responded professionally in meeting all new challenges.” He noted that the “re-engineering” process was still underway and that a team of staff from the Southeast Regional Office and the park were working to “enhance budget strategies and human resource efficiencies.”⁴³⁵

Human and natural resources would be tested the following year, or so park leadership imagined, with the coming of the 1996 Summer Olympics to Atlanta. To prepare for a rise in visitation and recreation use, the park began a VIP volunteer program to help staff CRNRA units. The Outdoor Center purchased an additional 150 rafts in anticipation of the spike of river rafters, and Eastern National operated in three CRNRA units: Island Ford, the Paces Mill “contact station,” and the Geosphere Training Center. The summer season, however, did not meet Olympics proportions. The summer was an unusually rainy one and visitation lagged 9% from 1995’s numbers, according to that year’s annual report.⁴³⁶

Despite the disappointing Olympic season, Madry continued to reorganize park staff; he argued that “eroding budgets, land base increases and booming visitation adversely impacting park resources” required cost-saving measures. He confronted serious staff resistance, however, when he pushed for

435. Superintendent’s Annual Narrative Report, 1995, Park Archives.

436. Superintendent’s Annual Narrative Report, 1996, Park Archives.

division heads to reorganize their own divisions for “efficiency.” In September 1996, Madry commanded division heads to “look at every employee in your division for future involvement and improvement in areas of cost, quality, service, and speed.” He assured the heads that he would “upgrade all division chiefs’ positions. Your organizational chart can reflect downward from your position.”⁴³⁷ In essence, he was asking staff who had lateral status with coworkers to make decisions that would impact their rank, pay, and duties in the park. Madry made an about-face when he realized the damage that such a move would do for staff morale. Just several weeks later, in early October, he sent another memo: “It has been brought to my attention from the Field Director’s office that complaints, unhappiness and probably grievances will be submitted if the plan is implemented. The consequences would tie up litigation long after my departure.” He “rescinded” his previous memo and asked heads to assure staff that “they will remain in the same responsible role that they currently occupy” [emphasis original].⁴³⁸ In this case, staff outcry was enough to stop additional reorganization efforts.

Madry’s idea to establish a park fee bore fruit in 1997; by that time, he had retired, and Suzanne Lewis had become superintendent. That year, the National Park Service chose the park to become one of the 90 fee demonstration parks. The US Congress created the Recreational Fee Demonstration Program in 1996 to authorize the National Park Service, Bureau of Land Management, the US Fish and Wildlife Service, and the US Forest Service to begin charging fees for recreational visits. The significance of the program lay in the revenue that, instead of going back to the federal treasury, could be used to fund deferred maintenance and visitor services projects.⁴³⁹ Proponents of the act argued that charging fees for access to certain parks was long overdue and bolstered a shrinking budget for parks and recreation areas. Not everyone supported new fees, however; one *New York Times* op-ed charged that new fees represented the “corporatization” of the Park Service and would “price out” average Americans.⁴⁴⁰

Chattahoochee River National Recreation Area had never had an entrance fee—with so many entrances, it was impossible—and had no campsites. Fees came in the form of daily and annual parking passes at each of the park’s 18 units: \$2 per day or \$20 per year (these prices, based on comparable fees in Georgia State Parks and at the Corps-managed Lake Lanier, would rise in the 2000s).⁴⁴¹ When the program began in May 1997, park rangers controlled the collection of fees until October of that year when Eastern National briefly took over the program. Eastern National, in a new contract with the park, was to “collect, count and deposit fees”; Lewis noted in her annual narrative that this decision had been a cost-saving one.⁴⁴² Despite that, the next year she reported that “the levels of law enforcement necessary to make the parking fee program efficient and effective

437. Superintendent, CHAT, to Division Chiefs, CHAT, “FY 1997 Organizational Charts,” September 17, 1996, Box 2, Folder 61, “A6427 Organizational Chart/Roles & Functions Statements FY97, 1996–2004,” Series 1: Administrative Records, Subseries A: Central Files, Park Archives.

438. Superintendent, CHAT, to Division Chiefs, CHAT, “Reorganization,” October 3, 1996, Box 2, Folder 61, “A6427 Organizational Chart/Roles & Functions Statements FY97, 1996–2004,” Series 1: Administrative Records, Subseries A: Central Files, Park Archives.

439. US Department of the Interior, Office of Inspector General, “Fee Demo Program Beneficial, But Could Be More Effective,” no. 2002-I-0045 (August 2002): i, accessed May 15, 2019. <https://www.govinfo.gov/content/pkg/GPO-DOI-IGREPORTS-2002-i-0045/pdf/GPO-DOI-IGREPORTS-2002-i-0045.pdf>.

440. Dale Maharidge, “Turning Nature Into a Profit Center,” *The New York Times*, December 30, 1996.

441. See “Recreation Fee Demonstration Program, Final Implementation Plan, Chattahoochee River National Recreation Area,” n.d., Box 19, Folder 4, “Fee Demonstration Prog., 1996–1998,” Series 1: Administrative Files, Subseries D: Superintendent’s Records, Park Archives.

442. Superintendent’s Annual Narrative Report, 1997, Park Archives.

remains an ongoing issue that will be addressed in subsequent years.” Indeed, in the case of the Eastern National contract’s eventual termination, the superintendent sent to the Southeast Regional Office a “Cost of Collection Project Proposal” with budget of \$425,450.⁴⁴³ The proposal included line items for three GS-4 visitor use assistants, vehicles, new facilities, and electronic fee stations. This proposal did not go forward in 1998, although some of these things—like visitor use assistants—would come in the next decade. It was going to take some time to maximize revenue, \$220,000 in the program’s first year and minimize costs of collection. The park would experiment with collection methods over the next two decades to optimize the balance sheet.

Fee collection was multi-varied from the beginning of the program. The first steps were designing and ordering fee collection envelopes, fee collection deposit boxes, and bulletin boards that explained the program. Then, the park installed so-called “iron rangers,” which allowed visitors to drop payment in an envelope with a perforated decal to display in their car (for proof of payment). The payments went into a pipe safe that had to be picked up on a regular basis. Eastern National sold parking and annual passes at the Island Ford contact station. There was even an early experiment, in 1998, to install VenTek electronic pay stations that allowed visitors to pay with credit cards. These stations were short lived “due to ongoing technical problems and minimal use,” and park leadership determined they were not “cost effective.”⁴⁴⁴ In the late 1990s, visitors were still apparently accustomed to a cash economy, but this reality would be much different by the late 2000s, when park staff determined that credit card payment was a critical component of fee collection.

Park leadership understood that there would be an adjustment for visitors who were not used to paying parking fees. They sent press releases informing the public of the new changes, talked with reporters, and held community programs explaining the Fee Demonstration Program.⁴⁴⁵ In one, Superintendent Lewis stressed the importance of fees going back to fund park “upkeep and maintenance” and encouraged visitors to buy \$20 annual pass, “clearly the best bargain for frequent park visitors.”⁴⁴⁶ An *Atlanta Journal-Constitution* reporter informed readers that the “financially strapped National Park Service” would begin charging fees and warned “[f]ailure to pay could result in a \$50 fine.”⁴⁴⁷ The park did have its share of noncompliant visitors or those who stopped coming altogether. Connie Vogel-Brown, who was a law enforcement specialist at Chattahoochee River NRA in the late 1990s (before she was moved in a supervisory role) had a direct hand in managing early fee collection and issuing fines. She remembered seeing a clear decrease in the use of parking lots:

...before the fee program started there were a lot of cars that were parked in the first parking lot [at Island Ford], which was next to the entrance in what we called the “pond parking lot”... I guess you call it the middle parking lot. There’d be a lot of people parked there for fishing, running, different kinds of exercise, walking, bird watching. And once we started the fee program, the parking lots just cleared out, people just stopped using

443. See “National Park Service Fee Demonstration Program, Cost of Collection Project Proposal,” March 19, 1998, Box 19, Folder 4, “Fee Demonstration Prog., 1996–1998,” Series I: Administrative Files, Subseries D: Superintendent’s Records, Park Archives.

444. Superintendent’s Annual Narrative Report, 1998, Park Archives.

445. Superintendent’s Annual Narrative Report, 1997, Park Archives.

446. Suzanne Lewis, “Park Service Gets Ready to Collect New Fees at Chattahoochee River NRA,” April 28, 1997, Box 19, Folder 4, “Fee Demonstration Prog., 1996–1998,” Series I, Park Archive.

447. Charles Seabrook, “Park to Charge User Fees,” April 27, 1997, *The Atlanta Journal-Constitution*.

*them. . . Whether they parked outside of the park and walked in...some people did that, some people I never noticed in the park again.*⁴⁴⁸

Initially, those who did not pay received a written warning with no fine as part of what Vogel-Brown called an “educational period.” Even when the park did begin to issue warnings with penalties attached, visitors had the option of buying an annual pass for \$20 instead of paying the \$25 fine (the newspaper report overstated the fine amount).⁴⁴⁹ Generally, visitors who continued to come to the park did not rebel against the new fees; 79% of visitors surveyed by park staff in 1998 said the fee price was “about right.”⁴⁵⁰ Regardless of the individual visitor’s decision to pay or not to pay, annual reports do not note a significant drop in visitors after the fee program began.

Towards the end of the 1990s, park leaders determined that Eastern National was not the best choice to operate the fee program. One reason was because park rangers were still required to help with fee collection. Squad (or leadership) meeting notes from the late 1990s report the difficulties that Eastern National had in keeping staff at the visitors’ center. In late November 1997, shortly after the company had taken over fee operations, CRNRA leadership reported that rangers “directed and helped Eastern employee [*sic*] in the face of resignation and absence of a manager” who had just joined Eastern National in October.⁴⁵¹ Chronic understaffing meant that the park still played a role in clearing iron rangers and selling passes in person in more populated units like Cochran Shoals.⁴⁵² It seems, too, that management had concerns about Eastern National’s overall performance; another note mentioned “[a] meeting was held with Eastern National . . . to discuss their contract. They are aware they are not meeting the expectations of the contract. They will prepare to document describing [*sic*] the service levels they hope to achieve. We will still continue to be involved in selling the [parking] decals on the site.”⁴⁵³ Park staff had taken control of the Fee Demonstration Program by October 2000.⁴⁵⁴

Perhaps the most important aspect of the Fee Demonstration Program is that the park could keep 80% of the revenue it made from fees (the other 20% went to parks without fee programs). Park leadership could use that revenue for badly needed maintenance and visitor services projects. In the first year of the program, Superintendent Lewis reported that funds supported the “maintenance and Resource Management Backlog” and went toward “improving Interpretation and Education efforts.”⁴⁵⁵ By the second year of the program, in 1998, the Department of the Interior had to review and approve fee demonstration projects (previously the Washington DC Area Support Office

448. Connie Vogel-Brown, interview by Drew Schulz, March 25, 2018, digital recording, Park Archives.

449. Superintendent’ Annual Narrative Report, 1998, Park Archives.

450. Clint Williams, “River Park Visitors Wants Drinking Water,” *The Atlanta Journal-Constitution*, November 26, 1998.

451. Meeting notes, Squad Meeting, November 25, 1997, Box 1, Folder 42, “A4031 Squad Meetings 1997, 1997,” Series I: Administrative Records, Subseries A: Central Files, Park Archives.

452. Meeting notes, Squad Meeting, January 27, 1998, Box 1, Folder 43, “A4031 Squad Meetings, 1998, 1998,” Series I: Administrative Records, Subseries A: Central Files, Park Archives.

453. Meeting notes, Squad Meeting, January 13, 1998, Box 1, Folder 43, “A4031 Squad Meetings 1998, 1998,” Series I: Administrative Records, Subseries A: Central Files, Park Archives.

454. Superintendent’s Annual Narrative Report, 2001, Park Archives.

455. Superintendent’s Annual Report, 1997, Park Archives.

approved), and not all projects made it through the approval process.⁴⁵⁶ As the Fee Demonstration Program continued, the emphasis on particular kinds of projects slightly shifted, as when, in 1998, the Southeast Regional Office informed the park superintendent that the Department of the Interior would prioritize health and safety-related work.⁴⁵⁷ This particular shift later allowed park staff to use fee demonstration funds to support the BacteriAlert water quality monitoring program.

At the end of the decade, the Fee Demonstration Program was up and running, although there was a learning curve for staff. The concessions operations at the park were operating somewhat more smoothly. Park leadership reported no serious problems with the Chattahoochee Outdoor Center and noted that the 10-year contract, which ended in 1996, was extended to 1999. It would move to a year-to-year basis in the early 2000s,⁴⁵⁸ when park staff and the Outdoor Center decided to part ways.



FIGURE 4.10 PARK VISITORS WITH CONCESSIONER KAYAKS AND RAFTS, UNDATED (COURTESY OF NPS CRNRA).

THE FEE DEMONSTRATION PROGRAM MATURES, 2000–2012

In the first decade of the 21st century, Chattahoochee River National Recreation Area restructured the Fee Demonstration Program and it matured and grew. Leadership made strategic hires to modernize and streamline the fee collection process and saw revenue increase. In addition, leadership did not renew a contract with its concessioner, the Chattahoochee Outdoor Center, but instead went to a new model of issuing incidental business permits with several outfitter companies. Although the changes to the Fee Demonstration Program would remain in place and be

456. Meeting notes, Squad Meeting, December 15, 1998, Box 1, Folder 44, "A4031 Squad Notes – June–Dec 1998 [1 of 2]," Series I: Administrative Records, Subseries A: Central Files, Park Archives.

457. Gordon Wilson to NPS Atlantic Coast Cluster Superintendents, April 11, 1998, Box 1, Folder 43, "A4031 Squad Meetings, 1998, 1998," Series I: Administrative Records, Subseries A: Central Files, Park Archives.

458. Scott Pfeninger (former CRNRA chief ranger), e-mail communication to Julia Brock, June 27, 2019.

strengthened in 2010–2020, leadership buttressed ongoing commercial operations with another concessions contract (the Nantahala Outdoors Center) in that decade.

In 2000, Kevin Cheri replaced Suzanne Lewis as superintendent. The fee demonstration shifted in important ways during Cheri's tenure. That year, the program received a boost when three new visitor use assistants joined the staff.⁴⁵⁹ These assistants helped park leadership to “take control” of the Fee Demonstration Program from Eastern National in 2001.⁴⁶⁰ In 2002, Cheri and the park received a complaint from the NPS Office of Inspector General. The office noted in a memo that it

*received an allegation that the Superintendent of the Chattahoochee NRA is requiring to write parking summonses at the park and citing an improper code section. It is alleged that the purpose of the enforcement is to entice violators to purchase annual park passes for \$20 and if purchased, the violation is voided. The park pass money is placed into the fee demo project fund that the park is able to keep 80% of the funds. It is alleged that the park is able to enhance their funds dramatically by this practice, which is reported to be in violation of NPS policy RM9 and possibly other regulations. The practice is reported to have occurred for the past 3 years.*⁴⁶¹

In short, Cheri was accused of using outdated policy to pool additional project funds for the park. His response to the accusation noted unique agreements between the park and the district court and highlighted the growing pains of the fee program when it first began in 1997. After the introduction of the fee program, “the number of Violation Notices written for failure to pay user fees soon overwhelmed the central violations bureau and the court.” He continued,

*To reduce the court's burden, an agreement was reached between the U.S. Attorney's Office and the park allowing \$25.00 Violation Notices issues for this offense to be exchanged and voided when an annual \$20.00 park pass was purchased. The exchange program was considered part of the education phase of fee enforcement.*⁴⁶²

He argued that the park had followed code RM-9 since his arrival in 2000 and that rangers wrote notices under code 36 CFR 2.23 (b). “The court,” he noted, “has established a revised forfeiture of collateral for this offense in the amount of \$50.00.”⁴⁶³

The fee collection program underwent another shift in 2004 when park leadership moved it under the Resource Education Division.⁴⁶⁴ In a memo to park staff, Cheri explained that the goals of the move were to “better coordinate the visitor contact station responsibilities, increase the sales of the

459. Superintendent's Annual Narrative Report, 2000, Park Archives.

460. Superintendent's Annual Narrative Report, 2001, Park Archives.

461. Theresa K. Hardy, Special Agent in Charge, to Paula Platz, Employee Relations Specialist, Human Resources Office, National Park Service, May 2, 2002, Box 2, Folder 46, “A54 Instructions, Appraisals, Investigations, Studies, Task Forces, & Surveys FY 97, 1997–2002,” Series I: Administrative Records, Subseries A: Central Files, Park Archives.

462. Kevin G. Cheri to Regional Director, Southeast Region, July 15, 2002, Box 2, Folder 46, “A54 Instructions, Appraisals, Investigations, Studies, Task Forces, & Surveys FY 97, 1997–2002,” Series I: Administrative Records, Subseries A: Central Files, Park Archives.

463. See note 70 above.

464. Kevin G. Cheri to All Employees, “Realignment of Fee Collection Operations,” December 1, 2004, Box 2, Folder 61, “A6427 Organizational Chart/Roles & Functions Statements FY97, 1996–2004,” Series I: Administrative Records, Subseries A: Central Files, Park Archives.

book store, and increase the variety of informational services provided to the public by the Visitor Use Assistant staff.” Fee collection moved from the purview of Ranger Scott Pfeninger to Chief of Resource Education Nancy Poe (now Nancy Walther). Walther, who had joined the park in 2001, said in an interview that one of her duties was to oversee “the cooperating association [Eastern National] and we were responsible for the front desk, which became an issue. . . . It was evident in order to manage the front desk effectively and efficiently and in order to give good customer service it made more sense for the fee program to move under my position.”⁴⁶⁵

There were also issues with law enforcement continuing to control fee collection. An efficient system of collection was not in place, so rangers spent a good amount of time each week traveling to each of the park’s units to collect fees. Connie Vogel-Brown remembered the process as taking time and removing rangers from other essential duties:

*Everything was done by the ranger division, so the fee safes were picked up by the law enforcement protection rangers, they were brought back to what was then the ranger operations building where the chief ranger was at Island Ford. And the rangers and the division secretary counted all the money and then deposited it. The paperwork was all done by the chief ranger at that time. . . .so that did affect the park operations because it took the rangers away from their normal duties.*⁴⁶⁶

Additionally, Vogel-Brown noted that the work of fee collection affected ranger morale. She remembered that one year, rangers issued 6,000 parking tickets. “No one,” she fairly observed, “becomes a National Park ranger to write parking tickets.”⁴⁶⁷

Vogel-Brown was excited when the park hired Fee Supervisor Janette Birmingham, someone Walther called “high-functioning and super intelligent,” in 2003.⁴⁶⁸ She managed day-to-day operations of the fee program, and according to all who remembered changes in the fee program her position was much needed. Walther argued that Birmingham’s overhaul of the fee program made it successful. At the time of Birmingham’s arrival, Walther remembered, the fee program was making revenue of around \$500,000, but 50% was lost to collection costs (primarily in staff—rangers and then visitor use assistants who would drive to each park unit to collect and count money from the “iron rangers”). A fee program, Walther said, “has to have 100 percent accountability—you have to have checks in balances in place” in order to maximize the fees as revenue. As fee manager, Birmingham drew from an extensive background in business to streamline the fee collection process, bringing “increased accountability” and “increased efficiency,” according to Walther.⁴⁶⁹ For example, instead of visitors driving to Island Ford Visitor Center to purchase an annual pass, by 2005 they could buy a pass over the phone. By the summer of 2007, visitors could purchase a pass online—making the park the first in the National Park Service to use the www.pay.gov application for fees.⁴⁷⁰

465. Nancy Walther, interview by Julia Brock and Ann McCleary, digital recording, July 18, 2019, Park Archives.

466. Vogel-Brown, interview.

467. See note 74 above.

468. Vogel-Brown, interview; Superintendent’s Annual Narrative Report, 2003, Park Archives.

469. Walther, interview.

470. Chattahoochee River National Recreation Area, “Fees & Reservations,” captured on May 7, 2007, <https://web.archive.org/web/20070527201659/http://www.nps.gov:80/chat/planyourvisit/feesandreservations.htm>; for reporting on Chattahoochee River NRA as first to use internet fee sales, see Superintendent’s Annual Narrative Report, 2007, Park Archives.

In 2005, staff computerized fee collection paperwork, including “deposits, counts, and remittals,” which allowed for “more efficient handling of funds.”⁴⁷¹ In addition, maintenance staff installed six automated machines for parking payments, an electronic system that provided for more accountability. There was “no more selling in the field,” noted Walther, which reduced the cost of collections. By the time Walther left in 2011, collection costs were down to 34% and revenue from fees up to \$750,000.⁴⁷²

These revenues were a boon to park projects. In the mid-2000s, Superintendent Cheri noted the particular projects funded by the revenue in annual reports. For instance, in 2005, when revenue raised \$499,000, the park spent a large portion on trails (\$195,000), even more on the cost of collections (\$225,000), and a lesser amount (\$70,000) on the BacteriAlert system that the park installed in 2001.⁴⁷³ Two years later, the 80% funds had grown to \$657,687.77. The park used the money for cost of collections (\$218,093); two restrooms at Cochran Shoals (\$152,695); Miti Machines, which would permit credit card use to pay for fees (\$185,154); trail maintenance (\$42,678); a drinking fountain at Sope Creek (\$9,600); and management of the visitor services aspects of BacteriAlert (\$49,666).⁴⁷⁴

Once visitors were able to purchase annual passes via the phone and then on the internet, fewer of them ventured to the Island Ford Visitor Center, which had become the main contact station in 2004,⁴⁷⁵ to purchase annual passes. The decreased volume of foot traffic meant a loss in sales for the bookstore. Because Chattahoochee River NRA “wasn’t a big moneymaker” for Eastern National, according to Walther, the park was not entitled to staff from the company as had been the case in previous years, and the Park Service staffed the front desk (one of the reasons identified by Walther for moving the fee program under the resource education head). Fortunes for Eastern National changed when the park opened a contact station at Powers Ferry to sell recreation essentials: water, life vests, and sunscreen, among other things. The move was ultimately a good one for river safety, but Walther noted that it also made greater profits for the company. The park won an award from Eastern National based on this growth.⁴⁷⁶

Though Walther oversaw the fee program, the chief ranger continued to manage commercial operations. In the 2000s, the park did not have a concessioner; staff had not renewed its contract with the Outdoor Center. The reasons for this break are not completely clear. Scott Pfeninger, who was chief ranger at the time, remembered that the Outdoor Center had chosen not to renew, even as the park was drafting a new contract.⁴⁷⁷ Pfeninger noted that the Outdoor Center claimed the BacteriAlert system hurt its business; indeed, the annual narrative from 2001, the year the water quality monitoring program began, noted that the new signs warning visitors of toxicity levels “were

471. Superintendent’s Annual Narrative Report, 2005, Park Archives.

472. Walther, July 18, 2019.

473. Superintendent’s Annual Narrative Report, 2005, Park Archives.

474. Superintendent’s Annual Narrative Report, 2007, Park Archives.

475. Superintendent’s Annual Narrative Report, 2004, Park Archives.

476. Walther, interview. This award is not mentioned in annual narratives nor did news of it surface in park records, so the year it was awarded is unknown.

477. Pfeninger, June 27, 2019.

not well received by the park's concessioner."⁴⁷⁸ But disagreements may have occurred over the contract itself. A letter from Henry Benedetti, Southeast Regional Office chief of concessions management at the time, denied Outdoor Center management a reduction in the park's franchise fee from 5.25% to 2%.⁴⁷⁹ The Outdoor Center may have had multiple reasons for walking away from a new contract with the park.

In place of a single concessioner, park staff contracted with various outfitters so that visitors could rent kayaks and rafts and schedule shuttle transportation. Staff structured these agreements as incidental business permits beginning 2001.⁴⁸⁰ In 2004, 15 commercial operators served park visitors in "guided hiking, catering, river trips and fly fishing; raft, canoe, kayaking tube rentals; and environmental education field trips." In addition, staff issued 30 special use permits for both recreational and filming activities.⁴⁸¹

In the minds of some, the new commercial permits caused a bit of confusion. In one year alone (2005), staff issued incidental business permits for 18 different companies. These companies were not all outfitters, according to Nancy Walther, but nonetheless, the competition among commercial outfitters became intense, which turned the park into "a zoo" on weekends. In addition, these entities were not allowed to exchange money with visitors on park property, which confused visitors who had grown accustomed to being able to rent rafts or kayaks without having to make a reservation first.⁴⁸² These incidental business permits did generate revenue, although nowhere near as much as the fee program; in 2005, 18 incidental business permits (along with 25 special use permits) brought in \$14,201 in gains for the park.⁴⁸³

"NEW FRONTIERS" IN FEE COLLECTION, 2013–2016

Fee and commercial operations were strong at Chattahoochee River NRA at the end of the 2000s. After small fits and starts, the fee program was boosting park maintenance and visitor service's needs. The fee program continued to grow in the next decade and under new leadership. Visitors are now finally able to purchase fees via credit card (every attempt thus far had failed because of technical issues and costly maintenance). The fee revenue has grown to \$1 million in now "record years."⁴⁸⁴ Park leadership once again signed a contract with a concessioner but kept its commercial permits intact, diversifying the ways that visitors can access recreation.

Patty Wissinger became superintendent in 2010, following Dan Brown. She had a "background in concessions" and approached the idea once again of a new concessions contract.⁴⁸⁵ When William Cox assumed the superintendent position, the Southeast Regional Office and former park leadership

478. Pfeninger 2019; Superintendent's Annual Narrative Report, 2001, Park Archives.

479. Henry C. Benedetti to Ken Gibbons, September 17, 2001, Box 18, Folder 17, "Chattahoochee Outdoor Center, 1998–2002, Series I: Administrative Records, Subseries D: Superintendent's Records, Park Archives.

480. Superintendent's Annual Narrative Report, 2004, Park Archives.

481. See note 88 above.

482. Nancy Walther, interview.

483. Superintendent's Annual Narrative Report, 2005, Park Archives.

484. William Cox, interview by Ann McCleary and Julia Brock, digital recording, June 17, 2019, Park Archives.

485. William Cox, interview.

were negotiating a 10-year contract with the Nantahala Outdoor Center, the company that once owned the Chattahoochee Outdoor Center (the parties finalized the contract in 2014). The Nantahala Outdoor Center opened two “adventure centers” in 2015 at Powers Island and Johnsons Ferry. The company offers similar services to the Chattahoochee Outdoor Center: “guided river trips, paddling instruction, paddlesports and specialty retail, guided fishing tours, food and beverage operations, shuttle services, special events, and a wide variety of watercraft rentals. . .”⁴⁸⁶ Visitors also have the option of hiring guides or renting rafts and kayaks from up to 12 commercial outfitters that operate in the park. Cox noted that the outfitters seem to each work a different section of the river, which decreases competition.

One important benefit to working with a concessioner, Cox said, is safety. If run responsibly, these operators, along with the commercial outfitters, are important advocates for river safety and can “increase education about the park.”⁴⁸⁷ A safety measure that is beyond the control of the park and concessioners is the water flow. Water releases by the Army Corps of Engineers at Buford Dam had previously not been announced to the park and its concessioners. A quickening and increase in volume of water can be deadly and can derail a kayaking adventure or fishing. Since Cox has assumed leadership at the park, the Corps of Engineers has met, seemingly for the first time, with park staff and concessioners so that all have access to release schedules.⁴⁸⁸ This cooperation allows for greater safety and more functional concessions operations.

Cox called the more recent era a “new frontier” for the Fee Demonstration Program. In 2016, park staff raised the parking fee to \$5 and the annual pass to \$40 (the daily fee had gone up to \$3 in the 2000s). Cox said the park wants to go totally cashless—that handling money has become a big effort for staff.⁴⁸⁹ (Since this study was completed, the park has stopped accepting cash.) As technology has become more affordable, perhaps fulfilling this vision will be feasible; as Cox fairly noted that “nobody carries” the cash needed to pay the iron rangers. Park leadership has brought the Fee Demonstration Program into the modern era, where the program will continue to be an important supplement to the park’s base funding. Indeed, the park is positioned to continue to grow its business operations and can look to past trends to guide decision making in the future.

486. Nantahala Outdoor Center, “Nantahala Outdoor Center to Open Two Adventure Centers,” August 11, 2014, accessed November 1, 2020, http://s3.amazonaws.com/noc.com/Footer_Navigation/Media_Documents/ChattahoocheePR.pdf.

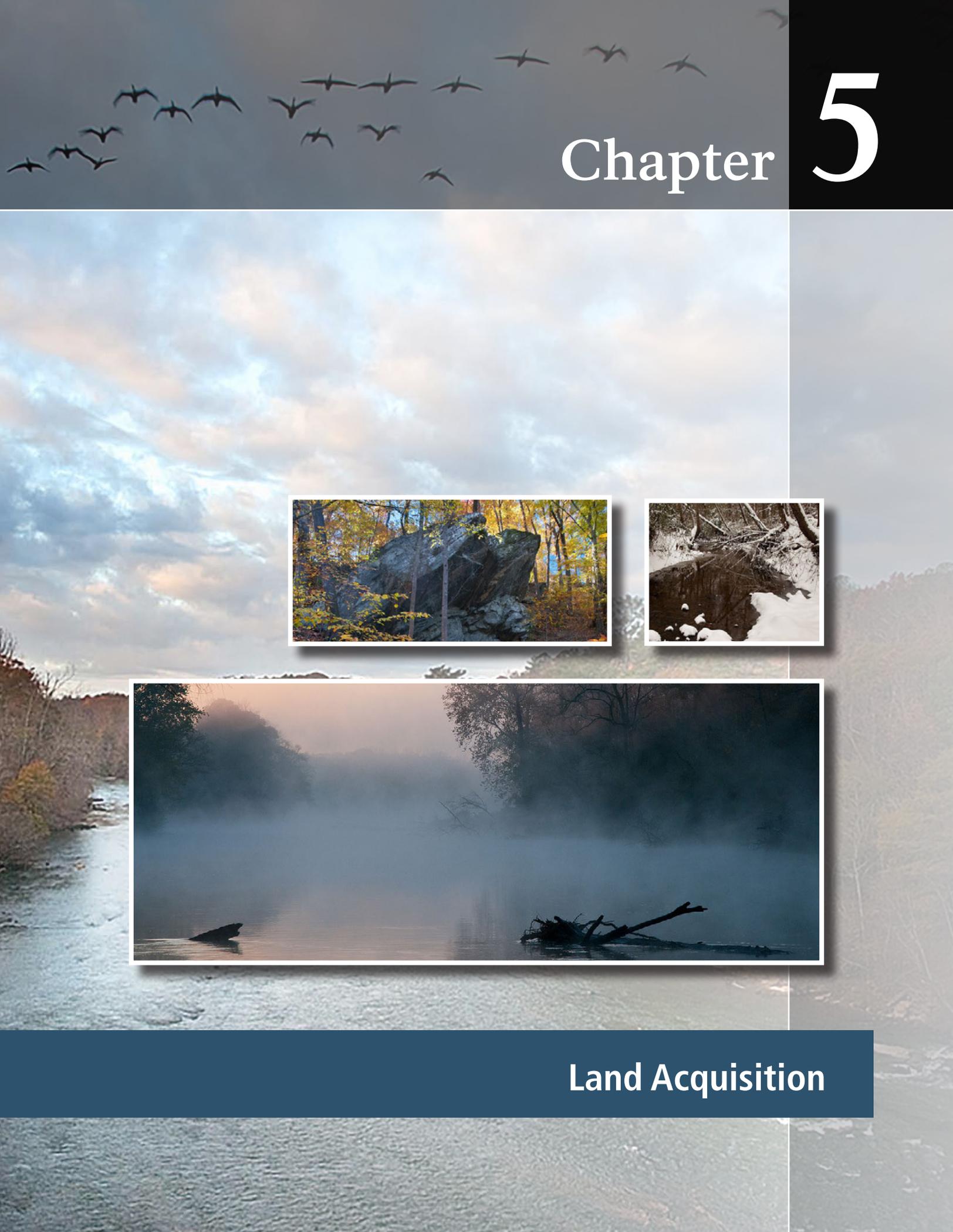
487. Nantahala Outdoor Center, 2014.

488. Nantahala Outdoor Center, 2014.

489. Nantahala Outdoor Center, 2014.

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Chapter 5



Land Acquisition

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CHAPTER FIVE LAND ACQUISITION

The themes that animate this study—the importance of partnerships, the shaping force of suburban development, the impact of bipartisan support, and the vagaries of federal funding—are illuminated by a review of the park’s land acquisition program. The park’s land base grew in its first 40 years, and developments on both local and national stages impacted the land acquisition program. As the park moved through budget crises, new leadership, and pressure from rapid development, its land program worked to protect significant cultural and natural resources, facilitated public recreational opportunities, and contributed to the NPS presence in metropolitan Atlanta and the greater region. Chattahoochee River National Recreation Area’s land acquisition history occurred in three periods based on the enabling legislation and its two amendments (1978, 1984, and 1999, respectively). What follows is a chronological account, although sections are divided into distinct topics such as boundary proposals and revisions, the general management plan (GMP) planning process and public response, funding appropriations, and major tract acquisitions that serve as case studies of the way the park managed landholding.

THE ENABLING LEGISLATION: PUBLIC LAW 95-344, AUGUST 15, 1978

The enabling legislation established the park’s boundary as “the river and its bed together with the lands, waters, and interests therein within the boundary generally depicted in the map entitled ‘Chattahoochee River National Recreation Area’”⁴⁹⁰ and allowed \$72.9 million “for the acquisition of lands and interests in lands authorized to be acquired.”⁴⁹¹ The bill detailed what types of property and property interests could be acquired through donation, purchased with donated or appropriated funds, and exchanged with other lands. For example, land owned by the State of Georgia and any of its public entities could only be acquired through donations. An individual living on land acquired by the park could remain so long as it was “improved property”; that is, “a detached, year-round noncommercial [*sic*] residential dwelling, the construction of which was begun before January 1, 1975”⁴⁹² and the occupants’ presence would not compromise the NPS’ initiative to “preserve outstanding natural, scenic, historical, and recreation areas for the enjoyment, education, inspiration, and use of all people.”⁴⁹³

490. An Act to Authorize the Establishment of the Chattahoochee River National Recreation Area in the State of Georgia, and for Other Purposes, Public Law 95-344, US Statutes at Large 92 (1978), 474–480.

491. See note 1 above.

492. See note 1 above.

493. See note 1 above.

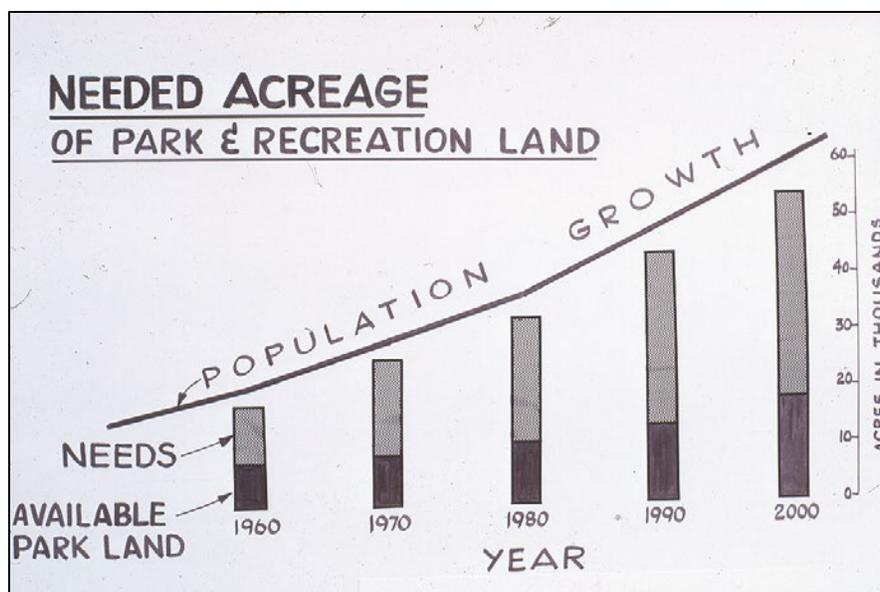


FIGURE 5.1 CHART DETAILING THE NEEDED ACREAGE OF PARK AND RECREATION LAND IN CONJUNCTION WITH POPULATION GROWTH, 1971 (COURTESY OF NPS CRNRA).

The enabling legislation permitted the secretary of the interior to add and delete landholdings through “minor revisions”⁴⁹⁴ and engage in partnerships to help promote park interests both within and beyond its boundary. In the minor revisions process (the size of which was not defined in the enabling legislation), the secretary worked with the Southeast Regional Office (SERO) to provide “reasonable notice in writing” and reference maps to the Committee on Interior and Insular Affairs and the Committee on Energy and Natural Resources.⁴⁹⁵ Major revisions, on the other hand, would require a legislative amendment.

The secretary could engage partnerships with the State of Georgia, the state’s political subdivisions, and the Army Corps of Engineers (which was required to notify the secretary of any planned flood control projects).⁴⁹⁶ The enabling legislation noted that water regulation projects could be pursued by any agency or entity directed by or receiving funding from the United States if they notified the secretary in writing and reported their intent to the Committee on Interior and Insular Affairs and the Committee on Energy and Natural Resources.

Finally, the enabling legislation outlined components to be included in the park’s general management plan, which was accompanied by an environmental impact statement. The secretary was to provide the plan to the Committee on Interior and Insular Affairs and the Committee on Energy and Natural Resources within three years of the enabling legislation’s passage with the following information:

494. See note 1 above.

495. Neal G. Guse, Jr., to Chief, Office of Legislation, March 24, 1984, Folder “Boundary,” CHAT Land Acquisition Reports and Maps, National Park Service Southeast Regional Office, Atlanta, GA.

496. An Act to Authorize the Establishment of the Chattahoochee River National Recreation Area in the State of Georgia, and for Other Purposes, Public Law 95-344, US Statutes at Large 92 (1978): 474–480.

“(1) lands and interests in lands adjacent or related to the recreation area which are deemed necessary or desirable for the purposes of resource protection, scenic integrity, or management and administration of the area in furtherance of the purposes of this Act, the estimated cost of acquisition, and the recommended public acquisition agency; (2) the number of visitors and types of public use within the recreation area that can be accommodated in accordance with the full protection of its resources; and (3) the facilities deemed necessary to accommodate and provide access for such visitors and uses, including their location and estimated cost.”⁴⁹⁷

Although the enabling legislation established the boundary, authorized \$72.9 million for the land acquisition program, detailed how land was to be acquired, outlined steps for the boundary revision process, identified important partnerships, and laid out components to be included in the general management plan/environmental impact statement, it was not without its issues. The legislation generated concern and general confusion about some of its key points—most notably, the definition of “river” and fear the \$72.9 million authorization was inadequate. SERO Regional Director Joe Brown noted that these issues stemmed from the enabling legislation containing “only the customary language authorizing the acquisition of lands for Park Service projects.”⁴⁹⁸ A June 1982 NPS Resource Protection Case Study noted that the enabling legislation was flawed because it was based on an outdated map: “‘Chattahoochee River National Recreation Area,’ numbered CHAT-20,000, and dated July 1976” was “assembled after only a cursory and hurried examination of the river corridor and with little direct or substantive input by the National Park Service.”⁴⁹⁹ To make matters worse, the map featured a noncontiguous boundary and comprised lines intersecting but not crossing the riverbank.⁵⁰⁰

Ambiguity over river ownership stemmed from the fact the term “river,” the park’s greatest asset, was never clearly defined in the legislation. Nor did legislation make clear under whose jurisdiction it fell, who had rights to the riverbed, and whether the river and riverbed comprised the same entity. An early report on the legislative history of the park noted that these and similar issues stemming from “NPS jurisdiction challenges and inconsistencies . . . must be dealt with as soon as possible.”⁵⁰¹ Finally, some feared the authorized funding would be inadequate to purchase all of the planned units. Representative Keith Sebelius (R-KS) noted that \$72.9 million would only acquire the absolute minimum of land area, “only ... the beginning” of what was needed.⁵⁰²

Notably, SERO leadership attempted to modify the enabling legislation’s boundary before its passage, but, according to SERO Regional Director Joe Brown, they “were advised that any changes

497. See note 7 above..

498. SERO Regional Solicitor to SERO Regional Director, “Improving realty in which the National Park Service’s ownership is less than fee simple, Tract 102-16, Chattahoochee River National Recreation Area,” March, 24, 1981, Folder “Solicitor’s Opinions,” CHAT Land Acquisition Reports and Maps, National Park Service Southeast Regional Office.

499. Chattahoochee River National Recreation Area Resource Protection Case Study (Washington, DC: US Department of the Interior, 1982), 30.

500. “Legislative History - Public Law 95-344,” n.d., Box GMP, Folder “Purpose and Need for the Action,” Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA, 1.

501. See note 11 above, 17.

502. See note 11 above, 3.

would hurt chances of the legislation being enacted.”⁵⁰³ Other aspects of the enabling legislation did not aid the situation. According to Brown, “Although we succeeded in getting some of the language into the Act, we didn’t get as much flexibility as we had hoped. What we are doing now is simply making the best of a bad situation.”⁵⁰⁴

EARLY BOUNDARY REVISIONS, ACQUISITIONS, AND DELETIONS

Boundary revisions were important not only in addressing many of the enabling legislation’s shortcomings but also ensuring that the park could protect natural resources in the wake of rapid metro-Atlanta development. As noted earlier, a minor boundary revision required the secretary to provide reasonable notice and reference maps to the Committee on Interior and Insular Affairs and the Committee on Energy and Natural Resources.

Many early boundary revisions occurred. According to the October 22, 1979, Federal Register, for example, the boundary was revised to reflect changes made to the Sope Creek/Powers Ferry, Johnsons Ferry, Morgan Falls, and Suwanee Creek units.⁵⁰⁵ Park leadership pursued minor boundary revisions for a variety of reasons. For example, a January 18, 1980, letter from Superintendent Henneberger to Brown detailed the removal of 26 acres from Suwanee Creek to ensure Peachtree Industrial Boulevard remained above the 100-year floodplain. According to Superintendent Henneberger, this land was not only in violation of a Federal Floodplain Executive Order, but if kept by the park, would mean “an extensive bridging complex that would interfere with the creek flowage to an unacceptable degree.”⁵⁰⁶ In short, it was in the park’s best interest the land to be deleted (but remain protected). In this case, the “isolated remnants” were to be preserved by Gwinnett County and “serve as a complementary natural area to the Suwanee Creek area.”⁵⁰⁷ Another example of an early revision was one made to Bowmans Island. Here, the boundary was slightly revised through an exchange that not only increased river access but also allowed the park to avoid paying severance damages to landowners whose property would otherwise be partially acquired. This particular revision resulted in a net increase of 264.8 acres.⁵⁰⁸

503. Joe Brown, Regional Director, Southeast Region, to Associate Director, Management and Operations, WASO, May 11, 1979, CHAT Land Acquisition Reports and Maps, Folder “Boundary,” National Park Service Southeast Regional Office, 1.

504. See note 14 above.

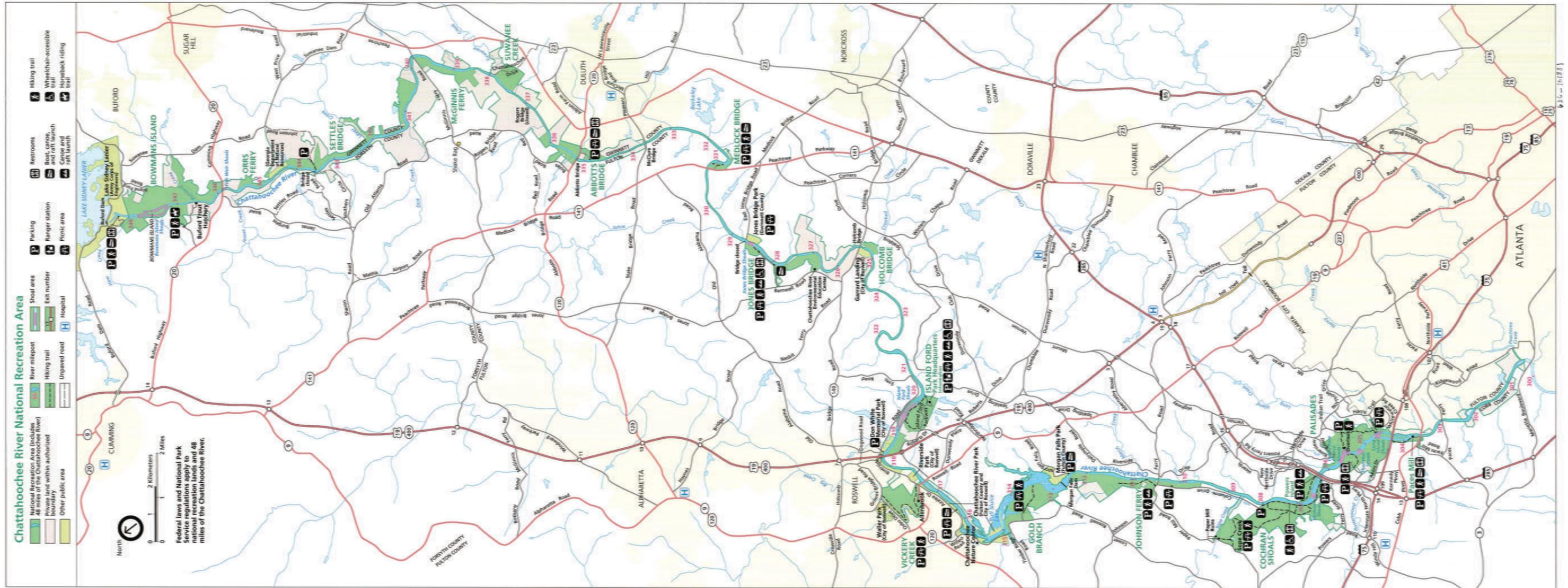
505. “Notices,” Federal Register 44, no. 205 (October 22, 1979): 66829, CHAT Land Acquisition Reports and Maps, Folder “Boundary,” National Park Service Southeast Regional Office.

506. John Henneberger to Regional Director, Southeast Region, January 18, 1980, CHAT Land Acquisition Reports and Maps, Folder “Boundary,” National Park Service Southeast Regional Office, 1.

507. See note 17 above..

508. Secretary (no name) to Henry M. Jackson, Chairman of the Committee on Energy, March 10, 1980, CHAT Land Acquisition Reports and Maps, Folder “Boundary,” National Park Service Southeast Regional Office.

FIGURE 5.2 1980 MAP OF CHATTAHOOCHEE RIVER NRA (COURTESY OF NPS).



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Minor boundary revisions continued as the national recreation area grew. Leadership revised the Palisades, Island Ford, and Holcomb Bridge areas to address the enabling legislation's shortcomings.⁵⁰⁹ Leadership also advocated for revisions to the Brandon Hall Ravine, the Neely property, Level Creek, Barnwell Bluffs, the Johnson Ferry floodplain, McGinnis Ferry, and Bowmans Island/Georgia Highway 20.⁵¹⁰

As has been covered in previous chapters, Secretary of the Interior James Watt imposed a moratorium in 1981 to stop NPS land acquisition and boundary revisions. In a June 30, 1981, letter to the Washington Support Office (WASO) Chief of Land Acquisition and SERO Chief of Land Acquisition Thomas Pieh noted that the moratorium caused the Southeast Regional Office to restore "mapping to the boundary alignment as published in the Federal Register, Vol. 44, No. 205, dated October 22, 1979."⁵¹¹ In the early 1980s, any changes or additions to parklands temporarily ground to a halt.

DRAFTING THE GENERAL MANAGEMENT PLAN AND PUBLIC CRITICISM OF PARK DEVELOPMENT

In 1979, park leadership began the creation of a general management plan to satisfy the enabling legislation provisions. The document would propose how land could be managed and offer alternative strategies for growing the park. The early GMP proposal and four alternatives were provided to the public in the September 1979 edition of the *Channels* newsletter with a response period running until December 15, 1979.⁵¹² The newsletter noted that "the strategies, or alternatives, would range in scope from the minimum called for in the 1978 legislation ...to acquisition of a broad protective corridor along most of the 48 miles of the Chattahoochee River within the National Recreation Area."⁵¹³ Alternative A, "Basic Recreation and Open Space Area," was "essentially the existing National Recreation Area," a series of non-contiguous land units. In alternative B, "Extended Linear River Area," the original "footprint" of the park would be expanded to include "a narrow strip on both sides of the river between the various land units." Above all, this management strategy would provide "continuity" to visitors, who might use trails to access units. Alternative C, "Public/Private Corridor Area," added "all of the undeveloped [emphasis original] 100-year floodplain between Buford Dam and Standing Peachtree." Alternative C also called for protection of an area above Holcomb Bridge with "important pastoral, rural, and wild qualities." Finally, alternative D, "Public Corridor Area," called for "an extended land base under Federal management along the upper river. It would include undeveloped 100-year floodplain, significant bluffs and other lands extensive enough to meet wild area preservation and experience needs."⁵¹⁴ These alternatives all included a schema of cooperative use of the land and river between the state, the National Park

509. Secretary (no name) to Henry M. Jackson, Chairman of the Committee on Energy, June, 17, 1980, CHAT Land Acquisition Reports and Maps, Folder "Boundary, " National Park Service Southeast Regional Office.

510. Chattahoochee River National Recreation Area Resource Protection Case Study, 38.

511. Thomas Piehl to WASO Chief of Land Acquisition Division, June 30, 1981, CHAT Land Acquisition Reports and Maps, Folder "Boundary," National Park Service Southeast Regional Office.

512. Supt. John W. Henneberger to David S. Searles, Jr., Chase Properties, Inc., November 2, 1979, CHAT Land Acquisition Reports and Maps, Folder "General-Backup #1," National Park Service Southeast Regional Office.

513. Chattahoochee River National Recreation Area, "Channels," September 1979, Box 18, Folder "Chattahoochee River NRA organization charts, 1983-2000," Box 18, Series 1, Subseries D, Park Archives.

514. Chattahoochee River National Recreation Area, Channels, September 1979, Park Archives.

Service, and other federal agencies. Alternative D was the most far-reaching in terms of the scope of federal management. The newsletter also included a “worksheet” for stakeholders to build their own model of land and river management for the National Park Service.

FIGURE 5.3 ALTERNATIVE A IN THE 1979 PARK MANAGEMENT AND VISITOR USE PROPOSAL (COURTESY OF NPS).

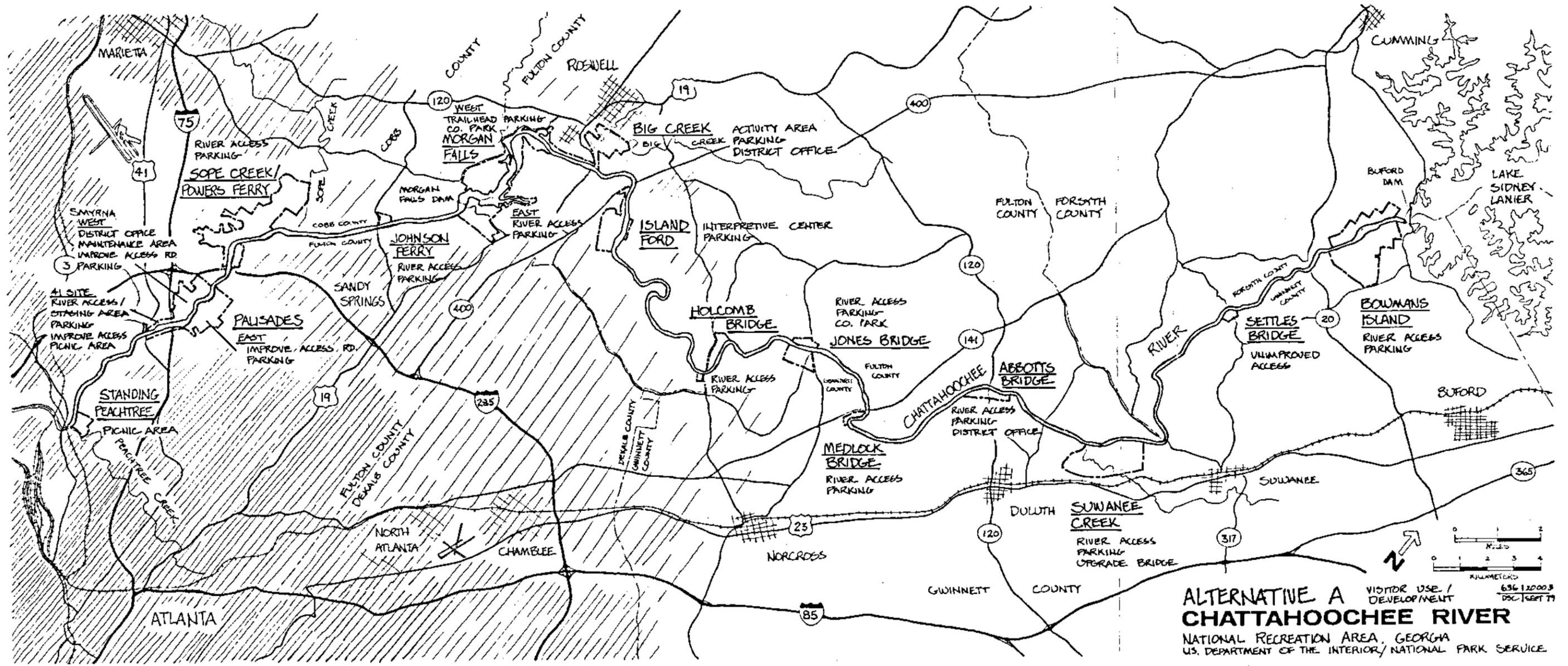


FIGURE 5.4 ALTERNATIVE B IN THE 1979 PARK MANAGEMENT AND VISITOR USE PROPOSAL (COURTESY OF NPS).

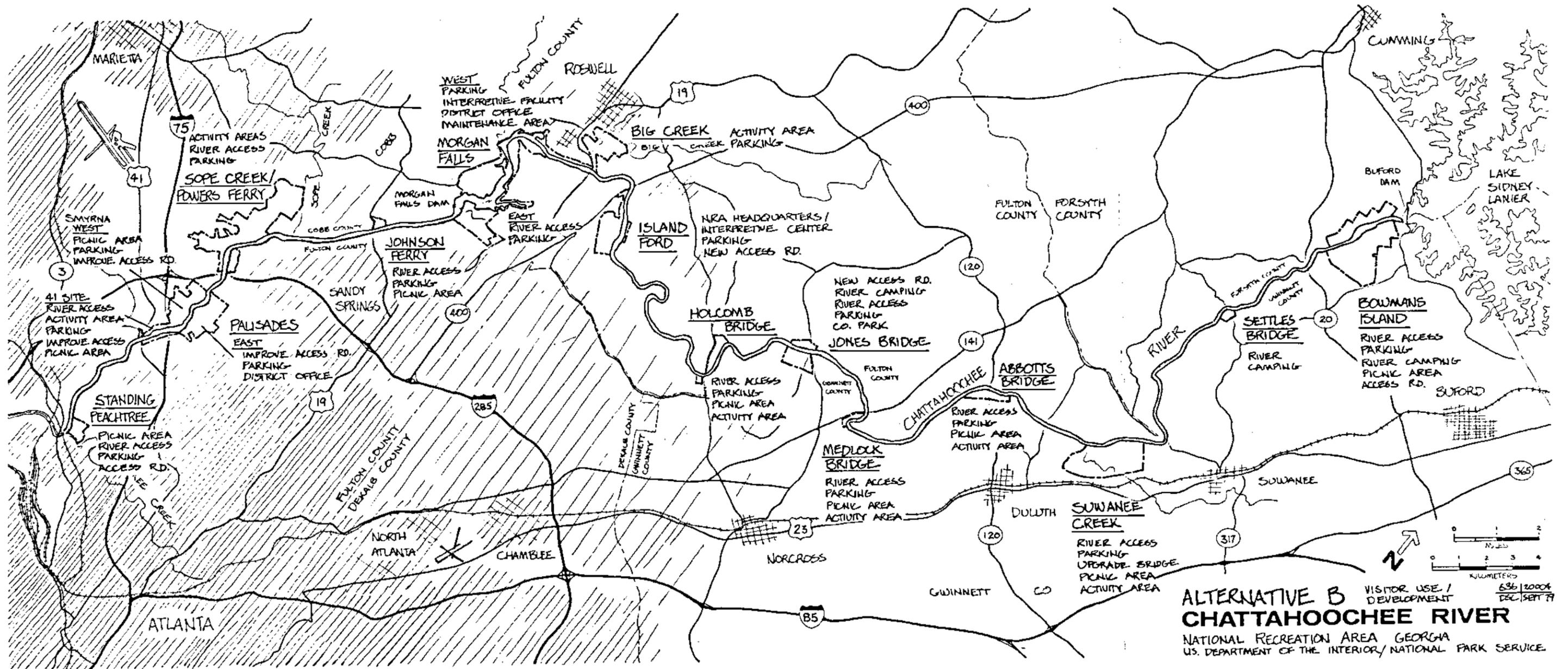


FIGURE 5.5 ALTERNATIVE C IN THE 1979 PARK MANAGEMENT AND VISITOR USE PROPOSAL (COURTESY OF NPS).

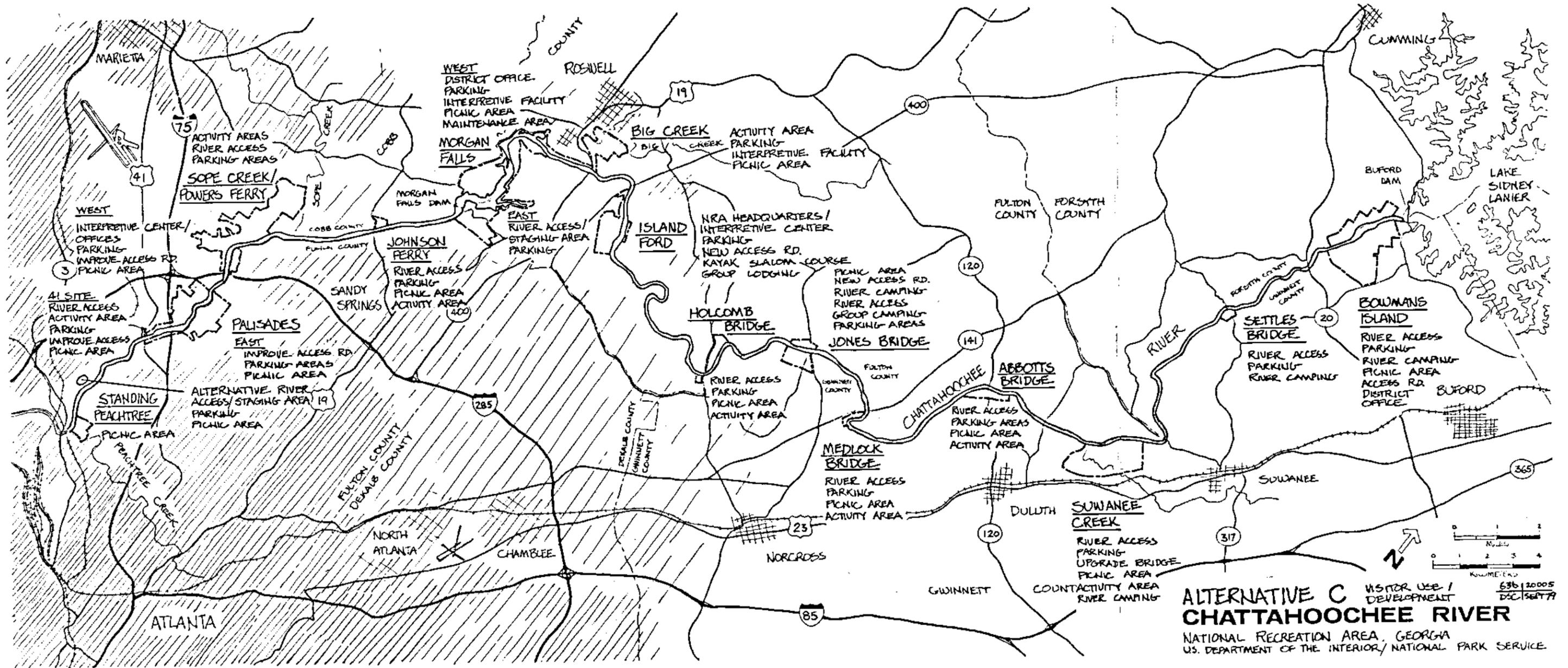
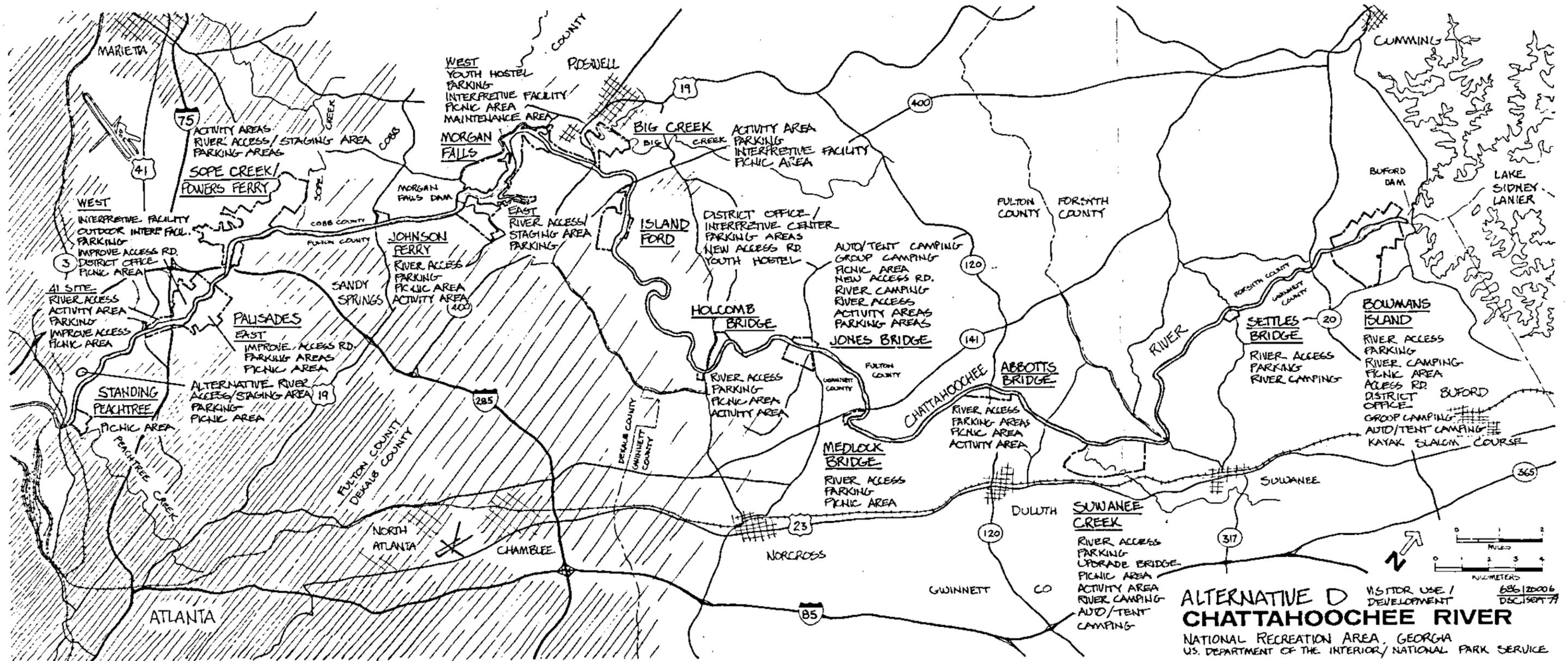


FIGURE 5.6 ALTERNATIVE D IN THE 1979 PARK MANAGEMENT AND VISITOR USE PROPOSAL (COURTESY OF NPS).



For Superintendent Henneberger, “Public contact was the rule,”⁵¹⁵ and he hoped for a robust public response to these strategies. The park’s initial plan garnered good public response. For example, on October 2, 1979, Regional Forester Lawrence M. Whitfield wrote Superintendent Henneberger that the park’s feature in *Channels* was “one of the best examples we have seen of how to communicate a description of the issues, problems, opportunities, planning guidelines, and alternative strategies in a concise and easily understandable package.”⁵¹⁶ Whitfield noted that alternative A was “the least desirable,” alternative B would be “a major improvement by adding the continuity so essential to provide for adequate land-based recreation, specifically, trail use,” and that, “a reasonable middle ground alternative between Alternatives B and C/D” represented the best option.⁵¹⁷ Per Whitfield, this middle ground “would add a substantial increase of land-use control to the corridor via means of scenic easement or protective zoning requirements.”⁵¹⁸ Whitfield noted if no other options were available, alternative D carried “the strongest appeal to us [the Forest Service].”⁵¹⁹ It could be improved if “modified to incorporate and encourage private development on a much more limited scale.”⁵²⁰

Not everyone was as enthusiastic as Whitfield. Park development proposals attracted criticism, particularly among property owners. A group of homeowners from across the park’s 48 acres formed the Chattahoochee River Conservancy Federation to lobby for their interests in the GMP process.⁵²¹ Federation leader Adolphus Orthwein voiced the group’s criticism of the park’s development in the aptly titled *Atlanta Journal-Constitution* article, “Chattahoochee Recreation Area: Park Plan Stirs Up Hostility.” Orthwein noted, “What’s prompted the concern is the fact that they have already developed certain alternatives and proposals which did not take into account the interests of the people who live along the river.”⁵²² For Orthwein, a particular concern was the proposal for a trail that would “bring the public within 20 yards of someone’s back door.”⁵²³

Environmental allies criticized the park for failing to set up a citizens’ advisory commission, although such was not permitted by the enabling legislation. Sierra Club member Roger Buerki noted, “[W]hen they came out with their four proposals, they scared the landowners. A lot of the opposition that has been generated has been needless.”⁵²⁴ Rick McCollough, director of the Park Service planning effort on the Chattahoochee, argued the park’s reputation was compromised because many individuals who viewed the proposal and alternatives were under the impression “there were alternatives A, B, C and D and nothing in between . . . They think we’ve already got our minds made up . . . I think we’re going to end up with something in between . . . We’re going to slow

515. Superintendent’s Annual Narrative Report, 1979, Park Archives.

516. Lawrence M. Whitfield to John Henneberger, October 2, 1979, CHAT Land Acquisition Reports and Maps, Folder “General-Backup #1,” National Park Service Southeast Regional Office.

517. See note 27 above.

518. See note 27 above.

519. See note 27 above.

520. See note 27 above.

521. John Reetz, “Chattahoochee Recreation Area: Park Plan Stirs Up Hostility,” *The Atlanta Constitution*, November, 18, 1979.

522. See note 32 above.

523. See note 32 above.

524. Frank Kentsmith, “A River of No Return,” *The Atlanta Constitution*, December 30, 1979.

down our planning process and work with them.”⁵²⁵ Long-time park opponent Representative Larry McDonald (D-GA) did not help the situation. He challenged the park to undertake environmental impact statements on the proposals themselves.⁵²⁶

Superintendent Henneberger was the recipient of much of the backlash. The article, “A River of No Return,” featured in the December 30, 1979, edition of *The Atlanta Constitution* noted that he endured a “collective agitation . . . a crowd of 250 people.”⁵²⁷ Superintendent Henneberger sought to remedy concerns and stated that all land the park acquired was from “willing sellers.”⁵²⁸ If land was unable to be acquired due to a seller being “unwilling,” as was the case of Leila Garrard’s refusal to sell Addison Holcomb farm (family owned since 1916), Superintendent Henneberger noted, “Situations have a way of changing. As long as she doesn’t want to sell it to development, I don’t have any problem with it.”⁵²⁹

To ease the commotion, park staff provided answers to many of the public’s persistent questions. “Q&As” from “Chattahoochee River National Recreation Area Questions and Answers included:”⁵³⁰

Q. I own property within the boundaries of the Chattahoochee River NRA. Will the National park Service be acquiring my property?

A. Yes, subject to the limitations set out in the legislation.

Q. What happens if I reject the government’s offer?

A. The NPS makes every reasonable effort to reach an agreement with the property owner on a selling price. If no compromise can be reached, the selling price will be determined by the Federal Court. This is known as the eminent domain process, more commonly referred to as “condemnation.”

Q. May I donate my property to the NPS? Any advantages?

A. Yes, your property may be donated. Your donation could be claimed as a charitable contribution on your tax return.

The management plan underwent three public review sessions in 1981 and park staff revised it to reflect questions and comments received through the mail.⁵³¹ According to the July 14, 1982, *Sandy Springs Neighbor* article “River Park Hearing Slated,” Superintendent Art Graham, who succeeded Henneberger in July 1980, wanted the management plan—now with its deadline extended to 1982—to focus on “federal ownership on the lower end of the river where recreation demands are

525. Reetz, “Chattahoochee Recreation Area: Park Plan Stirs Up Hostility.”

526. Kentsmith, “A River of No Return.”

527. See note 37 above, 11.

528. See note 37 above, 14.

529 See note 37 above, 16.

530. “Chattahoochee River National Recreation Area Questions and Answers,” October, 10, 1979, CHAT Land Acquisition Reports and Maps, Folder “General,” National Park Service Southeast Regional Office.

531. Superintendent’s Annual Narrative Report, 1981, Park Archives.

greatest.”⁵³² Further, Superintendent Graham wanted the river corridor declared an area of national concern, capable of facilitating state and local partnerships, and to consist of “13 recreation access points along the river instead of the 14 originally planned.”⁵³³

The final plan draft incorporated results and recommendations from the Department of the Interior’s (DOI) Land Protection Task Force Study (the park was among six case studies used to determine the effectiveness of different land protection methods).⁵³⁴ The overall recommendation was for the enabling legislation’s boundaries to be adjusted to “emphasize active recreation activities and to ensure protection of the river corridor’s primary resource values.”⁵³⁵ The proposed action recommended adjusting the boundary to encompass the Neely Center, Barnwell Bluffs, and an extension of the Johnson Ferry floodplain. All areas were noted as “otherwise presently unprotected and unavailable for recreational use.”⁵³⁶

The park also proposed four alternate plans that reflected earlier feedback:

Alternative 1: “Adjust the original boundary to protect park resources and facilitate “fundamental visitor experiences.”⁵³⁷

Alternative 2: “Limit management to lands already authorized for inclusion in the CRNRA . . . Only natural and cultural resources within existing CRNRA boundaries would be protected under state and local regulations.”⁵³⁸

Alternative 3: To develop in collaboration with property owners, conservation and user groups, local and state agencies, and educational organizations, “Approximately 5,700 acres . . . added to the CRNRA for public recreational use, and an additional 3,400 acres . . . designated as a cooperative planning area within the CRNRA boundaries to ensure the continuation of compatible private land uses.”⁵³⁹

Alternative 4: The “no-action” alternative: “Present management policies would continue; existing facilities would be maintained; no new significant recreation development would be provided; and natural resources within the corridor would receive no additional protection.”⁵⁴⁰

Park staff noted that it would “carefully consider”⁵⁴¹ land in areas, specifically Bowmans Island, which would potentially be impacted by the US Army Corps of Engineers’ proposed reregulation

532. Gladys Lippincott, “River Park Hearing Slated,” *Sandy Springs Neighbor*, July 14, 1982.

533. See note 43 above.

534. Superintendent’s Annual Narrative Report, 1981, Park Archives.

535. “General Management Plan and Final Environmental Impact Statement,” n.d., CHAT Land Acquisition and Maps, Folder “General Management Plan and EIS,” National Park Service Southeast Regional Office, 1.

536. See note 46 above, 10.

537. See note 46 above, 2.

538. See note 46 above, 2.

539. See note 46 above, 2.

540. See note 46 above, 3.

541. See note 46 above, 3.

dam. The Corps' proposed project would address a "projected double demand for water in the city of Atlanta, as well as Cobb, Dekalb, Fulton and Gwinnett counties by the year 2010."⁵⁴² Although greatly opposed by environmentalists and other groups because it would flood 600 acres (66 of which had been recently acquired by Chattahoochee) and adversely impact the trout population, the plan for the reregulation dam, according to government officials, represented "sound planning on part of government officials in anticipating the water needs for the future."⁵⁴³ Chattahoochee leadership, however, did not agree, and it noted in a 1981 draft environmental impact statement that:

*Because the National Park Service believes that the dam would have major adverse effects on the river environment, it will not acquire additional lands within the existing CRNRA boundaries above the site of the proposed dam until a decision about the construction of the dam is made by Congress. If the reregulation dam is built, the park Service will consider divesting itself of the lands above the dam.*⁵⁴⁴

APPROACHES TO LAND ACQUISITION BY EARLY SUPERINTENDENTS

Ken Huleck, who served with the National Park Service for over 15 years, remarked that the first superintendent, John Henneberger, oversaw the park in a manner similar to troop commanders, much like when the Park Service operated like the military. "He's like a bulldog over a bone," Huleck argued. "I've seen him in operation, and he's not afraid to go toe-to-toe over an issue with anyone. I've decided John's an unreconstructed preservationist."⁵⁴⁵ Superintendent Henneberger's approach paid off. By December 30, 1979, the park had over 3,000 acres, nearly half of what the enabling legislation mandated. Henneberger noted the \$53 million appropriated in fiscal years 1979 and 1980 provided "a lot of flexibility in what we can do"⁵⁴⁶ and that it was spent "down to the last dollar."⁵⁴⁷

Henneberger retired in June 1980 and Arthur "Art" Graham was appointed superintendent in August.⁵⁴⁸ Superintendent Graham's approach deviated from his predecessor's, as he preferred engaging with state and local governments to jointly set aside land, rather than have the park acquire land. To these ends, he opted out of Henneberger's ultimate plan to link the park's 14 existing land parcels. Graham wrote long-time park opponent Representative Larry McDonald that though acquiring more land would satisfy the enabling legislation, "in assessing today's economic and political climate and our uncertainty of the policies, views and directions of the incoming administration, we feel it would be appropriate to limit the scope of our management to what is already the park's authorized boundaries - the 14 units along the Chattahoochee River."⁵⁴⁹ In response to the park's new direction under Graham, McDonald's aid Tommy Toles noted the

542. "Planning For The Future," *The Atlanta Constitution*, April 24, 1981.

543. See note 53 above.

544. "DRAFT Environmental Impact Statement, Chattahoochee River National Recreation Area, Cobb, Forsyth, Fulton and Gwinnett Counties, Georgia," NEPA Collection Transportation Library, Northwestern University Library, Evanston, IL, 1981, 8.

545. Frank Kentsmith, "A River of No Return."

546. See note 56 above.

547. See note 56 above.

548. "Chattahoochee park Supt. Announces his Retirement," News Release: US Department of the Interior National Park Service, June 28, 1980, CHAT Land Acquisition Reports and Maps, Folder "General-Backup #1," National Park Service Southeast Regional Office.

549. Cathy Schoppenhorst, "No Addition Is Sought For Chattahoochee Park," *The Marietta Daily Journal*, December 26, 1980.

congressman's satisfaction: "There are individuals along the river who are fearful of the federal government acquiring property that's been in their families for years or on which they plan to raise their families. We're quite happy with the decision and we hope that it will be not only for the near future, but for the distant future as well."⁵⁵⁰ Graham's laissez-faire approach to land management aligned well with those at the highest levels of the National Park Service.

Within two months of Ronald Reagan's first presidential term, the March 19, 1981, edition of the *North Fulton Extra* reported: "Proposed budget cuts by the Reagan administration could jeopardize the future of the Chattahoochee National Recreation Area, National Park Service officials confirmed this week."⁵⁵¹ Indeed, some worried that the the park was an "endangered species," thanks to Ronald Reagan's promise to cut government spending at all levels a directive shared by Reagan-appointed Secretary of the Interior James Watt. NPS Planning Effort Director Rick McCollough noted that Superintendent Graham's withdrawal from Henneberger's plan to link the park units "had a lot to do with" the new Reagan administration's requested budget cuts.⁵⁵² According to SERO Land Acquisition Chief Tom Piehl, budget cuts would result in "a barebones type of budget," much less than the \$19.9 million President Carter recommended for 1982.⁵⁵³ The public grew concerned that funding cuts would result in the end of a national park.

A major concern at Chattahoochee River NRA and the Southeast Regional Office was how budget cuts would impact land not yet acquired. Piehl worried that land prices would not only escalate, but would also be acquired by other parties and developed in a manner incompatible with park interests. McCollough noted that a particular area of concern was Sope Creek, where no provisions were in place to prevent landowners from selling to developers. He also noted the need for a boundary expansion but knew prospects were dire and that expansion could only be achieved "if the money is forthcoming from Congress one of these days."⁵⁵⁴ While Reagan's proposed budget cuts were the cause of much concern, the biggest blow to the park's land acquisition program was a moratorium placed by new Secretary James Watt. Watt's moratorium required Congress to rescind \$105 million in land acquisition funds, as well as prohibited all NPS parks from purchasing land.⁵⁵⁵ Watt specifically opposed urban parks, which he did not believe "the national park system should run."⁵⁵⁶ Watt's management of the National Park Service was problematic, and he was noted as a difficult individual with whom to work. Roger Buerki, early activist for the park, boated down the river with Watt when he became the director of the Bureau of Outdoor Recreation in the early 1970s. Buerki summarized his experience with Watt:

So we arrange to float Watt down the river [before the park was made into the NRA]. Nobody knows Watt at that time. And I remember we stopped there in the little island opposite the Palisades to have a snack and we're all standing around admiring the Palisades 'Oh isn't this beautiful, wow, right here in the city, you know?' And just out of

550. See note 60 above.

551. "River Park Becomes Endangered Species," *North Fulton Extra*, March 19, 1981.

552. See note 62 above.

553. Anna Woolner, "Chattahoochee Park Plan Frozen," *The Atlanta Journal*, March 25, 1981.

554. "River Park Becomes Endangered Species."

555. Woolner, "Chattahoochee Park Plan Frozen."

556. Robert Cahn, "New Urban Parks Face a Fight to Survive," *The Christian Science Monitor*, June 17, 1982, 1.

*the blue, Watt comes out with this comment about how terribly sympathetic he is with these strip mining concerns who were being picked on by environmentalists.*⁵⁵⁷

Even before Watt became secretary of the interior, he alarmed conservationists with his sympathy toward developers.

As secretary, Watt wanted the moratorium to be in place until the nation's economy improved from the 1970s recession. Until that occurred, Watt commanded, acquisition funding was to be no more than \$45 million and "used only in emergencies and where the government has already obligated itself to buy."⁵⁵⁸ While individuals such as Representative Wyche Fowler tried to secure park funding by proposing cuts elsewhere, others appeared unconcerned or were more focused on how the moratorium and budget cuts would affect other needs. Representative Ed Jenkins (D-GA) admitted that his priorities did not include the Chattahoochee River NRA: "Very honestly, I've got more pressing concerns right now with losing the Appalachian Regional Commission."⁵⁵⁹ National Park Service leadership argued that the moratorium was, in fact, beneficial for the park. Park Service spokesperson Duncan Morrow argued that "we need to demonstrate that we can manage what we've got before we acquire more,"⁵⁶⁰ and Superintendent Graham noted that the budget shortfall meant the park could continue to mature in regards to management: "If we don't get any money again in 1982 . . . It simply means that it gives us another year in which day-to-day management and operations of lands we now administer can be brought up to standards and give us a chance to catch up with our land-acquisition program."⁵⁶¹ Roger Buerki noted in June 1981:

*We have pretty much reached the conclusion private funds will not be available . . . Even traditional sources are no longer providing funds. We've been 'fishing' in all the traditional places, and we've discovered that organizations like the Trust for Public Lands and Nature Conservancy are doing much less than they used to because the climate is a little risky.*⁵⁶²

Buerki reflected on the moratorium and the effort to have it lifted:

*[The park] got some good PR on that [Watt's moratorium] and the most fun I had was, they had a hearing on this. . . They had a hearing on this out in Roswell, and Bill Mankin and I dressed up all in black, black hoods holding signs at the back of the hearing room that said, 'Raiders of the Last Park' to mirror the movie prominent at the time. We made the newspaper with that, by the way. And anyway it wasn't long before Watt was out of office. I remember I got to carry the Watt petitions to D.C., all the petitions from Georgia and got to stand on the Capitol steps with Tip O'Neill to get our picture taken made, I made Fortune magazine. Wow. Never would have expected that.*⁵⁶³

557. Roger Buerki, interview by John and Dyna Kohler, October 25, 2016, digital recording, Chattahoochee National Park Conservancy.

558. Woolner, "Chattahoochee Park Plan Frozen."

559. Woolner, "Chattahoochee Park Plan Frozen."

560. Woolner, "Chattahoochee Park Plan Frozen."

561. Woolner, "Chattahoochee Park Plan Frozen."

562. Maggie Willis, "Park Land Option Up This Month," *Marietta Daily News*, n.d. 6, 1981.

563. Roger Buerki, October 25, 2016.

The anecdote is illustrative of the ways that Buerki and other activists, who had been so important to the preservation of the river a decade earlier, were still fighting for the park and the river with savvy media strategies.

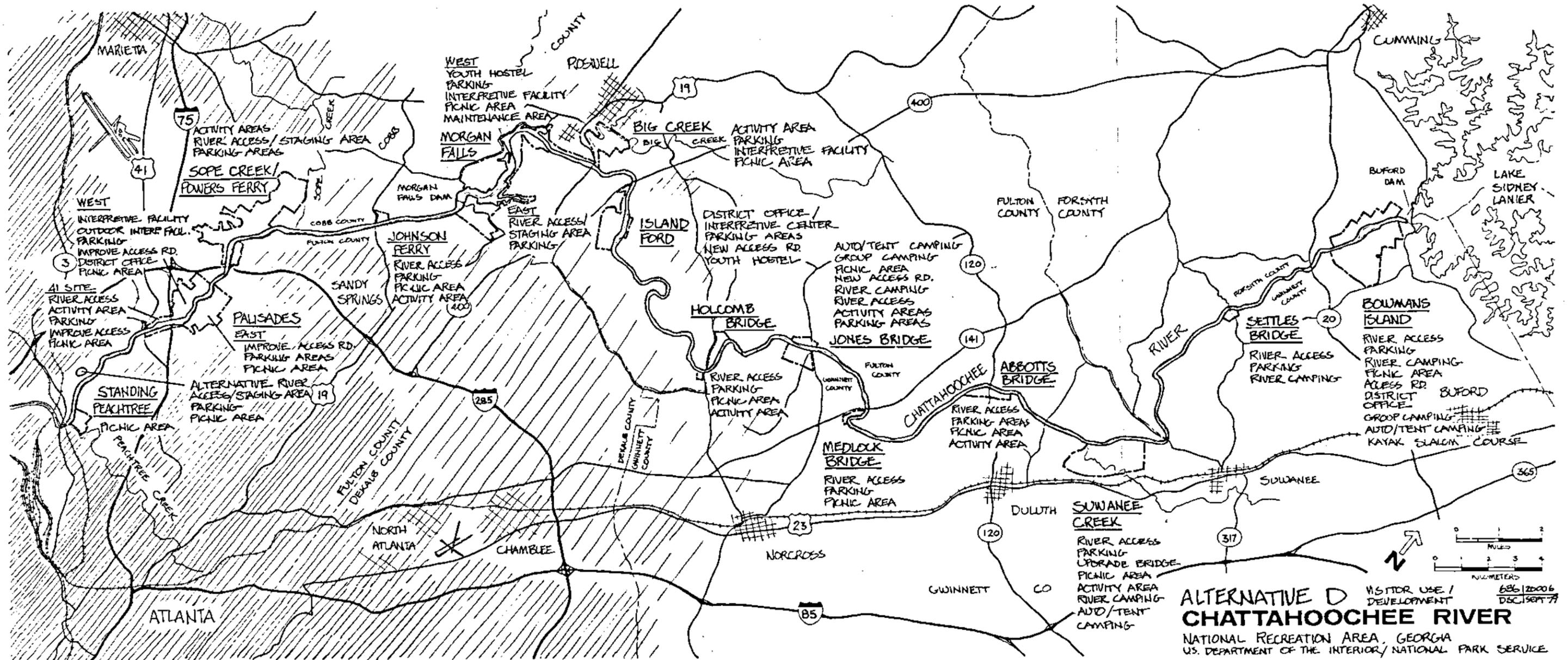
In the midst of the moratorium in January 1982, the park's lower section actually grew 355 acres when the park acquired the \$13.9 million Tom Cousins tract.⁵⁶⁴ The tract would have been purchased a year earlier, but the process was hindered by budget cuts and Watt's efforts to block additions. The acquisition, which Senator Mattingly (D-GA) aided by procuring \$14.2 million,⁵⁶⁵ was reassuring at a time when funding was sparse and the Reagan administration at best neglected the National Park Service.

564. Ann Woolner, "River park Now 250 Acres Bigger," *The Atlanta Journal*, January 7, 1982.

565. Willis, "Park Land Option Up This Month."

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FIGURE 5.7 CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA 1982 BOUNDARY REVISIONS (COURTESY OF NPS).



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PROPOSED LAND REDUCTION

On June 25, 1982, the National Park Service recommended that Congress reduce the park's size from 6,300 to 3,500 acres and exchange 1,000 acres for "critical land."⁵⁶⁶ Superintendent Art Graham attributed the proposed reduction "to budgetary considerations and directions from the [Reagan] administration."⁵⁶⁷ The move caused new outrage. Doug Kidd, legislative counsel to Senator Sam Nunn (D-GA) noted this "radical departure from the Congressional intent"⁵⁶⁸ was surprising given the effort that went into developing and passing the enabling legislation. Georgia Conservancy Director Robert Kerr remarked that the reduction and exchange would "become a national issue,"⁵⁶⁹ and Jim Morrison, executive director of the Georgia Wildlife Federation, believed 3,500 acres would be insufficient "for a large national park area . . . [and that] [a]ny tract not acquired by the park service will be heavily developed."⁵⁷⁰ If the reduction was approved, portions of the Palisades, Cochran Shoals, Gold Branch, Vickery Creek, and Island Ford, some of the most beautiful lands in the park, would either be deleted or exchanged. However, Johnson Ferry, two areas in Holcomb Bridge, McGinnis Ferry Road, and Highway 20 would have been extended.

"A Resolution by the City of Roswell Concerning the Chattahoochee River National Recreation Area,"⁵⁷¹ adopted by the city and Mayor W. L. Mabry on July 19, 1982, and received by the WASO Land Acquisition Division on August 16 highlighted concern over the National Park Service's proposed reduction:

*[T]he proposed reduction would in all probability mean the death of the Chattahoochee River National Recreation Area as a National Park . . . [it] would betray a commitment made by Congress to the citizens of the City, this State and this Nation . . . [and] have a significant negative impact on the remaining land left in the Recreation Area.*⁵⁷²

Clearly, there was great concern about how the reduction would impact particular areas. Critics of the plan feared that Vickery Creek's "Pre-Civil War Mill Ruins, Dam and the historic Allenbrook House" and "topographical uniqueness and scenic beauty found few places in the Country" would be compromised.⁵⁷³ The Sierra Club voiced their concern regarding impacts and sought a congressional hearing with US Representative John Seiberling (D-OH), chairman of the House Interior Subcommittee on Public Lands and National Parks.⁵⁷⁴

566. Gladys Lippincott, "River Park Hearing Slated," *Sandy Springs Neighbor*, July 14, 1982.

567. Bob Harrell and David Johnston, "Plan to Slash River Park acreage Creates Turbulence," *The Atlanta Constitution*, July 4, 1982.

568. Lippincott, "River Park Hearing Slated."

569. Harrell and Johnston, "Plan to slash river park acreage creates turbulence."

570. Harrell and Johnston, "Plan to slash river park acreage creates turbulence."

571. "A Resolution by the City of Roswell Concerning the Chattahoochee River National Recreation Area," July 19, 1982, CHAT Land Acquisition and Maps, Folder "General-Backup #1," National Park Service Southeast Regional Office.

572. See note 82 above.

573. See note 82 above.

574. Bob Harrell and Barbara Laker, "Atlanta Sierra Club Seeks Hearing on Reduced Park," *The Atlanta Constitution*, July 16, 1982.

DEVELOPING A LAND PROTECTION PLAN

In May 1982, during the battle over the park's landholdings, the Department of the Interior published a statement requiring parks with non-federal land within their authorized boundary to prepare a land protection plan. In short, land protection plans were to align with park goals and initiatives, provide a framework for determining what land and land interests should be in public ownership, and discern what means, other than acquisition, could be used to protect land. In addition, land protection plans were to provide guidelines on informing landowners of the park's intention to purchase or protect land; identify priorities for making budget requests and allocating available funds; and determine how state governments, landowners, and the private sector could assist in protecting land and other resources.⁵⁷⁵ The park's first land protection plan draft was approved by the assistant secretary of the interior on August 7, 1984, and was later revised to reflect the October, 30 1984, amendatory legislation and funding increase.

575. "Draft (Revised) Land Protection Plan for Chattahoochee River National Recreation Area," December 17, 1985, CHAT Land Acquisition and Maps, National Park Service Southeast Regional Office.

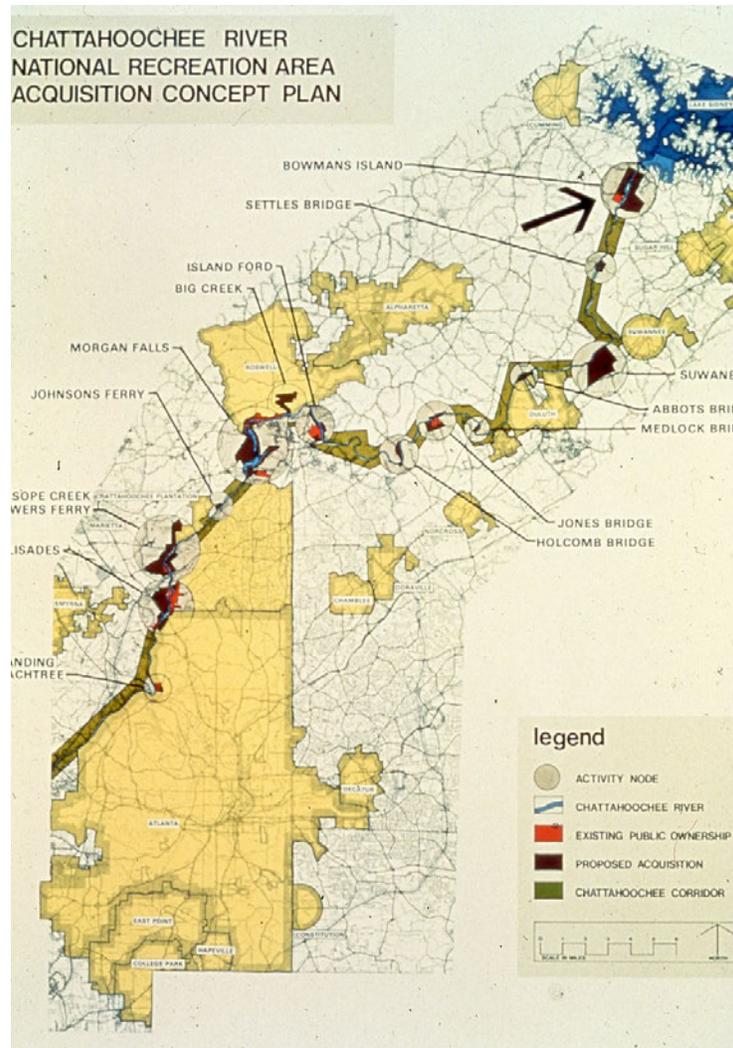


FIGURE 5.7A A 1983 CRNRA ACQUISITION CONCEPT PLAN OUTLINING PROPOSED ADDITIONS TO THE PARK (COURTESY OF NPS).

BOUNDARY REVISION: PUBLIC LAW 98-568, OCTOBER 30, 1984

The November 14, 1982, *Atlanta Weekly* article, “The Tarnished Pearl” provided a glimpse of the park’s condition and future if action was not taken to protect the “string of pearls” from developers. SERO Director Bob Baker noted that if the noncontiguous park parcels were the only land that remained undeveloped along the Chattahoochee, “the question will surely be raised asking if this park is of national significance and if the National Park Service really wants it.”⁵⁷⁶ Watt’s moratorium, the Reagan administration’s budget cuts, and the inability of adjacent cities and counties to adequately help the park combat development did not aid the situation. According to Georgia Department of Natural Resources commissioner Joe Tanner, “There is no way that river can stay of national significance much longer . . . At no time in history have local governments in Atlanta

576. Robert Coram, “The Tarnished Pearl,” *Atlanta Weekly*, November 14, 1982.

recognized the importance of the Chattahoochee.”⁵⁷⁷ Flaws and loopholes of the Metropolitan River Protection Act (MRPA), covered in earlier chapters, and the Georgia Sedimentation Act of 1975 (a toothless attempt to protect rivers from overdevelopment) were also to blame for the predicament. Park staff believed that the enabling legislation needed amending to allow the park to purchase, and thus protect, more land.

On June 12, 1984, Senators Sam Nunn and Mack Mattingly (R-GA) wrote SERO Regional Director Robert M. Baker that a proposed amendment, to which the “Park Service is in opposition,”⁵⁷⁸ could address the inadequate \$72.9 million authorized ceiling.⁵⁷⁹ On March 5, 1984, the House of Representatives passed a bill to increase the authorized acreage to 7,328 acres and the amount allotted for purchasing land to \$84.6 million.⁵⁸⁰ The process of amendment, however, did not move along quickly. A June 19, 1984, *Atlanta Constitution* article noted that the “Reagan administration’s peculiar and unfortunate distaste for urban parks,” inflation, high property values, and “the winsome songs of developers” was not conducive to expedient land acquisition.⁵⁸¹ NPS staff feared that developers would acquire key tracts before the new bill was passed. Such tracts included a “265-acre tract of riverside property in Gwinnett County,” which a developer eyed for “luxury” houses; “the 275-acre Brandon Hall Ravine in north Fulton County”; and “a 239-acre spread north of Neely Farm where a \$2.9 million Methodist complex is scheduled to be built.”⁵⁸²

The proposed amendment ultimately passed as Public Law 98-568 on October 30, 1984. It increased the statutory ceiling to \$79.4 million and the size of the total area authorized to 6,800 acres.⁵⁸³ Although this change helped the park’s land acquisition program, some feared it was not enough. Park management assistant Graham Lewis noted that it did not reflect the increasing cost of land within the authorized boundary, much of which companies, individuals, and local governments owned and cost as much as \$100,000 per acre.⁵⁸⁴

REVISING THE LAND PROTECTION PLAN

The land protection plan needed to be updated with the 1984 amendment’s provisions; the secretary expected that this task would be completed by early spring 1985 (although officials did not approve the land protection plan until October 1, 1986). Metro Atlanta experienced increasingly rapid growth during this time. As noted in an *Atlanta Journal-Constitution* article, the Atlanta Regional Commission received twice as many development plans than they had in the past five years combined. The regional planning agency’s lack of control was not helpful; the article’s author argued

577. See note 87 above.

578. Senators Sam Nunn and Mack Mattingly to Robert M. Baker, Regional Director, June 12, 1984, CHAT Land Acquisition and Maps, Folder “Controlled Correspondence,” National Park Service Southeast Regional Office.

579. See note 89 above.

580. Bob Dart, “House OKs Bill to Widen Area for River Park,” *The Atlanta Journal*, March 6, 1984.

581. “Chattahoochee Bill Caught in Snag,” *The Atlanta Constitution*, June 19, 1984.

582. Ellen Wulfhorst, “River Park Tract Likely to Sold to Developer Before Senate Acts,” *The Atlanta Constitution*, June 15, 1984.

583. An Act to amend the Act of August 15, 1978, regarding the Chattahoochee River National Recreation Area in the State of Georgia, Public Law 98-568, US Statutes at Large 98 (1984): 2928–2932.

584. Ellen Wulfhorst, “Chattahoochee Park Funding Not Keeping up with Land Costs,” *The Atlanta Constitution*, November 1, 1984.

that “a regional planning agency without teeth is a helpless creature in this atmosphere of build-build-build.”⁵⁸⁵

As with the management plan, the park provided the public with the opportunity to shape the land protection plan. *The Roswell Neighbor* noted that “cost-effective alternatives to fee simple purchase are used whenever these alternatives will meet essential resource protection requirements.”⁵⁸⁶

Another local article summarized an NPS report on the land protection plan:

A National Park Service report, scheduled for release next week, outlines an aggressive plan for acquisition of land - primarily in north Fulton - for expansion of the Chattahoochee National Recreation Area. . . . Flush with more cash and land than it has had in three years, the Park Service has targeted more than 1,100 acres as top priority for enlarging the federal park.⁵⁸⁷ . . . The priority targets in north Fulton County are: 160 acres off Holcomb Bridge Road across from the Dekalb County Pumping Station; 27 acres off Barnwell Road near Holcomb Bridge Road; and 315 acres at the Forsyth County line. The last tract would provide the final access point to the river below the proposed re-regulation dam.⁵⁸⁸

The park had at last moved through the moratorium and could now acquire additional acreage.

In addition to the Army Corps of Engineers’ proposed reregulation dam, which was capable of submerging land in the Bowmans Island Unit and in 1985 was destined to “be constructed within the next 5 to 15 years,”⁵⁸⁹ the land protection plan addressed the issue of encroachment from land developers and lack of proper zoning control (the latter was an issue identified as far back as the 1981 draft environmental impact statement). Overall, Warren Beach, who became superintendent in 1984, wanted to keep land out of the hands of developers, an increasingly difficult goal in the lucrative metro-Atlanta market. Beach remarked, “Now the big money is coming in . . . someone who owns 100 acres along the river and farmed it with his daddy now realizes that it’s worth \$35,000 an acre.”⁵⁹⁰ An NPS report detailed the compounding issue of inadequate zoning control: “In general, local zoning has not been helpful in protecting key resources in the Chattahoochee corridor.”⁵⁹¹ Georgia Conservancy Director Robert Kerr remarked that although Georgia gave local governments the authority to control land use management, the only state in the country to do so, “there is no zoning control. There’s no plan that is truly being followed . . . Everybody is giving lip service to protecting the river, but nobody is willing to bite the bullet to do it.”⁵⁹² A solution would have been

585. “River needs more help,” *The Atlanta Constitution*, December 16, 1985.

586. “Parks Service Seeks Comments On Land Plan,” *The Roswell Neighbor*, October 30, 1985.

587. “New Park Service Report Outlines Expansion of River Recreation Area,” *North Fulton Extra*, September 26, 1985, 1.

588. See note above, 3.

589. “Draft (Revised) Land Protection Plan for Chattahoochee River National Recreation Area,” 3.

590. David Corvette “Balance of Nature at Stake as Developers Flock to River,” *The Atlanta Constitution*, December 16, 1985.

591. “New Park Service Report Outlines Expansion of River Recreation Area,” *North Fulton Extra*, September 26, 1985.

592. Corvette, “Balance of Nature at Stake as Developers Flock to River.”

to give the state or the Atlanta Regional Commission control in zoning decisions; that move, however, would have required an additional amendment to the enabling legislation.⁵⁹³

The secretary approved the land protection plan on October 1, 1986. It reiterated many of the enabling legislation's key points, such as the secretary of the interior's role in acquiring lands, waters, and land interests through fee acquisition (full ownership) and less-than-fee agreements (partial ownership). In addition, the land protection plan noted how various methods of fee acquisition (donation, purchase with donated or appropriated funds, and exchange) presented distinct advantages and were to be employed strategically. For example, donation allowed the park to save money and landowners to enjoy tax benefits (in these cases, park leadership often found that the land was not the most desirable); purchase with donated or appropriated funds allowed more desirable tracts to be acquired (but came at an expense); and exchange allowed tracts to be swapped for ones of approximate value (landowners were required to make up any difference). Further, the land protection plan noted that if land were acquired in fee, an "agreement of reservations of use and occupancy" could be established to allow the landowners to reside on the property for 25 years or life, with certain restrictions. The land protection plan conceded that the power of eminent domain, a sensitive subject featured in public "Q&As," could be used in lieu of the above methods. Eminent domain could be used to both secure land and end an agreement for reservations of use and occupancy if property was being developed or used in a manner not compatible with the park's mission and interests.

As for acquisition priority and method, the land protection plan established three general priority categories for tract importance and acquisition. Category 1A tracts, either situated in areas of greatest visitor use or threatened by adverse development, were listed in order of priority. Most category 1A tracts were undeveloped and would benefit the park either through expansion or the addition of river access points and public use areas. These tracts were to be acquired through purchase, donation, or exchange. Category 1B tracts, also listed in order of priority, were located in residential, commercial, woodland, and field areas. The potential for visitor use and threat posed by residential and commercial development were not to the degree of the tracts listed in category 1A. However, the tracts still warranted acquisition through purchase, donation, or exchange. The remaining tracts were numerically listed in category 2. These tracts, a number of which public agencies already owned, were not to be acquired with authorized funds. Further, tracts such as those located in the Bowmans Island unit (which would potentially be inundated by the effects of the proposed reregulation dam), could only be acquired through exchange.

UPDATING THE LAND PROTECTION PLAN AND MANAGEMENT PLAN

In 1988, park staff updated the land protection plan to reflect the National Park Service's reaffirmation of Public Law 95-625 ("The National Parks and Recreation Act"), Section 604.⁵⁹⁴ The update listed three reasons and two requirements for land acquisition. The justification for acquisition included "significant resource opportunities for public enjoyment related to the purpose of the park . . . to address operational and management issues such as access and boundary identification by topographic or other natural features or roads, [and] to protect park resources

593. Corvette, "Balance of Nature at Stake as Developers Flock to River."

594. "Boundary Study for Chattahoochee River National Recreation Area, 1995," Box I.E., Folder "L1417 Boundary Adjustments," Park Archives.

critical to fulfilling the park's purposes."⁵⁹⁵ Potential lands had to be "feasible to administer considering size, configuration, ownership, costs, and other factors [and] other alternatives for management and resource protection are not adequate."⁵⁹⁶

In 1988, park staff completed the general management plan, and the Washington Office cleared it for printing.⁵⁹⁷ In 1990, staff updated the plan to reflect increasing metro-Atlanta land development. The plan recommended that the secretary of the interior be allowed "to adjust the boundary to exclude lands of little of [*sic*] no benefit to the CRNRA regardless of when improvements were constructed and include suitable replacement lands."⁵⁹⁸ In 1991, lawyer Moreton Rolleston, Jr., wrote to Superintendent Sibbald Smith, referencing the effects of increased land development: "Due to the 1990 real estate appraisal of all land in Fulton County for tax purposes, the increase in taxes on this land will leave its owners very little choice. Either we will end up selling the land for apartments or small lot subdivisions or sell to the US Government for an extension of your park."⁵⁹⁹ Land was increasingly difficult to acquire without a boost in funding.

The park indeed needed additional resources to realize its land acquisition priorities. On May 2, 1991, Representative Ben Jones testified before the Appropriation Subcommittee in favor of \$2,359,000 going toward Chattahoochee land acquisition program: "For Fiscal Year 1992, the Administration has not requested any money for land purchases at the Chattahoochee River Recreation Area. This is unfortunate because the Recreation Area has a demonstrable need for at least \$2,359,000 . . . With an additional \$2,359,000 for the Recreation Area, the Park Service could [*sic*] an additional 174 acres."⁶⁰⁰ Local governments also attempted to procure funding, even though, as Superintendent Marvin Madry noted in the 1992 Superintendent's Annual Narrative Report, the park and its supporters still struggled in "defining all agencies' roles in the 2000-foot corridor."⁶⁰¹ On October 13, 1992, Madry wrote the chief of the Southeast Regional Office's Land Resources Division that the park needed \$5.4 million "to pursue land identified as high priority to protect water quality and be consistent with stated purposes for which the park was created and to be administered."⁶⁰² The "Hyde Property" (also referred as "Hyde Farm") would ultimately become one of the park's greatest acquisitions; it was noted as the "Highest Priority."⁶⁰³

A land protection plan update, approved November 8, 1993,⁶⁰⁴ called for a boundary study to determine which tracts should be included within the park. In a letter to House Representative Sharon Trese (R-GA), SERO staff explained that the updated land protection plan "identified the

595. See note 105 above.

596. See note 105 above, 4.

597. Superintendent's Annual Narrative Report, 1988, Park Archives.

598. "Boundary Study for Chattahoochee River National Recreation Area," 1995, 2.

599. Moreton Rolleston, Jr., to Sibbald Smith, March 21, 1991, Box I.E., unnamed folder, Park Archives.

600. Testimony of Congressman Ben Jones Appropriation Subcommittee on the Interior, May 02, 1991, Box I.E., unnamed folder, Park Archives.

601. Superintendent's Annual Narrative Report, 1992, Park Archives.

602. Marvin Madry to Land Resources Division Chief, Southeast Region, October 13, 1992, Box I.E., unnamed folder, Park Archives.

603. See note 114 above.

604. Marvin Madry to Regional Director, Southeast Region, March 15, 1995, Box I.E., Folder "L1417 Land Acquisition," Park Archives.

need to study comprehensively the boundaries of the park rather than addressing boundary questions on a case-by-case basis.”⁶⁰⁵ The need for a boundary study and updated land protection plan was evident in other sources. The “Draft Task Directive: Boundary Study for Chattahoochee River National Recreation Area 1995”⁶⁰⁶ noted that “the dynamic nature of private development, changes in land use and changing visitor use patterns [would make it] necessary in future years to respond expeditiously to recreational use needs.”⁶⁰⁷ Park staff feared tracts in Johnson Ferry, Holcomb Bridge, Medlock Bridge, Abbotts Bridge, Suwanee, McGinnis Ferry, Settles Bridge, and Bowmans Island would have to be replaced if “developed for non-public recreational purposes.”⁶⁰⁸ Staff considered several factors when determining whether tracts should be replaced, including “availability of river access; access to an existing public road; ability to provide similar types of river enhanced and riverine recreational activities; similarity in landscape and natural/cultural resources; location in relation to the unit or portion of the unit it would replace; and size and configuration.”⁶⁰⁹ Park management objectives also directed the scope and purpose of the proposed boundary study, which included improving visitor services, interpretation, the role of NPS partnerships, water quality, activities, and the scenic experience.⁶¹⁰ The need for a proper boundary survey was once again detailed in a May 4, 1994, letter from SERO Regional Director James W. Coleman, Jr., to House Speaker Newt Gingrich: “The Land Protection Plan recognized the need to take a comprehensive look at lands along the entire 48-mile corridor instead of focusing on one or two tracts. In that way, the Service can better evaluate all of the remaining lands available to replace areas within the boundaries that have been converted to private use and with no chance to be open to the public.”⁶¹¹

The need for updated planning was not unique to Chattahoochee River NRA. Roger J. Mercer, supervisory land surveyor at the Denver Service Center’s Branch of Surveys, sent a memorandum to all park superintendents stating:

For FY95 the Denver Service Center, Branch of Surveys, has requested money that will be set aside specifically for boundary surveys in the NPS. In partnership with other agencies and the private sector, our goal is to begin providing the parks with boundary surveys. Based on my cadastral survey experience performing boundary surveys for the BLM, NPS, as well as other federal agencies, and my current vantage point with the NPS, I feel this will be a valuable service we can provide for you.

What I would like to know is if there is indeed a need for boundary surveys and how expensive that need might be. I know you are busy, strapped for people and money, so I don’t intend to ask for an inventory of the NPS boundary survey needs but I would appreciate a short note back from each of you to let me know what you think, both positive and negative. If there is a need out there and this program comes together,

605. William H. O’Neal, Jr., to Sharon Trense, March 15, 1995, CHAT Land Acquisition and Maps, Folder “Boundary,” National Park Service Southeast Regional Office.

606. Boundary Study for Chattahoochee River National Recreation Area, 1995.

607. See note 118 above, 2.

608. See note 118 above.

609. See note 118 above, 2, 3.

610. See note 118 above.

611. Regional Director James W. Coleman, Jr., to Representative Newt Gingrich, May 4, 1994, Box I.E. Folder “L1417 Boundary Adjustments,” Park Archives.

*sometime in the near future I will come back to you for specific projects you might want us to focus on.*⁶¹²

Chattahoochee River NRA Assistant Superintendent John Gentry responded on June 2, 1994:

*I not [sic] sure if Chattahoochee River has ever had a complete at least an up todate [sic] boundary survey . . . Presently we handle boundary questions like putting out spot fires! Hiring a local surveyor to address our needs as issues arise [sic] and when funding is available. WE NEED YOUR HELP!!! Tell me what we need to do to obtain your services or funding. Our boundaries are not marked.*⁶¹³

Mercer responded to Gentry just over an hour and a half later: “We are hearing similar tales from other parks so I hope we can get this program off the ground . . . We may be able to help you now. If not, as soon as funding becomes available parks like yours will be the first to see the survey crews.”⁶¹⁴



FIGURE 5.8 AERIAL PHOTOGRAPH OF JONES BRIDGE, UNDATED (COURTESY OF NPS CRNRA).

In March 1995, Superintendent Madry wrote Governor Zell Miller and Dan Ebersole, deputy director of the Office of Planning and the governor executive assistant, to inform them that it had been 10 years since the boundaries were extensively evaluated. He asked if they would be interested in aiding in the revision process:

[B]efore the ink was dry on the bill [1984 amendment of the enabling legislation], areas newly included within the CRNRA’s boundaries were subjected to changes in land use. Since 1984, private development has occurred at the Brandon Hall, Abbotts Bridge, Bowmans Island, Suwanee, Jones Bridge, and McGinnis Ferry units. However, these

612. Robert Mercer, Branch of Surveys, DSC to All Park Superintendents, n.d., Box I.E., folder “L1417 Boundary Adjustments,” Park Archives.

613. Robert Mercer to John Gentry, June 02, 1994, Box I.E., folder “L1417 Boundary Adjustments,” Park Archives.

614. See note 125 above.

*land use changes pale in comparison to the continuing development within the 48-mile Chattahoochee corridor stretching from Buford Dam to Peachtree Creek.*⁶¹⁵

The call went unheeded. On May 9, 1996, the Trust for Public Land (TPL) Atlanta Field Office Director Rand Wentworth informed Superintendent Madry of the dire prospect if the issue was not addressed. In some cases, it was too late:

*Unfortunately, much of the land in the park's authorized boundaries has now been developed into subdivisions and is no longer available for inclusion in the national park. Given the rate of development in north Atlanta, we expect that all of the remaining natural lands along the river will be fully developed within five years. For this reason, we feel it is urgent that the National Park Service begin a reassessment of the boundaries immediately.*⁶¹⁶

By this point, something had to be done. A meeting took place on May 21 to discuss the need for a boundary survey, the driving force of which was 55 acres on Roberts Drive.⁶¹⁷ A message from Superintendent Madry to Bob Newkirk of the Southeast Regional Office noted that Georgia Conservancy Director Robert Kerr was “very unhappy and feels that the NPS is procrastinating in not going ahead with the boundary study team that Rich Sussman [chief of the planning and compliance division in Southeast Region] is heading up.”⁶¹⁸ The meeting generated a boundary study team comprising members of the River Forum, which had previously helped determine what land should be included in or deleted from the boundary.

The need for a boundary study was critical, especially as the chance to expand the boundary was imminent. Congressman Newt Gingrich announced in a May 1996 press release that \$3 million in land acquisition funds were to be included in the FY 1996 Department of the Interior Appropriation Bill. The funds, in conjunction with “several parcels . . . will help to create a continuous stretch deemed a “Greenway” from Morgan Falls Dam to Johnson Ferry Road that will be protected for future generations.”⁶¹⁹ Gingrich continued: “This is a great example of public-private partnership working together to protect the environment . . . I will continue to work with the National Park Service, the Trust for Public Land and the members of my environmental advisory group to preserve additional river frontage in a cost-effective manner in the next year’s budget.”⁶²⁰ On the heels of a budget war with President Bill Clinton, and one that threatened to dramatically shrink public spending, Gingrich fought for Atlanta’s urban park.

A May 28 letter from Rand Wentworth provided more good news for the park. Wentworth congratulated Superintendent Madry on the \$3 million appropriation and listed three tracts the Trust for Public Land had under contract: two in Bowmans Island and one in Johnson Ferry. Wentworth noted the tract in Johnson Ferry, named “Power,” was valued at \$3,055,000, and they

615. Marvin Madry to Zell Miller, March 06, 1995, Box I.E., folder “L1417 Boundary Adjustments,” Park Archives; Marvin Madry to Dan Ebersole, March 31, 1995, Box I.E., folder “L1417 Boundary Adjustments,” Park Archives.

616. Rand Wentworth to Marvin Madry, May 09, 1996, Box I.E., folder “L1417 Boundary Adjustments,” Park Archives.

617. Marvin Madry to Bob Newkirk, “May 21 meeting,” May 15, 1996, Box I.E., folder “L1417 Boundary Adjustments,” Park Archives.

618. See note 129 above.

619. “Newt Gingrich Announces \$3 Million for Chattahoochee Park Land Acquisition,” press release, May 16, 1996, CHAT Land Acquisition and Maps, Folder “General,” National Park Service Southeast Regional Office.

620. “Newt Gingrich Announces \$3 Million for Chattahoochee Park Land Acquisition,” 1996.

were “willing to purchase the entire property and hold \$1,055,000 worth of the property until the next appropriation for the CRNRA.”⁶²¹ The appropriated funding was promising; he continued, “I look forward to working with you to identify the next round of priorities in the hope that we will be successful in securing future funds for the river.”⁶²²

The 1996 appropriation paled in comparison to what was to come for the park. The 1998 Superintendent’s Annual Narrative Report noted “another year of tremendous growth and change for the Chattahoochee River National Recreation Area.”⁶²³ The report continued:

*One of the most outstanding successes to occur in 1998 was the appropriation of \$25 million for additional land acquisition throughout the 48-mile park. These funds along with \$25 million in private sector philanthropic funds now total more than \$50 million in funding to acquire additional lands throughout the NRA. The park is seeking additional authorizing legislation to ensure the \$50 million in land acquisition is targeted at the most threatened lands.*⁶²⁴

Park staff was finally on the cusp of having the resources to be proactive, rather than reactive.

BOUNDARY REVISION: PUBLIC LAW 106-154, DECEMBER 9, 1999

The Senate approved final legislation to expand the park boundary on November 19, 1999, and the bill was sent to President Clinton for signing. Clinton’s boilerplate language at the signing did not fully reflect the importance of the amendment to the park and its ability to grow:

*Today I have signed into law H.R. 2140, a bill that will enhance the protection of a 48-mile segment of the Chattahoochee River, a vital natural resource for the Atlanta metropolitan area and an important unit of the National Park System. This legislation ensures that the natural, scenic, recreation, and historic values of one of our Nation’s great urban rivers will be preserved for the benefit of future generations.*⁶²⁵

This second major boundary revision, sponsored by US Senators Paul Coverdell (R-GA) and Max Cleland (D-GA) and US Representatives Nathan Deal and Johnny Isakson (both R-GA), adjusted the boundary and worked towards linking the existing units as a greenway by using the \$25 million previously approved by Congress.⁶²⁶ The bill’s passage in both the House and Senate and by Democrats and Republicans reflected “the significant investment of time and resources on the part of a bipartisan, public-private coalition dedicated to protection of the Chattahoochee River.”⁶²⁷ Superintendent Suzanne Lewis, who came to the park in 1997 and “refocused [the park’s]

621. Rand Wentworth to Marvin Madry, 05/28/1996, Box I.E. Folder “L1417 Boundary Adjustments,” Park Archives.

622. See note 133 above.

623. “Chattahoochee River National Recreation Area Annual Narrative Report FY 1998,” National Park Service Southeast Regional Office.

624. See note 135 above.

625. William J. Clinton, “Statement on Signing Legislation To Protect a Segment of the Chattahoochee River,” December 13, 1999, Weekly Compilation of Presidential Documents, Proquest Centra, 2557.

626. Trust for Public Land, “Media Release: Senate Passes Boundary Legislation for Chattahoochee River National Recreational [sic] Area,” November 20, 1999, CHAT Land Acquisition and Maps, Folder “General,” National Park Service Southeast Regional Office.

627. See note 138 above.

management staff on adjacent land issues” and taking “a more assertive role in monitoring land use adjacent to park boundaries,”⁶²⁸ remarked that the “landmark legislation” was exceedingly important and would allow Atlanta “to take its rightful place with other major cities like Seattle, San Francisco and New York, which are recognized for their vision in planning for beautiful parks and recreation areas.”⁶²⁹ The 1999 amendment was important in combating development and pollution, which continued to threaten the corridor. Representative Isakson argued that, “Protecting the Chattahoochee is vital to Georgia's future; providing a buffer between the river and private development will prevent further pollution from construction runoff, provide flood and erosion control and maintain and improve water quality.”⁶³⁰

A major change from the 1984 amendment was the boundary's 3,200-acre expansion and a call for an expedited acquisition process. In short, the expedited process meant park leadership did not have to wait for Congress to acquire land beyond the boundary. According to Kerr, previously the director of the Georgia Conservancy and then an official in the state Department of Natural Resources, Congress had eased its stance since the 1984 amendment.⁶³¹ Another notable change brought by the 1999 amendment was the condition the park leadership could only acquire land donated or purchased from willing sellers. This move made clear overtures to developers in order to gain their support.⁶³²

628. Superintendent's Annual Narrative Report, 1997, Park Archives.

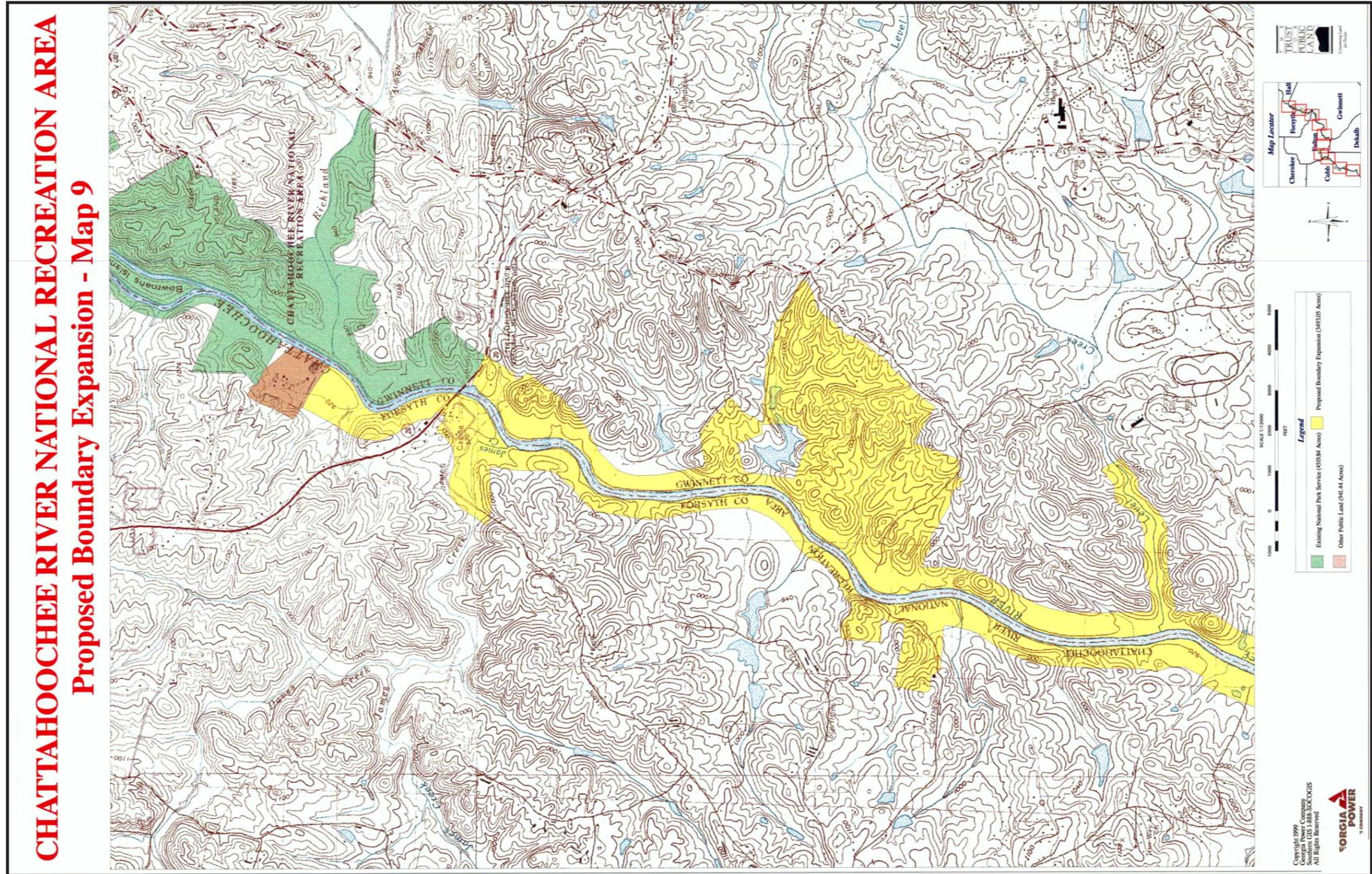
629. Trust for Public Land, “Media Release: Senate Passes Boundary Legislation for Chattahoochee River National Recreational [sic] Area,” 1.

630. Charles Seabrook, “New Law Allows Chattahoochee Park Expansion,” January 17, 2000, *The Atlanta Journal-Constitution*.

631. Seabrook, “New Law Allows Chattahoochee Park Expansion,” 2000.

632. Seabrook, “New Law Allows Chattahoochee Park Expansion.”

FIGURE 5.9 PART OF THE 1999 CRNRA BOUNDARY REVISION, THIS MAP ILLUSTRATES NEW BOUNDARIES (HIGHLIGHTED IN YELLOW) SOUTH OF BOWMAN'S ISLAND (COURTESY OF NPS SOUTHEAST REGIONAL OFFICE).



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The State of Georgia also worked to preserve land. In February 1999, business leaders, conservation groups, and government officials launched a plan to create state parks to protect the Chattahoochee's 215-mile stretch from Helen to Columbus.⁶³³ Governors Zell Miller and Roy Barnes secured \$35 million for the effort, which, together with funding from foundations, corporations, local governments, and the federal government, totaled \$143 million.⁶³⁴ The original plan to develop 10 state parks along the river was reduced to eight when two properties were unable to be obtained. Nonetheless, advocates still hoped at least 500 feet on either side of the riverbank could be protected throughout the 215-mile stretch.⁶³⁵ This and similar initiatives impacted land protection and park development, as there was increasing public support of the acquisition of open space. Also helpful was the White House's designation of the Chattahoochee River Greenway among the nation's four urban "livability" projects.⁶³⁶

One of the aims of the 1999 amendment was to create an unbroken greenway on both sides of the river. The cities of Roswell and Cumberland, Gwinnett and Forsyth Counties, the Trust for Public Land, Governor Roy Barnes, and others supported the plan.⁶³⁷ The initiative began as early as 1995 when the Trust for Public Land initiated The Chattahoochee River Land Protection Campaign to protect the river's shoreline.⁶³⁸ Rand Wentworth, director of the Trust for Public Land's Atlanta Field Office, stated, "The bottom line is that the land along the river will be preserved and protected. . . We will have an extraordinary park in the heart of Atlanta."⁶³⁹ Staff worked in other ways to revert land to its natural state. For example, team practices and organized sports events were prohibited from the Johnson Ferry "Polo Fields." Staff defined 65% of this tract, which resided between the river and Columns Drive, as a wetland and hoped to restore it as such.⁶⁴⁰

The State of Georgia passed Senate Bill 399 (Act 500), Community Green Space Initiative, in the 2000 legislative session. The legislation went into effect April 16, 2000, and was meant to provide supporting funds to Georgia cities and towns for the creation of greenspaces across the state.⁶⁴¹ Although promising and championed by Governor Barnes, much of the land was simply too expensive. An April 13, 2001, *Atlanta Business Chronicle* article detailed Fulton County Board of Commissioners' Chairman Mike Kenn's remarks: "It sounds good, but the land's all gone . . . In Sandy Springs, it would be hard for me to find land to make green space at \$150,000 an acre. The land is just too expensive"⁶⁴² Developers subverted these efforts. The article observed that "Some

633. Charles Seabrook, "More Pearls for a String of Parks Land Initiative Protects State's Ecological Gems," June 11, 2001, *The Atlanta Journal-Constitution*.

634. Seabrook, "More Pearls for a String of Parks Land Initiative Protects State's Ecological Gems."

635. Seabrook, "More Pearls for a String of Parks Land Initiative Protects State's Ecological Gems."

636. Superintendent's Annual Narrative Report FY 1999," National Park Service Southeast Regional Office.

637. Seabrook, "New Law Allows Chattahoochee."

638. Jodi Lox Mansbach, "Reconnecting Atlanta to its Waterfront: The Economic Development Potential of The Chattahoochee River," School of City and Regional Planning, Georgia Institute of Technology, April 30, 2010, accessed May 15, 2019, https://planning.gatech.edu/sites/default/files/images/jodimansbach_chattahoocheeriver.pdf.

639. Seabrook, "New Law Allows Chattahoochee."

640. Clint Williams, "Park Service Whistles End to Sports on 'Polo Fields,'" *The Atlanta Journal-Constitution*, February 7, 2002.

641. Georgia Senate, SB 399—Greenspace Commission, "Senate Bills and Resolutions in Number Sequence," April 16, 2000, <http://www.legis.ga.gov/Legislation/Archives/19992000/leg/fulltext/sb399.htm>.

642. Anne Melfi, "Enthusiasm Varies for Barnes' Greenspace Bill," *Atlanta Business Chronicle*, 23, Iss. 45, April 13, 2001.

municipalities write zoning ordinances and create incentives that encourage developers to include green space in their plans, but Kenn calls it borderline illegal and blackmail.”⁶⁴³ Further, as with Chattahoochee River NRA, there were funding issues. For the State of Georgia, county taxes often proved far too insufficient, with much of the revenue directed elsewhere (for example, Fulton County’s redirected tax revenue to the funding of the city’s transit system, MARTA).⁶⁴⁴

While the extended boundary meant the park would not have to wait for the secretary of the interior or Congress to approve much of the park’s desired land, that did not mean funds were available or in the process of being appropriated. Even if Congress appropriated funds, the process could take months, even years to complete. Essential to land protection and park growth, especially during this era of rapid development, was the Trust for Public Land, Georgia Conservancy, and the Land and Water Conservation Fund (LWCF). These groups aided the greenway and park’s development by ensuring land was not acquired by developers. For example, in January 2000, the Trust for Public Land acquired a tract in Gwinnett County, which stopped West Enterprises Inc. from building a 550-home subdivision on 347 acres adjacent to the river.⁶⁴⁵ Another example of an important TPL acquisition was the 83-acre Crescent tract situated in Gwinnett “west of Suwanee between the river and Moore Road.”⁶⁴⁶ This was “another step toward creating a contiguous ribbon.”⁶⁴⁷ (“Ribbon” referred to the greenbelt and accompanying the “String of Pearls.”) In 2001, the conservation fund and the Woodruff Foundation each donated \$25 million for land acquisition. The donation allowed the park to acquire approximately 500 acres, most of which lay in Gwinnett County—“one of the fastest growing counties in the United States” at the time.⁶⁴⁸

In December 2002, the park added 19 acres to the Bowmans Island unit near the Buford Trout Hatchery from a deal the Trust for Public Land, negotiated over the course of 18 months with tract owners Bobby Pruitt and Dennis Ashley.⁶⁴⁹ This acquisition was important for the park. In addition to providing better public access to the north side of the unit, the landlocked tract—residing “in the middle of a still-developing suburban community”⁶⁵⁰—would help maintain cool water and mitigate pollutants flowing into the river (a major issue the park faced was warmer water and pollutants adversely impacting trout population). Superintendent Kevin Cheri, who joined the park in 2000, argued that the acquisition was “another major step toward providing significant watershed protection along the river.”⁶⁵¹ By the turn of the new millennium, it seemed the park had the alliances and more resources to prioritize and preserve additional land tracts.

643. Melfi, “Enthusiasm Varies.”

644. Melfi, “Enthusiasm Varies.”

645. Seabrook, “New Law Allows Chattahoochee.”

646. “Chattahoochee Tract Set Aside for Parkland State Trust Buys Property to Save,” *The Atlanta Journal-Constitution*, July 09, 2001.

647. “Chattahoochee Tract Set Aside,” *The Atlanta Journal-Constitution*.

648. Superintendent’s Annual Narrative Report, 2001, Park Archives.

649. Stacy Shelton, “19 Acres Added to Chattahoochee Recreation Area,” *The Atlanta Journal-Constitution*, December 30, 2002.

650. Shelton, “19 Acres Added.”

651. Shelton, “19 Acres Added.”

Park staff, for example, made other important acquisitions in the early 2000s, including additional parcels associated with Hyde Farm. J. C. Hyde passed away on March 3, 2004,⁶⁵² and the Trust for Public Land acquired the remaining 95 acres of the 135-acre Hyde Farm tract on June 6, 2008, through an agreement between Hyde and the agency.⁶⁵³ According to the 2008 annual narrative:

*The NPS acquired 40 of the total 135 acres of Hyde Farm in 1993 and became involved in the acquisition of the remaining 95 acres when J.C. Hyde passed in 2004. J.C. Hyde had granted the Trust for Public Land the right of first refusal on the purchase of the property, but TPL's effort to acquire the farm led to protracted legal negotiations with the heirs to the farm, which forestalled the issue for almost four years. Finally, in FY 08, TPL was able to purchase the 95 acres for \$14.2 million and received a commitment from Cobb County to acquire 42.5 acres, which contain the farm buildings and cultivated fields, with \$5 million in 2006 park bond funds.*⁶⁵⁴

Hyde Farm's acquisition generated "tremendous interest and support of area residents and conclude[d] almost 17 years of effort to preserve this property."⁶⁵⁵ Park leadership purchased 52.5 acres of the tract in 2010 (the other 42.5 were acquired by Cobb County a year earlier).⁶⁵⁶ The final closing of the park's Hyde Farm acreage was at \$3.1 million.⁶⁵⁷ The divided property would be managed through "a cooperative . . . agreement for joint site operation and maintenance" with Cobb County.⁶⁵⁸ The breakdown of funding procured from the Trust for Public Land and Cobb County to acquire the 95 acres was "\$14.2 million: \$6 million federal, \$5 million Cobb County, \$3.2 million Woodruff Foundation."⁶⁵⁹ TPL Georgia State Director Helen Tapp celebrated the news:

*Today, we've acquired the 95 remaining acres of the original Hyde Farm . . . We've literally bought the farm, culminating an effort which began back in 1991. This is a wonderful day, and it is the result of a huge effort by a dedicated team of organizations and individuals. There is no better example anywhere in the country of TPL's mission to protect land for people.*⁶⁶⁰

The Hyde Farm acquisition was not without a fight, as J.C. Hyde's heirs sued to end the Trust for Public Land's right to the land. The US District Court for the Northern District of Georgia upheld the 1992 agreement Hyde made with the Trust for Public Land to sell 40 acres of his property (per the agreement, he could remain on the property and continue to cultivate it). The agreement stipulated that the Trust for Public Land had the right to purchase the farm's upland acreage and its

652. Chandler Brown, "Saving Hyde Farm Group, Land Trust Aim to Preserve Site from Development," *The Atlanta Journal-Constitution*, October 4, 2004.

653. "Historic Hyde Farm Preserved," US Federal News Service, June 6, 2008.

654. Superintendent's Annual Narrative Report, 2008," Park Archives, 6.

655. Superintendent's Annual Narrative Report, 2008, 1.

656. Superintendent's Annual Narrative Report, 2010, Park Archives.

657. Superintendent's Annual Narrative Report, 2010.

658. Superintendent's Annual Narrative Report, 2008.

659. Superintendent's Annual Narrative Report, 2008, 1.

660. "Historic Hyde."

remaining 95 acres if sold in the next 20 years for \$14,195,000.⁶⁶¹ Rand Wentworth remarked: “Through the example of his life, J. C. Hyde taught us the virtues of humility, simplicity and love for the land. With the protection of this beautiful farm, the land itself will teach these lessons for generations to come.”⁶⁶² Superintendent Dan Brown noted the importance of the land:

*The acquisition of the Hyde Farm property is extremely important for Chattahoochee River NRA and the public. It has been the park’s number one acquisition priority for many years, and area residents have expressed tremendous support for its protection. The area surrounding the Chattahoochee River has continued to grow and develop, and preserving this historic resource will enable the public to experience and enjoy this valuable part of the area’s history. We look forward to working with TPL, Cobb County and others to help make this happen.*⁶⁶³

The Hyde Farm acquisition was one of the last major additions the park made as the national economy sunk into a recession, although additions would pick up again in the 2010s.

PROPOSED BOUNDARY EXTENSION—H.R. 3785

The “Chattahoochee River National Recreation Area Boundary Study Act of 2009,” detailed the proposal for H.R. 3785 that would provide another amendment to the enabling legislation. The bill, introduced by Representative David Scott (D-GA) on October 8, 2009, would, according to the House report, “direct the secretary of the interior to study the suitability and feasibility of adding approximately 45 miles of the Chattahoochee River and lands along the river corridor to the Chattahoochee River National Recreation in Georgia.”⁶⁶⁴ Journalist Alan Merrill said of the importance of study:

*... The CRNRA was established in 1978. How old were you 32 years ago? Yes, it has been a while. And while you have been growing, so has metro Atlanta with a population of 5.7 million people. To the south of the Chattahoochee River NRA, public access to the Chattahoochee River is scarce indeed. Starting at Peachtree Creek in the City of Atlanta, nearly all the land is held by private landowners. In a band within ten miles on either side of the River in the 45 miles in H. R. 3785, live an estimated 600,000 people who immediately would be served by the proposed extension of the Chattahoochee River NRA. This southwest segment of the metro area is poised for dramatic growth in the next 25 years.*⁶⁶⁵

Merrill argued that preserving the park was essential, noting that the outdoors allowed Theodore Roosevelt to overcome his childhood sickness and Henry David Thoreau to overcome prolonged depression. “Want more modern stories about the positive effects of nature on people? Call Rand

661. “Historic Hyde.”

662. “Historic Hyde.”

663. “Historic Hyde.”

664. “Chattahoochee River National Recreation Area Boundary Study Act of 2009,” House Report 111-597, September 16, 2010 (Washington, DC: The US Government Publishing Office), accessed November 1, 2020 <https://www.govinfo.gov/content/pkg/CRPT-111/hrpt597/html/CRPT-111hrpt597.htm>.

665. “House Natural Resources Subcommittee on National Parks, Forests And Public Lands Legislative Hearing,” Federal Information & News Dispatch, June 10, 2010, 2.

Wentworth, the energetic President of the Land Trust Alliance . . . be prepared to be regaled with wonderful and persuasive tales of transformation.”⁶⁶⁶ Ultimately, the bill did not pass, and subsequent efforts to revisit it have been unsuccessful. As former Superintendent Bill Cox noted, “It never gets out of committee. I’m guessing, I don’t know this for a fact, but I’m guessing it doesn’t have a lot of support from the National Park Service at the Washington level. I can’t imagine they would think like I would think; we barely keep up the 48 we have, what would we do with another 50?”⁶⁶⁷

FALL 2013 GOVERNMENT SHUTDOWN, RECOVERY, AND NEED FOR LWCF FUNDING

From October 1 to October 17, 2013, the US government endured a shutdown due to a lapse of appropriated funds. An *Atlantic* article covered the closing of the National Park Service and its impact on citizens and tourists, the shutdown’s “most visible face.”⁶⁶⁸ According to an NPS report, the effects of the shutdown were tremendous [bullets original]:

- “A 7.88 million decline in overall NPS October visitation resulting in a loss of \$414 million NPS visitor spending within gateway communities across the country;
- Gateway communities near forty-five parks experienced a loss of more than \$2 million in NPS related October visitor spending;
- Five states experienced a decline of over \$20 million in NPS October visitor spending; and
- Each dollar funding for the 14 parks opened with state funding before the end of the shutdown generated an estimated \$10 in visitor spending.”⁶⁶⁹

Some state governments—those of Utah, Arizona, Colorado, New York, South Dakota, and Tennessee—worked with the Park Service to temporarily open and operate park units (although only 14 reopened in total, meaning 387 stayed closed).⁶⁷⁰ According to the study, Chattahoochee River NRA missed out on 107,529 visits (a 46% decrease based on the average of previous October visitation) and lost an estimated \$4.3 million in visitor spending.

666. “House Natural Resources Subcommittee,” 2010.

667. William Cox, interview with Ann McCleary, Keri Adams, and Julia Brock, June 17, 2019, digital recording, Park Archives.

668. Garance Franke-Ruta, “How the National Parks Became the Biggest Battleground in the Shutdown,” *The Atlantic*, October 11, 2013, accessed August 5, 2019, <https://www.theatlantic.com/politics/archive/2013/10/how-the-national-parks-became-the-biggest-battleground-in-the-shutdown/280439/>.

669. Lynne Koontz and Brett Meldrum, “Effects of the October 2013 Government Shutdown on National Park Service Visitor Spending in Gateway Communities,” Natural Resource Stewardship and Science, National Park Service, February 2014, iv.

670. Koontz and Meldrum, “Effects of the October 2013 Government Shutdown.”

A story in the *Targeted News Service* dated January 17, 2014,⁶⁷¹ detailed how Congress aided and could have further assisted Chattahoochee River NRA and other parks to recover from the fall 2013 government shutdown. Jennette Gayer, director of Environment Georgia, both praised and critiqued Congress' efforts:

I applaud U.S. House and Senate appropriations for their work on a budget that does much to protect Georgia's wild places and our water and air. Congress has come a long way since this fall's government shutdown, which closed all 401 national park units to visitors and halted critical parks protection programs . . . This budget shows that Congress has listened to Georgians who love our parks and were outraged when their gates were shut this fall. After years of steep budget cuts, Congress has restored the National Park Service operating budget to 2011 levels . . . I hope to see Congress take a long look at the funding provided to the most successful program for land conservation in American history, the Land and Water Conservation Fund.

She noted, however,

*[T]he Land and Water Conservation Fund received just one-third of its intended funding this year . . . [the new budget] includes a provision that allows the coal-mining industry to keep dumping industrial waste in rivers and streams, polluting entire watersheds and putting the source of fresh drinking water for millions of Americans in jeopardy.*⁶⁷²

An April 6, 2015, a DOI news release detailed Secretary of the Interior Sally Jewell's call for Congress to reauthorize and fully fund the Land and Water Conservation Fund.⁶⁷³ Secretary Jewell visited Chattahoochee as "part of a two-day series of events" to celebrate the fund's 50th birthday.⁶⁷⁴ The area she visited, "a more than 20-acre tract of land known as Bowman's Island West,"⁶⁷⁵ was among land that had "been separately offered by private landowners for addition to the National Recreation Area using funds from the Land and Water Conservation Fund and The Trust for Public Land."⁶⁷⁶ Funding for the Land and Water Conservation Fund, which had never reached the fully authorized level of \$900 million, was set to expire in a year if Congress did not act. Trust for Public Land Senior Vice President Ray Christman remarked,

*[W]ithout a strong Land and Water Conservation Fund, we cannot protect lands like Bowman's Island West, which would improve public recreational access to the Chattahoochee River . . . We are grateful for Secretary Jewell's leadership on this critical issue, and to Georgia's congressional delegation for their continued support for LWCF.*⁶⁷⁷

671. "Congressional Budget Helps Chattahoochee River National Recreation Area, Restores Parks Funding," *Targeted News Service*, January 17, 2014.

672. "Congressional Budget Helps Chattahoochee," 2014.

673. "Secretary Jewell Visits Chattahoochee River National Recreation Area, Calls for Full-Funding, Reauthorization of Landmark," *Targeted News Service*, April 6, 2015.

674. "Secretary Jewell Visits Chattahoochee," 2015.

675. "Secretary Jewell Visits Chattahoochee," 2015.

676. "Secretary Jewell Visits Chattahoochee," 2015.

677. "Secretary Jewell Visits Chattahoochee," 2015.

Jewell added,

*Whether a hiking trail, boat ramp or ball field, each of these projects plays an important role in improving the health and vitality of people, especially those who live close to urban areas, as well as protecting natural areas for future generations of Americans to enjoy. Congress needs to fulfill the promise made to the American people by enacting full and permanent funding of the Land and Water Conservation Fund.*⁶⁷⁸

A deadline to reauthorize LWCF funding was set for September 30, 2018.⁶⁷⁹ On March 8, 2018, Mike Gallagher (R-WI) requested that the House of Representatives bring the issue to the floor and noted several ways to secure funding. One way he suggested was through a “common-sense compromise:” to reauthorize the legislation (as the Senate did the year before) as part of the energy bill. Congress ultimately established a bill to appropriate \$425 million towards the LWCF program.⁶⁸⁰ Trust for Public Land president Diane Regas strongly supported this action, stating:

*By funding the LWCF at \$425 million, Congress has demonstrated that it understands the importance of parks, public lands, and trails for the well-being of American communities. We are grateful that the final bill increases LWCF funding and moves us closer to fulfilling the longtime promise of substantial investments in conservation and outdoor recreation . . . If this proposed budget is enacted, with LWCF were funded at \$425 million, thousands of acres of special places would be protected . . . This project would add 59 vital acres to an increasingly popular recreation area [CHAT].*⁶⁸¹

Despite a promising development, many were still concerned about the conservation fund by August 2018. The fund enjoyed bipartisan support in the past, according to reporter Patrick Durkin, uniting “groups as diverse as Ducks Unlimited and the Wilderness Society” and receiving a “supportive speech in late July from Sen. Richard Burr (R-NC), a fiscal hawk and darling of the Koch brothers.”⁶⁸² Now, “nearly every environmental group, conservation organization and outdoor trade association has been working overtime this summer urging members to write letters, blast emails and generally badger lawmakers toward one goal: permanently reauthorizing and fully funding the LWCF before it expires Sept. 30.”⁶⁸³ The deadline came and the opportunity to reauthorize LWCF funding expired. United States Senate Minority Leader Chuck Schumer (D-NY) was furious:⁶⁸⁴

[I]t is completely unacceptable that Congress allowed the authorization for this critical program to lapse, which is now putting parks, economic development and conservation efforts in jeopardy . . . I am urging my colleagues to reauthorize and fully fund this

678. “Secretary Jewell Visits Chattahoochee,” 2015.

679. “Gallagher Urges Reauthorization of Land and Water Conservation Fund,” Congressional Documents and Publications, March 12, 2018.

680. “The Trust for Public Land Reacts to Consolidated Appropriations Act,” Targeted News Service, March 22, 2018.

681. “The Trust for Public Land Reacts,” 2018.

682. Patrick Durkin, “Diverse Groups Unite for Conservation Fund,” *The Reporter* [Fond du Lac, Wisc.], August 12, 2018.

683. See note 685 above.

684. “Sen. Schumer Urges Congressional Colleagues To Permanently Reauthorize And Fully Fund The Land And Water Conservation Fund,” Targeted News Service, October 26, 2018.

*program right away, so residents and visitors alike can continue to enjoy sites like this, across New York and the nation for years to come.*⁶⁸⁵

The conservation fund, however, regained bipartisan support. On November 29, Representatives Lee Zeldin (R-NY) and Brian Fitzpatrick (R-PA) and Senators Richard Burr (R-NC), Cory Gardner (R-CO), Steve Daines (R-MT), and Susan Collins (R-ME) participated in a bicameral coalition which, along with Senator Maria Cantwell (D-WA), top Democrat on the Senate Energy and Natural Resources Committee, worked to secure LWCF funding.⁶⁸⁶ On December 11, Senator Lisa Murkowski (R-AK) advanced the report (S. Rpt. 115-428) on legislation (S. 569) to increase the consistency and effectiveness of the conservation fund,⁶⁸⁷ and on February 12, 2019, the Senate passed permanent LWCF reauthorization as part of a public lands legislative package by a vote of 92-8.⁶⁸⁸ It was then up to the House to pass the lands package. On February 18, 2019, Schumer stood outside the Women's Rights National Historical Park in Seneca Falls, New York and called for the program's passage in the House:

*For more than five decades, the Land and Water Conservation Fund has provided millions in federal funding for dozens of parks and tourism sites . . . I am urging my colleagues in the House to permanently reauthorize this program, as the Senate did last week . . .*⁶⁸⁹

RECENT TRACT ACQUISITION

Before the battles over the Land and Water Conservation Fund took place in 2018–2019, the park acquired the Sugar Hill Tract on February 23, 2016. The tract is a 117-acre piece that the Trust for Public Land purchased in October 2014 for \$5.2 million. The City of Sugar Hill purchased a \$1.5 million, 70-acre portion for a park and natural area, and Chattahoochee River NRA leadership purchased the remaining 47 acres for \$385,000 using funds from the conservation fund. The park's portion, located off State Route 20 and including 1,700 feet of frontage, had been a priority for many years. According to Superintendent Bill Cox, it was “an extremely important addition to the park.”⁶⁹⁰ In addition to connecting green space and facilitating recreational opportunities, the acquisition, according to Cox, is in one of “the most pristine sections of the park.”⁶⁹¹ The park would add this and other important recreational tracts under the tenure of Superintendent Cox.

On March 16, 2017, the Trust for Public Land and National Park Service announced the park's acquisition of the Gwinnett County McGinnis Ferry North tract, encompassing 55 acres and 2,000

685. “Sen. Schumer Urges Congressional Colleagues,” 2018.

686. “Rep. Zeldin Joins Bipartisan Coalition of House and Senate Members to Demand Reauthorization and Full Funding of Land and Water Conservation Fund,” Congressional Documents and Publications, November 29, 2018; “Sen. Cantwell, Bipartisan Colleagues Rally to Save LWCF, Call on Congress to Pass LWCF During Lame Duck,” US Federal News Service, November 30, 2018.

687. “Senate Energy and Natural Resources Committee Issues Report on Land, Water Conservation Authorization, Funding Act,” Targeted News Service, December 19, 2018.

688. “Senate Votes to Permanently Reauthorize LWCF,” Targeted News Service, February 12, 2019.

689. “Schumer Urges House to Swiftly Pass Lands Package That Includes Permanent Reauthorization of Land and Water Conservation Fund,” Targeted News Service, February 18, 2019.

690. “Chattahoochee River NRA Addition Protects 8-Mile Corridor Along the River,” Targeted News Service, February 23, 2016.

691. William Cox, personal communication with Julia Brock and Ann McCleary, September 24, 2019.

feet of key riverfront property.⁶⁹² The Trust for Public Land purchased the tract, which had been a park priority, in 2016 for \$4.6 million. The National Park Service acquired the tract using approximately \$2.1 million in LWCF funds. Trust for Public Land Georgia State Director George Dusenbury remarked, “Protecting this vital land and connecting two pieces of the park is the latest success in the Trust for Public Land and our partners’ twenty years of work on the Chattahoochee.”⁶⁹³ Superintendent Bill Cox noted that, “The Trust for Public Lands continues their long tradition here in Georgia and the Metro Atlanta area in particular, of improving the quality of life for all by acquiring these important conservation lands.”⁶⁹⁴

In 1986, then-Superintendent Warren Beach outlined a major challenge for park administrators. He argued that Chattahoochee River NRA was “two parks—(1) a developing park with planning and land acquisition and (2) a fully operational unit with over 1.5 million visitors per year.”⁶⁹⁵ In some ways, Beach’s description of “two parks” held true for the next decade. Budget challenges continued to affect, but not dismantle, park land acquisition in the 1990s. By the 21st century, the land acquisition program at Chattahoochee River NRA had been defined by changes in the park’s legislation; opportunistic additions to expand recreation or deter development; work on the part of park allies; the changing landscape of metro-Atlanta development; the priorities of each successive superintendent; or some combination of all of these. The park operated in a reactive way, responding to sometimes unforeseen opportunities to acquire land. As Superintendent Cox noted, “We have a strategy for what lands we want, but really, it’s about people willing to sell to us. . . .”⁶⁹⁶ In his opinion, however, a more important aspect of land management in the park’s fifth decade will be to better serve the growing number of visitors. Cox remarked that, “In my mind, because we say putting people on trails and natural areas is the thing that’s uniquely ours, we need to be protecting the viewshed in addition to the watershed. We need to be talking to these cities and counties that are controlling land use about where they’re putting high rises and development, and advocating for responsible development that protects the values for which this park was established.”⁶⁹⁷ The Chattahoochee River National Recreation Area has transformed from “two parks” and moved towards alignment in mission and management.

692. “Chattahoochee River NRA Adds 55-Acre Key Property,” Targeted News Service, March 16, 2017.

693. “Chattahoochee River NRA Adds,” 2017.

694. “Chattahoochee River NRA Adds,” 2017.

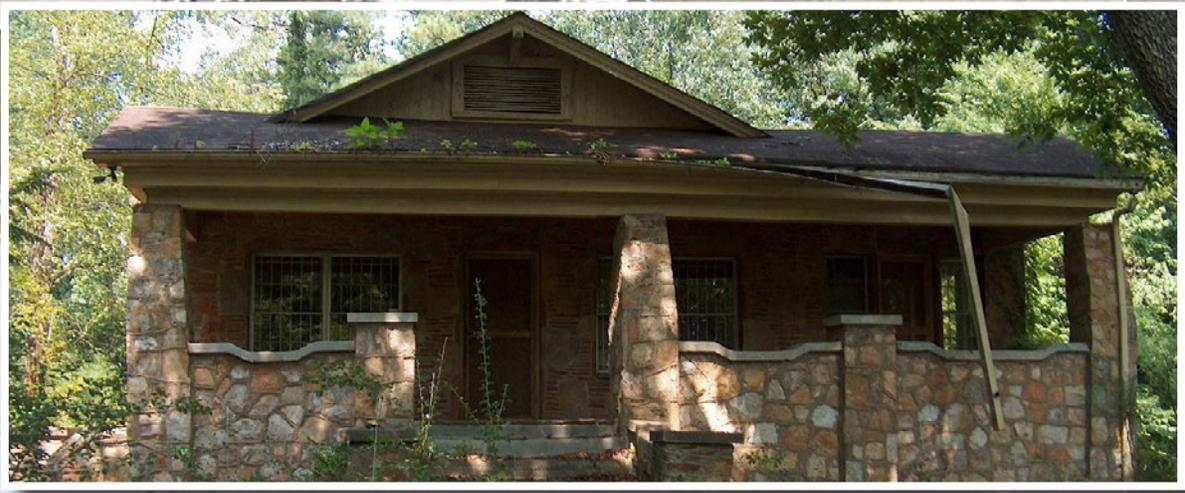
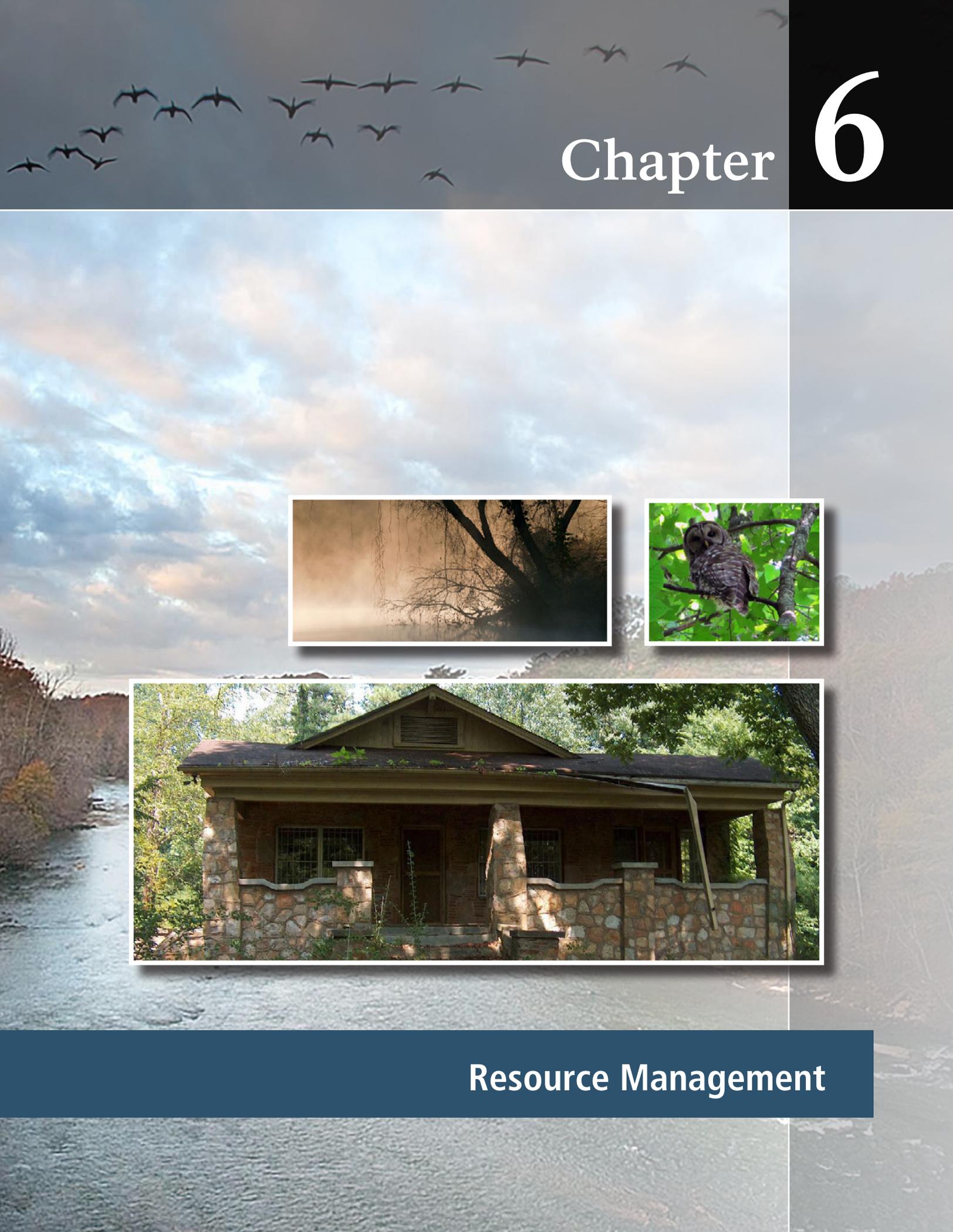
695. Chattahoochee River National Recreation Area Superintendent’s Annual Report 1986, National Park Service Southeast Regional Office.

696. William Cox, June 17, 2019.

697. William Cox, September 24, 2019.

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Chapter 6



Resource Management

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CHAPTER SIX

RESOURCE MANAGEMENT

Managing the resources at the Chattahoochee River National Recreation Area is important and at times overwhelming—a 48-mile stretch of the river corridor is full of natural resources in geology and ecology and layered with cultural resources from prehistoric Native American history through the twentieth century. The most significant feature is the Chattahoochee River, and managing this resource has proved an especially challenging but critical mission of the park. Over the last 40 years, park staff have played a major role in advocating for and working to protect the Chattahoochee River watershed in this region and throughout the state, working closely with many other organizations to improve water quality, wetlands, and related water resources.

Resource management activities have also grown over this period. While natural resource management has been ongoing since the establishment of the park, NPS initiatives over the recent decades, such as the Natural Resource Challenge, have led to increased identification and monitoring of the park's valuable resources. The park added a resource management division and expanded its staff to include scientists and natural resource managers. Cultural resource management has been growing more slowly. Early on, the park documented some of the significant cultural resources, but only in more recent years have staff begun to focus more on cultural resources and museum collections.

DEVELOPING A RESOURCE MANAGEMENT PROGRAM, 1979–1990

During the first decade, the Interpretation and Resource Management Division (I&RM) oversaw this work with rangers who held many responsibilities, including “visitor protection, resource management, and interpretive activities.” One of these rangers, Jerry Hightower, recalls that the park had no staff trained in resource management until Ted Waters came in the early 1990s. The superintendents oversaw higher-level issues with the river. The rangers helped protect the resources, documented vandalism and damage, and reported on safety and security issues. The maintenance personnel performed the upkeep and rehabilitation work for the resources, as time and priorities allowed. In 1989, park leadership brought the maintenance and I&RM staffs together into one office at the Bull Sluice District, which provided an opportunity for the maintenance operation “to learn and share new methods in performing maintenance activities.”⁶⁹⁸

Park rangers reported vandalism or theft related to resource management, but staff then depended on more knowledgeable experts at the regional office for guidance.⁶⁹⁹ As an example, Hightower remembered discovering a company installing a sewer line for a subdivision “right next” to the Sope Creek paper mill ruins, and he told them to stop. When he came back in the afternoon, the company was back at work again. “We threatened to throw them all in jail. There was a confrontation, and they all would end up in the superintendent’s office with me later on because they were complaining about how tough we were at them.” Hightower added, “It was through our actions in the field and

698. Jerry A. Hightower, “National Park Service Rangers: Law Enforcement Officers and Youthful Park Visitors: Creating an Image for the Better,” in Third Annual Chattahoochee River Research/Resource Management Conference, October 26, 1984, Central Files, National Park Service Southeast Regional Office, 7; Superintendent’s Annual Narrative Report, 1989.

699. Jerry Hightower, interview with Keri Adams, Julia Brock, and Ann McCleary, June 17, 2019, digital recording, Park Archives, Chattahoochee River National Recreation Area, Roswell, GA.

reports being turned in at the regional office that somehow, somebody down in the cultural resources section of the regional office saw a report that said vandalism.”⁷⁰⁰

Volunteers contributed to resource management activities as well. The 1983 annual report noted that 40 volunteers assisted with resource management that year.⁷⁰¹ In 1988, Superintendent Beach reported that a large portion of the 3,500 volunteer hours that year focused on resource management activities, including trail improvements, erosion control, and “special plantings.”⁷⁰² Local organizations also volunteered. That year, for example, the Georgia Botanical Society and the Cobb Clean Commission conducted wildflower planting projects.⁷⁰³

Even without a trained resource management staff, the superintendents recognized the importance of this work. Superintendent Beach developed a list of 21 issues the park faced during the six months after his arrival, and several centered on managing this diverse array of resources. The second most critical issue Beach listed was the urbanization of the North Atlanta area and its impact on Chattahoochee’s resources.⁷⁰⁴

Early on, staff understood the need for partnerships. In 1982, for example, staff reported cooperating with the State of Georgia and the National Park Service to create “public awareness in helping protect the vital park resources.” A joint river patrol that year sought to reduce “illegal” acts of the busy river but also to monitor the resources.⁷⁰⁵ By 1984, the annual report concluded by stating that the park management “will continue to work with the public, developers, environmentalists, local, State and Federal officials to minimize adverse impacts on the park’s resources.”⁷⁰⁶ Beach considered “protection and law enforcement” the primary issue the park faced.⁷⁰⁷

In its first years, park staff began to create baseline documentation and produce plans to protect these resources. According to Executive Order 11593, “Archaeological Investigations,” the Southeast Archaeological Center conducted archaeological investigations in the park but documented fewer sites than expected due to resistance from local landowners to enter their properties.⁷⁰⁸ The following year, staff participated as a case study for the Department of the Interior’s Land Protection Task Force, headed by the Philadelphia Office to study different methods of land protection.⁷⁰⁹ In 1985, staff completed a land protection plan, approved by the regional director on October 1, 1986.⁷¹⁰

700. Hightower, interview.

701. Superintendent’s Annual Narrative Report, 1983

702. Superintendent’s Annual Narrative Report, 1988.

703. Superintendent’s Annual Narrative Report, 1988.

704. Superintendent’s Annual Narrative Report, 1984.

705. Superintendent’s Annual Narrative Report, 1983.

706. Superintendent’s Annual Narrative Report, 1984,

707. Superintendent’s Annual Narrative Report, 1985.

708. Superintendent’s Annual Narrative Report, 1980.

709. Superintendent’s Annual Narrative Report, 1981.

710. Superintendent’s Annual Narrative Reports, 1985, 1986.

Staff established the Chattahoochee River Research/Resource Management Conference to share its early work in 1984. The annual report that year proudly noted that the “Third Annual Research/Resource Management Conference” brought together “key resource minds to provide new data and information that aided management of the park in protecting its resources.” The proceedings from that conference, held on October 26, 1984, in Dunwoody, reveal some of the issues the young park faced. Chief of Interpretation and Resource Management Kenneth H. Hulick noted that staff had prepared a plan for the “problem of managing natural and cultural resources at a heavily used” urban recreation area. He noted several recent actions, which included rehabilitating three islands and a number of riverbanks that had been “denuded” by heavy visitor use, removing hazardous trees, working with local governments, rehabilitation and stabilizing cultural resources, and participating in “nationwide resource management activities.”⁷¹¹

Superintendent Beach drew more attention to resource management in the 1985 annual report, putting these activities in a separate category.⁷¹² Opening new park lands “increased resource monitoring,” worried Superintendent Beach, especially with an already small staff.⁷¹³

Staff produced Chattahoochee’s first resource management plan in 1986. The document outlined the key resources and issues at that time. The plan noted that the park’s “principal resource” was the “48-mile segment of the Chattahoochee River and certain adjoining lands from Buford Dam downstream to Peachtree Creek,” adding that it was the “natural, scenic, recreation, historic, and other values of the river” that led to the creation of the national recreation area. Additional park resources listed in the plan included Allenbrook, the Sope Creek Manufacturing Complex Ruins, and 70 archaeological sites identified with the boundaries of the park. The plan also specified issues with managing these resources—“those environmental conditions which exist in . . . a large urban setting”—including air and water pollution, automobile emission, crime and vandalism, litter and others that impact the “scenic and natural integrity” of the park’s resources. Chattahoochee faced challenges due to heavy and often “uncontrolled” or “unmanaged” visitor use and from inadequate staff to patrol, monitor, and protect these resources. Further, as a major river corridor, the park was subject to water issues, from flooding to erosion.⁷¹⁴

711. Superintendent’s Annual Narrative Report, 1984. If this is the third conference, then presumably it began in 1981 since it is described as an annual conference.

712. Superintendent’s Annual Narrative Report, 1985.

713. Superintendent’s Annual Narrative Report, 1988.

714. Statement for Management, Chattahoochee River National Recreation Area, May 23, 1986, Central Files, National Park Service Southeast Regional Office, Atlanta Georgia, 6–7.



FIGURE 6.1 CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA'S "TAKE PRIDE IN AMERICA" DISPLAY AT GWINNETT ENVIRONMENTAL FAIR, MARCH 1988 (COURTESY OF NPS CRNRA).

The River

Much of the focus during this decade was on the Chattahoochee River. As River Specialist William Hess presented at the 1984 Chattahoochee River Research/Resource Management Conference, river management included topics such as “regulation of use, carrying capacity, river flow, river management, operational plans, facilities, organizational events, use of outfitters and other subjects related to river recreation.” At the meeting, participants discussed water quality and sanitation, public access and crowding, commercial use licenses and user permits, legal authorities and enforcement, utility rights of way, and safety of recreational users. Additionally, the conferees evaluated potential conflicts that might arise: landowners versus users, motorboats versus nonmotorized boats, swimmers versus boaters, and groups versus individuals. All these conflicts would be included in discussions about river management and protection at the Chattahoochee River National Area through this and subsequent decades. Hess urged those managing river

resources to develop a “river committee made up of eastern agencies” to help them in their work, a suggestion that park staff would follow.⁷¹⁵

One ongoing controversial issue when the park was created was the proposal to construct a reregulation dam on the Chattahoochee River 6.2 miles below Buford Dam. In 1974, local governments around Atlanta worried about the streamflow from the Chattahoochee River needed to produce adequate water supply for the growing metropolitan area. The Atlanta Regional Commission (ARC), a multicounty agency engaged in planning for the region, contracted a study to assess water needs and solutions. The Metropolitan Atlanta Area Water Resources Management Study, completed in 1981, identified several proposals for ensuring adequate river flow. The preferred option was to construct a reregulation dam that would release “a much more constant flow than the peaking flows presently released from Buford Dam.”⁷¹⁶

Superintendent Graham first mentions this study in late 1980. In 1981, he describes a joint meeting of the Atlanta Regional Commission and the National Park Service for the ARC Water Resources Advisory Group as a “highlight of the year.” Graham said that “high level personnel” from the Atlanta Regional Commission had “In-depth” discussions about the CRNRA general management plan and the commission’s corridor plan.⁷¹⁷ Throughout these years, Chattahoochee staff expressed major concerns about the loss of recreational value at the dam’s location but also downstream, because it would back water into two units of the new park. Staff feared higher water flows and warmer water temperatures that could be “dangerous and disastrous” for both recreational use as well as the “unique” cold-water trout fishery. In 1984, Superintendent Beach listed “the proposed reregulation dam across the Chattahoochee near Level Creek” as one of the most significant issues that the park was facing. Staff conducted public programs that year throughout the region on the “role of the river” to educate the public about this important resource.⁷¹⁸

Buford Dam already created challenges for the park. The “sporadic releases for peak power from Buford Dam” created daily water fluctuations which “seriously eroded the banks,” reported Superintendent Beach. These releases caused riverbank instability and slumping and increased the siltation of the river. Besides the dam, several other factors contributed to increased siltation of the Chattahoochee River and its tributaries, including sand and gravel dredging operations and poor erosion control measures by adjacent private developers.⁷¹⁹

Dredging operations drew attention during these years. The US Army Corps of Engineers was responsible for issuing permits for sand and gravel dredging operations. Construction companies used the sand and gravel to produce concrete for residential and commercial construction and the gravel as fill material and a filtering layer in domestic septic systems. Staff expressed several concerns to the Corps in 1985. The first was that the National Park Service now managed this stretch of the Chattahoochee River, which included the riverbed along with the lands and waters within its

715. William L. Hess, “Eastern River Interagency Committee,” Third Annual Chattahoochee River Research/Resource Management Conference, October 26, 1984, Central Files, Southeast Regional Office, 8–9.

716 John M. Nestler, Robert T. Milhouse, Jay Troxel, and Janet A. Fritschen, “Effects of flow alterations on trout, angling, and recreation in the Chattahoochee River between Buford Dam and Peachtree Creek,” (Vicksburg, MS: US Army Engineer Waterways Experiment Station, 1985), <https://pubs.er.usgs.gov/publication/70120900>.

717. Superintendent’s Annual Narrative Report, 1981.

718. Superintendent’s Annual Narrative Report, 1984.

719. Superintendent’s Annual Narrative Report, 1990.

boundaries. The management of these operations should be consistent with the goals of the National Park Service, which included preserving the “natural, scenic, historic, and recreation areas for the enjoyment, education, inspiration, and use of people.” The National Park Service believed that the sand and gravel operations were “not compatible” with the mission of the park. The Corps identified two areas of specific controversy. One area was the impact of dredging on the trout fishery and the second was that viewing of dredges that would “reduce the recreational quality and visitation” at the park. In addition, the operations impacted public safety, concessionaries and outfitters, water quality, rafting, boating, noise, endangered species, wetlands, vegetation, and aesthetics and drew public outcry as well. ⁷²⁰ “Silt was a big issue to the park,” recalled Leroy Stubblefield. “They used to do a lot of sand dredging, which was cleaning up that silt. . . Along Azalea Drive, all that was sand-dredge before it became a city park. So, you’d have piles of sand, probably 20, 30-foot high, up and along that road,” and the operations produced considerable noise.⁷²¹



FIGURE 6.2 DREDGING OPERATION NEAR ABBOTTS BRIDGE, UNDATED (COURTESY NPS CRNRA).

In 1985, park staff entered into a cooperative agreement with Clemson University to study the effect of sand and gravel dredging on recreation and water quality, a project completed in 1986.⁷²² The resource management plan recommended a moratorium on issuing new permits for this purpose until a report could be completed to determine the impact of these businesses on the resource and “recreational values.”⁷²³ Still, despite the moratorium, rangers identified an illegal sand and gravel operation in Suwanee Creek in 1990 and worked with the Atlanta Regional Commission, the

720. US Army Corps of Engineers, Draft Environmental Impact Statement, Sand and Gravel Dredging in the Chattahoochee River National Recreation Area, Georgia, April 1991, 1–15.

721. Leroy Stubblefield, interview with William Schultz, March 22, 2018, digital recording, Park Archives, Chattahoochee River National Recreation Area, Roswell, GA.

722. Superintendent’s Annual Narrative Report, 1985.

723. Statement for Management, Chattahoochee River National Recreation Area, May 23, 1986.

Environmental Protection Agency (EPA), and Gwinnett County to stop the operations and to remove the sand and gravel from the mouth of Suwannee Creek.⁷²⁴

To address the increasing urban development around the river and its impact on the river, park staff worked with the Atlanta Regional Commission to report zoning violations of the Metropolitan River Protection Act (MRPA), adopted in 1973.⁷²⁵ The river protection act, which covered the 48-mile stretch of the river included in the park's boundaries, required all "land-disturbing activities" to be reviewed and approved in advance. Developers needed to submit an application with all supporting materials to the local government before beginning any work, and the application would be forwarded to the Atlanta Regional Commission for review. Then, local government were expected to monitor the work to ensure it conformed to the review. Local governments had the authority to act against any violations.⁷²⁶

The 1986 resource management plan expressed the need to monitor land use decisions around the park and to work with other agencies, local governments, organizations and neighbors to ensure "rational decisions concerning land use changes adjacent to the park."⁷²⁷ Staff monitored violations of the act and reported them. In 1987, for example, staff reported working closely with local governments and the Atlanta Regional Commission on river corridor violations, which included onsite coordination visits.⁷²⁸ Beach emphasized in 1988 that staff's involvement in zoning and development issues helped to assure "protection of park resources."⁷²⁹ Many of these activities took place outside the superintendent's office, but rangers also helped to pursue violations of the act. As Beach reported that year, urban growth was occurring at an "accelerated pace," and private residential homeowners were encroaching on park land, which necessitated "increased resource monitoring."⁷³⁰

All these factors—water flow, sand and gravel operations, and private development—increased erosion along the river. Staff took a variety of approaches to erosion control. In 1984, for example, rangers closed "several islands and riverbanks" suffering from overuse "until revegetation" occurred. Staff conducted selected planting and utilized "erosion control structures" and fencing to protect these resources.⁷³¹ The 1987 annual report described planting trees and shrubs, which helped reduce and control erosion and improve aesthetics.⁷³² In 1988, staff worked with local officials on "major siltation problems on park lands from poor erosion control measures by adjacent

724. Superintendent's Annual Narrative Report, 1990.

725. Superintendent's Annual Narrative Report, 1985.

726. "Metropolitan River Protection Act," Atlanta Regional Commission, n.d., <https://atlantaregional.org/natural-resources/water/metropolitan-river-protection-act/>.

727. Statement for Management, Chattahoochee River National Recreation Area, May 23, 1986, 9.

728. Superintendent's Annual Narrative Report, 1987.

729. Superintendent's Annual Narrative Report, 1988.

730 Superintendent's Annual Narrative Report, 1988.

731. Superintendent's Annual Narrative Report, 1984.

732. Superintendent's Annual Narrative Report, 1987.

developers.”⁷³³ The 1989 reported that tree cutting and vegetative clearing and construction within 150 feet of the river were additional violations.⁷³⁴

Flooding and substantial rain also contributed to water quality and erosion issues. In his first annual report, Superintendent Henneberger describes staff touring the park lands after heavy rains to “understand what areas were flooded” and to evaluate damage to the park’s resources.⁷³⁵ Heavy rain impacted the resources and led to sewer overflows. Later, Superintendent Beach reported that there were no “immediate solutions short of complete update and capacity increased of sewer systems throughout the corridor.”⁷³⁶ The unusually rainy year of 1989 created substantial resource erosion, requiring extensive maintenance and volunteer efforts.⁷³⁷ After heavy rains and flooding in 1990, park staff constructed water troughs at Cochran Shoals to manage future flooding. That year, diesel fuel spilled into Willeo Creek and threatened Bull Sluice Lake and the Chattahoochee River downstream. Park rangers partnered with Fulton County, the Georgia Department of Natural Resources, and the Environmental Protection Division to clean up the fuel spill and prevent further contamination.⁷³⁸

733. Superintendent’s Annual Narrative Report, 1988.

734. Superintendent’s Annual Narrative Report, 1989.

735. Superintendent’s Annual Narrative Report, 1979.

736. Superintendent’s Annual Narrative Report, 1989.

737. Superintendent’s Annual Narrative Report, 1989.

738. Superintendent’s Annual Narrative Report, 1990



FIGURE 6.3 IMPACT OF BANK EROSION FROM SLUMPING, 1980 (COURTESY OF NPS CRNRA).

Protecting the river’s resources also involved better management of day-use activities at the park. One presentation at the 1984 Research/Resource Management conference focused on the impact of boaters. With increased use, the river manager had to decide “when there is too much boater use” and how to “bring use within the management objectives of the river.” The presentation suggested modifying launch times, capping the number of launchers, and other behaviors to manage these resources.⁷³⁹

Natural Resources

Limited inventory of natural resources occurred during this decade. One of the exceptions was a small survey of ferns begun in 1979. Volunteer-in-the-Park Lloyd H. Snyder reported that the survey had documented 25 of the 110 ferns known in Georgia, although none were rare or endangered. In 1984, Chattahoochee began a survey of flowering plants and identified 80. Early records are unclear as to who was doing the survey, though the annual report that year notes that staff and volunteers began to create an “ongoing computerized botanical base.”⁷⁴⁰

Supervisory Ranger Jerry Hightower recalled that some park rangers assisted with inventory and monitoring work as need arose and time allowed. He recalled that in the 1980s, he monitored natural resources in places where sewer lines were planned. “I had an interest in botany, so I could identify

739. Gordon E. Howard and Charles R. Moded, “Using the Day-Use River Simulation Modem (DURSM) to Manage Boaters on the Chattooga River,” in Third Annual Chattahoochee River Research/Resource Management Conference, October 26, 1984, 3–4.

740. Lloyd H. Snyder, Jr., “Status of the Vegetative Survey of the Chattahoochee River NRA,” in Third Annual Chattahoochee River Research/Resource Management Conference, October 26, 1984, 14; Superintendent’s Annual Narrative Report, 1984.

the plants. I knew the animals. I could identify the habitats and I'd done all that with DNR." Hightower had volunteered with senior resource managers in the state to learn more about botany and he brought that experience to the park.⁷⁴¹

In 1988, park staff reported that implementing the new maintenance management system was "made possible" by an extensive effort to inventory park resources.⁷⁴² The next year, in 1988 and then in 1989, staff continued to survey "rare and protected plant species."⁷⁴³ Chattahoochee and its staff participated in a Georgia Natural Heritage Inventory in 1989. Begun in 1986, this program tracks rare plant and animal species and natural communities. Staff documented several endangered species within its limits, including the yellow lady's slipper, pink lady's slipper, bay star-vine, false hellebore, lobed barren, golden seal, and rock cress. Staff sought to protect these endangered plants listed under Georgia state law, although "illegal gathering" still occurred.⁷⁴⁴

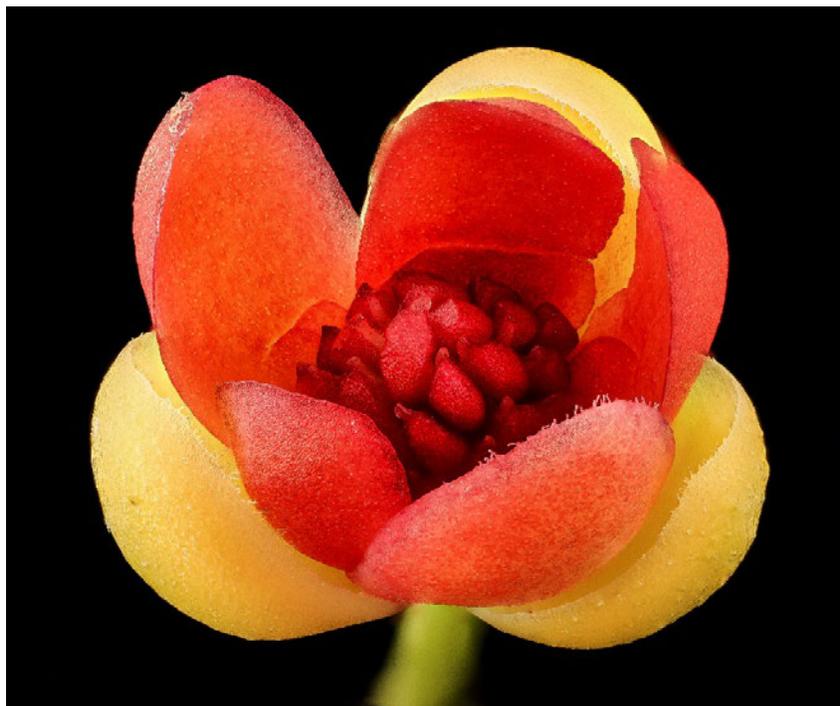


FIGURE 6.4 BAY STAR-VINE, 2017 (PUBLIC DOMAIN).

Hunting remained a concern at the park as well. Even though this traditional practice was illegal in park boundaries, hunting still occurred, and Chattahoochee did not have the staff to patrol the recreation area and enforce hunting regulations. In 1987, for example, staff reported that the "long

741. Hightower, interview.

742. Superintendent's Annual Narrative Report, 1988.

743. Superintendent's Annual Narrative Report, 1989.

744. Superintendent's Annual Narrative Report, 1989; Statement for Management, Chattahoochee River National Recreation Area, May 23, 1986, 7.

controversial issue of duck hunting on Bull Sluice Lake was put to rest when the park officially banned and enforced no hunting on the lake.”⁷⁴⁵

The resource management plan described the goal of restoring land not needed for public or management use to a “natural condition by using aesthetically appealing and environmentally compatible methods.” An example of this goal appears in the 1988 annual report, when staff removed 8 acres of the Abbotts Bridge unit from use for soccer programs and allowed the land to return to “natural growth.”⁷⁴⁶

Through its research on the new reregulation dam as well as other activities, staff sought to protect the cold-water trout fishery below Buford Dam. This area of the river was reported to be “one of the southernmost trout streams in the United States and one of the very few located in a major metropolitan area.”⁷⁴⁷

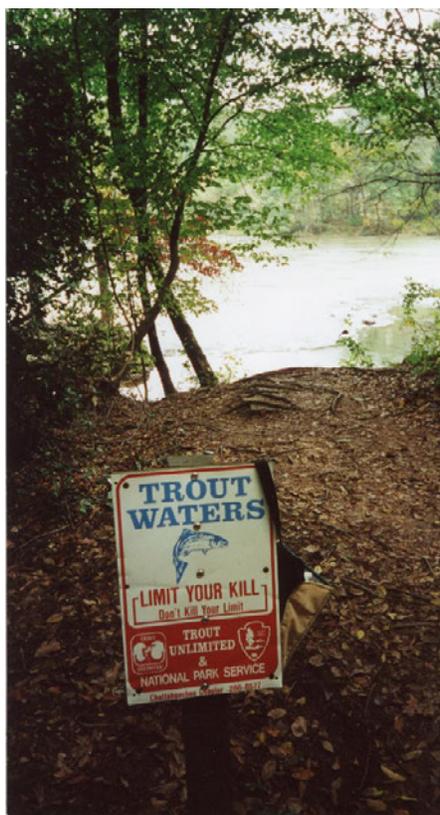


FIGURE 6.5 SIGN REQUESTING VISITORS TO “LIMIT YOUR KILL” OF TROUT IN THE RIVER, UNDATED (COURTESY OF NPS CRNRA).

745. Statement for Management, Chattahoochee River National Recreation Area, May 23, 1986, 7; Superintendent’s Annual Narrative Report, 1987.

746. Resource Management Plan, Chattahoochee River National Recreation Area, 1986, 19; Superintendent’s Annual Narrative Report, 1988

747. “Protecting the Chattahoochee River in Metropolitan Atlanta,” Metropolitan River Protection Act, <https://atlantaregional.org/natural-resources/water/metropolitan-river-protection-act/>.

Two other resource management issues that appear in annual reports and the resource management plan this decade were hazardous trees and fires. Maintenance staff participated in “extensive tree removal” throughout Chattahoochee due to pine beetles and dry weather in 1988.⁷⁴⁸ That effort continued in 1989 with a wet season and continued pine beetle infestations.⁷⁴⁹ Gypsy moth trapping occurred in the park in 1988, and staff continued trapping efforts in the Bull Sluice District in 1989 and 1990. In 1990, Mike Ruggier from the US Department of Agricultural put more traps in the Island Ford unit. Annual reports mention two wildland fires at the park in 1987 and a 2-acre wildfire at Palisades East in 1988.” Staff completed a fire management plan in 1988.⁷⁵⁰

Cultural Resources

One of the first cultural resource tasks when the park was established was to document its archaeological sites. Ellen Ehrenhard led this work through the Southeast Archaeological Center (SEAC), with the completion of two baseline reports, the “Chattahoochee National Recreation Area: Proposed Research Design and Archaeological Overview” in 1979 and the “Chattahoochee River National Recreational Area, Georgia: Cultural Resource Inventory/Archaeological Sites Final Report” in 1980. Southeast Archaeological Center archaeologists Patricia O’Grady and Charles Poe also published a “Cultural Resource Inventory Archaeological Sites, Chattahoochee River National Area,” in 1980. In 1982, Ellen Ehrenhard released a draft of the “Archaeological Data Section Preliminary Cultural Resource Management Plan.”

These overviews provided assessment data for the park but it was very preliminary and broad.⁷⁵¹ The reports recorded 70 sites, 27 prehistoric and 23 historic British American. The prehistoric sites included primarily rock shelters and lithic scatters (17 of each), plus 9 village sites, 3 ceramic scatters, and 1 quarry. The historic sites included industrial, military, domestic, and burial sites. The researchers considered 6 eligible for the national register: Lover’s Leap I, Roswell Dam, Cope Creek Mill Ruins, Sope Cree Mill House Ruins, Nancy Town, and Ivy (Laurel) Mills.⁷⁵²

Several additional studies documented the region both before and after the park was created. In 1974, before the park’s creation, the Southeast Archaeological Center prepared a reconnaissance survey of the river corridor between Buford Dam and the Georgia 20 Highway Bridge. In addition, Lawrence W. Mier had conducted preliminary archaeological research of the new park in the Cobb

748. Superintendent’s Annual Narrative Report, 1988.

749. Superintendent’s Annual Narrative Report, 1989.

750. Superintendent’s Annual Narrative Report, 1987, 1988.

751. Ellen B. Ehrenhard, Patricia D. O’Grady, and Charles B., Poe, “Chattahoochee National Recreation Area: Proposed Research Design and Archaeological Overview” (Tallahassee, FL: Southeast Archaeological Center, National Park Service, 1979); Ellen B. Ehrenhard, Patricia D. O’Grady, and Gregory K. Tool, “Chattahoochee River National Recreational Area, Georgia: Cultural Resource Inventory/Archaeological Sites Final Report,” (Tallahassee, FL: Southeast Archaeological Center, National Park Service, 1980); Patricia D. O’Grady and Charles B. Poe, “Cultural Resource Inventory Archaeological Sites, Chattahoochee River National Recreation Area,” (Tallahassee, Fla: National Park Service Southeast Archaeological Center, 1980); Ellen B. Ehrenhard, “Archaeological Data Section Preliminary Cultural Resource Management Plan, Chattahoochee River National Recreation Area DRAFT (Tallahassee, FL: National Park Service Southeast Archaeological Center, 1982).

752. “Scope of Collections Statement, Chattahoochee River National Recreation Area, National Park Service Southeast Regional Office, April 25, 1986, 8–9.

and Fulton area and published his work in 1978 and 1979. Staff could also draw upon previous archaeological studies of this region performed by the Georgia Department of Natural Resources.⁷⁵³

After this initial flurry of study, there were a few compliance archaeological surveys done in advance of construction projects. One was for the proposed entrance road to the new Island Ford Lodge Visitor Center in 1983. In 1985, a survey documented the proposed river interceptor in Gwinnett County. One year later, an archaeological survey documented “surplus properties” in the Gold Branch, Palisades, and Powers Ferry units and the proposed entrance road alignments. The park also benefited from inclusion in a more general report on archaeological resources in the Southeast Region, compiled in 1986, and a report documenting archaeological resources near the proposed Lake Lanier Regulation Dam in 1987.⁷⁵⁴

Leroy Stubblefield recalls that maintenance staff uncovered archaeological material during their routine activities. One example was when the staff was adding a road, boat ramp, and parking lot at Settles Bridge. When staff members were grading the road, they discovered some pottery—“so we had to shut down the unit until we got the right people in there. And they come and did the survey and it was determined that what we had dug up was left behind from when it was low water, they would come down there and use the area.” At the time, Stubblefield stated, resource management was “outsourced because that was under the ranger division and it was outside their expertise.”⁷⁵⁵

While these archaeological reports contributed to a better understanding of the park’s resources, the research was still quite preliminary. The same held true for documentation of the history and other more recent cultural resources. In 1980, Leonard E. Brown completed a “Historic Resource Study of the Chattahoochee River National Recreation Area and the Chattahoochee River Corridor.” Brown had worked as a historian at the Washington NPS Division of History and the NPS Eastern Service Center, and he was at the Southeast Regional Office when he prepared this study. His 93-page typescript report provides a broad historic context of the region along the Chattahoochee River, with chapters on Native Americans, roads and trails, water-related industrial sites from grist mills through Morgan Falls Dam, Civil War activities and battle sites, and towns and settlement along the river. Appendix A includes an evaluation of properties eligible for the national register. One site—Sope Creek Ruins Historic District—was already on the register as was the Roswell Historic District, but Brown’s report suggested four additional sites, including the Morgan Falls Power Plant and Dam. He recommended expanding the Roswell Historic District to include Ivy Mills and Allenbrook, which were within the park boundaries. Due to time constraints, the author noted that he used printed primary and secondary sources rather than archival materials, and he did not have enough

753. Christopher E. Hamilton, “An Archaeological Reconnaissance of the Chattahoochee River Corridor Between Buford Dam and Georgia 20 Highway Bridge,” (Tallahassee: National Park Service Southeast Archaeological Center, 1974); Lawrence W. Meier, “Archaeological Survey of Cobb and Fulton Counties, Georgia: A Synopsis of Cultural Resources in the Chattahoochee River Corridors,” (Atlanta: Cobb County, 1978); Lawrence W. Meier, “Archaeological and Historical Research in Chattahoochee River National Recreation Area,” (Marietta, Georgia), 1979.

754. Gregory Komara, “Roberts Drive Entrance Road Survey, Island Ford Section, Chattahoochee River National Recreation Area,” (Tallahassee, FL.: National Park Service, Southeast Archaeological Center 1983); Betty A. Smith, Archaeological Survey of the Proposed Chattahoochee River Interceptor, Gwinnett County, Georgia,” (n.p. 1985); Jackson W. Moore Jr, “Archaeological Surveys of Surplus Properties in the Gold Branch, Palisades, and Powers Ferry Units, and Archaeological Survey of the Proposed Entrance Road Alignments in the Island Ford Unit Chattahoochee River National Recreation Areas,” (Tallahassee, Fla.: National Park Service Southeast Archaeological Center, 1986); Richard D. Faust, “Archaeological Resources in the Southeast Region, Status Report and Projection of Future Requirements Vols. I and II (Tallahassee, FL.: National Park Service Southeast Regional Center, 1986); Thomas H. Gresham, “Cultural Resources Survey of the Proposed Lake Sidney Lanier Regulation Dam and Lake Area Forsyth and Gwinnett Counties, Georgia, State Site Forms,” (Athens, GA.: Southeastern Archaeological Services, Inc., 1987)

755. Stubblefield, interview.

time to conduct interviews with other historians. Brown recommended that future research concentrate on archival sources, courthouse records, and local historical society archives.⁷⁵⁶

Brown described Allenbrook as a historical building constructed ca. 1845 for the office and residence of the Ivy Woolen Mills manager. Subsequent, more in-depth research identified the home as a ca. 1851–1856 brick Plantation Plain-style house built by James R. King and associated with the historical Ivy Mill (Laurel Mill) in Roswell. James R. King was the grandson of Roswell King, who came to Roswell around 1838 and founded a series of industries called the Roswell Manufacturing Company. The property passed through several owners, including the Georgia Power Company in 1923, and then the Barnett Allen Bell family in 1932, who gave the house its name. In 1978, after her husband's death, Mrs. Bell sold the property to the National Park Service for inclusion in the new national park and as part of the Vickery Creek unit. The Roswell Historical Society moved into the building through an agreement with the National Park Service and used the home for its headquarters and a welcome center for the City of Roswell.⁷⁵⁷ Staff negotiated a cooperative agreement and memorandum of understanding with the City of Roswell in 1984 to participate in the “restoration and management” of the Allenbrook property.⁷⁵⁸



FIGURE 6.6 ALLENBROOK HOUSE BEFORE RENOVATIONS, MAY 1983 (COURTESY OF NPS CRNRA).

Park staff devoted resources to preserving Allenbrook during this decade. In 1983, the park reroofed the house.⁷⁵⁹ The following year, the annual report notes that the Maintenance Department was assisting with the rehabilitation of the house and the landscaping of its grounds, “an adaptive use

756. Lenard E. Brown, *Historic Resource Study, Chattahoochee River National Recreation Area and the Chattahoochee River Corridor*, National Park Service, Southeast Regional Office, November 1980, https://www.nps.gov/parkhistory/online_books/chat/hrs.pdf.

757. Hartrampf, Inc., and Office of Jack Pyburn, *Allenbrook Historic Structure Report*, National Park Service Southeast Regional Office, 2004, 1–3, <http://npshistory.com/publications/chat/hsr-allenbrook-2004.pdf>; Brown, “Historic Resource Study,” 78–79.

758. Superintendent's Annual Narrative Report, 1984.

759. Superintendent's Annual Narrative Report, 1983.

project underway by the Roswell Historical Society.”⁷⁶⁰ In 1988, Superintendent Beach reported that the park was continuing to provide personnel to cover Allenbrook one day a week and helping to complete resource materials for visitors to the house, including producing publications, revising a slide program, and helping to compile reference materials on early domestic architecture in this region.⁷⁶¹ In 1990, staff repaired windows, shutters, and doors damaged due to vandalism.⁷⁶²

Staff also spent resources on preserving its only national register site at that time, the Sope Creek Paper Mill Ruins, which Jerry Hightower described earlier. Native peoples used the land dating back to prehistoric times, but the Creek and Cherokee were there when European settlers arrived. After Indian removal, Georgians began to establish small industries in the 1830s. The Marietta Paper Mill, incorporated in 1859, produced paper and paper products through the Civil War until the Union army burned the buildings in 1864. Rebuilt after the war, the mill reopened in 1866, expanded in 1888 with the addition of a pulp mill and closed in 1902 after a fire. The owners declined to rebuild for several reasons, including outdated technology and changing markets. The surviving ruins date to this post-war period and include two mill foundations and adjacent outbuildings. The cluster of mill ruins includes the stone base for the waterwheel; the mill foundation, with some walls almost two stories high; another building foundation to the west; a possible oil room or chimney; and multiple rubble retaining walls and corners. When suburban development began to threaten this resource in the 1960s, the ruins were identified as a cultural resource. In 1973, the site was added to the National Register of Historic Places for its prehistoric, military, and industrial significance. In 1978, the ruins were “established” as part of the new park.⁷⁶³



FIGURE 6.7 SOPE CREEK RESTORATION PROJECT, APRIL 1984 (COURTESY OF NPS CRNRA).

760. Superintendent’s Annual Narrative Report, 1984.

761 Superintendent’s Annual Narrative Report, 1988.

762. Superintendent’s Annual Narrative Report, 1990.

763. Historic Landscapes Inventory: Sope Creek Ruins, Chattahoochee River National Recreation Area (2009), 3–4, <http://npshistory.com/publications/chat/cli-sope-creek-ruins.pdf>; Beth Wheeler Byrd, Sope Creek Cultural Landscape Report, National Park Service Southeast Regional Office, December 2009, 1–2, <http://npshistory.com/publications/chat/clr-sope-creek.pdf>.

The National Park Service documented the ruins for four years, beginning in 1979. The process of stabilization started in May 1984, as Jerry Hightower describes earlier, with technical support from the Southeast Regional Office. Park staff began by removing tree roots from the foundation and vegetation from the structures. Next, the Park Service repointed the mortar walls, reinforced the door and window lintels on the primary mill, and rebuilt the deteriorated sections of the wall with masonry that matched the original material.⁷⁶⁴ Recalled Jerry Hightower, “The regional office brought a crew to the park to repair the stone walls in 1983.” The process was complicated but thorough. The crew “built test walls. They mixed up different kinds of mortar to try to match the stuff in the ruins. They let those walls sit for a year. They picked the one that looked best. . . and they rebuilt the walls.” The crew added pressure-treated lintels and boards above the window.”⁷⁶⁵

Superintendents’ annual reports reveal that the maintenance staff did at least some of the work. In 1985, the Maintenance Division reported working on stabilizing the ruins “to slow the degradation of the materials.”⁷⁶⁶ Three years later, Superintendent Beach reported that the park used a photo-point system to undertake long-term photo documentation of the site.⁷⁶⁷ In 1990, the maintenance staff reported removing vegetation from the walls, repointing the masonry remains, and stabilizing the upper part of the walls.⁷⁶⁸

The maintenance staff also rehabilitated the historic Island Ford Lodge for the park headquarters in 1984. Built in 1935 by Atlanta attorney Samuel D. Hewlett as a retreat for his family, the lodge illustrates the rustic or Adirondack-style recreational camps typical of the Adirondack region in the early 20th century. Hewlett obtained cypress logs from the Okefenokee Swamp to build the lodge. The camp transitioned to a private club and a church retreat before the National Park Service acquired it. Park staff also rehabilitated the “chapel building” for use by the Southeast Regional Cultural Preservation personnel.⁷⁶⁹ Additional work continued on this resource and the historic landscape around it throughout the rest of the decade. In 1990, staff redesigned the main floor to incorporate the new visitor center and create space for the interpretation and resource management staff.⁷⁷⁰

764. Byrd, Sope Creek Cultural Landscape Report, 22–23,

765. Hightower, interview.

766. Superintendent’s Annual Narrative Report, 1984.

767. Superintendent’s Annual Narrative Report, 1988.

768. Superintendent’s Annual Narrative Report, 1990.

769. “Island ford Lodge Listed in the National Register of Historic Places,” Georgia Department of Natural Resources, December 29, 2016, <https://georgiashpo.org/pressrelease-islandfordlodge>; Superintendent’s Annual Narrative Report, 1984.

770. Superintendent’s Annual Narrative Report, 1990.



FIGURE 6.8 ISLAND FORD LODGE, EAST SIDE, MAY 1994 (COURTESY OF NPS CRNRA).

Another resource mentioned in the annual report is the Smith House, although it provides little description to indicate its age or significance. The 1986 annual report notes that the National Park Service signed a cooperative agreement with the Georgia Conservancy to use this building for office space. The house was on a 54-acre parcel that the Park Service acquired in 1985. The Georgia Conservancy renovated the house “at minimal cost” to the Park Service.⁷⁷¹

Collections

Beyond its buildings and sites, staff began to address Chattahoochee’s collection. In 1986, the park’s first scope of collections statement was approved for “museum objects.” The document stated that the collection must derive from both the resource management goals and objectives and the interpretive themes in the interpretive prospectus. Consequently, the scope of collections statement outlined two categories. The first was a natural history collection with “historically accurate” plant and animal species and incorporating both biology (plants, mammals, reptiles and amphibians, fish, birds, insects and arachnids, and other invertebrates) and geology (soil and rocks). The cultural history collection would include historical artifacts with “known and documented provenience and significantly representative of the history along this section;” military objects; archival materials such as maps, photographs, diaries or letters, architectural fabric from rehabilitation or restoration work on the historic structures, and any history items related to the development of the park.⁷⁷² In 1990, the park acquired a Bally building from the Blue Ridge Parkway; it contained shelving and metal

771. Superintendent’s Annual Narrative Report, 1986.

772. Scope of Collections Statement, Chattahoochee River National Recreation Area, National Park Service Southeast Regional Office, April 25, 1986.

cabinets used to house its collection. Bally buildings were prefabricated modular structures that the National Park Service recommended to create microenvironments for collections storage.⁷⁷³

In 1989, Superintendent Beach underscored a concern expressed throughout this period—that the continued and accelerated urban growth adds “visitor use pressure and resource damage. Increasing monitoring is a must but inadequate at present.”⁷⁷⁴ By 1990, as Beach closed his tenure and Sibbald Smith began as superintendent, park staff committed to increasing its resource monitoring following an in-house operations evaluation for resources and park facilities improvements.⁷⁷⁵ The discussion around water would also begin to shift to water quality and a new effort to develop a water monitoring system for inform the public if the water meets all state and federal guidelines.⁷⁷⁶

BUILDING THE RESOURCE MANAGEMENT PROGRAM, 1991–2000

Protection of the Chattahoochee River and its watersheds continued to be the main priority during this decade, but staff began to look more at its other natural and cultural resources. Still, by the end of the decade, the park lacked many baseline documents for both natural and cultural resources.

In 1988, the National Park Service directed the park to develop a resource management plan that followed the new guidelines. The park’s second resource management plan was approved on August 17, 1990. The updated plan reiterated the importance of the river, its related natural and cultural resources, and its role as a source of drinking water for much of north Georgia. The plan focused on protecting and preserving the river’s natural and cultural resources and “to provide for public use commensurate with their protection.”⁷⁷⁷

The second plan built upon the recommendations for resource management outlined in the general management plan. First, Chattahoochee should maintain natural resources to “enhance their integrity,” particularly in areas with heavy visitor use, allowing staff to close damaged areas to restore them. Second, the park should reduce or eliminate non-native plants in order to protect native plant communities. Additionally, the park committed to controlling insects only to prevent outbreaks to neighboring lands; protecting flora, fauna, and threatened species or critical habitats; allowing recreational fishing; and prohibiting hunting. The park was to monitor and protect the water quality of the river and its tributaries and to “minimize or mitigate adverse impacts” due to operations at Buford Dam. Last, the park would develop plans to manage its resources, including floodplains; provide for revegetation of native species; maintain grasslands; and provide sites for visitor recreation.⁷⁷⁸

The resource management plan laid out the serious need for data related to all the park’s resources, noting that “basic baseline information in all categories is virtually nonexistent” except for water

773. Scope of Collection Statement, Chattahoochee River National Recreation Area, Museum Services, Southeast Regional Office January 2011, 11; Ronald R. Cumberland, Jr, “Collection Storage—Making a Case for Microenvironments,” National Park Service CRM Supplement 15, No. 4 (1992), <http://npshistory.com/newsletters/crm/crm-v15n4s.pdf>.

774. Superintendent’s Annual Narrative Report, 1989.

775. Superintendent’s Annual Narrative Report, 1990.

776. Superintendent’s Annual Narrative Report, 1990.

777. Resource Management Plan, Chattahoochee River National Recreation Area, August 17, 1990. Central Files, National Park Service Southeast Regional Office, Atlanta, Georgia, 1, 13.

778. Resource Management Plan, Chattahoochee River National Recreation Area, August 17, 1990, 2.

quality, and noting that the primary documentation regarding water reflects the protection of drinking water. There was no resource inventory and monitoring system “of any kind,” so the park lacked the database needed “to determine the status and trends of our basic ecosystems and bio-communities.” Similarly, park staff had not completed a “consolidated inventory of historical and archaeological values,” and with the urban growth of the region, undocumented archaeological resources were severely threatened. The plan noted that this data was “imperative” for “devising defense against or mitigating” any impacts.⁷⁷⁹

Resource management became a separate division during this decade, providing more visibility and autonomy to this important mission of the park. However, the resource staff remained small. One of the recommendations of the 1990 plan was to create a research management specialist and support staff.⁷⁸⁰ A September 23, 1993, organizational chart shows that Superintendent Madry had made these changes. The new division included a resource management specialist, who would be responsible for monitoring resource issues in the park, and a resource management specialist park ranger, although it is unclear if the second position was filled.⁷⁸¹

Several undated staffing plans from the 1990s show the resource management specialist as the only staff member in the division for much of this decade. Ted Waters received training for this position in 1993 and served in this position until 2000.⁷⁸² He “immediately began to forge alliances and partnerships” with the various organizations, local governments, and agencies that had been engaged in work at the park over the previous decade. Still, the organizational structure did not integrate resource management into day-to-day operations.⁷⁸³

Chattahoochee’s 1993 regional annual goals included several areas of natural resource management and protection. First, park administrators sought to lead by example in environmental stewardship and to provide leadership in environmental education. Second, park administrators aspired to “identify threats and establish programs to protect park resources,” monitoring the impact of residences and developers on the boundaries, easements, and rights of way and finalizing and implementing a fire management plan. Third, park administrators hoped to improve the effectiveness of its resource management through partnerships with other environmental organizations. Specifically, park leadership would establish a Resource Management Division, engage with other organizations interested in resource issues, and develop proposals for resource management. Fourth, administrators sought to enhance awareness and sensitivity to resource management by all employees, visitors, the local community, and concessionaries, which included beginning an inventory of the park’s natural resources. Last, administrators desired to complete the inventory and monitoring programs to allow staff to make more informed decisions. Included in this goal were efforts to work with the Atlanta Regional Commission to obtain geographic information

779. Resource Management Plan, Chattahoochee River National Recreation Area, August 17, 1990. 4–13.

780. Resource Management Plan, Chattahoochee River National Recreation Area, December 24, 1997, Central Files, National Park Service Southeast Regional Office, Atlanta, Georgia, 6.

781. Superintendent’s Annual Narrative Report, 1993.

782. Jerry Hightower, interview.

783. Resource Management Plan, Chattahoochee River National Recreation Area, December 24, 1997, 6.

system (GIS) data and implement a new GIS system as well as setting up a water quality monitoring system of the park's water resources.⁷⁸⁴

Still, protecting cultural resources proved to be a challenge with insufficient staff. Connie Vogel-Brown recalls that volunteer groups like the Upper Chattahoochee Riverkeeper, founded in 1994, kept an eye on resource management issues. "The Riverkeeper and the Atlanta Regional Commission were excellent at looking at things in the park that were being endangered resource wise. The unfortunate problem is that they had no authority." Sometimes the staff members could act on the issues they reported, but they also depended on others to help. Vogel-Brown remembered examples in which homeowners would drain their swimming pools into the river or take water out of the river. The Riverkeeper decided to put a staff member on a boat to observe potential issues, she remembered; the ranger staff declined because rangers could only patrol on weekends. Vogel-Brown considered the Riverkeeper "a big help. Eventually they possibly replaced the rangers' eyes as far as different violations were concerned."⁷⁸⁵

When Superintendent Suzanne Lewis arrived in 1997, she "refocused" the park's "limited resource management staff" on adjacent land use issues in view of the rapid development around the park. Lewis hoped to be more assertive about monitoring land use around the park. She also concentrated on the condition of the Chattahoochee River watershed and helped to initiate the creation of a water resource management plan.⁷⁸⁶

In December 1997, park staff submitted its third resource management plan. Once again, the report noted a serious lack of baseline data to understand the "existence and scope" of the resources and thus to manage them sufficiently. The report states that "natural resources have been neglected and have taken a secondary role behind the management of people at the CRCRA." Consequently, resources had suffered and the visitor experience had "diminished." The report charged park administrators to identify "basic ecosystem processes, update and complete fauna and flora inventories, and determine physical process data." The park had "little to no data related to historic buildings, sites, and archaeological ruins."⁷⁸⁷

The 1997 plan proposed a "new management approach" to bring "a stronger interest in resource management." Park management now hoped the park could be a better leader on resource issues along the river. This approach would change the focus from "land based to water-based resource management" to better align with the park's enabling legislation. Lewis hoped that the park would now play a "prominent role in nature resource management and protection of the river."⁷⁸⁸

An "interim" organizational chart from January 29, 1998, shows that Lewis moved the resource management specialist to report directly to her. Lewis hoped that moving the position would integrate these activities more fully with the day-to-day operations of the park. Later that year, Lewis proposed a more extensive revision of the organizational chart that added new positions. The chief of resource/planning management supervised a hydrologist, land use planning specialist, and

784. Memorandum to Regional Director, FY 1994 Accomplishments, August 5, 1994, Park Archives.

785. Vogel-Brown, interview. The Upper Chattahoochee Riverkeeper dropped "Upper" from its name and is now known as the Chattahoochee Riverkeeper.

786. Superintendent's Annual Narrative Report, 1997.

787. Resource Management Plan, Chattahoochee River National Recreation Area, December 24, 1997, 4-5.

788. Resource Management Plan, Chattahoochee River National Recreation Area, December 24, 1997, 6.

resource management specialist, the latter of whom would manage four resource management technicians. It is not clear if this 1998 proposal was implemented. An approved organizational chart dated March 20, 2000, shows that the chief of resource management led a division that only included a resource management technician, so park administrators must not have had the resources to fill a team of positions in this area.⁷⁸⁹

The River

Once again, staff focused primarily on the river resource during this decade. Superintendent Sibbald Smith proclaimed in 1991 that water quality was the “number one priority.” Staff worked with the State of Georgia, the Department of Natural Resources, the Atlanta Regional Commission, and the Southeast Regional Office to develop a river management plan to address “all environmental issues in the river corridor,” including sand and gravel mining, dam safety, “exterior and interior.”⁷⁹⁰ Concerns over water quality intensified during these years since the river was the primary supply of drinking water in the growing metropolitan area. Additional issues included the impact on recreational health and the biological integrity of the river.⁷⁹¹

The general management plan mandated that the park monitor and protect the water quality of the river and its tributaries. The 1990 resource management plan noted that while water quality data exists from state and county water authorities, “a coordinated system needs to be developed to bring together the historic data, assimilate current data, and develop analysis of the relevant indicators and trends.” The resource management plan also indicates that the long-term goal should be developing methods to identify and gauge the impacts of external influences on water quality and river habitats. Additionally, the plan requires the park to preserve the river corridor to the extent possible in a rapidly expanding urban environment.⁷⁹²

The 1997 resource management plan outlined several factors that contributed to the pollution of the Chattahoochee River. Subdivision development, road construction, land clearing and other disturbances contributed sediment, coliform bacteria, and nutrients during rain and runoff periods. Peak storm runoff contributed to pollution of both the river and its 17 major tributaries, impacted aquatic life and fisheries, and created unsafe water for recreational purposes. Leakage from sanitary sewers, discharges from wastewater treatment facilities, domestic animal waste, and lawn fertilizers added phosphorus into the water. Runoff from parking lots and roads introduced oil, gas, rubber, and heavy metals into the local streams and the river.⁷⁹³

Park staff partnered with the Atlanta Regional Commission and local governments to control pollution on park lands caused by this development.⁷⁹⁴ Staff also continued to monitor and report violations of the Metropolitan River Protection Act to local governments. One such example was a “highly controversial project along Columns Drive,” with significant subdivision construction.⁷⁹⁵

789. Organizational Chart, Suzanne Lewis, March 20, 2000, Park Archives.

790. Superintendent’s Annual Narrative Report, 1991.

791. Resource Management Plan, Chattahoochee River National Recreation Area, 1990, 3.

792. Resource Management Plan, Chattahoochee River National Recreation Area, 1990, 6, 13.

793. Resource Management Plan, Chattahoochee River National Recreation Area, 1997, 4.

794. Superintendent’s Annual Narrative Report, 1991.

795. Superintendent’s Annual Narrative Report, 1998.

Staff worked with developers to resolve sewer issues—including overflow problems and spills. As Superintendent Beach reported in 1998, these spills were ongoing and “will continue in the years to come.”⁷⁹⁶ Staff partnered with the Environmental Protection Division and with the Corps of Engineers to manage nationwide permits within park boundaries.⁷⁹⁷



FIGURE 6.9 POLLUTION FROM A HOUSING CONSTRUCTION SITE NEAR THE PARK, UNDATED (COURTESY OF NPS CRNRA).

Water releases from Buford Dam continued to be of concern. Buford Dam released water based on hydroelectric needs, which had “no relationship to the historic natural flows.” During a two- to six-hour period, to meet peak power demands, the dam released a higher volume of water that caused “extreme” scouring of the riverbank in the upper river area. Additionally, the water released was cold—from the bottom of Lake Lanier—and thus supported “a different community of flora and fauna.” The riverbank scouring, exacerbated by urban developers, contributed to high levels of unnatural siltation in the river and its tributaries.⁷⁹⁸ Buford Dam also influenced water temperature and dissolved oxygen levels in the river.⁷⁹⁹

796. Superintendent’s Annual Narrative Report, 1998.

797. Superintendent’s Annual Narrative Report, 1999.

798. Resource Management Plan, Chattahoochee River National Recreation Area, August 17, 1990, 3–4. A second dam at Morgan Falls was old and no longer functioned as a flood control structure, and the lake it created was full of silt. The “silted marshes” of the Bull Sluice Lake did not reflect the original riverbed but now had a created distinctive wildlife and vegetative habitat.

799. Sam Kunkle and David Vana-Miller, “Water Resources Management Plan, Chattahoochee River National Recreation Area, Georgia,” National Park Service, June 2000, 14, <https://archive.org/details/waerresourcesman00kunk/page/152/mode/2up>.

The water releases from Buford Dam tied into the tri-state water wars litigation. In 1989, the US Army Corps of Engineers released a draft plan for the future of the water supply from the Chattahoochee River. The plan was controversial, as the Corps concluded that metropolitan Atlanta's water supply use would have "no significant environmental impact." Alabama, Georgia, and Florida joined the litigation to prevent it from being finalized, leading to a "comprehensive study" of water resources in the two basins. While the final study was never completed, interstate water compacts were negotiated for each basin in 1997.⁸⁰⁰ The National Park Service understood that any changes to the water outflow from Lake Lanier would impact the park, which needed to plan for potential changes that might come through these negotiations.⁸⁰¹

In 1997, staff "engaged in dialog" regarding the impacts that the tri-state water compact would have on Chattahoochee, a discussion that would extend through December 1999.⁸⁰² Staff worked with the Corps of Engineers to convene a "user focus group" to help determine "how a new water flow allocation formula" would impact recreational use of the river in 1999. Ongoing conversations about the tri-state water compact led to the possibility that the flow from Lake Lanier "could be altered."⁸⁰³ The conversations involved 10 cooperating agencies.

Sand and gravel operations contributed to water quality issues. Studies documented how dredging the river brought environmental concerns: increasing suspended solids in the water, modifying the depth and water velocity in those sections of the river, causing potential damage to terrestrial vegetation, and posing safety risks to the recreational users. In addition, two areas of controversy existed. First was whether the dredging changes the trout populations and habitat due to the disturbance and increased turbidity. The second was the experience of the recreational user. Most visitors did not appreciate the aesthetics of and noise from the dredges.⁸⁰⁴

800. "Tri-State Water Wars—Background and History," Atlanta Regional Commission, <https://atlantaregional.org/natural-resources/water-wars/tri-state-water-wars-background-and-history/>.

801. Resource Management Plan, Chattahoochee River National Recreation Area, December 24, 1997, 4.

802. Superintendent's Annual Narrative Report, 1997.

803. Superintendent's Annual Narrative Report, 1998.

804. US Army Corps of Engineers, "Sand and Gravel Dredging in the Chattahoochee River National Recreation Area" (Savannah: US Army Engineer District, April 1991), 1–12.



FIGURE 6.10 DREDGING OPERATION NEAR MCGINNIS FERRY,
UNDATED (COURTESY OF NPS CRNRA).

The 1990 resource management study described six sand and gravel operations that year, operating mostly in the upper one-third of the park's boundaries. The number fluctuated from four to six during the decade. In 1991, the US Army Corps of Engineers produced a draft environmental impact statement on sand and gravel operations in the park. The study considered whether the government should renew these permits and approve any new ones. In 1993, staff produced new sand and gravel mining operation guidelines to regulate mining within the park to ensure water quality and river protection. The guidelines came through "many hours of meeting and planning sessions" with the SERO staff, Regional Solicitor's Office, the US Fish and Wildlife Service, the US Army Corps of Engineers, and state agencies.⁸⁰⁵ In 1994, staff also began to develop and implement an environmental assessment for mining and gravel operations, in association with the Regional Solicitor's Office. Staff worked with the US Army Corps of Engineers to implement special use permits for any new operations.⁸⁰⁶ In 1996, the new sand and gravel mining operation guidelines went into effect, requiring that all such operations obtain a special use permit. Environmental reviews of these operations began that year to bring operators into compliance and meet the new guidelines. In 1996, the H&W Hauling Company converted from a dragline to a suction dredge at their Abbotts Bridge location.⁸⁰⁷

With increasing concerns about water, federal, state, and local government agencies, along with private organizations and universities, began to collect more data about water quality in the river. Park staff participated in two Atlanta Regional Commission studies in 1992. One measured storm water runoff and accumulative water quality changes in streams leading into the Chattahoochee

805. US Army Corps of Engineers, Draft Environmental Impact Statement, Sand and Gravel Dredging in the Chattahoochee River National Recreation Area (Savannah: US Army Engineer District, 1991), 3; Superintendent's Annual Narrative Report, 1993.

806. Superintendent's Annual Narrative Report, 1994.

807. Superintendent's Annual Narrative Report, 1995.

River and identified watersheds contributing poor quality water to the river. The second, called the Chattahoochee Watershed Protection Study, examined land use practices in the 20 secondary watersheds entering the park. Because of this study, the Atlanta Regional Commission nominated the Chattahoochee River's watershed as the region's "first priority resource protection need."⁸⁰⁸

Staff began to conduct water testing in March 1993, sampling the water at three stations of the river, tributary stream, and associated groundwater. This work was part of a planning and review of the US Geological Service National Water-Quality Assessment Project of the Chattahoochee-Flint-Apalachicola River Basin that would correlate land use with water quality conditions. The assessment project was a national program, established by Congress in 1991, to provide scientific data and knowledge and develop "science-based policies and management strategies to improve and protect water resources." In its first decade, the program assessed and developed baseline documentation of 51 national river basins and aquifers.⁸⁰⁹

The Chattahoochee-Flint-Apalachicola River Basin was one of the first to be chosen for this program in 1991. The study, a collaborative effort between the State of Georgia and the Environmental Protection Agency, focused on the first 60 miles of the Chattahoochee River because of "suspected effects of the Atlanta region on declining water quality." The project documented storm water runoff in Atlanta with funding from the park and two water quality monitoring efforts by the US Army Corps of Engineers and the Georgia Environmental Protection Division.⁸¹⁰ In 1992, the Corps completed a comprehensive report of the river as part of a three-year, \$12 million study to resolve the tri-state claim to water in North Georgia, followed by an environmental impact statement on the Apalachicola, Chattahoochee, and Flint River basins. The goal of the environmental impact statement was to determine the water allocation formulas for the basins, including the water that needed to be released from Buford Dam through the park to maintain water quality, supply, navigation, and hydroelectric generation.⁸¹¹

Park staff shared this research with the public to protect the watershed. In 1993, staff hosted many meetings concerning the long-range protection of the river, its watershed, and water quality in the future working with a range of partners—the Georgia Conservancy; Atlanta Regional Commission; US Soil Conservation Service; district soil conservation supervisors for Upper Chattahoochee, metro area, Cobb County, and Fulton County; Georgia Department of Natural Resources Fisheries Section; and the Soil Erosion Water Protection Branch—all of whom committed to partner to protect the adjacent lands, wetlands, and natural and cultural resources of this national recreation area.⁸¹² Superintendent Mabry wrote that the park "continues to take leadership in protecting water quality of the upper Chattahoochee River" in 1994.⁸¹³

In 1995, staff began to establish a water quality monitoring program. Staff worked with the National Biological Service to produce a water quality proposal scoping report and then to develop a funding

808. Superintendent's Annual Narrative Report, 1992.

809. "National Water-Quality Assessment (NAWQA)," US Geological Services, https://www.usgs.gov/mission-areas/water-resources/science/national-water-quality-assessment-nawqa?qt-science_center_objects=0#qt-science_center_objects.

810. Resource Management Plan, Chattahoochee River National Recreation Area, December 24, 1997, 3.

811. Superintendent's Annual Narrative Report, 1992.

812. Superintendent's Annual Narrative Report, 1993.

813. Memo to Regional Director, FY 1994 Accomplishments, August 5, 1994, Park Archives.

proposal that would support the Environmental Protection Agency and Environmental Protection Division Chattahoochee watershed study partnership. Water quality begins to appear as a subheading in the 1996 annual report, when staff received a phase I report about three storm events. Staff completed phase II to create a storm waste management model that could be used to estimate pollutants coming into the Chattahoochee River. The final report of this study was conducted with the Georgia Department of Natural Resource Water Quality Division.⁸¹⁴ In 1996–97, staff partnered with the US Geological Survey National Water-Quality Assessment Program to produce and distribute maps of water quality issues within the Chattahoochee River watershed. The maps identified the nine more serious problems connected to the region’s urban development in the upper watershed.⁸¹⁵



FIGURE 6.11 PARK RANGER TESTING WATER QUALITY, UNDATED (COURTESY OF NPS CRNRA).

Sampling results from the summer recreation seasons of 1994 and 1995 revealed that the median fecal-coliform bacteria in the river increased steadily between Buford Dam and downstream metropolitan Atlanta. Researchers cited increases in nutrient concentrations, sediment, and sediment-bound contaminants, such as metals and pesticides, and fecal-coliform concentrations. Fecal-coliform contaminants were the leading reason why these rivers did not meet federal standards. During those two seasons, from 27% to 100% of the samples collected at tributary stream sites exceeded the EPA criteria for fecal-coliform bacteria over 400 col/100 ml. Samples at 14 sites within the river also exceeded these limits. The study identified several factors for these results, including runoff from parking lots, lawns, and pastures as well as leaking and overflowing sewer lines or discharge from combined sewer overflows.⁸¹⁶

814. Superintendent’s Annual Narrative Report, 1997.

815. Superintendent’s Annual Narrative Report, 1997.

816. M. Brian Gregory and Elizabeth A. Frick, “Fecal-coliform bacteria concentrations in streams of the Chattahoochee River National Recreation Area, Metropolitan Atlanta, Georgia, May–October 1994 and 1995,” US Geological Service Water Resources Investigations Report 00-4139, August 2000, <https://pubs.usgs.gov/wri/wri004139/pdf/wrir00-4139.pdf>.

As a result, the US Geological Survey and the National Park Service initiated a two-year project to “better define microbial contamination in or near the CRCNA.”⁸¹⁷ The microbial study of water resources in the Chattahoochee River sought to determine the amount and source of the fecal coliform bacteria entering the river in 1998.⁸¹⁸ In 1999, staff reported receiving funding for a second phase to identify the source of the fecal coliform obtained in samples in phase 1.⁸¹⁹ The increased fecal coliform contributed to potential presence of pathogens.

In 1998, staff began working with the NPS Water Resources Division to develop a water resource management plan to provide a “roadmap” for policies and directions in the next 5 to 10 years.⁸²⁰ Completed in March 2000, the plan includes sections on land and resource use; water and aquatic biological resources; river flow distribution, water use, and water allocations; watershed development and impacts; bioassessments and biological integrity; programs, policies, and planning for watersheds, and recommendations.”⁸²¹

The water resource management plan provided several recommendations. First, the park should use the new chief of science and resource management position to strengthen the water program. Second, the park should integrate this position more fully with the work of rangers and interpreters. Third, the park should follow up with cooperative opportunities with the US Geological Survey and other organizations to strengthen mutual goals and to “piggyback” on existing programs. Fourth, the park should develop stronger cooperation at the county level where “routine monitoring and watershed management activities take place.”⁸²²

Natural Resources

The 1990 resource management plan noted that park staff did not have adequate information on its natural resources, except for water quality, stating “basic baseline information in all categories is virtually nonexistent.” The park still needed “ranges, inventories, communities, impacts, and potential impacts” that should be incorporated into a basic Geographic Information System and data management system.” Without such information, staff could not document visitor impact and “unacceptable environmental change.” Staff had not yet developed a resource inventory and monitoring program. The plan presented several needs, including establishing a basic inventory and impact information, protecting resources from visitor use and urban encroachment, reducing or eliminating exotic species, and preserving recreational opportunities.⁸²³

The 1997 resource management plan echoed many of the same themes related to natural resources. The report states that “natural resources have been neglected and have taken a secondary role behind the management of people at the CRNRA.” Consequently, “resources have suffered,” diminishing the visitor experience. “Most glaring,” the plan continues, “is the lack of baseline data

817. Gregory and Frick, “Fecal-coliform bacteria concentrations in streams of the Chattahoochee River National Recreation Area, Metropolitan Atlanta, Georgia, May–October 1994 and 1995.”

818. Superintendent’s Annual Narrative Report, 1998.

819. Superintendent’s Annual Narrative Report, 1998.

820. Superintendent’s Annual Narrative Report, 1998.

821. Kunkle and Vana-Miller, “Water Resources Management Plan, Chattahoochee River National Recreation Area, Georgia,” 7–8.

822. Kunkle and Vana-Miller, “Water Resources Management Plan, Chattahoochee River National Recreation Area, Georgia,” 152–153.

823. Resource Management Plan, Chattahoochee River National Recreation Area, August 17, 1990, 4–13.

which allows the park to understand the existence and scope of the resources it is mandated to protect.” This plan repeated similar proposals from 1990: The park needed to “identify basic ecosystem processes, update and complete fauna and flora inventories, and determine physical process data.” Further, there were no studies of the impact of development “on scenic viewsheds and vistas, biological and visibility impacts of air quality, fire management integrated pest management visitor use impacts, utility rights-of-way, and the efforts of potential dredging.”⁸²⁴

Two topics mentioned in both plans were the trout fishery and other aquatic biological resources. The Georgia Department of Natural Resources was raising and stocking trout in the cold waters of the river, below Buford Dam. Staff allowed and encouraged fishing on a “put/take” basis. The 1997 plan expressed concern about the health of these fish and their ability to reproduce due to high turbidity, low dissolved oxygen, and availability of food sources. The Georgia Department of Natural Resources had documented polychlorinated biphenyls and chlordane in the rainbow trout, yellow perch, largemouth bass, and carp in that region and expressed concern about mercury and other toxic metals.⁸²⁵

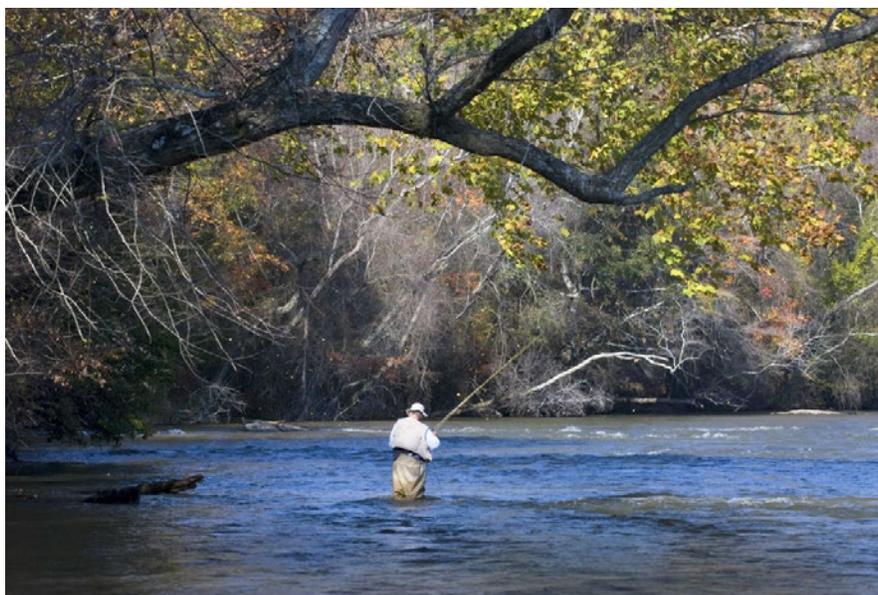


FIGURE 6.12 FISHING IN THE CHATTAHOOCHEE RIVER (COURTESY OF NPS VIP TOM WILSON).

Exotic plants were located throughout the park. In 1997, staff began a program to eradicate kudzu, and efforts continued in subsequent years. In 1998, staff began its second year of “selective herbicide spraying” to eradicate kudzu. The 1997 plan notes that there are no studies that document the extent of exotic plants in the park.⁸²⁶

Park staff worried about resource management along park boundaries as well. In 1991, staff worked with homeowners in the Sibley Forrest Subdivision, Sope Creek area, to create an “adopt a boundary” program. The goal was to provide additional wildlife habitat and to control exotic plants,

824. Resource Management Plan, Chattahoochee River National Recreation Area, December 24, 1997, 4.

825. Resource Management Plan, Chattahoochee River National Recreation Area, December 24, 1997, 4.

826. Resource Management Plan, Chattahoochee River National Recreation Area, December 24, 1997 5; Superintendent’s Annual Narrative Reports, 1997–1999.

particularly kudzu. Homeowners worked through a memorandum of understanding with park management to control these exotic plants, develop backyard wildlife habitat programs, and to reintroduce native plant species.⁸²⁷

One of the more unusual examples of exotic, non-native species at Chattahoochee was the Asian rice eel, discovered in ponds at the Chattahoochee River Nature Center in the mid-1990s. The park funded a study by the University of Georgia to investigate the existence and scope of these eels in the park.⁸²⁸ The study suggested that these eels were likely introduced into the ponds by someone dumping a fish tank or possibly trying to “establish a food source.” The eel threatened native species.⁸²⁹ In 1997, the park began an Asian rice eel study to determine the location and number of eels in the river and its nearby ponds and to assess the range, life history, and survivability of these non-native species.⁸³⁰



FIGURE 6.13 THE ASIAN RICE EEL, UNDATED (COURTESY OF NPS).

While Chattahoochee did not have an integrated pest management plan, staff had to face several insect issues. In 1996, the park received funds to monitor and control pine beetle infestations in 1996. Resource management staff used the money for GPS equipment, tree removal and map digitizing to track beetle kill areas and gypsy moths.⁸³¹ Staff also monitored for gypsy moths.⁸³²

827. Superintendent’s Annual Narrative Report, 1991.

828. Superintendent’s Annual Narrative Report, 1997.

829. “Rice Eel,” Chattahoochee River National Recreation Area, April 14, 2015, <https://www.nps.gov/chat/learn/nature/rice-eel.htm>.

830. Kunkle and Vana-Miller, “Water Resources Management Plan, Chattahoochee River National Recreation Area, Georgia,” 3.

831. Superintendent’s Annual Narrative Report, 1996.

832. Superintendent’s Annual Narrative Report, 1993.

The growing popularity of mountain biking began to damage trails and other resources in the park, creating deep ruts and gullies that brought “uncontrolled stormwater runoff” and degradation to the natural resources. In 1991, the resource management staff initiated a partnership with the Southern Off-Road Bicycle Association to maintain trails in the Sope Creek/Cochran Shoals and Vickery Creek units. This partnership continued over the following years as the bicycle association helped to maintain the trails.⁸³³

Wetlands became a growing issue in the park’s annual reports in the 1990s. In 1995, staff expressed this as a common area of concern between the park and the Corps of Engineers. By 1996, the Maintenance Division began assisting the resource management specialist to manage wetlands in Chattahoochee. While the number of wetlands was minimal, some units had beaver dams and other areas that had wildlife habitats that needed to be inventoried and delineated.⁸³⁴

Following the 1990 resource management plan recommendations, staff began to utilize GIS in its resource management program. In 1996, staff received digitized vulnerability maps created by the Atlanta Regional Commission in the early 1970s, providing data on land cover and use, vegetation, slope, aspect, and hydrology to use for historical purposes. The staff continued efforts to build a base of maps and received funds to digitize its “blue line track” maps for the GIS database, which it completed in 1997, providing topographic maps showing the park boundaries.⁸³⁵ The 1997 resource management plan noted that boundary issues were a concern due to structure encroachment, unauthorized trails, destruction of vegetation, and dumping of refuse along the boundaries. Staff needed surveys to determine its boundaries and resolve issues with adjacent landowners more accurately.⁸³⁶

These new boundary maps became the foundation of the GIS program for staff to add additional layers of infrastructure, trails, plants, archaeological sites, and other resources. However, the park did not have GIS staff yet. In 1998 and 1999, administrators hired full-time, one-year conservation associates through the Student Conservation Corps to undertake the GIS work.⁸³⁷

The annual reports begin to include environmental compliance activities in 1996. That year, staff monitored construction projects and land clearing, working with developers and homeowners.⁸³⁸ In 1997, the resource management staff reported assisting developers of “Overton,” a multiuse development near the Palisades West unit, to develop plans to reduce water quality and quantity impacts, viewshed encroachment, and storm water runoff.⁸³⁹ Resource management staff also worked with mitigating impacts from road projects, redrawing the park’s authorized boundaries, and examining encroachments by neighbors.⁸⁴⁰ They assisted an environmental partner to revise the

833. Superintendent’s Annual Narrative Report, 1991; Resource Management Plan, Chattahoochee River National Recreation Area, December 24, 1997, 5.

834. Resource Management Plan, Chattahoochee River National Recreation Area, December 24, 1997, 4.

835. Superintendent’s Annual Narrative Report, 1996, 1997.

836. Resource Management Plan, Chattahoochee River National Recreation Area, December 24, 1997, 5.

837. Superintendent’s Annual Narrative Report, 1998–1999.

838. Superintendent’s Annual Narrative Report, 1996.

839. Superintendent’s Annual Narrative Report, 1997.

840. Superintendent’s Annual Narrative Report, 1997.

park's authorized boundary, review land outside the boundary for potential inclusion, examine current park land for possible deletion, and prepare maps for review.⁸⁴¹

Fledging inventory activities began later in the decade. In September 1997, park staff contracted with the Nature Conservancy to conduct a vegetation inventory and monitoring project, to be completed in 1999. The contractors were expected to collect and catalog plant specimens for a herbarium. The Resource Management Division supervised an individual conducting a plant inventory and monitoring project for the park in 1997 and 1998 to include in the park database.⁸⁴²

Cultural Resources

Cultural resources had been similarly overlooked according to the 1990 resource management plan. While the park had a “diverse assemblage” of prehistoric and historic archaeological sites and historic structures from the Paleo-Indian period through the present, “a consolidated inventory of historical and archaeological values has not been performed.” Baseline information of cultural resources was again “virtually nonexistent” for the park. The 1990 plan stated that several resource studies were needed, including archaeological data, recovery studies, inventory reports on all structures over 50 years old, and historic studies of structures and sites within the park boundaries.⁸⁴³ The 1997 report again echoed the same theme, noting the absence of baseline information in all categories. Further, new units were being added to the park without any cultural resource survey. The report added that there was only .10 full-time employees devoted to cultural resource management, and the primary activity he performed was environmental compliance reports.⁸⁴⁴

The 1997 plan included a long list of program needs, from inventories to resource studies, treatment plans, cultural resource documents, and plans for museum collection activities and treatment. Staff also needed help with establishing the significance and national register eligibility for the park's cultural resources, including Allenbrook, Ivy Mill, and the rock shelters. Additionally, historical studies would be useful in establishing contexts for the park stories, including prehistoric and historic base maps, significance and management strategies for its river crossings and bridges, protection strategies for vandalism and pot hunting, and strategies for monitoring the impact of riverbank erosion on cultural materials and sites.⁸⁴⁵

One of the most significant cultural resources under discussion during this period was the Hyde Farm. James Cooper Hyde developed the property in the 1840s with a log house. The Power family operated a ferry there on 1,300 acres of land that included the George Power home. The family operated the farm through 1874 when James Hyde and his family began sharecropping and working the property. In 1920, James gained title to the 135-acre homestead, and his two sons, J. C. and Buck, farmed the property using traditional mule-drawn plows and sold vegetables and produce off their truck in the Marietta square. After Buck died in 1991, J. C. sold 40 acres of bottomlands to pay the

841. Superintendent's Annual Narrative Report, 1997.

842. Superintendent's Annual Narrative Report, 1997, 1998; Resource Management Plan, Chattahoochee River National Recreation Area, December 24, 1997, 3.

843. Resource Management Plan, Chattahoochee River National Recreation Area, August 17, 1990, 5, 7–9.

844. Resource Management Plan, Chattahoochee River National Recreation Area, December 24, 1997, 3, 8.

845. Resource Management Plan, Chattahoochee River National Recreation Area, December 24, 1997, 8.

inheritance tax. Recognizing the significance of this historic farm, the Trust for Public Land stepped in to ensure that the land could be preserved through the park. The trust negotiated an agreement to allow J. C. Hyde to remain on the farm until his death, and then the trust would have the right of first refusal to purchase the remaining 95 acres.⁸⁴⁶



FIGURE 6.14 FRONT VIEW OF THE HOUSE AT HYDE FARM, MAY 1998 (COURTESY OF NPS CRNRA).



FIGURE 6.15 BARN AT THE HYDE FARM, MAY 1998 (COURTESY OF NPS CRNRA).

846. Chattahoochee River National Recreation Area, General Management Plan and Environmental Impact Statement, National Park Service Southeast Regional Office, Atlanta, GA, September 2009, 76.

Jerry Hightower credits Superintendent Smith with helping make the Hyde property negotiations. Smith, “who had plowed and farmed with a mule as a boy and knew all that kind of stuff and was an old man just like J.C., went over there and talked to J.C. in the right kind of language,” recalled Hightower. “And Sib talked him into selling us some land down on the flood plain that he wasn’t using anymore,” which provided money for him to pay the tax and to live on.⁸⁴⁷ To collect the history, the trust began to seek someone to conduct oral histories with J. C. Hyde in 1999.

The National Park Service had earlier purchased 40 acres of the George Power farm in 1985. When the other heir of Charles Power passed in 1995, the Trust for Public Land purchased 80 additional acres of land, while the house passed to the Cobb Landmarks and Historical Society. The National Park Service maintains a conservation easement on this 2.5-acre parcel.⁸⁴⁸



FIGURE 6.16 FRONT VIEW OF ALLENBROOK, EAST SIDE, MAY 1994 (COURTESY OF NPS CRNRA).

Both the Allenbrook and Sope Creek Ruins (Marietta Paper Company) continued to remain a focus in the cultural resource program at Chattahoochee because of their historical significance. In 1991, the Roswell Historical Society left Allenbrook, and staff used the house as an employee’s residence through 1997. In 1998, staff performed additional work to stabilize and rehabilitate the house, including adding new doors and hardware.⁸⁴⁹ In 1995–96, special funding supported dam rehabilitation at Sope Creek/Island Ford.⁸⁵⁰

847. Jerry Hightower, interview.

848. Chattahoochee River National Recreation Area, General Management Plan and Environmental Impact Statement, September 2009, 80–81.

849. Chattahoochee River National Recreation Area, General Management Plan and Environmental Impact Statement, September 2009, 90; Hartrampf, Inc., and Office of Jack Pyburn, Allenbrook Historic Structure Report, 3,

850. Superintendent’s Annual Narrative Reports, 2005–2006.



FIGURE 6.17 NORTH SIDE OF THE MARIETTA PAPER MILL RUINS
AT SOPE CREEK, MAY 1994 (COURTESY OF NPS CRNRA).

Several archaeological sites were investigated during 1991–2000. In 1992, the Southeast Archaeological Center conducted a “selective archaeological survey” to assess the Ivy Mills/Lauren Mills located in Riverside Park in Roswell on the west bank of Big Creek. Abandoned in the 1920s, the ruins included a partial dam and parts of the mill race. The survey identified the location of the main mill and the stone foundation of the ca. 1900 picker house. The site was determined to be eligible for the national register under criterion D for its association with the industrial revolution in the South.⁸⁵¹

An archaeological survey for the Kennedy Interchange at Cumberland Boulevard and Interstate 75 in the early 1990s documented the Akers Mill Ruins (sometimes called Banner Mill). Located adjacent to Rottenwood Creek, the “badly deteriorated” ruins feature remains of a 19th-century mill, a dam, and a bridge foundation of dry-laid stone. The mills were established before the Civil War but were sold to the Akers Brothers in 1873 to produce flour and meal. The mill employed around 60 people, and the owners constructed a small village south of the mill. While the mill was likely built of wood, the stone now distributed around the site composed its foundation walls. Stone walls create an excavated race and raised flume. Although the site was in poor condition, it was determined to be the “best preserved” grist mill site “in the study area” and was thus potentially eligible for the national register, contributing to an understanding of industrial history in the region.⁸⁵² Funds were donated

851. Chattahoochee River National Recreation Area, General Management Plan and Environmental Impact Statement, September 2009, 85–86.

852. Chattahoochee River National Recreation Area, General Management Plan and Environmental Impact Statement, September 2009, 89.

to stabilize Akers Mill Ruins in 1998, and staff removed 84 trees that compromised the ruins. In 1999, staff completed environmental compliance for the Akers Mill Ruins and the park trail system.⁸⁵³

Park documents report several surveys during the late 1990s. In 1995, a team from the regional office “inspected park resources to compile a list of Classified Structures,” but the document had not been completed as of 1999.⁸⁵⁴ The 1997 resource management plan states that staff initiated a historic resource survey, the focus of which is not included. Perhaps this survey was the “extensive” archaeological compliance survey in the Bowman’s Island unit in planning for a trail reported in the 1997 annual report.⁸⁵⁵ In 1998, the superintendent reported that the historic resource study had gone through one revision and a second draft was expected soon.⁸⁵⁶

Collections

Discussion under the topic “curatorial” appears in the superintendent’s annual report for the first time in 1992. The report notes three focus areas that year. First, staff entered museum collection data into the National Automated Museum Record System and received its first permanent records. Second, staff evaluated the Allenbrook collection and determined that most items were not of historic value, but staff was awaiting the Southeast Regional Office’s determination on the “wooden wagon style chairs.” Third, staff began organizing books and periodicals in the library collection.⁸⁵⁷

The following year, the annual report noted that museum collections reports were updated and completed. In 1993, staff added artifacts from three new archeological surveys into the park’s collection and cataloged specimens from a recently completed vascular plant survey. Staff in the SERO Museum Services Division promised to offer training on the use of the Automated National Catalog System for park staff.⁸⁵⁸ In 1998, staff installed the Automated National Catalog System (ANCS+) on park computers and began entering data. Staff could now produce electronic museum records and reports.⁸⁵⁹ These activities appear under the Interpretation/Outreach Division rather than Resource Management Division.⁸⁶⁰

“FURTHERING PARK GOALS AND CREDIBILITY,” 2000–2012

The new century brought about a significant change in the way that resource management was viewed in the park. Superintendent Kevin Cheri, who began in May 2000, elevated the discussion of resource management. But staff was also responding to servicewide discussions and initiatives regarding resources. The Natural Resource Challenge introduced in 1999 required parks to evaluate how they were managing their natural resources and encouraged them to develop more partnerships with the scientific community. The “NPS Discover 2000” conference promoted cultural and natural

853. Superintendent’s Annual Narrative Report, 1999.

854. Resource Management Plan, Chattahoochee River National Recreation Area, December 24, 1997, 3.

855. Superintendent’s Annual Narrative Report, 1997.

856. Superintendent’s Annual Narrative Report, 1998.

857. Superintendent’s Annual Narrative Report, 1992.

858. Superintendent’s Annual Narrative Report, 1993.

859. Superintendent’s Annual Narrative Report, 1998.

860. Superintendent’s Annual Narrative Report, 1998.

resource stewardship as two major areas of discussion, including the role of science, biodiversity, environmentalism, and sustainability. In 2001, the study, “Rethinking the National Parks for the 21st Century” further challenged staff to protect natural and cultural resources to “inspire and inform future generations.”⁸⁶¹

In 2000, Superintendent Cheri established a new Science and Resource Management Division, which included a variety of work previously in other divisions: “natural and cultural resource management, science, compliance, hazard trees and integrated pest management, GIS, and the research library.” The new division brought more attention to these activities. Cheri noted that “to further park goals and credibility, as well as develop respect and report with the scientific community, a person well-grounded in field-applied science was selected as the new natural resource manager for the park.” David Ek accepted this position. Cheri hoped that the new chief science and resource manager would “kick start” an aggressive vegetation management program including exotics, begin tackling the long list of backlog and deferred streambank restoration projects, and create a model natural resource compliance program.”⁸⁶²

The 2001 staffing plan shows that this new chief of resource management had a staff of five, including a clerk, natural resource management specialist, biological technician, fisheries biologist, and wetland specialist. In 2001, park administrators hired “several” Science and Resource Management (SRM) Division staff, which helped the division conduct “much needed restoration, protection of the resources” while providing the superintendent with “reliable information affecting critical park decisions.” The Science and Resource Management Division increased in 2002 to include four biological science technicians, four student conservation association intern, a regional wetland ecologist duty-stationed at the park, a regional fisheries biologist duty-stationed at the park, an office automation technician, and NPS volunteers who contributed “substantial time” to the division’s work.⁸⁶³

Budget cuts began to erode the size of the staff, beginning in 2004. Cheri wrote that budget constraints meant “numerous” positions had remained vacant over the “past few years.”⁸⁶⁴ In 2004, the park lost its resource manager, biological science technician, and cartographic technician.⁸⁶⁵ In 2005, the Science and Resource Management Division “experienced 100% staff turnover, resulting in enormous challenges to be handled by limited staff.” However, the SRM budget increased later in the year and staff was able to “begin rebuilding” the park’s resource management functions, hiring a supervisory biologist, two biological science technicians, a Student Conservation Association (SCA) intern to work on GIS, and a short-term emergency hire. A 2006 organizational chart shows that the chief of resource management supervised three positions: one natural resource management specialist, one biological technician, and one position supported by fees. By 2007, the division only had two full-time employees—Rick Slade who joined as chief in October 2006, and Chris Hughes, the natural resource program manager, along with three SCA interns and one Student Temporary Employment Program (STEP) biological technician. This level of two or three full-time staff, assisted

861. Janet McDonnell, “Reassessing the National Park Service and the National Park System,” *The George Wright Forum* 6, no. 2 (2008), 10–11, <http://www.georgewright.org/252mcdonnell.pdf>.

862. Superintendent’s Annual Narrative Report, 2000.

863. Superintendent’s Annual Narrative Report, 2002.

864. Superintendent’s Annual Narrative Report, 2005.

865. Superintendent’s Annual Narrative Report, 2005.

by SCA interns and other temporary positions through the Student Career Experience Program (SCEP) and STEP, continued through this period. Slade noted in 2007 that while his division remained small and received only 6% of the annual budget, the staff completed 50% of the park's goals that year.⁸⁶⁶

Other park staff and volunteers supported the resource management program. Rangers from the Visitor and Resource Protection Division assisted with protecting the resources by conducting investigations for resource damage and implementing mitigation procedures.⁸⁶⁷ Maintenance staff provided much of the labor for resource management, but they lost autonomy in setting goals and direction for their work. Now, their tasks came under supervision of the SRM staff. Sometimes this situation created tension. Leroy Stubblefield recalls when resource management staff adopted a new approach to let fields grow more naturally, and the chief “tried to get us to cut back” on the mowing and let the grass “grow up wild,” an aesthetic Stubblefield did not particularly appreciate. Also, staff with the Science and Resource Management Division oversaw maintenance on the trails to ensure that resources were not damaged. Stubblefield recalls a situation in which he had a plumbing problem to fix (the old orange plumbing pipe had deteriorated and failed). “I was gonna go in there and dig it up and put in PVC pipe and he [Chief of Science and Resource Management David Ek] wouldn't let me do it because it's damaging resources. . . I was a simple-minded person, and if it broke, you fix it!”⁸⁶⁸

Much of the volunteer program still focused on resource management. The 2000 annual report notes that 513 volunteers worked 8,360 hours, over half of which—4,141.5—were in resource management activities.⁸⁶⁹ Sometimes volunteer groups took on a resource management project; in 2002, 217 volunteers from several companies worked 651 hours to remove exotic plants, plant native trees, and stabilize a riverbank section.⁸⁷⁰

By 2002, the activities of the Science and Resource Management Division moved to the beginning of the superintendent's annual report, showing the importance that Cheri and subsequent superintendents assigned to this work. Now, staff began to perform activities that would be expected in a full-fledged resource management program. The new staff became more “aggressive” in coming up to “full compliance” with the National Environmental Policy Act (NEPA) and other laws and mandates for natural and cultural resources. In addition to preparing exclusions and environmental assessments, staff began to work more successfully with local governments to bring them into compliance with the National Environmental Policy Act when it had projects on the park property. This was an “important first step in establishing some much-needed control over activities” in the park. As one example that year, staff identified a local developer working on a project adjacent to the park, without permits. Staff requested that the developer comply with NEPA regulations and thus helped avoid damage to the wetland aquatic resources.⁸⁷¹ Park administrators hired a new term employee in 2002 specifically to coordinate the natural and cultural compliance activities; by 2003,

866. Superintendent's Annual Narrative Report, 2007.

867. Superintendent's Annual Narrative Report, 2000.

868. Stubblefield, interview.

869. Superintendent's Annual Narrative Report, 2000.

870. Superintendent's Annual Narrative Report, 2002.

871. Superintendent's Annual Narrative Report, 2001.

that position completed six section 106 planning documents and one environmental assessment draft. In 2007, the annual report listed an array of compliance projects, including cell towers (both denied), boat ramps and river access, trail development, Morgan Falls bridge, a wastewater treatment plant, and trail development.⁸⁷²

In addition, the division established a formal research program. Beginning in 2001, staff began to monitor and coordinate the research activities within park boundaries, which Superintendent Cheri called a sign “of a professional resource management program.”⁸⁷³ In the program’s first year, staff issued 14 research permits. By 2005, the park had 84 research projects included to its database.⁸⁷⁴

New park plans showcased the increased importance of managing resources at the park. The 2009 general management plan’s three top issues included managing the park to provide a quality visitor experience as well as protecting the natural and cultural resources. The document listed three issues in this area. First, water quality in the streams was being impacted by runoff from adjoining areas and introducing fecal coliform bacteria and organic compounds into the river. The National Park Service needed to maintain water quality and protect aquatic life in the park. Second, development had led to unauthorized trails from adjacent areas, many of which disturbed native vegetation, encouraged spread of invasive plants, and created soil erosion. How should park staff manage and minimize these impacts? Third, more visitors required more facilities, and that construction—including roads and parking areas—impacted the park’s “natural habitats and cultural resource.” How could park staff minimize these impacts?⁸⁷⁵

In 2010, the park was selected as a pilot for the region to produce a Resource Stewardship Strategy. This document included strategies for managing natural and cultural resources based on science and scholarship and the goals outlined in the general management plan. During this year, administrators invited staff from the Southeast Regional Office and the Southeast Coastal Inventory and Monitoring network to develop comprehensive strategies for managing park resources over the next two decades.⁸⁷⁶

The River

In 2000, the US Geological Service published “Fecal-coliform bacteria concentrations in streams of the Chattahoochee River National Recreation Area, Metropolitan Atlanta, Georgia, May–October 1994 and 1995.” This document set the agenda for a more aggressive approach to water monitoring for the decade and through the next. The report documented the extent of bacterial contamination from sewage spills and other fecal material. While the upstream portions of the park were “quite clean” in terms of bacteria, the lower portions moving downstream through metropolitan communities were much more contaminated. As a result, those using the river for recreational purposes faced a public health concern, as the levels of fecal materials “far” exceeded national and state standards. Park staff determined that reporting the water quality and “health risk assessment”

872. Superintendent’s Annual Narrative Reports, 2002, 2003, 2007.

873. Superintendent’s Annual Narrative Report, 2001.

874. Superintendent’s Annual Narrative Reports, 2003, 2005.

875. Chattahoochee River National Recreation Area, General Management Plan and Environmental Impact Statement, September 2009, v–vi.

876. Superintendent’s Annual Narrative Report, 2010.

of the water was “prudent and responsible.”⁸⁷⁷ In 1999, about 30% of the park’s 2.9 million visitors engaged in water-based recreation. The Chattahoochee River provided both recreation and drinking water in this region, yet there were “historically high levels of indicator bacteria” in the river.⁸⁷⁸

Staff began a water quality monitoring project in the fall of 2000, working in conjunction with the US Geological Service and the Upper Chattahoochee River Riverkeepers. This BacteriAlert project became the “cornerstone” of the park’s water quality program.⁸⁷⁹ The goal was to measure the coliform and *Escherichia coli* (E. coli) bacteria levels in the river to determine when they exceeded the US Environmental Protection Agency criteria. The US Geological Service provided one year of funding for park staff to monitor the water four days a week beginning in late 2000 and to post advisories and “health risk assessments” from Tuesday through Friday.⁸⁸⁰

While staff was thankful for the initial funding, it wanted to make this a daily activity and to secure permanent funds for the program. Staff continued the program beyond that first year by identifying funding, working with partners, and sometimes using money from the fee program to support this work. In 2001, staff reported receiving funding for both for the “multi-agency cooperative” monitoring and public education BacteriAlert program from the US Geologic Service, the Georgia Environmental Protection Division, Upper Chattahoochee Riverkeeper, Trust for Public Land, and the National Park Service. Additional funding came from reprioritizing existing money and one-time project funding from the US Geological Service. In this second year, staff tested the water daily and notified the public when the levels exceeded federal standards for recreational waters. A key component of the program was the creation of a public health warning system onsite so families could make “informed decisions” regarding recreation in the river. The water in the downstream section of the park exceeded the federal standards on 78 out of 258 testing days that year. Still, staff sought a more dependable, long-term funding source for this program.⁸⁸¹ Other agencies have since become partners, including Cobb County Water system, the City of Roswell, and the Chattahoochee Parks Conservancy.⁸⁸²

By 2002, park staff sampled the river in three areas and documented more contamination as the water moved downstream. The Medlock Bridge site was out of compliance 12.6% of the time, the Johnson Ferry site 13.4%, and Paces Mill 23.3%. Results were posted on the website but also onsite on information warning signs, changed daily, at all major water access points on the river.⁸⁸³ Staff continued to test the water over an eight-month period at two sites, three days a week, from February through September 2003, and the numbers increased: 19% at Medlock Bridge and 37% at Paces Ferry.⁸⁸⁴

877. Superintendent’s Annual Narrative Report, 2000.

878. “Chattahoochee River BacteriAlert: Introduction,” South Atlantic Water Science Center, US Department of the Interior, <https://www2.usgs.gov/water/southatlantic/ga/bacteria/infocentral.html>.

879. Superintendent’s Annual Narrative Report, 2007.

880. Superintendent’s Annual Narrative Report, 2000.

881. Superintendent’s Annual Narrative Report, 2001

882. “Chattahoochee River BacteriAlert: An Introduction,” US Geological Service, South Atlantic Water Science Center, <https://www2.usgs.gov/water/southatlantic/ga/bacteria/infocentral.html>.

883. Superintendent’s Annual Narrative Report, 2002.

884. Superintendent’s Annual Narrative Report, 2003.

In 2002, staff began to measure turbidity (the clarity of the water), which is another important factor in water quality. Turbidity would allow staff to predict bacteria levels in “real time.”⁸⁸⁵ Staff collected data from “continuous recording dataloggers” in two park streams to help assess baseline conditions. The results proved long-term concerns: both streams had high turbidity levels—one over the maximum level the instrument could read over 50% of the time.⁸⁸⁶ The BacteriAlert project began to use a “mathematical formula that correlates turbidity to bacterial levels” in 2004, which allowed staff to alert the public of water quality on a “real time basis.”⁸⁸⁷ Park staff has used this process, which is less labor-intensive, through today.

The data fluctuated annually during this period. The levels dropped in 2004 to 14% at Medlock and to 27% at Paces Mill. But in 2005, Medlock Bridge water was out of compliance 62 times and Paces Mill 155 times. By 2007, Medlock Bridge data exceeded the recreational limit on 8.2% of the tested dates and Paces Mill 12.4%, and then levels increased slightly in 2008 to 8.6% at Medlock and 22.8% at Paces Mill. Still, the annual report notes that the testing provides “an overall positive picture of the health of the river.” In 2009, park staff reconsidered the health of the river, judging it as “mixed,” as the frequency when the river exceeded recreational limits more than doubled (30% at Medlock Bridge and 22% at Paces). Park staff attributed this change to “continued development along the northern half of the river.” Still, results at the southern end of the river remained level that year, perhaps due to less development in this urbanized stretch and ongoing improvements in Atlanta’s sewer system.⁸⁸⁸

The program required staff time to share the data with the public, including changing the onsite warning signs daily at all major water access points on the river. As Nancy Walther recalls, this work was “extremely labor intensive.” The staff was not permanent, so there was constant turnover.⁸⁸⁹ In 2003, staff tested a new remote operated flashing warning sign, which would reduce staff driving time. For example, by 2005, staff spent 32 hours per month on this program. In 2007, staff added new signs with a phone hotline at all the river access points so visitors could obtain “real-time information” in both English and Spanish, recognizing the increasing diversity of park visitors as well.⁸⁹⁰ The “message” to the visitors changed during this time, Walther recalls. “We’re telling people ‘the river is clean,’ but when we have heavy rain,” and the river is brown, “stay out of the water. Because that’s when there is a chance for higher count of E-coli.”⁸⁹¹

In 2010, staff made a significant change to the BacteriAlert program. Now, the US Geological Survey began to use past data to “develop a refined correlation between turbidity and bacterial levels.” The process used an “updated algorithm for predicting bacterial levels,” thus providing more accuracy. While “estimating bacteria concentrations from turbidity is a new and inexact science,” the US Geological Survey wrote, “the statistical model that ties the two together is not just a simple straight

885. “Turbidity and Water,” US Geological Survey, https://www.usgs.gov/special-topic/water-science-school/science/turbidity-and-water?qt-science_center_objects=0#qt-science_center_objects; “Chattahoochee River BacteriAlert: Introduction,” South Atlantic Water Science Center, US Department of the Interior, <https://www2.usgs.gov/water/southatlantic/ga/bacteria/infocentral.html>.

886. Superintendent’s Annual Narrative Report, 2002.

887. Superintendent’s Annual Narrative Report, 2004.

888. Superintendent’s Annual Narrative Reports, 2004–2009.

889. Walther, interview.

890. Superintendent’s Annual Narrative Report, 2005.

891. Walther, interview.

line correlation.”⁸⁹² This new calculation allowed park staff to reduce the number of days it sampled the water to one, and thus reduced the cost while providing more reliable predictions. The results showed increased contamination that year, with Medlock Bridge exceeding the standards 24% of the time and Paces Mill 41%, its highest level since 2005. Park staff wondered whether this was due to fewer sampling events and a small sampling size that “does not accurately capture the overall condition of the river,” and the annual report commented that continued results would be “cause for concern and investigation.”⁸⁹³

In December 2010, at the close of 10 years on the program, Sally Bethea, executive director of the Chattahoochee Riverkeeper, commented that it was “the only program of its kind in the Southeast and one of just a few in the nation where real-time data is collected in a similar public-private partnerships.” Park staff had worked with the US Geological Survey, Cobb County Water System, Cobb County-Marietta Water Authority, and the Upper Chattahoochee Riverkeeper. District USGS Chief Ed Martin commented that the program “has greatly expanded our scientific understanding of bacteria in the Chattahoochee River.”⁸⁹⁴ The program continues to provide data to the public and to conduct scientific research on water quality, including both the current estimated E coli (based on turbidity) and the most recent sampled E. coli data.⁸⁹⁵

Park staff continued to assess and protect the water quality in other ways. One was to monitor the streams feeding into the river. Staff began stream assessment in 2002 in the Island Ford Unit and Palisades units and in parts of Cochran Shoals and Abbots Bridge to provide baseline resource conditions. Park staff partnered with the Georgia Department of Natural Resources Adopt-A-Stream program to allow groups to test water samples from tributaries that feed into the river. This program allowed park staff to monitor tributaries that had not previously been monitored. An intern worked on a project to delineate the condition of micro watersheds so that staff could document the impact of development on the streams.⁸⁹⁶ Beginning in 2007, park annual reports also suggest that park staff were engaged in monitoring new development applications for the US Army Corps of Engineers, including preconstruction notification to map these applications in the river’s watershed and to assess areas with the greatest threat to water quality.⁸⁹⁷

Park staff also documented sewage spills. In 2000, staff began to create a “comprehensive database” of sewage spills in the park. Cheri noted that 6.4 million gallons of sewage spilled into the park that year, and these were only the reported spills.⁸⁹⁸ The annual report that year reported that 100 miles of sewer lines servicing Atlanta were located along streams and rivers that “routinely spill raw sewage into the park, especially after heavy rains.” When staff completed the GIS database of sewer lines and spills in 2002, it reported 26.2 miles of sewer lines within the park, managed by the counties. As staff

892. “Chattahoochee River BacteriAlert: Introduction,” South Atlantic Water Science Center, US Department of the Interior. <https://www2.usgs.gov/water/southatlantic/ga/bacteria/infocentral.html>.

893. Superintendent’s Annual Narrative Report, 2010.

894. “Celebrating Success: Chattahoochee River National Recreation Area and BacteriAlert Monitoring Program,” December 1, 2010, <https://www.nps.gov/chat/learn/news/celebrating-success-bacterialert-monitoring-program.htm>.

895. “Chattahoochee River BacteriAlert: Home,” US Geological Survey, US Department of the Interior, <https://www2.usgs.gov/water/southatlantic/ga/bacteria/index.php>.

896. Superintendent’s Annual Narrative Reports, 2002, 2005.

897. Superintendent’s Annual Narrative Reports, 2007, 2008.

898. Superintendent’s Annual Narrative Report, 2000.

began to document the number of spills more accurately, the amounts remained high, including at least five spills with over 155,000 gallons in 2005 and 10 major spills in 2007. The number more than doubled the following year with 22 spills of almost three million gallons, likely due to the “epic flooding” on September 21. During the storm, Cobb County and Atlanta sewage plants were “partially submerged” and “incapacitated for weeks and months,” at which time another 5 million gallons of sewage entered the river basin.⁸⁹⁹ The year 2010 was not as bad as previous years but still experienced 28 spills and 1.3 million gallons of sewage due to high rainfall and flooding. Fulton County was still a “significant source of sewage” due to the age of its sewer system, although the county was working to upgrade sewage lines and pumping stations.⁹⁰⁰ As these sewage spills occurred, park staff worked with county officials in Fulton to repair bad lines and restore areas with native vegetation after the damage.⁹⁰¹

Morgan Falls relicensing was another issue in managing the river during this decade. The process began in 2003. Located in Roswell and abutting three park units, Morgan Falls Dam and Hydroelectric Plant started commercial operations in 1902. The original gravity dam and powerhouse were still in use, but the overall plant had not changed from its original design except for upgrades. Operated by Georgia Power, the dam both generates power and reregulates “peaking flows” water from Buford Dam, which is 36 miles upstream.⁹⁰² By 2007, its major purpose was to level the flow down river for the drinking water supply and wastewater for the City of Atlanta. The dam was up for 50-year relicensing to begin in September 2009. Throughout this period, Georgia Power worked with the National Park Service, including going to Oklahoma to meet Native Americans who had previously lived on current park lands.⁹⁰³ Staff issued several research permits focusing on this issue in 2005. Staff participated in the final process of the relicensing discussion in 2008, and the Park Service engaged with the US Fish and Wildlife Service to mitigate efforts on NPS resources.⁹⁰⁴ Chief of Resource Management Rick Slade recalled the park's involvement in the Apalachicola-Chattahoochee-Flint Water Control Manual/Environmental Impact Statement. Around 2009 or 2010, the US Army Corps of Engineers accepted comments on a draft plan. According to Rick Slade, “we submitted a long letter with a summary of our concerns and position on the regulation of releases from Buford Dam. We spent a lot of time researching and writing that letter to really stake a claim in that process and were coordinating closely with the USFWS to ensure that our position was consistent with T&E species conservation downstream and in the bay, which was their big concern.”⁹⁰⁵

899. Superintendent's Annual Narrative Report, 2009.

900. Superintendent's Annual Narrative Report, 2010.

901. Superintendent's Annual Narrative Report, 2007.

902. Morgan Falls Hydro Project, Georgia Power, <https://www.georgiapower.com/content/dam/georgia-power/pdfs/company-pdfs/2016-morgan-falls-info-sheet.pdf>.

903. John Schaffner, “Morgan Falls Dam: 100 years of serving Atlanta—streetcars to water system,” *Report Newspaper*, August 10, 2007.

904. Superintendent's Annual Narrative Report, 2005, 2007.

905. Rick Slade, personal communication with Ann McCleary, March 2020.



FIGURES 6.18 MORGAN FALLS DAM (PUBLIC DOMAIN).

The license was renewed with little change, and the park received funding for mitigation projects to include improving resource conditions and delivering visitor services. As a result, Georgia Power provided funding for aquatic and terrestrial resource enhancement projects, habitat preservation, cultural resource management and monitoring, and NPS maintenance resources. The amount was \$400,000 divided between 2009 and 2011 and an extra \$10,000 for operations and maintenance from 2014–2019. Issues of concern to the park included management of the native shoal bass population, exotic plant treatment, streambank restoration, and improvements to the Ivy Mill Historic site, where the Vickery Creek flows into the Chattahoochee. This site occasionally flooded by the Morgan Falls Dam and was often unreachable due to the kudzu.⁹⁰⁶

Park staff continued to be engaged in the Tri-State Water Allocation Compact, requesting in 2002 to “establish” the National Park Service as a partner in the process.⁹⁰⁷ The SRM staff reported participating in discussions regarding the allocation formula.⁹⁰⁸ Otherwise, the annual reports provide little documentation of this process. In 2011 and 2012, the legal cases were resolved, and the court required the US Army Corps of Engineers to determine how much water it could provide to metropolitan Atlanta.⁹⁰⁹

906. Superintendent’s Annual Narrative Report, 2008; Fred Brown, Sherri M. L. Smith, Richard Stenger, “The Riverkeeper’s Guide to the Chattahoochee,” (Atlanta: CI Publishing, second printing), 98.

907. Superintendent’s Annual Narrative Report, 2002.

908. Superintendent’s Annual Narrative Report, 2002.

909. “Tri-State Water Wars—Background and History,” Atlanta Regional Commission, n.d., <https://atlantaregional.org/natural-resources/water-wars/tri-state-water-wars-background-and-history/>.

Natural Resources

With the new servicewide natural resource challenges, inventory and monitoring work increased at the park, engaging activities in both the Appalachian and Piedmont ecosystems. In 2002, park staff reported inventories of aquatic plants and threatened and endangered mussels. The National Park Service conducted baseline surveys for reptiles, amphibian, fish, small mammals, birds, and bats in 2003 and 2004 as part of servicewide inventories. In 2003, staff uncovered 108 new populations of rare and threatened plants, an increase of 415% in one year. The University of Georgia began a macroinvertebrate inventory in 2004.⁹¹⁰

In 2006, a University of Georgia team began a vascular plant survey as part of NPS inventory and monitoring. The team conducted 12 collecting trips in 2006–2007 that identified 570 species and three varieties of vascular plants, including 169 plants not previously included in the park’s survey. The team worked with park staff to add these specimens and those from previous surveys into the park’s herbarium, which created 827 total plant species found in the park.⁹¹¹

Park staff continued to discover and sometimes rescue new populations of rare and threatened plants and to conserve them in the park, particularly pink lady slipper, yellow lady slipper, and an “albino” pink lady slipper; the Ozark Mountain bunchflower; the Georgia aster; and ginseng. Park staff worked with the Atlanta Botanical Garden and the Georgia Natural Heritage Program in these activities. In 2003, the Atlanta Botanical Garden agreed to cultivate the Georgia aster seeds for the park, and staff began a Georgia aster reintroduction program the following year. In 2010, staff completed surveys of all established Georgia aster populations and sent seeds to the Atlanta Botanical Garden and the North Carolina Botanical Garden.⁹¹²

910. Superintendent’s Annual Narrative Report, 2002–2004.

911. Superintendent’s Annual Reports, 2007–2010; Wendy B. Zomlefer, Alex Reynolds, David E. Giannasi, and Karin Heiman, “Vascular Plant Flora of Chattahoochee River National Recreation Area, A Conservation Corridor from the Buford Dam to Atlanta, Georgia” (January 2012), https://www.researchgate.net/publication/260100414_Vascular_Plant_Flora_of_Chattahoochee_River_National_Recreation_Area_a_Conservation_Corridor_from_the_Buford_Dam_to_Atlanta_Georgia.

912. Superintendent’s Annual Narrative Reports, 2002–2010.



FIGURE 6.20 PINK LADY SLIPPER (COURTESY OF WIKI, BY [ORCHI](#)—SELF-PHOTOGRAPHED, CC BY-SA 3.0, [HTTPS://COMMONS.WIKIMEDIA.ORG/W/INDEX.PHP?CURID=10569244](https://commons.wikimedia.org/w/index.php?curid=10569244)).

Another important area of growth in resource management during this period was restoration projects. Companies sometimes engage in restoration projects at the park to mitigate damage they committed elsewhere. But many of these projects came about as the park became more active in reporting assessments, filing court cases, and requesting restitution for the damages, in which the park received restoration expenses for the impacted resources.⁹¹³ Staff used the “19jj” program to mitigate the damage and seek recoveries.⁹¹⁴ Congress enacted the US Code 16USC19jj, called the Park System Resources Protection Act, in 1990 and modified it in 1996 to apply to all NPS resources within the boundary of a park unit. The law allows the US attorney general to commence a civil action in district court against anyone who “destroys, causes the loss of, or injures any park system resources for response costs and damages resulting from that destruction, loss, or injury.”⁹¹⁵ By 2008, section 19jj impact mitigation projects at the park included wetlands, riverbanks, creeks, and vegetation projects.

Park staff began its first stream bank restoration project in 2001 at the Abbotts Bridge unit. Previously, the park only had the staff and resources to document damage to the riparian zone and the stream bank, but this year staff began to mitigate and restore previous impacts. As part of this program, staff worked with an environmental consulting firm regarding obtaining “no-cost stream bank restoration.” Staff created a list of projects for companies who had impacted stream banks elsewhere to comply with federal and state law by “mitigation banking”—restoring a stream bank or

913. Superintendent’s Annual Narrative Report, 2000.

914. This program is now called System Unit Recourse Protection Act.

915. Richard J. Larrabee, “16USC19jj: Quite possibly the most powerful act known to the park service,” *Ranger*, (Summer 2003), 2, <http://nps.history.com/publications/eq/16-usc-19jj.pdf>.

“equal or greater amount” in another place. To prepare for such opportunities, the consulting firm began defining projects in the Cochran Shoals unit.⁹¹⁶

In 2001, staff was also processing two section 19jj cases. In one case, staff worked with a person who dumped concrete and other materials in the river and was now required to remove the debris and restore the impacted resources.⁹¹⁷ The number of section 19jj cases increased steadily. Even when SRM staff declined in 2004, the rangers still investigated section 19jj restitution cases, from the Sope Creek Ruins and white water tree cutting to the Chattahoochee Bluffs housing development. By September 2005, staff reported that 20% of the 192 acres disturbed and targeted for restoration in September 2003 were restored.⁹¹⁸

Staff participated in the Corporate Wetlands Restoration Resource Partnership, becoming one of the first partners in an “urban/suburban environment.” In 2005, the Old Castle Corporation, CH2Hill, Colonial Pipeline, and Contech committed up to a million dollars of in-kind service for wetland restoration through the Georgia Corporate Wetlands Restoration Partnership (CWRP) program. Together, they completed a 90-acre wetland restoration with the Environmental Protection Agency and the US Department of Agriculture as part of the country’s first corporate wetland restoration project. The project focused on a wetland system, rehabilitating three streams that connected the wetland to the Chattahoochee River. This Johnson Ferry wetland restoration project was the pilot for the Georgia CWRP chapter and included “habitat restoration, installation of water control devices, exotic species control, and boardwalk construction.”⁹¹⁹



FIGURE 6.21 GEORGIA CORPORATE WETLANDS RESTORATION PARTNERSHIP WORKING AT THE JOHNSON FERRY UNIT, 2005 (COURTESY OF NPS).

Park staff took advantage of funds to document wetlands, securing \$75,000 in fiscal years 2008 to 2010 from disturbed lands grant funds. These funds enabled staff to complete three years of monitoring stream and wetland conditions as part of 19jj impact mitigation. Staff completed a 90-acre wetland restoration with multiple corporate partners (CHSMHill, Colonial Pipeline, Oldcastle,

916. Superintendent’s Annual Narrative Report, 2001.

917. Superintendent’s Annual Narrative Report, 2001.

918. Superintendent’s Annual Narrative Reports, 2004–2005.

919. Superintendent’s Annual Narrative Reports, 2009–2010; Dan Brown, personal communication with Ann McCleary, March 2020.

and Contech), the Environmental Protection Agency, and the US Department of Agriculture.⁹²⁰ In 2010, staff used funding from the Natural Resource Program Regional Block Grant to inventory, assess, and map all park wetlands. The project identified 2,487 total acres of wetlands in the park, an increase of 436 since the 2006 National Wetland Inventory maps.⁹²¹

Staff also began a native grass seed revegetation project. In 2002, staff partnered with a local botanist and the Atlanta Botanical Gardens to restore fields at the Paces Mill area of the Palisades unit. Staff collected river oat seed in the park, sent them to grow at the greenhouses at the Atlanta Botanical Gardens, and then transplanted them back into the park. The staff wanted to see if the river oats could “out compete” an exotic invasive grass.⁹²² The next year, staff organized and initiated the *Chasmanthium* project, in which partners propagated native grass to transplant out-competing aggressive, nonnative grasses within the park’s floodplain.⁹²³ Staff participated in a reforestation project in 2007 and planted a range of trees on 30 acres of former agricultural land in three different units, with funds from the Conservation Fund and Home Depot.⁹²⁴

One of the most significant challenges to these restoration projects was the exotic, nonnative species that had invaded the park. Superintendent Cheri reported in 2000 that the park had a “fairly high diversity of plant species” that was threatened by exotic plants. Because these exotic species—now totaling 30% of the plants in the park—were damaging the natural ecosystems, he committed to building an “aggressive program to begin recovering and restoring the “rich natural heritage” of the park lands.⁹²⁵ Many of these resource challenges occurred along the park boundaries or along the riverbanks, including Chinese privet, kudzu, tree of heaven, and Russian olive.

920. 2010 Superintendent’s Annual Narrative Report, 2010–2011; Dan Brown, personal communication with Ann McCleary, March 2020.

921. Superintendent’s Annual Narrative Report, 2010.

922. Superintendent’s Annual Narrative Report, 2002. There was no follow-up information in the annual reports to document the success of these efforts.

923. Superintendent’s Annual Narrative Report, 2003.

924. Superintendent’s Annual Narrative Report, 2007.

925. Superintendent’s Annual Narrative Report, 2000.



FIGURE 6.22 A FIELD OVERRUN WITH KUDZU (COURTESY OF NPS).

The park continued to receive annual funds in this battle against nonnative species. Annual reports outline efforts to attack particular areas. In 2001, the report described “a fairly aggressive exotic vegetation management program” along a “fragile riverbank habitat.” The next year, the Georgia Exotic Pest Plant Council conducted a “privet pull” at Paces Ferry and a Youth Conservation Corps team stabilized 75 linear feet of the Vickery Creek bank and removed privet, mimosa, and English Ivy in the Island Ford unit. In 2007, park staff targeted removing invasive plants in areas of high biodiversity with “emergent exotic infestations,” including all known tree of heaven. That year, staff worked with the regional office to remove 1 acre of bamboo and 5 acres of kudzu and coordinated to purchase needed supplies for this work. In 2008, staff removed 30 acres of densely established privet and treated Russian olive along the Island Ford entry road. In 2010, the Southeast Exotic Plant Management Team from Congaree National Park came to the park to work on a kudzu patch at Sope Creek and retreating privet areas cleared in 2009.

Efforts to remove exotic species began to show progress. By 2005, staff reported that it now controlled exotics in 21 acres (3%) of park property.⁹²⁶ A few years later, the superintendent observed that lands where the “understory had been cleared of privet, native vegetation has begun to re-establish itself.”⁹²⁷ Still, Connie Vogel-Brown remembers the large amount of kudzu in the Gold Branch, “because I had to take traffic counts in the morning, and the box was right next to a gate. There was a string of privet that was growing, and you could almost watch it grow. Every day, it had grown some!”⁹²⁸

926. Superintendent’s Annual Narrative Reports, 2001–2005.

927. Superintendent’s Annual Narrative Report, 2007.

928. Connie Vogel-Brown, interview with Drew Schultz, March 25, 2018.



FIGURE 6.23 PARK VIP MICHAEL BARTELL SPRAYING PRIVET, 2010 (COURTESY OF NPS).

The park's participation in the Wildlife Urban Interface (WUI) Environmental Assessment in 2003 also engaged management of invasive plants. The Wildlife Urban Interface brings park neighbors and staff together to discuss boundaries and managing resources along those boundaries, which often involves cutting and removing overgrowing branches or vegetation.⁹²⁹ In 2005, SRM staff surveyed vegetation around Power cabin and Johnson Ferry to determine the impact of vegetation regrowth in areas cleared for the WUI initiative. Park staff established a WUI boundary with the Homeowners of Sibling Forest and used a geographic information system (GIS) to identify 16.26 acres along the Sibley Forest WUI boundary for applying kudzu herbicidal spray. In 2007, park staff thinned 15 acres and 1 mile of the WUI boundary at McGinnis Ferry, which reduced potential for fire damage to an adjacent neighborhood.⁹³⁰

Staff also continued to monitor the invasive Asian rice eel. In 2003, staff developed a management and control strategy for the “aggressive” eel, working with the US Fish and Wildlife Service. One of the main goals was to keep the eel from escaping the ponds at the Chattahoochee Nature Center and going into the river, where they could create serious problems. In 2008, staff worked with the Fish and Wildlife Service, Georgia Department of Natural Resources, and the Chattahoochee Nature Center to renovate one of the ponds and prepared a proposal to renovate a second pond. Throughout these years, staff continued to monitor the eel.⁹³¹

Park staff paid close attention to the shoal bass, a freshwater fish native to the Apalachicola–Chattahoochee–Flint Basin in the southeastern United States. Staff worried about conserving the fish population, which lived in the river below Morgan Falls Dam. “There was some concern that the trout would only lay eggs that will survive and hatch during a certain water level,” recalled Vogel-Brown. “If it’s too low, the eggs dry out; if the water’s too deep, they won’t hatch.” And there were

929. “Fire Management,” Chattahoochee River National Recreation Area, December 20, 2017, <https://www.nps.gov/chat/learn/management/firemanagement.htm>.

930. Superintendent’s Annual Narrative Report, 2005–2007.

931. Superintendent’s Annual Narrative Reports, 2003, 2004, 2007, 2010.

concerns that the big fish would eat the native fish.⁹³² Staff began working with other partners, including the US Fish and Wildlife Service and the Georgia Department of Natural Resources to introduce and monitor shoal bass in the region and to create a fish passage at Sope Creek. In 2005, staff sought to establish a healthy population by stocking shoal bass in several locations of the Chattahoochee River and worked with US Geological Survey on a shoal bass genetics survey. Funding from the mitigation for the Morgan Falls Dam relicensing allowed park staff to study shoal bass “recruitment and mortality upstream and downstream” in 2010. That year, staff worked with Chattahoochee Coldwater Fishery Foundation to identify the genus or species on over 800 samples collected over the past 10 years and to support continuing efforts to define optimal ecological flows in the river basin.⁹³³



FIGURE 6.24 SHOAL BASS, 2014 (PUBLIC DOMAIN).

In 2006, park staff spotted a whooping crane. The endangered crane population was beginning to increase a little by the mid-2000s. Staff continued to monitor their presence in subsequent years. In 2008, three whooping cranes were spotted in the mudflats of Bull Sluice Lake. Still, the park was home to a variety of birds—192 confirmed species as of January 2012.⁹³⁴ Beginning in 1998, the park sponsored an annual Great Backyard Bird Count that encourages visitors to become scientists for the weekend and collect data on birds in the park. In 2012, the park hosted its 15th annual event.⁹³⁵ In

932. Connie Vogel-Brown, interview with William Schultz, April 11, 2018, digital recording, Park Archives, Chattahoochee River National Recreation Area, Roswell, GA.

933. Superintendent’s Annual Narrative Reports, 2003–2010.

934. National Park Service, “That’s no Snowy Owl...It’s a Leucistic Red Tailed Hawk!”, Chattahoochee Resource Blog, January 24, 2012, <https://www.nps.gov/chat/blogs/chat-prm-2012.htm>.

935. “Candice Larussa, Great Backyard Bird Count!” Chattahoochee Resource Blog, February 27, 2012, <https://www.nps.gov/chat/blogs/chat-prm-2012.htm>.

October 2011, a bald eagle was seen near the Johnson Ferry Bridge. According to park biologist Allyson Read, bald eagles are regularly seen now in Chattahoochee near Morgan Falls Dam.⁹³⁶



FIGURE 6.25 BULL SLUICE LAKE, 2006 (PUBLIC DOMAIN).

Park staff increasingly used GIS technology to manage its resources. With new GIS capabilities, staff created a vegetation map that identified places that could be restored or managed as wildlife or wildflower habitats. Staff also mapped water intakes, outfalls, and docks within the park's reach and inventoried and mapped streams and stream conditions.⁹³⁷ Annual reports mention long-term GIS volunteer Tim Fee, who worked on trail maps. The Science and Resource Management Division kicked off NatureServe's effort to complete vegetative mapping in several NPS units, contracted through the Inventory and Monitoring Program. In 2007, park staff reported completing standardized GeoPDF maps for all units that could include information and tools for easy access and use. Staff worked with the University of Georgia to digitize and create GIS-compatible images of aerial photos of the park from 1938 and 1980 to help assess park land use cover changes and analyze the shift from agriculture to forest and urbanization. The GIS program remained sensitive to emergency maintenance needs, however; in 2009, the park recorded damage from the September floods to help inform more effective hazardous tree removal. Park staff also used GIS to locate, mark, and assess damage to trains and infrastructure after the 500-year flood.⁹³⁸

After the management of hazard trees was transferred to the Science and Resource Management division, SRM staff created a hazard tree plan in 2001 to provide a more "systematic procedure" for responding to these reports. Neighbors often contacted park staff to identify potential hazardous trees near their property boundary, so staff established a blanket purchase order to contract for two

936. Allyson Read, personal communication with Ann McCleary, March 2020; Allyson Read, "Bald Eagle sighting," Chattahoochee Resource Blog, October 5, 2011, <https://www.nps.gov/chat/blogs/chat-prm-2012.htm>.

937. Superintendent's Annual Narrative Report, 2003.

938. Superintendent's Annual Narrative Reports, 2003–2009; Allyson Read, personal communication with Ann McCleary, March 2020.

tree-felling businesses.⁹³⁹ Reports of hazard tree removal appear throughout the decade. In 2007, park staff reported hazardous tree removal as an “ongoing project with up to \$75,000 spent each year.”

Staff continued monitoring gypsy moths, working with the US Forest Service. In 2009, staff found a single gypsy moth at Paces Ferry, so it committed to expanding these monitoring efforts. Staff completed an integrated pest management plan in 2010, reporting that the process was complicated because of the wide range of facilities in the park.⁹⁴⁰

The Science and Resource Management Division also began to work more closely with trails to prevent erosion, manage resources along the trails, monitor wetlands, and provide “guidance and oversight” for proposed new trails. Staff produced plans for other organizations working within the park, such as Sandy Springs’ Great Parks at Morgan Falls.⁹⁴¹ As part of this trail work, the division worked with other staff, especially maintenance, to educate them about the threatened and endangered plants they might encounter. In 2002, resource management staff conducted a special training and created cards showing state- and federal-listed plants within the park, hoping that this would “streamline the compliance process and make it more efficient,” especially for the park’s trail crew.⁹⁴²

Superintendent Dan Brown, for example, reported considerable work on trails during his tenure that reflected the increased attention on trail development. Park staff created a 7-mile double loop mountain bike trail at Sope Creek that rerouted poorly designed and badly eroded existing trails, which was funded by a \$30,000 Challenge Cost Share grant matched by 4,000 in-kind volunteer hours by the Southern Off Road Bicycle Association and a National Park Foundation Active Trails grant. Brown worked with the City of Sandy Springs to obtain a \$125,000 Georgia Recreational Trails grant to develop a trail system on the recently acquired Cowert tract near Island Ford unit, including trail layout, design, and construction. The park also received \$736,000 in the America Recovery and Reinvestment Act, which provided funding for four projects that included constructing a road and accessible trail to Hewlett Field adjacent to park headquarters (\$368,000) and installing a new restroom at Columns Drive (\$254,000).⁹⁴³

Perhaps one of the most significant developments at the end of this period was the establishment of 48 miles of the river in the park as America’s first National Water Trail on February 29, 2012. Secretary of the Interior Ken Salazar signed a secretarial order creating a class of national recreational trails as an amendment under the National Trails System Act of 1968. This new recognition was part of President Obama’s America’s Great Outdoors Initiative to create “a new network that will increase access to water-based outdoor recreation, encourage community stewardship of local waterways, and promote tourism that fuels local economies across America.” “Rivers, lakes, and other waterways are the lifeblood of our communities, connecting us to our environment, our culture, our economy, and our way of life,” Salazar said. “The new National Water

939. Superintendent’s Annual Narrative Report, 2001.

940. Superintendent’s Annual Narrative Reports, 2006–2010.

941. Superintendent’s Annual Narrative Report, 2005.

942. Superintendent’s Annual Narrative Report, 2002, 2003.

943. Dan Brown, personal communication with Ann McCleary, March 2020.

Trail System will help fulfill President Obama's vision for healthy and accessible rivers as we work to restore and conserve our nation's treasured waterways.”⁹⁴⁴

Park staff hoped to use this new designation to promote tourism and outdoor recreation in the area but also to encourage residents and visitors to become stewards of the Chattahoochee River corridor. ⁹⁴⁵ Earlier that year, the secretary had named the park one of 10 river projects in the Southeast to model the America’s Great Outdoors River Initiative and “to conserve and restore key rivers cross the nation, expand outdoor recreational opportunities, and support jobs in local communities.⁹⁴⁶ The river trail project also included bridge overpass signs and signature signs at each boat ramp and canoe launch facility so that people could identify where they were on the river.⁹⁴⁷

Cultural Resources

Cultural resources took on more importance during this period, especially with interest in the J. C. Hyde Farm in Cobb County and the completion of an archaeology report in 2001 and a historic resource study in 2007.

Before 2000, archaeological surveys in the park had been minimal, with the exception of the initial two “broad-brush” archaeological reports prepared by the Southeast Archaeology Center in 1979 and 1980. Additional identification of archaeological sites occurred primarily due to section 106 compliance reports with construction or roadwork.. In 2001, Parsons Engineering and Science, Inc. completed the “Cultural Resources Overview and Predictive Model for the Chattahoochee River National Recreation Area, Cobb, Forsyth, Fulton, and Gwinnett Counties.” This report noted that only 189 archaeological sites had been located in the park to date, but that there were likely many more still unidentified from the archaic period through the Creek and Cherokee.⁹⁴⁸ Cheri wrote in his annual report that “due to an increased focus on the park’s cultural resources,” the number of “known” archaeological sites increased from 68 to 200 in 2001 with this report.⁹⁴⁹

In 2002, the park received funding for a natural and cultural resources survey. Administrators hired Dr. LeeAnn Lands of Kennesaw State University for cultural resource assistance for field surveys of historic sites, providing students access to historic sites that needed documentation.⁹⁵⁰ That year, the park hosted the “first formal in-park meeting and orientation” for State Historic Preservation Office staff to provide an overview of the park’s resources, orient staff to upcoming projects requiring section 106 compliance, introduce the park’s general management plan, satisfy the requirements in

944. “New National Water Trails System to Promote Healthy, Accessible River,” February 29, 2012. <https://www.nps.gov/chat/learn/news/new-national-water-trails-system.htm>.

945. “Interior Officials Host River Tourism Summit to Promote Chattahoochee River,” August 30, 2012. <https://www.nps.gov/chat/learn/news/river-summit.htm>.

946 “Chattahoochee River Recognized by America’s Great Outdoors River Initiative.” May 21, 2012. <https://www.nps.gov/chat/learn/news/crnra-recognized-by-ago-river-initiative.htm>.

947. Dan Brown, personal communication with Ann McCleary, March 2020.

948. “Cultural Resources Overview and Predictive Model for the Chattahoochee River National Recreation Area, Cobb, Forsyth, Fulton, and Gwinnett Counties, Georgia” (Norcross, GA: Parsons Engineering and Science Inc., March 2001, updated November 2001); Marti Gerdes, Scott Messer and Tommy Jones, Historic Resource Study: Chattahoochee River National Recreation Area (National Park Service, 2007), 106; Superintendent’s Annual Narrative Report, 2001.

949. Superintendent’s Annual Narrative Report, 2001.

950. Superintendent’s Annual Narrative Report, 2002. The report notes that there was funding for a tribal consultant, but has no further discussion about who that was or what involvement the consultant had in the park’s work.

the programmatic agreement, and “communicate the shift in focus of park management in the last few years to a more resource friendly approach and attitude,” consistent with the draft general management plan.⁹⁵¹

The 2007 historic resource report compiled cultural resources research at the park to date within the broader context of the park’s history. The study noted that the park had “relatively few historic buildings and structures,” due to the urban growth of the region. Many buildings have been destroyed by agriculture or suburban development, while those surviving have been impacted by vandalism and looting. Further, since the park growth focused on land, much of the property acquired did not include buildings. The report noted minimal documentation on historic resources. A review of the literature revealed 11 cultural landscapes that needed to be documented and evaluated. The authors wrote that there had been no archaeological overview or assessment and there was no work planned on ethnographic resources.⁹⁵²

Historic structures received attention during this period. Hewlett Lodge, the location of the park’s visitor center, experienced damage due to poor drainage, leading to a study to determine the problems. In 2005, staff completed repairs and restoration of the historic Pavilion at Hewlett Lodge. The staff worked with the Southeast Regional Office to begin the national register nomination for Hewlett Lodge and the Allenbrook house.⁹⁵³

Allenbrook received significant funding throughout this period. The National Park Service stabilized the exterior of the Allenbrook house in 2001. Repair continued in 2002 with a new air conditioning system, roof, and windows, “completing” the exterior restoration. In 2004, the Park Service completed a historic structures report for Allenbrook and added alarms. The following year, the Park Service contracted another phase of the restoration, focusing on the roof and electrical system. In 2007, staff worked with the regional office to begin the national register nomination for the Allenbrook House. In 2008, the park received \$345,000 to restore the interior of the home—renovating the first floor for functional office space and the top floor for storage. Preservation and renovation work were completed in 2010, allowing staff to begin conducting occasional interpretive tours. The Park Service funded archaeological testing at Allenbrook in 2012 to determine if there was evidence of a former porch.⁹⁵⁴

951. Superintendent’s Annual Narrative Report, 2002.

952. Gerdes, Messer Tommy Jones, Historic Resource Study: Chattahoochee River National Recreation Area, 68, 105–108.

953. Superintendent’s Annual Narrative Reports, 2002, 2005, 2010.

954. Superintendent’s Annual Narrative Report, 2000-2012; Hartrampf, Inc, and Office of Jack Pyburn, “Allenbrook Historic Structures Report; Michael Trinkley and Debi Hacker, Archaeological Testing at Allenbrook (9FU286), Chattahoochee River National Recreation Area, Roswell, GA (National Park Service, December 3, 2012, Chicora Research Contribution 547), <https://www.chicora.org/pdfs/RC547%20Allenbrook%20final.pdf>.



FIGURE 6.26 EXCAVATION OF A POST HOLE IN THE BUILDER'S TRENCH OF THE ALLENBROOK HOUSE SITE, DOCUMENTING THE LOCATION OF THE FRONT PORCH, ABOUT 2010 (COURTESY OF NPS).

In 2003, staff supervised a contract to stabilize the historic Ivy Mill/Lauren Mill site, associated with the Allenbrook House. The work was completed in 2004. This project stabilized the two remaining walls and removed vegetation, installed erosion control devices in the raceway, and pointed and capped the walls.⁹⁵⁵

Hyde Farm became the centerpiece of the cultural resources program during this decade, bringing substantial engagement with not only park staff but with Cobb County, the Southeast Regional Office, and the Trust for Public Land. One of the top priorities was to document the farm and its history. In 2002, staff initiated a contract to conduct an oral history of J. C. Hyde. The park also partnered with the Friends of Hyde Farm regarding the historic farm preservation and management. In 2005, the Science and Resource Management Division produced “a detailed and thorough overview and recommendation” for the protection and interpretation of Hyde Farm to guide the park as well as Friends of Hyde Farm, Cobb County officials, and congressional delegates. Despite legal issues, staff continued to work with the Trust for Public Land to acquire Hyde Farm and included funding for the land in a centennial challenge funding package.⁹⁵⁶

Hyde Farm topped the list of accomplishments on the 2008 annual report. That year, staff worked with the Trust for Public Land and Cobb County to acquire the 97-acre property and negotiated with Cobb County on dividing the property, preparing a cooperative management agreement, and providing visitor services. This project had “tremendous interest” and support from the community, and, as Superintendent Brown added, “concludes almost 17 years of effort to preserve this property.” The Southeast Regional Office Cultural Resources Department developed a preliminary site assessment report. The preliminary condition assessment and preservation action plan was

955. Superintendent's Annual Narrative Report, 2003,

956. Superintendent's Annual Narrative Reports, 2002–2007.

completed in August 2008, and the Friends of Hyde Farm raised funding for initial stabilization of the property.⁹⁵⁷

The Hyde family heirs challenged the agreement Mr. Hyde had signed with the Trust for Public Land, giving the trust right of first refusal. Still, after a legal battle, the trust purchased 95 acres for \$14.2 million, and Cobb County agreed to acquire 42.5 acres that contained the farm buildings and cultivated fields with \$5 million in 2006 park bond funds. In fiscal years 2009 and 2010, the National Park Service acquired the remaining 53.5 acres with \$6 million in federal funds. The Trust for Public Land obtained funding for the \$3.2 million balance of the purchase price. The National Park Service was excited to participate in joint plans with Cobb County to operate and maintain the property as a working historical farm. The National Park Service established its priorities to document and preserve the farm: to complete (1) historic structures and cultural landscape reports, (2) a special history study, (3) a collection management plan, (4) emergency stabilization of some structures, (5) an archaeological overview of the property, and (6) an inventory of artifacts on the property. Cobb County and the Park Service hoped to open the property by 2009, the annual report ambitiously announced, with the Park Service as the lead for programs.⁹⁵⁸

In 2009, 43 acres of the “core farmstead” conveyed from the Trust for Public Land to Cobb County and the National Park Service, and Cobb County drafted a conservation easement and cooperative management agreement for farm operations. The Hyde Farm acquisition concluded a 17-year effort to preserve this 95-acre property. The final \$14.2 million purchase was funded by \$6 million in federal funding—\$5 million from Cobb County and \$3.2 million from the Woodruff Foundation. As superintendent, recalls Dan Brown, “I had to negotiate with Cobb County how the 95 acres would be divided between NPS and Cobb County ownership. The County insisted on owning the core farm property and historic structures. In return, the county gave the NPS a conservation easement on the Cobb County portion to assure adherence to the Secretary’s Standards on Historic Preservation.” The Park Service completed a preliminary condition assessment and preservation action plan, historic structure reports on the farmhouse and 12 outbuildings, a cultural landscape report, and special history study and oral interviews. The Cobb Landmarks and Historical Society contributed \$268,000 for emergency stabilization of the 13 historic structures. Brown prepared and negotiated a cooperative management agreement for the operation of the farm with Cobb County. The county purchased adjoining properties (\$1.8 million) and funded the construction of visitor amenities to include a parking lot, restrooms, and pavilion.⁹⁵⁹

957. Superintendent’s Annual Narrative Reports, 2007–2008.

958. Superintendent’s Annual Narrative Report, 2008.

959. Dan Brown, personal communication with Ann McCleary, March 2020.



FIGURE 6.27 HYDE FARM, 2015 (COURTESY OF ANN MCCLEARY).

The opening was delayed several years until Cobb County was able to complete the visitor facilities. In 2010, the park acquired the remaining 52.5 acres and initiated planning with the county to jointly manage the property, negotiating a conservation easement and cooperative management agreement. The regional office drafted a cultural landscape inventory and report and a historic resource study for the house.⁹⁶⁰ Dr. Tom Scott from Kennesaw State University completed interviews for an oral history project to assist in site planning and interpretive program development.⁹⁶¹

An environmental assessment at Morgan Falls Dam brought a significant discovery in 2010: when removing exotic vegetation, a historic chimney and the ruins of an old homesite were discovered. The first response of the City of Sandy Springs was to dismantle the chimney. However, park staff and SERO specialists visited the site and identified it as the home of William Power, son of Joseph Power, who had constructed homes on both sides of the river, including the original part of the house at Hyde Farm. The Park Service funded a historic archaeological survey that helped convince the city to retain the chimney as a central fixture of its new park (which opened in 2010 as Morgan Falls Overlook Park). The city conducted an environmental impact statement for the creation of a bicycle or pedestrian bridge below Morgan Falls. The bridge would connect the Sandy Springs Park with NPS land below Hyde Farm, connecting both parks across the river and recreating the historic

960. Cultural Landscapes Inventory, Hyde Farm, Chattahoochee River National Recreation Area, 2011, <http://npshistory.com/publications/chat/cli-hyde-farm.pdf>.

961. Superintendent's Annual Narrative Report, 2009, 2010.

connection between the Power family properties (previously navigated by ferry). Local citizens expressed both support and opposition for the bridge, so the city developed five alternatives by end of 2009.⁹⁶² However, the bridge has yet to be built.

The sensitive Sope Creek Ruins, also known as the Marietta Paper Mill, continued to be impacted by urban development. In 2002, repairs to a bridge and nearby driveway construction led to water discharge on the stone walls. Irreparable damage occurred. Hurricanes and storms further damaged the ruins in 2004. The National Park Service funded a cultural landscape inventory and cultural landscape report in 2009. The following year, the superintendent reported plans to clear vegetation and trees that were compromising the ruins.⁹⁶³

In 2001, the Collins-Yardum House was declared eligible for the national register as a good example of an early suburban residence. Located in the Palisades unit in Fulton County, the property features the main house, a stone and concrete outbuilding, a well, and the remains of a tenant/caretaker's house. Maude Collins Ingram and Charles H. Collins owned a "country home" here by 1915. The current home was built around 1936 and deeded to Effie Austin Collins in 1945 and then to Ruth Yardum, her trustee, in 1970. The Park Service acquired the property in 1979 and used the main house for a ranger residence from 1979 to 2000, after which the house was vacant. The caretaker, Mr. Gaither, had a life estate to use the tenant house, but after he relocated, the tenant house was demolished in 1995. Funding of \$50,000 was awarded to the park for restoration of the Collins-Yardum House in 2007.⁹⁶⁴

962. Superintendent's Annual Narrative Report, 2009, 2010; Pedestrian Bridge at Morgan Falls, National Park Service, PEPC Planning, Environment and Public Comment, n.d., <https://parkplanning.nps.gov/projectHome.cfm?projectID=24350>.

963. Superintendent's Annual Narrative Reports, 2002, 2004, 2009, 2010.

964. Gerdes, Messer and Jones, Historic Resource Study: Chattahoochee River National Recreation Area, 91-92; Superintendent's Annual Narrative Reports, 2001, 2004, 2007.



FIGURE 6.28 COLLINS-YARDUM HOUSE, 2005 (COURTESY OF NPS).



FIGURE 6.29 INTERIOR OF COLLINS-YARDUM HOUSE, 2006 (COURTESY OF NPS).

Park staff continued to conduct additional archaeological surveys to assess sites before groundbreaking activities as part of compliance and sometimes for other park programs. In 2003, staff proposed a survey for proposed Wildland Urban Interface projects that were in the park units as part of an environmental assessment. The following year, archaeological surveys were completed for Abbotts Bridge, the Chattahoochee River Environmental Center, and the Collins-Yardum House. In 2010, Southeast Archaeological Center staff came to the park through the regional archaeological

survey program to complete surveys and update Archaeological Sites Management Information System records for sites in five units of the park. The Southeast Archaeological Center completed training in using ground-penetrating radar at Hyde Farm, which created limited but helpful baseline data for selected areas of the park.⁹⁶⁵

In 2004, a Kennesaw State University student completed an inventory of the Native American fish weirs, or traps, located along the Chattahoochee River within the park boundaries. Eleven weirs had been documented by 2000, most built by Native Americans, although a few may possibly have been created by early European settlers. Most were either “V” or “W” shaped designs built of stone, wood, and sometimes brush or woven basketry. The weirs are shown on park folders, which note: “Fish weirs, which are stone dams in the shape of a downstream pointing “V,” were constructed in the river with wooden pole fencing across the top. This allowed water to pass through, but not large fish. These fish weirs were a very economical method of harvesting fish. The stone remains of a number of these fish weirs can still be seen in the waters of the Chattahoochee River.”⁹⁶⁶

Collections

The 2007 historic resource report assessed the state of museum collections at the park, which included over 1,000 macroinvertebrate specimens, a herbarium collection “numbering in the hundreds,” and “cultural heritage objects” found in structures at the park. From natural resource surveys, staff had collected freshwater mussels, small mammal and fish specimens and results from a herpetological survey. The park’s archaeological collection was housed at the Southeast Archaeological Center in Tallahassee, and some natural resource materials were at the University of Georgia or Auburn University. Only a small portion of the park’s collection was housed onsite. An assessment of the collection suggested that none of the collection would fall under the Native American Graves Protection and Repatriation Act of 1990. The report recommended that the park organize its collections for public research use. Last, the report noted that the park had a small library collection in the basement of Island Ford Lodge, and that its archives were located throughout the park offices.⁹⁶⁷

Park staff reported a variety of collections activities over this period. In 2004, staff coordinated with the Southeast Archaeological Center to update its collections records. Staff collected, pressed, and photographed specimens not previously documented in the database between 2004 and 2006. In 2005, staff added and sorted samples from the Hester-Dendy and Surber samples of the macroinvertebrate inventory with a University of Georgia student.⁹⁶⁸

In 2005, staff updated the software and collections records and reported 2,744 catalog records for both cultural and natural resources. This included the entire herbarium collection, with 803 backlogged entries. Staff continued to work with the Southeast Archaeological Center to update incomplete records, noting that 924 were missing, and completed loan agreements. Park staff also

965. Superintendent’s Annual Narrative Reports, 2003, 2004, 2010.

966. Gerdes, Messer, and Jones, Historic Resource Study: Chattahoochee River National Recreation Area, 69–70; River Guide, Chattahoochee River National Recreation Area, https://garivers.org/files/Water%20Trails%20Website/Chat_River_brochure_final.pdf.

967. Gerdes, Messer, and Jones, Historic Resource Study: Chattahoochee River National Recreation Area, 107–110.

968. Superintendent’s Annual Narrative Reports, 2004–2006.

completed the 2005 annual inventory and the national catalog submission and collections management report. In 2006, staff entered backlogged data for the entire herbarium collection.⁹⁶⁹

The Museum Services Division of the Southeast Regional Office completed a scope of collections and collections management plan in 2011. The first collections management plan developed “pending acquisition of objects from Hyde Farm.” The scope of collections statement listed the specified the types of collections that would and would not be acquired by the park—both natural and historic—and analyzed the existing collection. The document concludes with a full list of archaeological investigations at the park.⁹⁷⁰

“AN EMPHASIS ON WATER RESOURCES,” 2013–2016

When Superintendent Bill Cox arrived at Chattahoochee River National Recreation Area, “The powers that be at the time wanted an emphasis on the water resources,” he recalls. He hired Deanna Greco as the chief of planning and resource management several months after he arrived to focus on resource management, land, and planning and soon set an agenda for a strong program to address the river and the park’s natural resources.⁹⁷¹

When Greco arrived, the resource management staff included a natural resource supervisor, a land resource position, a project manager who oversaw facilities projects but worked in resource management, a biologist, and “a number of interns” who were handling “a lot” of the work. The natural resource supervisor left the park, and the project manager retired. Greco hired a term GIS specialist and promoted the biologist to include the management of the right-of-way and utility program. The land resources employee worked on boundary issues, including acquisitions and deed research, which contributed to the resource management program.⁹⁷²

The FY 2016 organizational chart featured a chief of planning and resource management, who supervised an interdisciplinary natural resource specialist, hydrologist, biologist, outdoor recreation planner, a vacant cultural resource specialist, a cartographic tech and GIS specialist, a vacant land surveyor, and biological tech.⁹⁷³ In 2016, leadership hired a hydrologist to collect and organize water quality data. One of Greco’s first observations was that the park was a water park, but it did not have a hydrologist. “There was a lot of data being collected and a lot of information,” she remembered. “One the questions that we were being asked whenever we’d push back against Corps operations, was about things going on in the watershed with local municipalities. We didn’t have anyone to sit down and actually look at the data and crunch the numbers. So, I saw that was a big gap.”⁹⁷⁴

969. Superintendent’s Annual Narrative Reports, 2005–2006.

970. Scope of Collection Statement, Chattahoochee River National Recreation Area (Museum Service, National Park Service Southeast Regional Office, Atlanta, GA, 2002); Superintendent’s Annual Narrative Report, 2010.

971. William Cox, interview with Keri Adams, Julia Brock, and Ann McCleary, June 17, 2018, digital recording, Park Archives, Chattahoochee River National Recreation Area, Roswell, GA; Deana Greco, interview by Ann McCleary and Keri Adams, June 24, 2019, digital recording, Park Archives, Chattahoochee River National Recreation Area, Roswell, GA.

972. Greco, interview.

973. Organizational chart FY 2016, updated 1/25/2015, Park Archives; Organizational chart FY 2016, updated July 25, 2016, Park Archives.

974. Greco, interview.

By May 2017, Cox merged visitor services and education with resources management under the chief of planning and resources. This change brought the five interpretive and education staff members together with the resource management staff, which included two full-time positions, two part-time positions, and two vacant positions.⁹⁷⁵ The idea was that interpretation and education could help with environmental education and “getting the word out about the resources.”⁹⁷⁶

The River

When he arrived, Cox focused on “water quality data assessment, watershed management in targeted sub-watersheds, and flows in the Chattahoochee as a function of releases at Buford Dam.”⁹⁷⁷ He believes that how the dam operates impacts the park’s ability to preserve and protect the resources. Cox worked with the US Army Corps of Engineers to regulate the flow of the river and releases from Buford Dam, using the park’s existing networks and reaching out to establish new partnerships. He has been talking with the US Army Corps of Engineers and the Southeast Power Administration, which runs the power distribution at Buford, to ask, “Is there a way to reduce these peaks and still accomplish our goals?”⁹⁷⁸

In 2015, Cox engaged with the SERO Natural Resources Management program and the WASO Water Resources Branch to “move the discussion up the chain of command toward a resolution that will protect park resources.” Cox believes that it is critical to engage key personnel at the highest level of the partnerships to bring change, which would include the secretary of the interior, secretary of the army, and the secretary of energy. “You have three federal managers in the field who are all managing to their mission. This conversation has got to be elevated above us to somebody who can say, we get your missions, but can’t we balance these three missions?”⁹⁷⁹

Monitoring water quality is another long-term goal of the park. Greco considers the relationship with the US Geological Survey, Chattahoochee Riverkeeper, and National Park Service to “maintain those gauge sites on the river” a “success story.” It is “kind of a pseudo-mandate, it’s unfunded.” The park does this work as collateral with the staff, Greco adds, and she has tried to be creative in continuing the program after the funding concluded about 2014. The park uses the Scientists in the Park program and volunteers to keep it going. Riverkeeper does the sampling, and one of the park volunteers has helped to collect the water samples for two or three years and take them to the USGS lab. Park staff drops off the samples at the lab in Norcross, and the USGS staff completes the “data crunching” and website maintenance. Greco also credits the US Geological Survey for building the water quality testing model. If the park ceased to do this work, she believes there would be a “public outcry... And it’s a public health issue.”⁹⁸⁰

975. Organizational chart, May 25, 2017, Park Archives.

976. Greco, interview.

977. William Cox, Annual Performance Accomplishments, 2014.

978. Cox, interview.

979. Cox, interview.

980. Greco, interview.

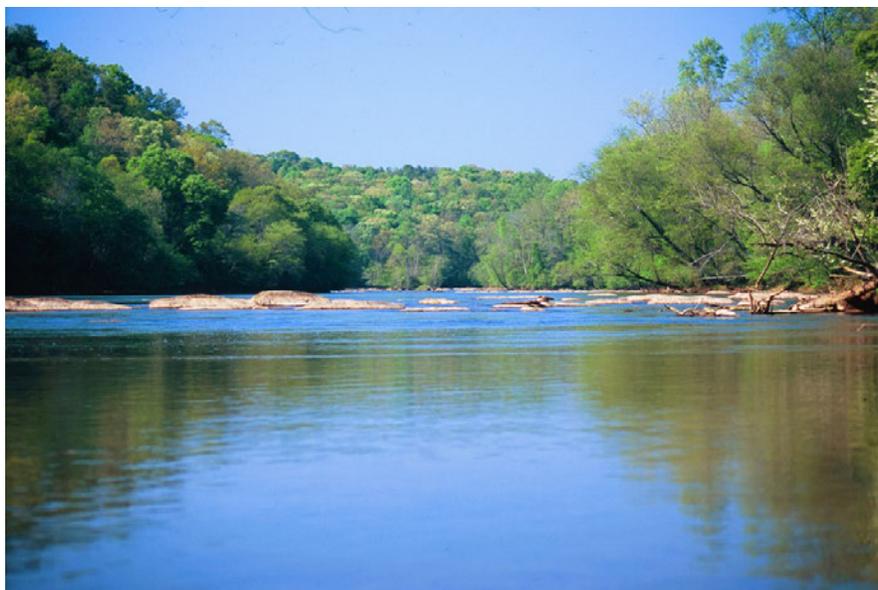


FIGURE 6.30 SCENIC VIEW OF THE RIVER SHOALS AT THE PALISADES
(PHOTOGRAPH BY J. BURROUGHS) (COURTESY OF NPS).

The park hydrologist continues to assess the numbers and trends in the water monitoring program and has discovered that up until about 2009, the river was getting cleaner. Then it “totally leveled off. We’re not seeing it improve anymore.” Greco believes this is because people are meeting current best management practices, laws, and regulations, and there have been no new enforcements or standards in Georgia. While Fulton County continues to have sewer overflows, leaking tanks, and sewer lines in its aging infrastructure, Greco reports that the county is better at notifying the park of these issues and park staff has “gotten a little tougher.” Greco states, “We kept making them come out and clean it up, and we got public health involved.” One solution was that Fulton County raised the manholes, which helps prevent overflowing. Park staff continues to be the “squeaky wheel” to notify the county of any spills. Another challenge is the continued suburban development in the upper watershed.⁹⁸¹

The Chattahoochee Riverkeeper continues to do “an outstanding job of monitoring the whole river,” observed Cox, paying particular attention to inappropriate and illegal activities relating to the water resources. “When we have bad actors, and we have apartment complexes who have a broken sewer line and they won’t respond to us, they’ll respond to the Riverkeeper because they’re afraid of two things: media coverage and litigation. The Riverkeeper can actually get faster action than the regular agencies.”⁹⁸²

Much of the focus on water quality had been on the river itself, the “main stem,” observes Greco. She believed that park staff still needs to collect more data in the tributaries, which have less documentation and for which staff needs more baseline data. Staff has worked through the inventory and monitoring network to do stream assessments targeting a few areas to determine “long term status and trends. We’re looking at watershed scales to obtain baseline data and go back to those

981. Greco, interview.

982. Cox, interview.

sites every few years and assess them.” For example, during Greco’s tenure, staff has been working in Haw Creek, which is close to Buford Dam. ⁹⁸³

As a geologist, Greco has also engaged in restoration projects to improve conditions for the tributary and river. Staff is currently working in a creek in the 40-acre Anderson property off Highway 20. Partnering with the Upper Chattahoochee Trout Unlimited Chapter, park staff is seeking to improve fish habitat and macroinvertebrates as part of the restoration effort. The project will stabilize the streams and make them more resilient to the dam operations. ⁹⁸⁴

Park partners, including the Trust for Public Land, became excited about engaging with the new National Water Trail. As Cox notes, the trust’s support is changing from land acquisition to “investments for infrastructure,” which fits the needs for this new initiative. Now discussions are developing on enhancing the water trail to possibly include a “paddle and camp” for the 48-mile stretch of the park lands and as part of the Trust’s engagement on the 100-mile river corridor plan. ⁹⁸⁵

Climate change was becoming an increasingly important topic in the National Park Service during these years. In 2010, the National Park Service established the cross-disciplinary Climate Change Response Program in 2010 to “advance efforts to address the effects of climate change” across the system. The climate change response strategy outlined in 2010 provides guidance, training, funding, and educational materials around four areas of emphasis: “using science to help parks manage climate change, adapting to an uncertain future, mitigating or reducing our carbon footprint, and communicating to the public and our employees about climate change.” ⁹⁸⁶

Park staff had “limited documented discussions about climate change,” recalls Greco, “mainly because there are so many issues outside of the range of control of the park.” As an urban park, Greco recalls, “We had limited documented discussions about climate change at the park. Mainly, because there are so many issues outside of the range of control of the park. CHAT is an urban park, has a dissected landscape and stream flow was controlled by operations out of Buford Dam all make adapting to climate change all the more challenging.” Superintendent Bill Cox echoed these sentiments. “We really didn't put a major focus on it while at CRNRA. Water quality and quantity was our focus. That’s not to say we intentionally avoided the topic; it's just that in a large urban area with our focus on recreation it wasn't a large emphasis because there wasn't all that much we could do.” ⁹⁸⁷

However, park staff did develop and implement strategies for reducing its carbon footprint. Cox describes planning for rideshare parking spots and mass transit connections to parking lots to reduce vehicle miles to and from the park and the number of vehicles entering the park. The design work at Paces Mill incorporated these ideas and solar power into the design. Staff also created a bike share initiative with the Cumberland Community Improvement District to connect its units. Staff worked

983. Greco, interview.

984. Greco, interview.

985. Cox, interview.

986. National Park Service, Climate Change Response Program, updated August 25, 2020, <https://www.nps.gov/orgs/ccrp/index.htm>; National Park Service Climate Change Response Program, Strategic Plan, 2019, <https://www.nps.gov/orgs/ccrp/upload/CCRP-Strategic-plan-508-smaller.pdf>.

987. Deanna Greco, email communication with Ann McCleary, September 18, 2020; William Cox, email communication with Ann McCleary, September 19, 2020.

with the Trust for Public Land and adjacent cities to encourage connectivity between the units via hiking and biking trails. In addition, staff pursued green purchasing, LED lighting, and fuel-efficient vehicles “to be more sustainable in our actions.”

Reflecting on the park’s resource management activities during his tenure, Cox observes, “It’s not like you actually manage the river. It’s managed by others. You just have to react to what’s going on in the watershed. I tell our resource people, the best thing we can be is the bellwether, the people who have data that says things are getting out of whack here.” When the sediment is increasing, “I can’t do anything about moving the sediment, but I can be that bellwether.” The work at the Chattahoochee River National Recreation Area is different from other parks with a boundary that manage everything in its boundary, and even there, the park is impacted by what is upstream.⁹⁸⁸

Natural Resources

Greco changed some of the focus of the biologist’s position, who was primarily working on specific natural resource issues, to managing utility corridors. The park is “so dissected, we can’t manage our wildlife and vegetative communities like a big Park would.” So instead, Greco drew on the strength of that employee’s background to work on utility corridors. These companies had done “whatever they wanted, and they weren’t being managed for resource benefit.” Park staff often did not know where the utilities and pipelines were. The goal was to gain control over this aspect of the park and develop mitigations and programs “that wrestled some Park control of those corridors,” Greco noted. As a result, staff has established a program for utility companies to contact the park when they come in to do work, and they are given a permit outlining the management practices and mitigations. Park staff began to take control over mowing in the easement areas so that it is done in the winter, which “fits better for wildlife and for vegetation.”⁹⁸⁹

Park staff continues to use partnerships to complete some of its natural resource management activities. Resource staff works with college and graduate students to complete inventory and monitoring activities. Another successful partnership is with Georgia Power. Staff is actively engaged in the regional plant conservation community, and Georgia Power Company is a strong partner that promotes the introduction and transplantation of rare plants onto the powerline corridors within the park. “It’s good public relations for that organization and doing it in the utility corridors it improves an already disturbed area,” Greco says.⁹⁹⁰ The Georgia Department of Natural Resources continues to manage the wildlife and fisheries in the park, not the park. Greco has not become as involved in managing these resources due to a lack of funding and resources.

The park’s new strategic plan focuses on three areas every five years, and thus brings attention to the resource management issues in those areas. For the first five years, staff focused on the Paces Mill unit, the Vickery Creek District in Roswell, and the National Water Trail. Greco hired a planner, who works with these partnerships. The planner has helped develop a plan for the National Water Trail, suggesting how the park can “enhance” that designation, such as through a guidebook or

988. Cox, interview.

989. Greco, interview.

990. Greco, interview.

virtual tour, and considering how visitors might interact with the trail through day use. The planner works with other partnerships, such as the Crooked Creek Trail at Sandy Springs.⁹⁹¹

In Roswell, staff continues to partner with others around the Roswell Gateway project that involves redesigning Atlanta Street (SR 9) from the Chattahoochee River to Marietta Highway.⁹⁹² Planning began in January 2001 to promote “sensitive redevelopment” of this historic road and to make it safer. The park developed a list of 25 projects to mitigate some of the damage to park resources, including interpretive signage, building bridges to connect trails, and using best practices for controlling sediment and erosion. Still, Cox adds, “it’s difficult to compensate for the loss of enjoyment for visitor experience” and harder to put a “price tag” on that loss.⁹⁹³

In addition to these focus areas, staff has addressed a wide variety of other resource management issues during these years. Staff has completed Georgia aster surveys every year since 2009 and still does these surveys annually in partnership with the Georgia Department of Natural Resources and other stakeholders. In May 2014, the park entered into a “Candidate Conservation Agreement” to help conserve the Georgia aster. The agreement creates a partnership of agencies, organizations and other entities to introduce conservation efforts to help recover the species.⁹⁹⁴ Projects in 2015 included participation in a “Visual Resource Management” workshop with the WASO Air Resources Division and work with the WASO Geological Resources Division to review and finalize the park’s geological inventory. Staff mapped the shoals in the river and added that data into the geological resource inventory of the park. As part of that work, staff continued to document the river warming and its impact on shoal bass. In 2016, resource managers worked with rangers to identify issues that included native plant poaching and nonnative species. Also that year, visitors encountered an adult alligator in the wetland at the Cochran Shoals Fitness Loop. Park resource staff monitored the alligator for several weeks and assisted the Georgia Department of Natural Resources with removing it.⁹⁹⁵

An important project conceived during this period and completed in 2018 is a comprehensive trail system assessment to manage 83 miles of trails. Planned because of the degrading condition of the park’s heavily used trails, the document recommended closing 7.62 miles of trail, adding 10.92 miles of new trails, and performing “heavy maintenance” on 15.67 miles of trails, all at a cost of about \$4 million. To make this system possible will require “management partnerships with municipal and county parks department, a large capital funding stream to implement improvements, and a robust trail stewardship program with many partners that maintains the trail system to provide high-quality experiences on durable trails and local outreach, education, and training efforts with park visitors, service organizations, and the broader Atlanta community.”⁹⁹⁶

991. Greco, interview.

992. Historic Gateway, Roswell, Georgia, Master Plan, Final Report, June 2012, <https://www.roswellgov.com/home/showdocument?id=1196>.

993. Cox, interview.

994. Allyson Read, “Great day for Georgia Aster,” Chattahoochee Resource Blog, May 30, 2014, <https://www.nps.gov/chat/blogs/chat-prm-2012.htm>.

995. William Cox, Annual Performance Accomplishments, 2014–2016.

996. “Chattahoochee River National Recreation Area, Trail System Assessment, 2018, Superintendent’s Office, Chattahoochee River National Recreation Area, provided to the authors by William Cox, May 1, 2019.

Greco described two or three areas of resource management where she felt the park is failing due to limitations in funding and staff. One is vegetation management. An NPS biologist has worked on invasive plant issues, targeting English ivy, *Elaeagnus*, privet, wisteria, and kudzu, but field treatments are mostly performed by contractors of the Southeast Exotic Plant Management Team. “All the main nasty players in the southeast are pretty much in the park,” Greco said. Invasive species could ultimately change the ecosystem. Other such plants park staff encounters include Japanese honeysuckle, wisteria, mimosa, autumn olive, Japanese stilt grass, Bradford pear, and Oriental bittersweet. Staff has implemented a new approach to “taking it off in bite-size pieces of things you can control,” Greco observed, because “you get overwhelmed if you look at everything as a whole.” Staff “worked areas through our exotic management team,” and the results have been successful, as at Sibley Pond, where staff eradicated a 2-acre patch of kudzu. “Partners bring a team into the park and focus on a particular area that we can eradicate and maintain.” Greco decided to focus on Hewlett Lodge, the headquarters that were “completely overrun with English Ivy.” The project is now in year three, and “we have it enough under control” to “hit those re-sprout areas and then move on to another area.” Next, staff is moving to Allenbrook, to “get a handle on the species at that site.” Greco added, “It’s taking a strategic approach to just pick some areas where you can be successful.”⁹⁹⁷



FIGURE 6.31 Southeast Coastal Exotic Plant Management Team pretreatment of kudzu at the park, January 2012 (courtesy of NPS).

997. Greco, interview.

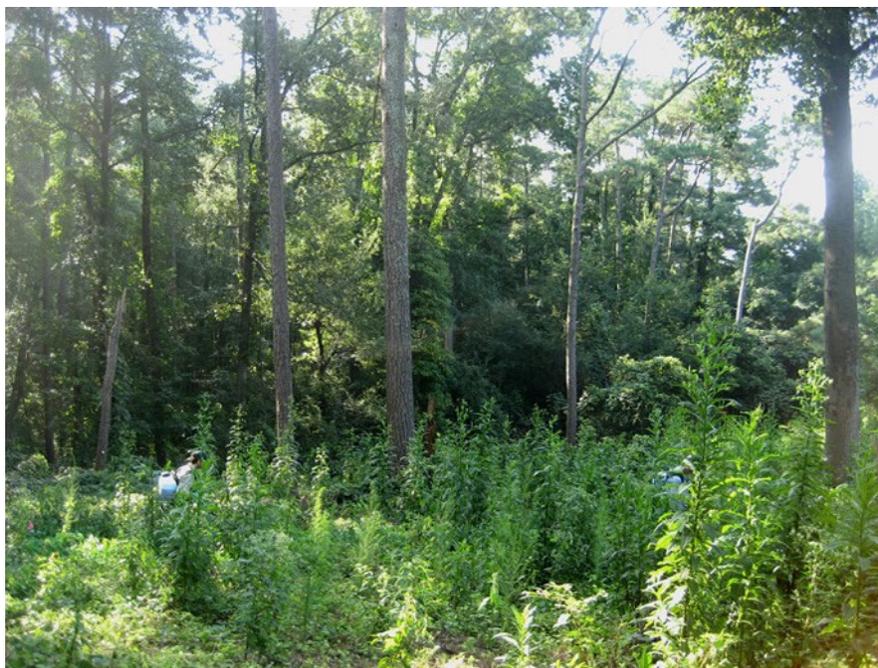


FIGURE 6.32 SOUTHEAST COASTAL EXOTIC PLANT MANAGEMENT TEAM
POSTTREATMENT OF KUDZU AT THE PARK, JANUARY 2012 (COURTESY OF NPS).

Park staff continues to engage in GIS work, although Greco worries that the information is “not in condition to where they can be easily accessed by people who aren’t GIS experts.” Some of that data are outdated or have not been well maintained.⁹⁹⁸ One area of success with GIS includes exotic plant management. Staff developed EXOT, a program that utilizes ArcGIS to manage and display data on these infestations and to document treatments throughout the park. The program monitors these plants, organizes and targets “exotic plant mitigation efforts based on the infestation rate and spread,” and documents site characteristics in infested areas. In this program, park staff worked with the Southeast Coast Exotic Plant Management Team and volunteers on field efforts. The team has come to the park every September to continue working on kudzu removal from September 2010 through at least 2014.⁹⁹⁹ In this treatment program, park staff and volunteers began to create a database of treatment areas that include “location, species, treatment method and date, and resources treated,” which will help staff plan subsequent treatments.¹⁰⁰⁰

Cultural Resources

Managing cultural resources is also still a challenge at the park. The park lacks a cultural resource specialist. “There are many cultural resources here, and there is not enough information about many of them. We don’t even know what all we have,” says Greco. The park also has required programs and annual reports to complete, yet the staff is not trained in this work. Greco understands that the park needs to undertake more planning documents and day-to-day tasks, like museum collections

998. Greco, interview.

999. Noelia Aponte-Silva, “Combating exotic plants in the park,” *Chattahoochee Resource Blog*, September 25, 2014, <https://www.nps.gov/chat/blogs/combating-exotic-plants-in-the-park.htm>.

1000. Rudy Evenson and Paul Capece, “Introducing EXOT CRNRA’s New Invasive Plant Eradication Protocol,” *Chattahoochee Resource Blog*, October 31, 2013. <https://www.nps.gov/chat/blogs/chat-prm-2012.htm>.

inventory and annual reporting. In addition, park staff needs more information on archaeological sites and fish weirs, as examples.¹⁰⁰¹



FIGURE 6.33 THE ISLAND FORD LODGE AND VISITOR CENTER AFTER PLACEMENT ON THE NATIONAL REGISTER OF HISTORIC PLACES, 2016 (COURTESY OF GEORGIA STATE HISTORIC PRESERVATION OFFICE).

Historic structures are continuing to gain attention, especially with help from the Southeast Regional Office. The park had two cultural landscape reports underway on Allenbrook and Hewlett Lodge in 2019. The staff has been assessing the best option to use the Allenbrook home, engaging the Southeast Regional Office, the City of Roswell, and “key stakeholders.” In late 2012, the regional office contracted to complete national register nominations on Island Ford and Hyde Farm, the first of which has been approved. For Hyde Farm, soon after the research began, Cobb County started working with a contractor to “restore” the buildings. These repairs proved controversial as to whether they met the Secretary of the Interior’s Standards for the Treatment of Historic Properties. Superintendent Cox sought to engage both Cobb County and the regional office to reach resolution.¹⁰⁰² In April 2015, Greco, the contractor, and representatives from the state preservation office and the Cultural Resources Division at the Southeast Regional Office met Cobb County park staff to evaluate the work that had been done. The final report submitted in August 2015 noted that the buildings had undergone substantial repair, although the consultant argued they should still be eligible. To this date, no further action has been taken on the nomination.

1001. Greco, interview.

1002 William Cox, Annual Performance Accomplishments, 2014.



FIGURE 6.34 HOUSE AT HYDE FARM AFTER RESTORATION, 2015 (COURTESY OF ANN MCCLEARY).



FIGURE 6.35 BARN AT THE HYDE FARM AFTER RESTORATION, 2015 (COURTESY OF ANN MCCLEARY).

Reflecting on resource management, Superintendent Cox embraces the distinctive mission of this river park. “It is putting people on trails and natural areas. That’s uniquely ours.” Cox believes that the park needs to be focused on “perfecting the viewshed” and sediment erosion control. “We’re in a narrow watershed, it’s even magnified. Yes, people control the land use and that’s the cities and counties, but it’s getting to the Corps, it’s getting to everybody who has the controlling management

functions to pay attention to the fact that they've got the Park Service in the middle, and it has a tremendous economic impact to the region."¹⁰⁰³

1003. Cox, interview.

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Chapter 7



Education and Interpretation

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CHAPTER SEVEN

EDUCATION AND INTERPRETATION

A 1972 draft “Chattahoochee River Recreation Area” study addressed to Jerry Hightower and marked with yellow highlighter sits in an archival box at the Chattahoochee River National Recreation Area’s headquarters.¹⁰⁰⁴ This study—and the activists and conservationists supporting it, like the Friends of the River (FOR)—fought to protect the Chattahoochee River flowing through Atlanta in the 1970s. The study notes, “It is remarkable that the river and adjacent lands have endured to the present in virtually unexploited condition. A wide range of natural physical and biotic values comprise the ecosystems of the watercourses.”¹⁰⁰⁵ The river and its habitats would become the centerpiece of the Chattahoochee River National Recreation Area’s (CRNRA, Chattahoochee River NRA) education and interpretation programming through the four decades after its establishment in 1978.

Environmental education and interpretation of natural and cultural resources, water safety, and recreation were early goals for the park. Just after a year after the of opening the park opened, the National Park Service (NPS) featured the Chattahoochee River NRA in its November 1979 issue of the *Courier* newsletter. In a short article titled, “Chattahoochee—wild, wet, and wonderful,” the newsletter reported: “For the very reason that some parks received fewer people this summer, Chattahoochee River National Recreation Area, Ga. (CRNRA) had a tremendous number of visitors.”¹⁰⁰⁶ The newsletter boasted about the then Ramblin’ Raft Race in Atlanta’s “own back yard” [sic], wildlife, history, and educational opportunities at the park. “Children come to the Chattahoochee for nature classes that use the ‘learning through discovery’ techniques,” the newsletter noted, explaining that a question about cold water provides a park interpreter the opportunity to talk about hypothermia, cold water from Lake Lanier, and cold-water habitats for trout.¹⁰⁰⁷ The foundations of environmental education, interpretation, and outreach programs grew over decades through established educational and interpretive partnerships. This early start is partly due to the hiring of a local, self-taught, and passionate naturalist who maintained the education program, as well as the need to engage visitors and inform the public of the significance and uniqueness of the 48 miles of natural river in an urban setting. The success of the education and interpretation programs is built upon long-standing partnerships in schools, educations, environmental education centers and organizations, municipalities, and civic groups of the metropolitan region.

1004 US Department of the Interior, Bureau of Outdoor Recreation, Chattahoochee River Recreation Study, draft April 1972, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1005 Chattahoochee River Recreation Study, draft April 1972.

1006 *Courier*, National Park Service Newsletter 2, no. 13 (November 1979), 11.

1007 *Courier*, (November 1979), 11.



FIGURE 7.1 PARK INTERPRETER ENGAGES WITH CHILDREN AT THE PARK, 1979 (COURTESY OF NPS CRNRA).



FIGURE 7.2 PARK STAFF WITH CHILDREN AND PARENTS, 1979 (COURTESY OF NPS CRNRA).

THE GEOSPHERE YEARS, 1979–1990

Divisional Structure and Staff

Originally, the Chattahoochee River NRA's Interpretation & Resource Management Division (I&RM) housed interpretation and environmental education programs. Early superintendent annual reports offered sometimes-scant details, or rather a limited understanding, of educational or interpretive efforts. Superintendent Arthur Graham's 1981 annual report listed 12 full-time,

5 seasonal, and 12 part-time staff, none specified for education, interpretation, or visitor relations.¹⁰⁰⁸ Just two years later, the 1983 report specifies interpretive and educational staff at the park: “A new District Ranger, Lee Dillion, was assigned to the Interpretive and Resource Management Division. District Ranger Judy Forte was transferred from the Bulls Sluice District to the Atlanta District in the same job capacity.”¹⁰⁰⁹ The Interpretation and Resource Management Division remained the same through at least 1985; however, the superintendent annual reports appear to list activities by department or function rather than divisionally.¹⁰¹⁰ In 1990, significant staff changes came to Chattahoochee River NRA. Not only did the park have its fourth superintendent in its 12 years, but it also gained Chief Ranger Ken Garvin and lost District Ranger Judy Forte. Through these changes, interpretation remained in the park division with resource management.¹⁰¹¹

Although some park records of interpretive programs or initiatives exist, long-time Ranger Jerry Hightower recalled that “interpretation was kind of put on the back burner” due to the overwhelming need to maintain public safety and to create a safe and welcoming space for families. Arthur Graham, the park’s second superintendent, took this direction in 1980. Hightower recalled public drug and alcohol use and physical altercations among the park’s resources, including at Diving Rock. Graham sent Hightower for federal law enforcement training with the expectation that the peak visitation months of the summer would be busy for park law enforcement.¹⁰¹²

1008. Superintendent’s Annual Narrative Report, 1981, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1009. Superintendent’s Annual Narrative Report, 1983, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1010. Superintendent’s Annual Narrative Report, 1985, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1011. Superintendent’s Annual Narrative Report, 1990 Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1012. Jerry Hightower, interview by Keri Adams, Ann McCleary, and Julia Brock, June 17, 2019, digital recording, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.



FIGURE 7.3 RANGER WITH CHILDREN FROM THE INNER-CITY YOUTH PROGRAM, AUGUST 1979 (COURTESY OF NPS CRNRA).

Volunteer Program

Early superintendent annual reports do not offer much information about a volunteer program. Long-time Environmental Education Coordinator Ranger Jerry Hightower recalled his recruitment as an interpretive volunteer by the park's first superintendent John Henneberger in 1978 or 1979. Before volunteering for the park, Hightower previously volunteered with Georgia Department of Natural Resources' State Park Division as an interpreter leading nature walks and presenting slide programs.¹⁰¹³ A March 1979 weekly status report noted that one volunteer has been "brought on board" while two others expressed interest.¹⁰¹⁴

By 1984, Chattahoochee River NRA had two volunteer systems: The Volunteers-in-Parks (VIP) program, comprising community members, and the Community Service Volunteer program, comprising public offenders serving sentences.¹⁰¹⁵ In a 1984 *Marietta Daily Journal* article, Ranger K. G. Jones described the importance of the park's volunteer program: "We depend heavily on our volunteer program . . . They're a very important support mechanism. If we didn't have them, we couldn't afford to run the park the way it is now."¹⁰¹⁶ In the same article, the park's volunteer

1013. Hightower, interview, 2019.

1014. Weekly Status Report, March 25–31, 1979, Chattahoochee River National Recreation Area, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1015. Liv Favus, "Chattahoochee park rangers count on volunteers to help," *Marietta Daily Journal*, November 25, 1984, page unknown.

1016. Favus, "Chattahoochee park rangers count on volunteers to help."

coordinator went on to explain how volunteers perform a variety of tasks, serving as “extensions of the park staff.”¹⁰¹⁷

The 1987 Statement of Interpretation and Visitor Services included information about the VIP program. The document noted that volunteers were actively recruited to assist with visitor information services, trail maintenance, and record keeping, among other tasks.¹⁰¹⁸ This trend in volunteer services that would continue through the park’s first 11 years, with volunteer hours becoming increasingly important to the environmental education program and special events.



FIGURE 7.4 CORETTA SCOTT KING WITH CHILDREN FROM THE YOUTH CONSERVATION CORPS, 1980 (COURTESY OF NPS CRNRA).

Planning Documents

Planning and management documents during this time suggest new or describe existing educational, interpretive, and outreach programs and opportunities at the park. The different types of documents have slight variances, but the emphasis on environmental education, natural history, recreation, outreach and partnerships remain a constant.

Under the leadership of Superintendent Arthur Graham, park staff completed a statement for management in 1981. The document stated, “The potential for interpretive and environmental education programs at the park is high.” Going on to suggest research on the recently acquired Atlanta Baptist Assembly Facility, the document also named Hewlett Lodge and the site of park headquarters.¹⁰¹⁹

1017. Favus, “Chattahoochee park rangers count on volunteers to help.”

1018. Statement of Interpretation and Visitor Services, Chattahoochee River National Recreation Area, 1987, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA, 10.

1019. Statement for Management, Chattahoochee River National Recreation Area, 1986, Central Files, National Park Service Southeast Regional Office, Atlanta GA, 12.

A description of visitor use in the 1982 Resource Protection Case Study includes the significance of educational opportunities: “Environmental education and scientific research were also felt to be extremely suitable in the park, according to the US Senate report on H.R. 8336, because of its ‘natural, sometimes primitive, almost wilderness character, and variety of flora and fauna.’ Another Georgia congressman said that the CRNRA would be the only ‘wilderness area’ in the country within a major metropolitan area.”¹⁰²⁰ In addition, the case study brought together what it defined as “resources values and visitor experiences” of special national significance for “natural, scenic, recreation, historic, and other values” resources that both identify primary resource values and fundamental visitor experiences.¹⁰²¹ Environmental study/interpretation and cultural resource interpretation were among the seven experiences listed.¹⁰²² The study provided a chart of major and minor relationships between park units and primary resource values. In that chart, Palisades, Gold Branch, and Island Ford had major fundamental visitor experiences for environmental study and interpretation; Palisades, Cochran Shoals, Vickery Creek, and Island Ford had major fundamental visitor experiences for cultural resources interpretation.¹⁰²³ Those four units often received special attention in documents that outline educational and interpretive programs, which may align with the development of the park’s individual units and available staff.

National Park Service Chief of Interpretation Michael D. Watson described the “noticeable shift in the focus of interpretive programs” in the park service’s 1988 quarterly newsletter *Interpretation*: “Interpreters are serious about their intent, as well as their content. Interpreters are dealing with issues that threaten park resources. They are informing visitors about threats to cultural and natural resources, and what will happen if nothing is done to alter circumstances.”¹⁰²⁴ The inclusion of threats to the park’s resources was of serious and ongoing concern to park management and its supporters as the encroachment of urban sprawl rarely, if ever, waned.

The 1987 Statement of Interpretation and Visitor Services identified the national and regional significance of the Chattahoochee River and the park’s cultural and natural resources, aligning with earlier studies on the not-yet-created national park.¹⁰²⁵ Program development of the statement outlined five primary themes and objectives, including the establishment of the Chattahoochee River NRA; Native American life along the Chattahoochee River; early industrialization along the river corridor; the natural environment; and information/orientation of the park, its values, and public opportunities.¹⁰²⁶ Cooperative planning and management goals included working with regional recreational and educational providers to avoid duplicating other facilities or programs with short-term goals and “to plan, develop, and implement a system of interpretation for CHAT.”¹⁰²⁷

1020. Resource Protection Case Study, Chattahoochee River National Recreation Area, 1982, NEPA Collection, Transportation Library, Northwestern University Library, Evanston, IL, 23.

1021. Resource Protection Case Study, 1982, 27.

1022. Resource Protection Case Study, 1982, 27.

1023. Resource Protection Case Study, 1982, 27–29.

1024. *Interpretation*, Summer 1988, accessed November 1, 2020, <http://npshistory.com/newsletters/interpretation/interpretation-summer-1988.pdf>, 1.

1025. Statement of Interpretation and Visitor Services, 1987, 1.

1026. Statement of Interpretation and Visitor Services, 1987, 2.

1027. Statement of Interpretation and Visitor Services, 1987, 5-7.



FIGURE 7.5 RANGER ASSISTING A SUMMER YOUTH PROGRAM PARTICIPANT WITH HER LIFEJACKET AT DIVING ROCK BEACH, 1980 (COURTESY OF NPS CRNRA).

The statement described the minimum interpretive program to help visitors: understand that Chattahoochee River NRA is a unit of the National Park Service; understand and appreciate the primary natural and cultural features of a particular unit; have an awareness of the facilities and activities available; and use the park unit in a safe manner with a minimum impact on park resources.¹⁰²⁸ To accomplish that minimum interpretation program, identifying signs and bulletin boards at each unit and creating a staffed information center, self-guided nature trail guide, program for guided walks, and interpretive wayside exhibits were essential to the interpretive program.¹⁰²⁹ The document included individual service plans for the Island Ford, Jones Bridges, and Vickery Creek units, as well as eight individual service plans for guided walks and one individual service plan for a discovery program for the Atlanta District.¹⁰³⁰ Lastly, the statement noted that the park needed a permanent wayside exhibit and flexible wayside exhibits and documents to assist staff in identifying effective approaches in interpreting the park's cultural, natural, and recreational resources; visitor services facilities; the finalization of an interpretive prospectus with the Harpers Ferry Center; and final approval of the general management plan.¹⁰³¹

Visitor Contact Stations and Eastern National

Early in the park's history, Eastern National Parks and Monument Association, known later as Eastern National, began to arrange a contract with the Chattahoochee River NRA. A March 1979 weekly report stated that Eastern National requested a \$35,000 contract to establish sales at both the

1028. Statement of Interpretation and Visitor Services, 1987, 9.

1029. Statement of Interpretation and Visitor Services, 1987, 9–10.

1030. Statement of Interpretation and Visitor Services, 1987, 23–43.

1031. Statement of Interpretation and Visitor Services, 1987, 43.

nearby Chattahoochee Nature Center and Outdoor Activity Center.¹⁰³² At the time of Eastern National's request, the park did not have a permanent headquarters but was instead operating out of temporary trailers until fiscal year 1981.¹⁰³³ A few years later, in 1981, Eastern National established its sales outpost at the Paces Mill unit.¹⁰³⁴ The Paces Mill unit served as the first formal visitor contact station, with Vickery Creek maintaining a visitor center and Island Ford serving as an information station.¹⁰³⁵

Nonpersonal Services

The Junior League of Atlanta, which later became the conservation activist group Friends of the River, produced a trail map for the East Palisades area, which park staff used for several years.¹⁰³⁶

In 1982, park staff printed perhaps its first informational brochure through the work of staffer Mari Hayden, who prepared the 12-page product.¹⁰³⁷ The park underwent continuous development in its early years as the federal government and nonprofit organizations purchased new properties and park units that took time to develop for visitors. This steady flow of change meant that park brochures needed to be updated often, sometimes from year to year. Following the 1982 brochure printing, there was another in 1983, 1989, and 1990.¹⁰³⁸

Park staff invested resources in both traveling and in-house temporary indoor exhibits at visitor centers, but there would be several decades before formal and permanent exhibits were installed at the park.¹⁰³⁹ Temporary exhibits did occur, such as a traveling exhibit at the visitor center titled, "Wildlife Prints by Ed Bierly" and exhibits made possible through loans from the Georgia Department of Natural Resources, Chattahoochee Nature Center, and the Roswell Historical Society.¹⁰⁴⁰ The park also featured an exhibit of wildlife habitats from then-named Fernbank Science Center in 1990.¹⁰⁴¹

1032. Weekly Status Report March 25–31, Chattahoochee River National Recreation Area, 1979, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1033. Superintendent's Annual Narrative Report, 1979, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA; Superintendent's Annual Narrative Report, 1981.

1034. Superintendent's Annual Narrative Report, 1981.

1035. Statement of Interpretation and Visitor Services, 1987, 9; visitor contact stations serve as places where park staff engage with visitors to share information or programming, while visitor centers are buildings that provide visitor orientation, reception, interpretation, and information sharing. Information stations often provide general park information, but not always interpretive information.

1036. Hightower, interview, 2019.

1037. Superintendent's Annual Narrative Report, 1982, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1038. Superintendent's Annual Narrative Report, 1983; Superintendent's Annual Narrative Report, 1984, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA; Superintendent's Annual Narrative Report, 1989, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA; Superintendent's Annual Narrative Report, 1990.

1039. Statement for Interpretation, Chattahoochee River National Recreation Area, 1989, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA, 8.

1040. Superintendent's Annual Narrative Report, 1989.

1041. Superintendent's Annual Narrative Report, 1990.



FIGURE 7.6 VOLUNTEER RECOGNITION EVENT AT THE PARK'S END OF SEASON LUNCH, AUGUST 27, 1984 (COURTESY OF NPS CRNRA).

Environmental Education

Gateway National Recreation Area Ranger Barry Sullivan penned a reflective piece for the *In Touch* newsletter, an interpreters' information exchange, in the summer of 1979 titled, "What's the NPS doing in the 'City'?" His words of experience at the Park Service's first national recreation area resonate deeply with the education and interpretation programs of the Chattahoochee River NRA, "The 'concrete jungle,' or synthetic environment, does little to acclimate the 'urbaner' to the sensitivity of the natural environment. I cannot think of anywhere else where interpretation, environmental education, has a greater impact." He continued, "When I reflect on our "mission," and our charge as "The Nation's Principal Conservation Agency," I cannot help but feel the need for protection through interpretation—interpretation, where perhaps it is most needed, in the urban environment."¹⁰⁴² The establishment of a valuable public perception and relationship was important to the success and function of the park, largely due to its urban setting and unique "string" units. These elements were forged not just through the efforts of the superintendents, but also through the work of the education, interpretation, and outreach programs.

Many area schoolchildren and educators came to know and build a relationship with the Chattahoochee River NRA through the environmental education program.

Although the first 11 years of operation saw three superintendents, an early goal for education and partnerships of the park was environmental education. Through the passion and activities of staff, the Chattahoochee's education program reached far beyond park boundaries, yet provided opportunities through partnerships and grants for students in the metropolitan area to come to the park and learn outside of the classroom.

1042. Barry Sullivan, "What's the NPS doing in the 'City'? One Person's Opinion on Urban Initiatives," *In Touch* no. 29, Summer 1979, accessed November 1, 2020, <http://npshistory.com/newsletters/intouch/n29v1.pdf>, 8.

When long-time Atlanta native and CRNRA Ranger Jerry Hightower began as a seasonal interpreter in May 1979, he brought with him a wealth of knowledge and existing programs. In a 2019 interview, Hightower explained how his volunteer experiences and activities with conservation organization, such as the League of Conservation Voters. Having volunteered for a number of natural resource institutions, like the Georgia Department of Natural Resources, he was positioned to become an active naturalist volunteer along the Chattahoochee River with Georgia State Parks.¹⁰⁴³

By November of 1979, environmental education made its first formal mention in the weekly reports and the park's first annual report. The superintendent's annual report of 1979 stated that collaborating with environmental and conservation groups was a priority in order to develop a concept of environmental education program.¹⁰⁴⁴ Jerry Hightower recalled the program with the DeKalb County Parks and Recreation to bring local youths down the river. Remarking on the significance of bringing metropolitan populations to the park, Hightower said, "This has not changed after all these years. We are bringing folks from areas in the greater metropolitan Atlanta area that had never been in a forest before, and even though all of their drinking water comes from the Chattahoochee River, they had never seen the river before," he added, "So, this was kind of a lifetime experience for a lot of these young people. We tried to make it as meaningful as possible and tried to give them the opportunity to alleviate their fears and gain a real connection with what was going on there."¹⁰⁴⁵

Hightower recalled that park staff began long-term classroom teaching around 1984, although staff presented environmental education to classrooms earlier in the park's 40-year history.¹⁰⁴⁶ He taught a prepared curriculum to third-grade classrooms, sometimes moving from class to class all in one day.¹⁰⁴⁷ When asked if the park's classroom education goals had changed over the past 40 years, Hightower responded, "Tremendously." In that 2019 interview, Hightower described how he worked with, first, Ruth Ellen Compton of the Chattahoochee Nature Center and, later, Mary "Petey" Martin Giroux.¹⁰⁴⁸ According to a profile by the Environmental Education Alliance of Georgia, Giroux had a long history with environmental education programs with a specialty for bringing those programs to schoolchildren. The alliance lists her accomplishments as, "helped establish the Chattahoochee River Environmental Education Center and directed the Parks as Classrooms program for the National Park Service," and Giroux served as an environmental outreach coordinator for the Environmental Protection Division of the Georgia Department of

1043. As the time of this draft, Jerry Hightower remains an active volunteer for many of the same nature and conservancy organizations listed in the administrative history; Environmental Education Alliance of Georgia, "Cornerstones: Jerry Hightower," *The Link* 24, no. 4, accessed March 13, 2020, <https://www.eealliance.org/assets/Documents/Newsletters/2016fallthelink.pdf>, 10; Hightower, interview, 2019.

1044. Superintendent's Annual Narrative Report, 1979.

1045. Hightower, interview, 2019.

1046. Hightower, interview, 2019; Jerry Hightower coordinated and presented classroom curriculum at the time research was completed in early 2020.

1047. Hightower, interview, 2019.

1048. Hightower, interview, 2019.

Natural Resources.¹⁰⁴⁹ Many of the education materials in the park collection are the work of Petey Giroux and her collaborations with park staff.

School administrators told Hightower what subjects to teach in the beginning or requested a unit on natural science, for example. Then, park education staff and its education partners drafted a complete unit for school administrators and teachers to review before allowing Hightower and Compton or Hightower and Giroux to teach an 11-week unit. Each unit met state standards over the years—Quality Core Curriculum, Georgia Performance Standards, and, more recently, Georgia Standards of Excellence.¹⁰⁵⁰

In addition, this goal included creating a foundation board to conceptualize environmental education, stating that “Superintendent Henneberger has been working with various nature center, environmental education, performing arts, and conservation groups to form a consortium of interests into a Foundation on a broad concept of environmental education that would be an entity to manage NPS acquired facilities.”¹⁰⁵¹ The report continued, “A wide variety of interests have expressed interest in such a Foundation. A small group of principals led by Superintendent Henneberger are developing a charter and exploring fund raising [sic] opportunities.”¹⁰⁵² In November 1979, the Interpretation & Resource Management chief and staff met with the Atlanta Public School System to establish a cooperative agreement to incorporate environmental education in the classroom, using the Chattahoochee River NRA as the field site.¹⁰⁵³ The following week, I&RM staff sought to create a foundation created to manage park facilities used for environmental education. This foundation was to be modeled after the Fort Mason Foundation associated with the Golden Gate National Recreation Area (See chapters 1 and 2 for more information about the establishment of national recreation areas).¹⁰⁵⁴

Around 1988, Superintendent Sibbald “Sib” Smith tasked Hightower with converting the old Chattahoochee Palisades State Park ranger station and, more recently, the state headquarters for the Georgia Conservancy into “a world-class environmental education center” with no budget. Hightower was also to form an advisory group that would transition into a board to support the endeavor. Smith’s idea for the center was “a global perspective but a local action.” Originally, the center was to be named the Virginia Harbin Environmental Education Center; however, the early-stages partnership with the Georgia Conservancy failed, and the Virginia Harbin title was dropped. Hightower credits Smith with naming the center: “He calls me to his desk and he pushes this little slip of paper across his desk, and he says, ‘That’s the name of the environmental education center.’ I looked at the slip of paper and it read ‘Geosphere Center.’” He continued, “It turned out to be a great name. It was a marketing success. It just worked. Everybody knew that place as the Geosphere Center. It was the Geosphere Environmental Education Training Center.” Hightower says that the

1049. Environmental Education Alliance of Georgia, “Petey Giroux, April 3, 1945–July 30, 2008, accessed March 13, 2020, <https://www.eealliance.org/petey-giroux>.

1050. Hightower, interview, 2019.

1051. Superintendent’s Annual Narrative Report, 1979.

1052. Superintendent’s Annual Narrative Report, 1979.

1053. Weekly Status Report November 11–17, Chattahoochee River National Recreation Area, 1979, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1054 Weekly Status Report December 2–8, Chattahoochee River National Recreation Area, 1979, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

regional office specified that the park could not use “Chattahoochee” in the name of their new center to avoid confusion with the Chattahoochee Nature Center.¹⁰⁵⁵ The primary purpose of the Geosphere, as the full name indicates, was teacher training in environmental education. Hightower recalls the first training activities at the center in November 1991 with the Environmental Protection Agency and a three-day discovery camp for middle school children in Gwinnett County and, later, in Atlanta city schools.¹⁰⁵⁶

Even before the Geosphere Center was operational, superintendent annual reports indicate that park staff developed and held educator-training workshops for both government agencies and schoolteachers. In 1988, park staff held a 40-hour cooperative interpretive workshop for government agencies and workshops, with staff development units or graduate credits for Georgia teachers.¹⁰⁵⁷ That same year, the Cobb County Board of Education chairperson recognized the park for its “outstanding commitment and achievements in supporting environmental/heritage education in Cobb County schools.”¹⁰⁵⁸ According to the Park Service’s fall 1988 internal newsletter, *Interpretation*, the direction of Chattahoochee River NRA’s educational program was in line with NPS expectations. The authors stated, “When we speak of interpretation we almost always think in terms of grey and green. But, by not including the private sector in our planning process, we may overlook some golden opportunities. During the next few months I am going to be gathering materials and ideas on how private [sic] sector, including concessioners, cooperating associations, foundations, mass media, educational institutions, etc, [sic] may contribute to the parks' interpretive programs.”¹⁰⁵⁹

It is unclear when park staff began presenting nationally recognized environmental education workshops, like the Association Fish and Wildlife Agencies’ Project WILD and the nonprofit Project WET, founded in 1983 and 1984, respectively.¹⁰⁶⁰ The park’s 1989 superintendent annual report of 1989 described an expansion of the training team for Project WILD.¹⁰⁶¹

Through active involvement, park staff created a new educational partnership with Riverside Elementary School, one of many schools. This agreement was formalized through the Partners in Education program.¹⁰⁶² Park staff discussed environmental education programs for the Smith House at the Barnwell unit (later named the Jones Bridge unit) with the Georgia Conservancy.¹⁰⁶³ According to Ranger Jerry Hightower, park staff established partnerships and collaborations with

1055. Hightower, interview, 2019.

1056. Hightower, interview, 2019.

1057. Superintendent’s Annual Narrative Report, 1988, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1058. Superintendent’s Annual Narrative Report, 1988.

1059. Robert Huggins and Martha Aikens, “[untitled section],” *Interpretation*, Autumn 1988, accessed March, 13, 2020, <http://npshistory.com/newsletters/interpretation/interpretation-fall-1988.pdf>, 4.

1060. Project WILD (@ProjectWILDGuide), “About,” https://www.facebook.com/pg/ProjectWILDGuide/about/?ref=page_internal; Project WET (@ProjectWET), “About,” https://www.facebook.com/pg/ProjectWET/about/?ref=page_internal.

1061. Superintendent’s Annual Narrative Report, 1989.

1062. Superintendent’s Annual Narrative Report, 1990.

1063. Superintendent’s Annual Narrative Report, 1990.

individual schools, school systems, and area environmental education centers early in the park's history.¹⁰⁶⁴



FIGURE 7.7 RANGER WITH CHILDREN DURING THE POND DIVERSITY PROGRAM AT SOPE CREEK, AROUND 1981–1995 (COURTESY OF NPS CRNRA).

Interpretation and Outreach

Interpretation and outreach programs played a significant role in forging good public standing and support for the park. Personal services, both formal and informal, and outreach efforts remained active, varied, and ever growing during this period in the park's history.

Early interpretive programs are documented as early the spring of 1979, less than a year of the Chattahoochee River NRA's establishment. Park staff noted an interpretive plan for Palisades West in a weekly status report dated July 15–21, 1979.¹⁰⁶⁵ This guided nature walk may be one of the earliest interpretive programs on record for the park. Later weekly reports described off-park interpretive presentations to local civic groups, discovery programs for scouts, and raft trips.¹⁰⁶⁶

As described by the 1987 Statement of Interpretation and Visitor Services, the park had notable restrictions for conducting quality interpretive and educational programs within the park and meeting the basic needs of visitors. These restrictions included water safety, rising water levels, vegetation, proximity to residential areas, and limited natural interpretive spaces.¹⁰⁶⁷ In addition, management outlined concerns for “special population groups” in which it hoped to meet their

1064. Hightower, interview, 2019.

1065 Weekly Status Report July 15–21, Chattahoochee River National Recreation Area, 1979, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1066. Weekly Status Report October 14–20, Chattahoochee River National Recreation Area, 1979, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1067. Statement of Interpretation and Visitor Services, 1987, 11.

needs of in a variety of ways. These populations included those who were differently abled, those with a lower income, and non-English speaking visitors.¹⁰⁶⁸

With just over a year of operation, the park's I&RM Division sought to create special populations programs.

Programming activities outside of the park not only included school presentations, but also booths and tables at local fairs, festivals, and other similar events, such as the Gwinnett County Environmental Fair and the International Environmental Exhibition at the Chattahoochee Nature Center in 1988 and 1989.¹⁰⁶⁹

The 1989 superintendent annual report was the first known report to specify programming—other than general environmental or ranger talks—at the park, including two successful children's "interpretive episodes" held at the Island Ford unit,¹⁰⁷⁰ as well as two new interpretive programs about pond environments ("Let's Go Fishing" and "Pond Ecology").¹⁰⁷¹ This interpretive "episodes" program grew significantly over the next few decades.

Partnerships

Partnerships were early goals for the park and necessity for its growth and public image as well. Most park reports and studies, whether internal or external, emphasized the importance of partnerships in education and interpretation. Park staff established these community bonds in many ways, such as through collaborating with other environmental educators, schools, youth and civic groups, and local governments.

The 1987 Statement of Interpretation and Visitor Services outlined key partners for interpretation and education of the park, specifically the Chattahoochee Nature Center; the City of Roswell and the Roswell Historical Society; and the park's principle concessionaire, the Chattahoochee Outdoor Center.¹⁰⁷² By the time of the 1987 statement, staff had determined incorporated servicewide goals, priorities, and special emphasis into a 12-point plan for management strategies. Of those 12 points, goals 1–8 related to interpretive functions, which included cooperating with the Georgia Conservancy and Chattahoochee Nature Center and including the organizations in interpretive programs; establishing interpretive kiosks for visitors; and expanding the cooperative agreement with the City of Roswell and the Roswell Historical Society's interpretation of the historic Allenbrook House.¹⁰⁷³

1068. Statement of Interpretation and Visitor Services, 1987, 14–15.

1069. Superintendent's Annual Narrative Report, 1988; Statement for Interpretation, 1989, 6.

1070. Superintendent's Annual Narrative Report, 1989.

1071. Superintendent's Annual Narrative Report, 1989.

1072. Statement of Interpretation and Visitor Services, 1987, 6, 10.

1073. Statement of Interpretation and Visitor Services, 1987, 13–14.



FIGURE 7.8 RANGERS WITH CHILDREN ON THE DOCK OF THE ISLAND FORD POND FOR THE "LET'S GO FISHIN'" EVENT, 1989 (COURTESY OF NPS CRNRA).

Park staff was sometimes involved in resources studies, which allowed interpretive staff to develop new programs and informational publications for visitors. Examples of such projects included sand and gravel dredging by Clemson University and water quality studies by the Georgia Department of Natural Resources.¹⁰⁷⁴

The years 1988, 1989, and 1990 offered many interpretive programming partnerships and cooperative efforts, including the Chattahoochee Nature Center, Roswell Historical Society, Fulton County Parks and Recreation, Georgia Wildlife Federation, and Georgia Environmental Education Council. The 1988 Superintendent's Annual Narrative Report was the first listing of partnerships in an annual report, apart from the Chattahoochee Nature Center in a previous report.¹⁰⁷⁵ In addition, this was the first year the Chattahoochee River NRA began its cooperative effort with the Environmental Education Council to bring the Take Pride in America campaign, a public and private partnership funded by the Park Service, to schoolteachers and other educational organizations.¹⁰⁷⁶ Take Pride in America began as a public awareness campaign that promoted stewardship and protection of America's natural and cultural resources by "reducing destructive behavior and encourage constructive activity on our lands."¹⁰⁷⁷ This campaign seemed especially fitting for the Chattahoochee River NRA, as public-private partnerships founded it to protect a river wilderness in an urban setting.

1074. Statement of Interpretation and Visitor Services, 1987, 13.

1075. Superintendent's Annual Narrative Report, 1988; Superintendent's Annual Narrative Report, 1989.

1076. Statement for Interpretation, 1989, 5.

1077. National Park Service, Take Pride in America Awards (various materials), 1986, accessed November 1, 2020, <http://nps.history.com/publications/doi/tpia-awards-1986.pdf>.

FROM GEOSPHERE TO CREEC, 1990–2000

Divisional Structure and Staff

The 1990s, as the decade before it, brought on more restructuring at the Chattahoochee River NRA. Superintendent Smith's annual report for 1991 referenced changes in organizational structure, although the Interpretation and Resource Management Division remained intact.¹⁰⁷⁸ Perhaps changes that were more notable occurred after Sibbald Smith's brief tenure as superintendent, when Marvin Madry filled the position in July 1992. Madry's first annual report described a need for clear management objectives among a "mine field [sic] of conflicting, complex and often controversial issues facing the park,"¹⁰⁷⁹ a trend that remained with the complex park since before its creation. Madry continued, "Environmental organizations, local citizens, and special interest groups create a mosaic of competing interests that swirl around the park from season to season for their involvement in park activities and programs."¹⁰⁸⁰

The establishment of a new management team in 1993 included an assistant superintendent. Superintendent Madry described this new team as "immediately developing a strategy to include all the park's friends and neighbors in the 48-mile corridor resulting in increasing visitor contact, developing new partnerships and enhancing environmental education and outreach programs."¹⁰⁸¹

The park experienced a significant restructuring of personnel and financial resources in 1995 with plans to prepare for additional loss of financial support in the following fiscal year.¹⁰⁸² Superintendent Madry included a "plan for the expected budget reduction in FY 96" in his 1995 annual report, which included reducing parkwide programs and initiating a reengineering process with both regional and park staff.¹⁰⁸³

The late 1990s continued to bring major staffing changes to the park with the retirement of Superintendent Marvin Madry, who was replaced by Superintendent Suzanne Lewis, and the transfer of long-time Chief Ranger Ken Garvin at the regional office in 1997.¹⁰⁸⁴ Another management restructuring occurred in 1998 when Field Operations Supervisor Connie Vogel-Brown began supervising the interpretive staff and new Chief Ranger Scott Pfeninger shortly after in 1999.¹⁰⁸⁵

1078 Superintendent's Annual Narrative Report, 1991, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1079. Superintendent's Annual Narrative Report, 1992, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1080. Superintendent's Annual Narrative Report, 1992.

1081. Superintendent's Annual Narrative Report, 1993, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1082. Superintendent's Annual Narrative Report, 1995, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1083. Superintendent's Annual Narrative Report, 1995.

1084. Superintendent's Annual Narrative Report, 1997, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1085. Superintendent's Annual Narrative Report, 1998, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA. Superintendent's Annual Narrative Report, 1999, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

Volunteer Program

The mid-1990s saw a decrease in the number of volunteer hours in interpretation with an increase in volunteer hours on maintenance projects.¹⁰⁸⁶ By 1999, the number of volunteer hours dedicated to interpretive service not only decreased to 768 hours, but maintenance staff recorded four times more volunteer hours at 3,338.¹⁰⁸⁷ Park documents yielded no direct explanation for the drastic shift in volunteer time and projects; however, it may be fair to say that the multiple changes in leadership and management during the 1990s may have been the root cause.

The guided walk program was successful in part to the VIP's assistance. In 1992, park staff began to recognize their volunteer of the year with an engraved plaque, in addition to certificates of appreciation and park recognition. Volunteers worked closely with the coordinating ranger to schedule guided walks and distribute program information to the media and local organizations, which Superintendent Madry reported "resulting in an immediate increase to participants on walks" in his 1993 annual report.¹⁰⁸⁸

The year 1993 proved to be active for VIPs, with the largest event, "Help the Hooch: River Awareness Day" on May 15. Park staff participated in the event organized by Clean and Beautiful Coordinators of South Fulton, Cobb, and Gwinnett Counties, stretching for 70 miles of the river. Chattahoochee River NRA events included a kick-off breakfast with safety orientation, a series of environmental exhibits sponsored by the Atlanta Regional Commission, Cobb Clean Commission, Georgia Conservancy, Georgia Wildlife Federation, Sierra Club, and Simpson Middle School. Eighty-eight volunteers contributed 300 service hours to the events and clean up, which was primarily focused in Cobb County area of the park. Many area civic clubs and groups and individuals, as well as Cobb County Department of Transportation, volunteered at the cleanup.¹⁰⁸⁹

Planning Documents

Park staff began planning for the 1996 Olympic Games in Atlanta as early as 1994, when Harpers Ferry Center completed the wayside exhibit proposal that December.¹⁰⁹⁰ The proposal included a staggering 97 signs; however, the park would not produce the full set of proposed signs due to significant budget cuts to the federal budget.

Visitor Contact Stations and Eastern National

The late 1990s brought change to the locations where the park made contact with visitors. Paces Mill ceased serving as a visitor contact station in fiscal year 1997 due to lower visitation numbers at that

1086. Superintendent's Annual Narrative Report, 1993; Superintendent's Annual Narrative Report, 1995.

1087. Superintendent's Annual Narrative Report, 1999.

1088. Superintendent's Annual Narrative Report, 1993.

1089. Superintendent's Annual Narrative Report, 1993.

1090. Parkwide Wayside Exhibit Proposal, Chattahoochee River National Recreation Area, 1994, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

unit. The Island Ford station, however, increased visitation and reached more than 9,000 visitors in 1998.¹⁰⁹¹

Before Paces Mill halted visitor contact services, Eastern National maintained sales operations at the Paces Mill headquarters through at least 1996. Eastern National had added sales at the Geosphere by 1995.¹⁰⁹²

Nonpersonal Services

Due to the 21-day federal government shutdown between December 1995 and January 1996, the Harpers Ferry Center was unable to produce all of the approved signage for the park by the opening of the 1996 Olympics held in Atlanta.¹⁰⁹³ Park rangers continued to work with Harper's Ferry to finalize the new wayside exhibit.¹⁰⁹⁴

In 2011, 22 orientation kiosks remained from the 1996 Olympic-era wayside signs. These signs were informational, interpretive, and included maps.¹⁰⁹⁵ Bulletin boards were added as well.¹⁰⁹⁶ Although adding the new signs was not often included in superintendent annual reports, the 2011 Long-Range Interpretive Plan provides some details about installed signs in the park's boundaries. In addition to the Olympic-era signs, there were two low-profile wayside signs at Hewlett Lodge and Johnson Ferry South, seven new wayside exhibit signs that interpreted the park's historical and cultural resources at Vickery Creek, Jones Bridge, Sope Creek, Cochran Shoals, and three at Island Ford.¹⁰⁹⁷

The 1996 Olympic Games provided new opportunities for park staff to engage with an expected international crowd. In addition to language classes for park staff and volunteers before the 1996 Olympics, Chattahoochee River NRA developed and printed a new rack card in five languages that supplemented the park brochure. Preparation for the Olympic Games brought extensive changes to the brochure map and text as well.¹⁰⁹⁸ Brochures and rack cards were updated again in 2000.¹⁰⁹⁹

1091 Superintendent's Annual Narrative Report, 1993; Superintendent's Annual Narrative Report, 1997; Superintendent's Annual Narrative Report, 1998.

1092. Superintendent's Annual Narrative Report, 1996, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1093. Superintendent's Annual Narrative Report, 1996; Don Gonyea, "The Longest Government Shutdown In History, No Longer — How 1995 Changed Everything," National Public Radio January 12, 2019, <https://www.npr.org/2019/01/12/683304824/the-longest-government-shutdown-in-history-no-longer-how-1995-changed-everything>.

1094. Superintendent's Annual Narrative Report, 1996.

1095. Long-Range Interpretive Plan, Chattahoochee River National Recreation Area, 2011, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA, 17.

1096. John Huth, email communication on Chapter 7, March 31, 2020.

1097. Long-Range Interpretive Plan, Chattahoochee River National Recreation Area, 2011, accessed November 1, 2020, <https://npgallery.nps.gov/GetAsset/2c0d0a99-ccf8-4489-b331-cc2f8e5b70a0/original?>, 17.

1098. Superintendent's Annual Narrative Report, 1996.

1099. Superintendent's Annual Narrative Report, 2000, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

Environmental Education

The 1990s proved to be a formative decade for the park's environmental education program. Not only did the program build new educational partners, but it also opened its educational center, the Geosphere.

The Geosphere Environmental Education Training Center's primary purpose was to provide education for teachers, as stated by Superintendent Madry during his first year. Many of the park teacher education programs were accredited by the State of Georgia, which allowed participating teachers to earn required study development units to maintain their teacher accreditation.¹¹⁰⁰ The 1991 annual report includes the first mention of "an environmental or Geosphere center" at the Smith House in Roswell at the Barnwell unit (later named the Jones Bridge unit) and described the center as an endeavor of the superintendent's office and the interpretation section as well.¹¹⁰¹



FIGURE 7.9 RANGER TEACHING A PETERSON ELEMENTARY SCHOOL STUDENT HOW TO FISH AT ISLAND FORD, MAY 2, 1991 (COURTESY OF NPS CRNRA).

The formal education programs park staff conducted occurred at the Geosphere, park units, and Atlanta area schools. Occasionally, the Geosphere hosted programs for school-aged children, such as the three-day Environmental Discovery Camps for middle schoolers.¹¹⁰² In addition, staff cosponsored the Environmental Education Camp with the Georgia Parent Teacher Association

1100. Superintendent's Annual Narrative Report, 1992.

1101. Superintendent's Annual Narrative Report, 1991.

1102. Superintendent's Annual Narrative Report, 1991.

(PTA, later named the Georgia Congress of Parents and Teachers) and the Environmental Protection Agency, which Superintendent Smith credited with its success as generating “great community interest” in the Geosphere project.¹¹⁰³

In 1992, the Friends of the Geosphere organization was established and incorporated. The group signed a memorandum of understanding with the Park Service and Chattahoochee River NRA to define their relationship. Organizations in the friends group included the Audubon Society, Georgia Department of Natural Resources, Environmental Protection Agency, Georgia PTA, Georgia Conservancy, Chattahoochee Nature Center, and the Georgia Science Teachers’ Association.¹¹⁰⁴ Funds to support the environmental education program and the park’s environmental education coordinator’s travel were raised by the Georgia PTA and Friends of the Geosphere.¹¹⁰⁵

Superintendent Madry credited Friends of the Geosphere with accomplishing “more than any other year” in 1996 by aggressively supporting the center, helping to make it a “common household word.”¹¹⁰⁶ A new amphitheater was added to the center with support from Friends of the Geosphere, volunteer time from the Windward Association of Retired Men, and funding from the North Fulton Leadership.¹¹⁰⁷

With a combined total of 5,000 participants, park interpretive staff conducted several environmental education activities and workshops for the Atlanta Area Boy Scout Council and educators from Cobb, DeKalb, Fulton, and Gwinnett Counties in 1992.¹¹⁰⁸ In 1993, volunteer staff from the Geosphere, Chattahoochee River NRA, and the park’s environmental education coordinator presented workshops and programs to over 11,000 people.¹¹⁰⁹ In the early 1990s, park staff determined that the best use of the Geosphere facility and limited staff was the Educator Environmental Education Training courses, citing the program focus as “the best means to which to reach the greatest number of students with our limited staff.”¹¹¹⁰

The Environmental Discovery Camp program, possibly beginning in 1992, was a three-day program for middle school-aged students from the Cobb, Fulton, and Gwinnett school systems. The camps were a partnership between the National Park Service, Environmental Protection Agency, Georgia State Parent Teacher Association, and the Friends of the Geosphere.¹¹¹¹ In the superintendent’s annual report, Madry noted that some of the participating students had been VIPs at the Geosphere and remarked of the program, “By having one of the only Environmental Education Programs that is certified by the Georgia Board of Education we expect future teacher education requests to

1103. Superintendent’s Annual Narrative Report, 1991.

1104. Superintendent’s Annual Narrative Report, 1992.

1105. Superintendent’s Annual Narrative Report, 1993.

1106. Superintendent’s Annual Narrative Report, 1996.

1107. Superintendent’s Annual Narrative Report, 1998.

1108. Superintendent’s Annual Narrative Report, 1992.

1109. Superintendent’s Annual Narrative Report, 1993.

1110. Superintendent’s Annual Narrative Report, 1993.

1111. Superintendent’s Annual Narrative Report, 1992.

increase.”¹¹¹² The camp program included an outdoor camping experience at the Geosphere’s Choestoe Meadow in 1993.¹¹¹³

Park rangers not only worked in the park and the classroom but also created materials for educators to incorporate in their own classrooms. With the Parks in Classrooms program as a model, park rangers created a curriculum-based guide to three of the Atlanta area parks. This curriculum packet included “Inside Outside,” an NPS publication about environmental education and the park service.¹¹¹⁴ Previously developed partnerships with the Atlanta Dogwood Festival and the Atlanta Project allowed the Chattahoochee River NRA to fulfill its Parks in Classrooms environmental education assistance to Atlanta Project Cluster schools. This program sought to create outdoor learning centers on school campuses, teacher training, student visits to the park, and four three-day Discovery Camps.¹¹¹⁵

During this period, park staff created Partners in Education, allowing rangers to make personal contact with area schoolchildren inside their classrooms. This program helped the park fulfill and contribute to NPS initiatives such as Rangers Against Drugs and Parks as Classrooms.¹¹¹⁶ The park’s Partners in Education agreement with Riverside Elementary School continued in 1991, and Superintendent Smith called it “a major success.”¹¹¹⁷ The Riverside program included classrooms “adopting” park staff as their sponsors, a career day demonstration with park staff from all divisions, and employees from the Martin Luther King Jr. National Historic Site and Kennesaw Mountain Historic Battlefield.¹¹¹⁸ The success of the Riverside program continued through 1992 with “Adopt a Ranger” and second annual NPS career day events, among others.¹¹¹⁹ School outreach seemed successful in 1992 as well. Staff reported that 20 area schools participated in park programs, including pond life, southeast Native Americans, wildlife habitat, and NPS careers, providing park staff with 2,100 contacts with schoolchildren.¹¹²⁰

1112. Superintendent’s Annual Narrative Report, 1992.

1113. Superintendent’s Annual Narrative Report, 1993.

1114. Superintendent’s Annual Narrative Report, 1993.

1115. Superintendent’s Annual Narrative Report, 1993.

1116. Superintendent’s Annual Narrative Report, 1993.

1117. Superintendent’s Annual Narrative Report, 1991.

1118. Superintendent’s Annual Narrative Report, 1991.

1119. Superintendent’s Annual Narrative Report, 1991.

1120. Superintendent’s Annual Narrative Report, 1992.



FIGURE 7.10 PARK STAFF AT RIVERSIDE ELEMENTARY SCHOOL FOR THE NATIONAL PARK SERVICE CAREER DAY (75TH ANNIVERSARY), MAY 17, 1991 (COURTESY OF NPS CRNRA).

In back-to-back years, the park’s environmental education coordinator was recognized by the Project WET (Water Education for Teachers) USA Outstanding Contributor Award in 1997¹¹²¹ and 1998.¹¹²² The year 1998 proved to be a successful year for the park’s environmental education outreach; on top of the national award, Project WET’s national director asked the park’s instructor to co-present on creative adaptations the Chattahoochee River NRA developed and used, and these adaptation were adopted nationwide.¹¹²³

The year 1999 was the first park staff WOW! Wonder of Wetlands environmental education workshop.¹¹²⁴ Park staff used the Wonders of Wetlands Curriculum and Activity Guide developed by The Watercourse at Montana State University as the primary text for the park WOW workshop.¹¹²⁵ In his 2000 annual report, Superintendent Kevin Cheri remarked on the significance of the program: “The riparian wetlands of the Chattahoochee River Corridor provide the exciting vehicle for the field investigation portion of the workshop,” continuing, “This was developed as a certification workshop and the Chattahoochee River NRA is the only facility in the nation offering certification in the Wonders of the Wetlands curriculum.”¹¹²⁶

In 2000, under the tenure of Superintendent Cheri, the name of the education center changed from Geosphere Environmental Education Center to Chattahoochee River Environmental Education Center.¹¹²⁷ In his first annual report, Cheri explained the reason behind the name change: “The name

1121. Superintendent’s Annual Narrative Report, 1997.

1122. Superintendent’s Annual Narrative Report, 1998.

1123. Superintendent’s Annual Narrative Report, 1998.

1124. Superintendent’s Annual Narrative Report, 1999.

1125. Superintendent’s Annual Narrative Report, 2000.

1126. Superintendent’s Annual Narrative Report, 2000.

1127. Superintendent’s Annual Narrative Report, 2000.

‘Geosphere’ did not clearly convey to the public the true purpose and use of that facility.”¹¹²⁸ Park staff continued to conduct environmental education programs in both Atlanta-area schools and at the Chattahoochee River Environmental Education Center.¹¹²⁹

The year 2000 brought 85 public and private school teachers, youth organization leaders, resource agency staff, nature center staff, and others to Water Education for Teachers (Project WET).¹¹³⁰ Superintendent Cheri described the program as “how to relate the interdisciplinary, hands-on activities to the resources of the Chattahoochee River Corridor both directly and indirectly.”¹¹³¹ The Georgia Department of Natural Resources Environmental Protection Division awarded the park’s environmental education coordinator for outstanding service in the Project WET Program.¹¹³²

Providing Title I schools with environmental education in the classroom became the focus of the Chattahoochee River NRA’s environmental education classroom curriculum program as early as 2008.¹¹³³ Although park staff continued to work with both public and private schools, long-time Ranger and Environmental Education Coordinator Hightower explained, “My focus is Title I because those schools need it the most. They have nothing.” In more recent years, Hightower taught both science and social studies in classrooms, explaining, “It is so important to remember that the National Park Service is the keeper of American history and culture.”¹¹³⁴

Outreach was an important piece of the park’s environmental education programming. In 2000, park staff exhibited at the EPA-sponsored Children’s Water Festival of Metro Atlanta at the Clayton County International Park,¹¹³⁵ an outdoor venue of the 1996 Summer Olympics. At their exhibit table, park staff presented the Chattahoochee River as a finite source of water through handouts and planned activities.¹¹³⁶

Outreach services continued to maintain the park’s relationships with local school systems, civic groups, and conservation organizations through the 1990s. In 1993, for example, park staff collaborated with the Georgia Congress of Parents and Teachers (PTA) “to take the NPS message to schools in all 159 Georgia counties.”¹¹³⁷ Educational outreach programs relied heavily on developing and maintaining partnerships with area schools and civic organizations, volunteers, and the work of the park’s environmental education coordinator.

1128. Superintendent’s Annual Narrative Report, 2000.

1129. Superintendent’s Annual Narrative Report, 2000.

1130. Superintendent’s Annual Narrative Report, 2000.

1131. Superintendent’s Annual Narrative Report, 2000.

1132. Superintendent’s Annual Narrative Report, 2000.

1133. Superintendent’s Annual Narrative Report, 2008, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1134. Hightower, interview, 2019.

1135. Superintendent’s Annual Narrative Report, 2000.

1136. Superintendent’s Annual Narrative Report, 2000.

1137. Superintendent’s Annual Narrative Report, 1993.

Interpretation and Outreach

Throughout the 1990s, nature hikes, or walks, continued to be vital programs for the park, particularly in Palisades and Cochran Shoals units.¹¹³⁸ Park staff conducted Owl Prowl and Frog Frolic walks with live animals and storytelling features with support from Zoo Atlanta, Friends of the Geosphere, the Junior League, and the Chattahoochee Nature Center, making outreach programs a significant service for interpretive rangers.¹¹³⁹

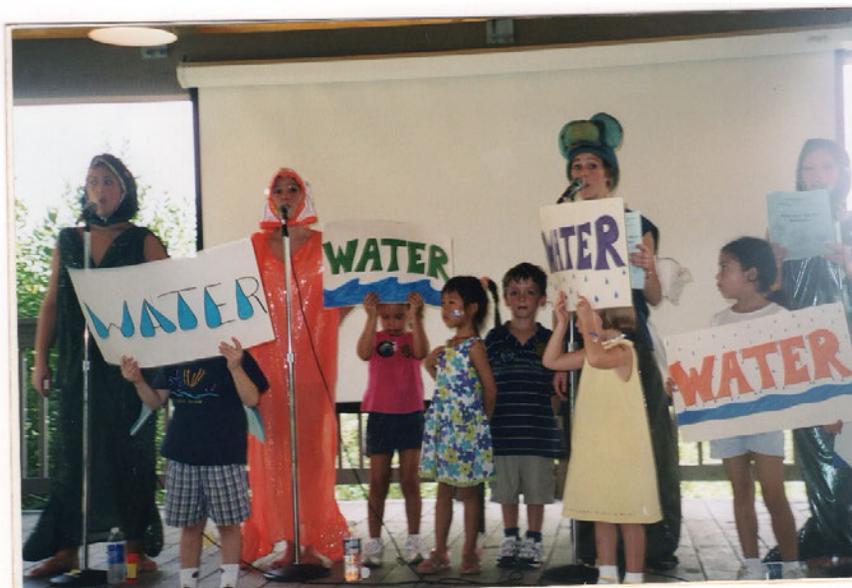


FIGURE 7.11 PERFORMANCE AT AN ENVIRONMENTAL EDUCATION COURSE, 1997 (COURTESY OF NPS CRNRA).

Partnerships

Apart from working relationships through educational program partnerships, park staff maintained valuable organizational connections through service on boards, including Board of Directors of Environmental Education Alliance of Georgia; Science and Education Advisory Board of Upper Chattahoochee Riverkeeper; Biological Science Advisory Board of Kennesaw State University; and Water Education Advisory Board of Georgia (Project WET).

In 1993, park staff established new partnerships in environmental education with North Georgia College, Gordon College, Elachee Science Center, and the Dunwoody Nature Center.¹¹⁴⁰ In addition, staff developed partnerships with Emory University and Kennesaw College to create opportunities for students to intern on environmental education projects.¹¹⁴¹

1138. Superintendent's Annual Narrative Report, 1991.

1139. Superintendent's Annual Narrative Report, 1999.

1140. Superintendent's Annual Narrative Report, 1993.

1141. Superintendent's Annual Narrative Report, 1993.

A FIRM FOUNDATION, 2000–2012

Divisional Structure and Staff

With the new millennium, a major change for education, interpretation, and outreach occurred. After a short time in the Ranger Activities Division (RAD), park management dissolved the Interpretation & Resource Management Division in 2002 and created the Resource Education Division (RED) in its place.¹¹⁴² Just two years later, RED staff moved to the newly renovated basement of Hewlett Lodge, added shelves for audiovisual equipment, and storage closets.¹¹⁴³ More change came to the young division when the Fee Program moved from RAD to RED in 2005.¹¹⁴⁴

Through 2007 to 2009, the park experienced many changes in superintendent positions, including a new division chief, new interns and paid student workers, and new seasonal positions to assist in the interpretation program.¹¹⁴⁵

The park received student employee support through the Student Career Experience Program, the Student Conservation Association (SCA), and the Friends of the Chattahoochee River. These student positions worked in the Resource Education Division to develop the park's website, support the interpretation program, coordinate the volunteer program, and work special events.¹¹⁴⁶ Of these positions, a Lipton Tea Grant through the National Park Foundation supported at least three SCA student workers in 2005 and 2007.¹¹⁴⁷ The superintendent's annual report for 2005 described the SCA grant: "The park was selected by the National Park Foundation to participate in the Healthy Parks Healthy Living (HPHL) grant program. This grant was provided by Lipton Tea. Worth over \$70,000, the grant provided a 3-month SCA, 6 canoes with a 10-canoe trailer, a 6-month contract to advertise the park and the HPHL theme on a MARTA bus (fully wrapped with photos of the park), and support for our annual Chattahoochee River Festival."¹¹⁴⁸ The 2007 grant specified that two SCA students work on trail maintenance for the park.¹¹⁴⁹

1142. Superintendent's Annual Narrative Report, 2003, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA; Superintendent's Annual Narrative Report, 2002, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1143. Superintendent's Annual Narrative Report, 2004, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1144. Superintendent's Annual Narrative Report, 2005, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1145. Superintendent's Annual Narrative Report, 2003; Superintendent's Annual Narrative Report, 2002; Superintendent's Annual Narrative Report, 2004; Superintendent's Annual Narrative Report, 2008; Superintendent's Annual Narrative Report, 2009, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA; Superintendent's Annual Narrative Report, 2010, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1146. Superintendent's Annual Narrative Report, 2003; Superintendent's Annual Narrative Report, 2004; Superintendent's Annual Narrative Report, 2005; Superintendent's Annual Narrative Report, 2009.

1147. Superintendent's Annual Narrative Report, 2005.

1148. Superintendent's Annual Narrative Report, 2005.

1149. Superintendent's Annual Narrative Report, 2007, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

Volunteer Program

During the 2000s, the volunteer program experienced a number of changes in organization, engagement, and management. In 2002, the program moved from the Visitor Services Division to the Resource Education Division.¹¹⁵⁰

The early 2000s brought an increase in both long-term and corporate volunteers.¹¹⁵¹ Superintendent annual reports described volunteer corporate clean-up visits, in which businesses provided the volunteers or sponsored the provisions, like food, beverages, t-shirts, and other supplies. The volunteer clean up typically included the removal of exotic plants, planting native trees, and repairing collapsed riverbanks.¹¹⁵² For example, in 2007, “Upper Chattahoochee Riverkeeper, Starbucks Coffee, Interface, the Sierra Club, Macy’s, Southern Off-Road Bicycle Association (SORBA), Westminster School, Lovett School, Pace Academy, and Georgia Power contributed to the volunteer program by providing water, snacks, meals, tools, gloves, trash bags and t-shirts for the volunteers.”¹¹⁵³

As early as 2004, the volunteer program expanded to include volunteer work on weekends during spring and fall, including trash removal, privet pulls, and island clean up.¹¹⁵⁴ The following year, Volunteers-in-Parks engaged in roving interpretation, cleaned and repaired trail map holders, and replaced damaged maps.¹¹⁵⁵ Superintendent annual reports are clear that CRNRA volunteers engaged in a wide variety of tasks and projects that were vital to park operations.

The park’s volunteer program received at least four grants from the National Park Foundation during this period: America’s National Parks Tour funded by Lipton Tea in 2005, America’s National Parks Tour in 2006, and America’s National Parks Tour funded by Unilever in 2007 and 2008. The America’s National Parks Tour provided a one-day volunteer event in the park. Volunteers received free t-shirts, branded items, and food for their service.¹¹⁵⁶

Park staff worked with Student Conservation Association, a diversity program, during the mid-2000s. Student volunteers often worked during the summers and assisted with interpretive programs and special events. The Healthy Park, Healthy Living Program provided grants to support SCA interns in the park as well.¹¹⁵⁷

Notably, the regional office selected park volunteers Robert Armstrong for the Southeast Region Volunteer of the Year Award and Maureen Donohue for the Southeast Region Hartzog Award in

1150. Superintendent’s Annual Narrative Report, 2001, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1151. Superintendent’s Annual Narrative Report, 2002; Superintendent’s Annual Narrative Report, 2003.

1152. Superintendent’s Annual Narrative Report, 2002; Superintendent’s Annual Narrative Report, 2005.

1153. Superintendent’s Annual Narrative Report, 2007.

1154. Superintendent’s Annual Narrative Report, 2004; Superintendent’s Annual Narrative Report, 2007.

1155. Superintendent’s Annual Narrative Report, 2005; Superintendent’s Annual Narrative Report, 2007.

1156. Superintendent’s Annual Narrative Report, 2005; Superintendent’s Annual Narrative Report, 2007; Superintendent’s Annual Narrative Report, 2008.

1157. Superintendent’s Annual Narrative Report, 2002; Superintendent’s Annual Narrative Report, 2007.

2010. National Park Service Director Jon Jarvis presented Donohue the Hartzog Award on Earth Day.¹¹⁵⁸



FIGURE 7.12 YOUNG VISITOR CHURNING BUTTER AT THE PARK, 2010 (COURTESY OF NPS).

Planning Documents

Two significant and foundational documents were produced for the park during this time—the general management plan and environmental impact statement and the long-range interpretive plan. Each document provides details about what the park had completed, was currently engaged with, and possibilities or recommendations for the future. The final versions of these documents came at a time when the park had acquired new historic resources and property, specifically Hyde Farm (see chapters 5 and 6).

The 2009 General Management Plan noted that the park was on a waiting list to update its comprehensive interpretive prospectus, formerly referred to as the interpretive prospectus, which was last updated in 1989. The general management plan went on to suggest new themes involving not only farm operations and historic farming, as well as identifying “opportunities to partner to convey park resource values for recreational, historical, and cultural and natural resources.”¹¹⁵⁹ Lastly, and importantly, the plan revised the park’s statement of purpose as, “The purpose Chattahoochee River National Recreation Area is to lead the preservation and protection of the 48-mile Chattahoochee

1158. Superintendent’s Annual Narrative Report, 2010, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

1159. General Management Plan and Environmental Impact Statement, Chattahoochee River National Recreation Area, 2009, accessed November 1, 2020, https://www.nps.gov/chat/learn/management/upload/Final_CHAT_GMP_EIS-2009.pdf, 272.

River corridor from Buford Dam to Peachtree Creek, and its associated natural and cultural resources, for the benefit and enjoyment of the people.”¹¹⁶⁰

In 2011, Superintendent Patty Wissinger described the significance of the long-range interpretive plan: “This document provides a firm foundation in presenting our current accomplishments in education and interpretation and our potential for progress. This plan serves as the major tool for developing and implementing positive and influential visitor experiences now and in the future.”¹¹⁶¹ The plan identified four primary themes: the park’s natural and irreplaceable environment; the Chattahoochee River as a primary water source; the lengthy human history in the river corridor; and the unique geological and biological setting that supports native flora and fauna. The recommended “key steps” described outreach, facilities, interpretive media, and interpretive staffing.¹¹⁶²

Visitor Contact Stations and Eastern National

The park’s visitor contact station experienced significant changes in the 2000s. In 2001, Island Ford was the park’s visitor contact station.¹¹⁶³ Between 2003–2004, the station was redesigned with a new information desk installed in the lobby, a room dedicated to Eastern National sales, a desk and chair for visitor use in the sales area, a mural painted on the lobby wall, and new information racks.¹¹⁶⁴

During this period, and perhaps earlier, park staff working at community outreach events or other special events included Eastern National sales at the park’s table or booth. In addition, Eastern National developed a portable merchandise display to use at those special events, such as, the annual Back to the Chattahoochee River Raft Race and the park’s summer festival.¹¹⁶⁵

1160. General Management Plan and Environmental Impact Statement, 2009, 14.

1161. Long-Range Interpretive Plan, 2011, unnumbered.

1162. Long-Range Interpretive Plan, 2011, 5–8; see pages 23–39 for full details of recommendations.

1163. Superintendent’s Annual Narrative Report, 2001.

1164. Superintendent’s Annual Narrative Report, 2003.

1165. Superintendent’s Annual Narrative Report, 2004; Superintendent’s Annual Narrative Report, 2005; Superintendent’s Annual Narrative Report, 2007.



FIGURE 7.13 PARK RANGER HELPING A YOUNG VISITOR WITH HER PERSONAL FLOATATION DEVICE, 2010 (COURTESY OF NPS).

Nonpersonal Services

Like much of the Resource Education Division during the 2000s, a number of changes occurred to nonpersonal services that interpretive staff managed with support from volunteers.

Park staff designed many of their own program posters, bulletins, and booklets using the Harpers Ferry Center Graphic Identity Standard in 2003. Ranger John Huth initially used QuarkXPress software and later the Adobe Suite software to design in-house publications, including interpretive program media. Other materials that park staff designed or printed included certificates, note cards, postcards, exhibit labels, and posters. Visitors encountered park publications through direct distribution, park bulletin boards, and local libraries, businesses, schools, and partner organizations.¹¹⁶⁶

Park staff began work on a Junior Ranger booklet with funds from the National Park Foundation in 2006. The following year, a student intern from the Student Conservation Association drafted text and selected images for the booklet, for which Sandy Springs Hospitality and Tourism provided \$6,100 to print 7,500 copies.¹¹⁶⁷

Three years later, in 2009, park staff received a \$10,000 grant from the National Park Foundation to design and print a river guide on waterproof paper. The guide supplied interpretive information in addition to the park map, fishing regulations, and safety and water quality information.¹¹⁶⁸

Park staff was not only updating small print media, but also large media as well. Staff installed new exhibits, both traditional and wayside, in the new millennium. Park staff designed temporary exhibits

1166. Superintendent's Annual Narrative Report, 2003; Superintendent's Annual Narrative Report, 2005; Superintendent's Annual Narrative Report, 2007; Huth, email communication.

1167. Superintendent's Annual Narrative Report, 2007.

1168. Superintendent's Annual Narrative Report, 2009; Huth, email communication.

that were displayed at the Hewlett Lodge headquarters, and a locally fabricated portable exhibition display was acquired in 2003 and 2004.¹¹⁶⁹ Ranger John Huth created a temporary exhibit called *Butterflies of the Chattahoochee*, with photographs by Chief of Science and Resources Davis Ek and a checklist for visitors to keep track of butterflies observed in the field. Park staff brought this butterfly exhibit to interpretive programs and special events.¹¹⁷⁰ During the mid- to late 2000s, staff installed several new wayside signs. Dual language “For Your Health” signs replaced the “Bacteria Alert” signs. In 2005, the “health” signs eliminated the need for park rangers to flip signs when water quality changed and provided information about consuming fish from the Chattahoochee River, for example.¹¹⁷¹ Staff installed two new wayside exhibits informing the public about the ongoing (at that time) Wetland Protection Project at Johnson Ferry South in 2005. Staff ordered materials from the Harpers Ferry Center using new design standards.¹¹⁷² In 2008, the Chattahoochee River NRA received a grant from the National Park Foundation for Active Trails, supported by Coca-Cola Foundation, for \$70,000. The grant funded new wayfinding and informational signage along the river and rerouted trails at Cochran Shoals that had eroded.¹¹⁷³ In 2014, an earlier version of the Junior Ranger booklet was created, called “Splash Junior Ranger.”¹¹⁷⁴

With cooperation from the Student Career Experience Program, a student employee in the Resource Education Division “overhauled” the park’s website. This seemingly lengthy project included adding or updating the following content: a new activities section with fishing, hiking, biking, interpretive programs, camping, and boating sections; a GMP webpage; a new permit page; a new commercial services webpage; a Johnson Ferry Restoration Project webpage; an educational programs webpage, with environmental education techniques and strategies included now; a Youth Conservation Corps webpage with an online application; a hiking patrol webpage; and a page for posting all press releases.¹¹⁷⁵

In 2012, park staff participated in a “river rising” safety message with the Army Corps of Engineers and the Chattahoochee Nature Center, which was then incorporated into a film and shown at the nature center and the park’s visitor center.¹¹⁷⁶

Environmental Education

Through the leadership of Superintendent Kevin Cheri, Acting Superintendent Chuck Barat, and Superintendents Daniel Brown and Patricia Wissinger, environmental education programs continued in Atlanta-area schools, the Chattahoochee River Environmental Education Center, and several park units. Often, other educators aided park staff in developing and implementing education

1169. Superintendent’s Annual Narrative Report, 2003; Superintendent’s Annual Narrative Report, 2004; Huth, email communication.

1170. Superintendent’s Annual Narrative Report, 2005; Huth, email communication.

1171. Superintendent’s Annual Narrative Report, 2005.

1172. Superintendent’s Annual Narrative Report, 2005.

1173. Superintendent’s Annual Narrative Report, 2008.

1174. Marjorie Thomas, email communication on Chapter 7, March 31, 2020.

1175. Superintendent’s Annual Narrative Report, 2004.

1176. Thomas, email communication.

programs that “enhanced classroom instruction and met/exceeded the Georgia Quality Core Curriculum elements and requirements.”¹¹⁷⁷

Park staff implemented a 40-hour accredited environmental educator-training course at the education center and along the river near the Palisades for certified educators. Educators received four credit hours towards their continuing education to maintain their teacher certification.¹¹⁷⁸ Environmental Education Coordinator Ranger Jerry Hightower said of his educator-training program: “I design, develop, and deliver curriculum-based programing for preschool through graduate school, but mostly kindergarten through 5th. . . I provide training to formal and non-formal educators.”¹¹⁷⁹ Both Water Education for Teachers (Project WET) and WOW! Wonders of Wetlands (WOW) workshops continued through the 2000s.¹¹⁸⁰ By 2002, organizations in all 50 states and other countries used Chattahoochee River NRA’s WET program as a model to develop their own workshop program.¹¹⁸¹ By 2008, educator training included Project WET, Project WILD, Project Learning Tree, Project WOW, and Our Shared Forests as educator training programs.¹¹⁸² An education coordinator was hired in 2009 to expand Title I programs and other interpretive programs as well.¹¹⁸³



FIGURE 7.14 PARK STAFF AND FAMILIES GATHERED AROUND THE CAMPFIRE, 2011 (COURTESY OF NPS).

1177. Superintendent’s Annual Narrative Report, 2002.

1178. Superintendent’s Annual Narrative Report, 2002; Superintendent’s Annual Narrative Report, 2003.

1179. Environmental Education Alliance of Georgia, The Link.

1180. Superintendent’s Annual Narrative Report, 2001; Superintendent’s Annual Narrative Report, 2002; Superintendent’s Annual Narrative Report, 2003.

1181. Superintendent’s Annual Narrative Report, 2002.

1182. Superintendent’s Annual Narrative Report, 2008.

1183. Thomas, email communication.

The park's long-standing and well-received environmental educator-training programs continued to grow during the mid-2000s, bringing new grants and partnership opportunities through Parks as Classrooms (PAC). The park's environmental education program met the purpose of the PAC grant, promoting "innovative education programs that combine place-based education opportunities in park settings with classroom study."¹¹⁸⁴ In 2005, Jerry Hightower developed and presented two new teacher training workshops. In addition, Chattahoochee River NRA received the PAC grant, which allowed park staff to rewrite the curriculum-based educational programs in collaboration with local educators and a new park brochure distributed to four adjacent counties. A portion of the funds provided transportation for underprivileged schools to attend environmental education programs at the Chattahoochee River Environmental Education Center."¹¹⁸⁵

In 2010, park staff developed a new way to bring the park to classrooms by creating three new traveling trunk programs, including farming, farm life, and Native Americans. Each trunk met Georgia Performance Standards, as did all park educational programs for schoolchildren.¹¹⁸⁶

In 2008, staff continued its relationship with the Cobb County School System. The interdisciplinary model program included the River Corridor Field Study from rafts and a forest field study, as well as an overnight program. Park staff produced curriculum-based lesson plans and a two-day agenda. Volunteers-in-Parks and parents of students assisted park staff and teachers.¹¹⁸⁷ Staff added at least five new educational partnerships by 2010: North Crossroads School (students use the park for groups project work), Woodland Charter Elementary, Brumby Elementary, Sandy Springs Middle, and several home school groups.¹¹⁸⁸

In addition to education partnerships with area school systems, park environmental education staff supported Southern Adventist University's Masters in Outdoor Education. Park staff, usually including Jerry Hightower, served as guest lecturer and course instructor at the university and led field study programs in the park.¹¹⁸⁹ The university described the park partnership on the degree webpage: "When we go to the Chattahoochee River National Recreation Area, we often have Jerry Hightower, a US National Park Ranger, join us as an instructor to give his unique perspective on observing wildlife and how to bring nature to the public. We also cover how to bring this nature indoors to classrooms to excite students about learning in an outdoor environment by creating curiosity indoors."¹¹⁹⁰ The degree description, as expected, aligns with the park's environmental education program.

1184. US Department of the Interior, National Park Service, Budget Justifications and Performance Information, Fiscal Year 2012, accessed November 2, 2020, https://www.nps.gov/aboutus/upload/fy_2012_greenbook.pdf, 52.

1185. Superintendent's Annual Narrative Report, 2005.

1186. Superintendent's Annual Narrative Report, 2010.

1187. Superintendent's Annual Narrative Report, 2008.

1188. Superintendent's Annual Narrative Report, 2008; Superintendent's Annual Narrative Report, 2010.

1189. Superintendent's Annual Narrative Report, 2008; Southern Adventist University, School of Outdoor Education, accessed March 13, 2020, <https://www.southern.edu/academics/academic-sites/edpsych/Outdoorededucation/index.html>.

1190. Southern Adventist University.

After the addition of the historical and high-profile Hyde Farm lands in 2008, park staff began to implement a plan to incorporate the use of that property as an education tool and venue.¹¹⁹¹ In 2009, Education Coordinator Ranger Marjorie Thomas worked with Cobb County School District curriculum coordinators for science and social studies to determine which grades would benefit from educational programming about Hyde Farm. Program content included farming practices, life on a farm, the geographic regions of Georgia, and the American Indians. Park staff formed a teacher advisory committee to solicit teacher input for program development and content.¹¹⁹² The Park Stewards grant through the National Park Foundation funded approximately 50 high school students to conduct water sampling and soil testing at Hyde Farm in 2009.¹¹⁹³ The next year, through the Teacher-Ranger-Teachers program, staff developed a curriculum relating to water quality and developed a middle school fieldtrip program at Hyde Farm. New interpretation and education programs for the public came from this partnership in 2010.¹¹⁹⁴



FIGURE 7.15 THE PARK SIGN AT THE CHATTAHOOCHEE RIVER ENVIRONMENTAL EDUCATION CENTER, 2013 (COURTESY OF NPS).

The Interpretation and Resource Management Division received many grants from 2009 through the next several years. Along with the volunteer program, the park's interpretive program received its initial First Bloom grant through the National Park Foundation in 2009.¹¹⁹⁵ This grant included two partner groups—a special needs class from Sope Creek Elementary and the Boys and Girls Club of

1191. The Trust for Public Land, "Historic Hyde Farm Preserved (GA)", accessed March 13, 2020, <https://www.tpl.org/media-room/historic-hyde-farm-preserved-ga>.

1192. Superintendent's Annual Narrative Report, 2009; Thomas, email communication.

1193. Superintendent's Annual Narrative Report, 2009.

1194. Superintendent's Annual Narrative Report, 2010; NPS Teacher-Ranger-Teacher, accessed February 24, 2020, <https://teacherrangerteacher.org/>.

1195. Thomas, email communication.

Marietta, which totaled approximately 25 students. These groups learned about native plants by planting native vegetation on NPS lands. In addition, the students planted native plants on the closed trail sections at Sope Creek. Other grants during these two years included the Georgia Tech's GIFT program, in which a high school teacher worked for six weeks to develop an informational packet for teachers about simple farm machines and the Under the Park Stewards grant, which allowed for a water-quality testing program at Hyde Farm for high school students. Five different classes from Wheeler High School participated in this program, using the America's Best Ideas grant, to host an overnight camping trip for Title I students. A total of 86 students and parents participated in the program, learning about farm life in the early 1900s as well as experiencing camping for the first time. And finally, the Junior Ranger Ambassador grant hosted a six-month Student Conservation Association intern to market the park's current Junior Ranger program.¹¹⁹⁶ In addition, the park received a grant from the National Park Foundation to offer a parent-child camping opportunity from an underserved school. Twenty Brumby Elementary students and their parents participated in this overnight event. For many, this was a first-time camping experience. For the event, Harry's Whole Foods provided food, Coca Cola provided drinks, and the National Park Foundation funds purchased tents, sleeping bags, and other camping necessities.

The park received formal recognition of its educational program successes at the same time that many grants and educational program made strides during the 2000s. The Environmental Education Association (EEA) selected Jerry Hightower for the Eugene Odum Lifetime Service Award in 2002, the Chattahoochee River NRA for the Outdoor EEA Outstanding Service Award in 2004, park volunteer and Centennial high school teacher Julie Burroughs for the Outdoor EEA Outstanding Service Award in 2009, and Jerry Hightower the Outdoor Classroom Service Award.¹¹⁹⁷

Interpretation and Outreach

In addition to a well-established environmental education program, staff continued to develop the park's substantial interpretive program with guide hikes, evening program, fishing programs, workshops, fishing trips, rafting trips, campfires, storytelling, performances, and so on. Each year, interpretive programs reached thousands of park visitors and hosted civic groups and youth groups. These programs not only interpreted natural history, but also cultural history, recreation, and safety. Interpretive staff depended on the volunteer program to provide roving interpretation, maintain nonpersonal services such as bulletin boards, and post maps. Many programs were in partnership with area city and county governments, such as the City of Roswell, and other environmental education organizations, such as the Chattahoochee Nature Center.

1196. Superintendent's Annual Narrative Report, 2010.

1197. Environmental Education Alliance of Georgia, "EEA Awards 2001-Present," accessed March 13, 2020, <https://eeag.memberclicks.net/eea-awards-past-winners>.



FIGURE 7.16 PARK STAFF MEMBER ALEX MAGRUDER WITH CHILDREN AT THE CRNRA BOOTH AT THE ATLANTA BOTANICAL GARDEN'S ENDANGERED SPECIES DAY EVENT, JUNE 8, 2013. (COURTESY OF NPS CRNRA).

Staff worked with the park's friends group and the nature center to develop and implement night programs or Evening in the Park programs "designed to educate participants about the importance of the park's resources, the natural processes and components of these resources."¹¹⁹⁸ As did many of the environmental education programs, these "after hours" programs included storytelling, singing, and guided hikes through the Sibley Creek and Cochran Shoals wetlands.¹¹⁹⁹ Park staff developed planned, organized, and supervised Owl Prowl and Frog Frolic programs at the Johnson Ferry North unit and the Chattahoochee River Environmental Education Center.¹²⁰⁰ Evening Stream Strolls was first described in the 2003 annual report, both Sunset at Sibley Pond and Marsh Meanders were first described in the 2005 annual report, and Snake Night was first described in the 2009 annual report.¹²⁰¹ Program activities included guided walks, storytelling, crafts, performances, and live animal demonstrations.¹²⁰² The Chattahoochee Nature Center provided live owls for the Owl Prowl programs.¹²⁰³

Interpretive programming was not relegated to park property. The park's interpretive staff participated in many area festivals and symposiums. By the end of this period, the park's interpretive staff not only exhibited at these special events, but they also became involved with event planning,

1198. Superintendent's Annual Narrative Report, 2002.

1199. Superintendent's Annual Narrative Report, 2002.

1200. Superintendent's Annual Narrative Report, 2001; Superintendent's Annual Narrative Report, 2002.

1201. Superintendent's Annual Narrative Report, 2003; Superintendent's Annual Narrative Report, 2005; Superintendent's Annual Narrative Report, 2009.

1202. Superintendent's Annual Narrative Report, 2001.

1203. Superintendent's Annual Narrative Report, 2001.

advising, sponsoring, and sometimes hosting at the park itself. The annual Back to the Chattahoochee River Race was one of the many (and substantial) special events park staff participated in and sponsored. The original “Chattahoochee River Race,” (the Ramblin’ Raft Race) began nearly 10 years before President Jimmy Carter signed the national recreation area’s legislation in 1978. However, the new annual race was much different from the original Ramblin’ Raft Race and became aligned with the image of the National Park Service as well as the family audience that Chattahoochee River NRA had begun catering to in the 1980s.

Park interpretive staff frequently exhibited at other local festival and special events. Their displays included hands-on interpretive activities, portable exhibits, and Eastern National sales portables display. Reoccurring participation by park staff included the Dunwoody Nature Center’s Butterfly Festival, the Chattahoochee Nature Center’s Down to Earth Day Kids Fest and its Butterfly Festival, the Outdoor Classroom Symposium, among many other events.¹²⁰⁴

In addition to presentations and exhibit tables at local events, resource education staff also conducted programs at local libraries and with youth groups. In 2007, Ranger John Huth conducted three children’s programs that included climbing in a 13-foot canoe, securing a personal flotation device, and practicing rod-and-reel and fly rod casting.¹²⁰⁵

Partnerships

Park staff served on many organizational and nonprofit boards. This service maintained the connections to essential partnerships for the park. Of the many organizations listed in superintendent annual reports, the Environmental Education Alliance of Georgia, the Upper Chattahoochee Riverkeeper, Project WET, and the Georgia Outdoor Classroom Council reoccurred most frequently.

In addition, park staff coordinated with the Friends of the Geosphere board and later the Friends of the Chattahoochee River board to support the Chattahoochee River Environmental Education Center and solicit volunteers for environmental education programs and activities for park programs.¹²⁰⁶

Other long-standing working relationships included city and county governments and a variety of environmental and educational organizations. Perhaps some of the longest relationships with the park were the Chattahoochee Nature Center, the Dunwoody Nature Center, the Georgia Parent Teacher Association, the Georgia Department of Natural Resources, the City of Roswell, and Cobb County. The Chattahoochee River National Recreation Area deeply depended on strong working partnerships, whether it is with collaborative partners within their own volunteer program, through the friends group, the many organizations throughout the four counties, or the state of Georgia. These partnerships allowed the park to grow its environmental education program and its active interpretive and outreach programs.

1204. Superintendent’s Annual Narrative Report, 2005; Superintendent’s Annual Narrative Report, 2007; Superintendent’s Annual Narrative Report, 2008.

1205. Superintendent’s Annual Narrative Report, 2007.

1206. Superintendent’s Annual Narrative Report, 2001.

INVESTING IN THE PARKS OF TOMORROW, 2013–2016

Many of the same educational and interpretive programs continue, with nearly 20,000 people during some years. Park staff maintained its relationships with area environmental education centers and organizations, city and county governments, and area schools and educators. Between 2014 and 2016, under the leadership of Superintendent Bill Cox, the environmental and interpretive programs and outreach events supported the park’s initiative to maintain a program of resource stewardship and sustainability. This stewardship emphasized both water resources and cultural resources.¹²⁰⁷

To support these goals, Cox wanted to build or maintain effective partnerships, as well as a “dynamic” friends group soon after his arrival to the park in 2013. “The Park Service was going through a change of philosophy where they wanted their Friends groups to be more in a philanthropic role. We had to turn that organization from being super helpful to being more philanthropic.” The Chattahoochee Parks Conservancy board (now the Chattahoochee National Park Conservancy) and Superintendent Cox collaborated with Sally Bethea, the founding director of the Chattahoochee Riverkeeper, who became involved with the conservancy board and eventually became president.¹²⁰⁸



FIGURE 7.17 RANGER JERRY HIGHTOWER GIVES A PRESENTATION TO FIFTH GRADERS FOR BLACK HISTORY MONTH AT HUTCHINSON ELEMENTARY SCHOOL, FEBRUARY 3, 2020 (COURTESY OF NPS CRNRA).

Reflecting on the history of the Chattahoochee River National Recreation Area’s environmental education program in 2019, Environmental Education Coordinator Ranger Jerry Hightower

1207. William Cox, Annual Performance Accomplishments, 2014–2016, Superintendent’s Office, Chattahoochee River National Recreation Area, Roswell, GA.

1208. William Cox, interview by Ann McCleary, Keri Adams, and Julia Brock, June 17, 2020, digital recording, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA; Georgia Tech, College of Design, School of City and Regional Planning, “Sally Bethea,” accessed March 13, 2020, <https://planning.gatech.edu/people/sally-bethea>.

explained of the 41-year-long program, “A lot of this has been collaborative work. But it has been great even though it has pretty much been a one-person operation,” and later (and humorously) adding, “So, our environmental education program is one old park ranger and some really good volunteers. And that’s it.”¹²⁰⁹

Hightower told the *North Fulton Extra* in a 1985 profile, “I wanted to be naturalist since I was about 10.” Hightower’s childhood aspirations seem to have come true, as he is the stationary figure among the Chattahoochee River National Recreation Area’s environmental education programs. He later remarked that he saw the education programs as an investment in the parks of tomorrow, adding, “The kids of today will have to vote to save the mountains and the rivers in the future.”¹²¹⁰ At the time of Hightower’s 2019 oral history interview, he still worked to update quality curriculum plans and conducted the same high-value environmental education programs that made the park’s purpose meaningful to generations of schoolchildren, educators, and visitors alike.¹²¹¹ The *Fulton* article ended, “This place has given me so much all of my life, now I feel I’m paying it back.”¹²¹²

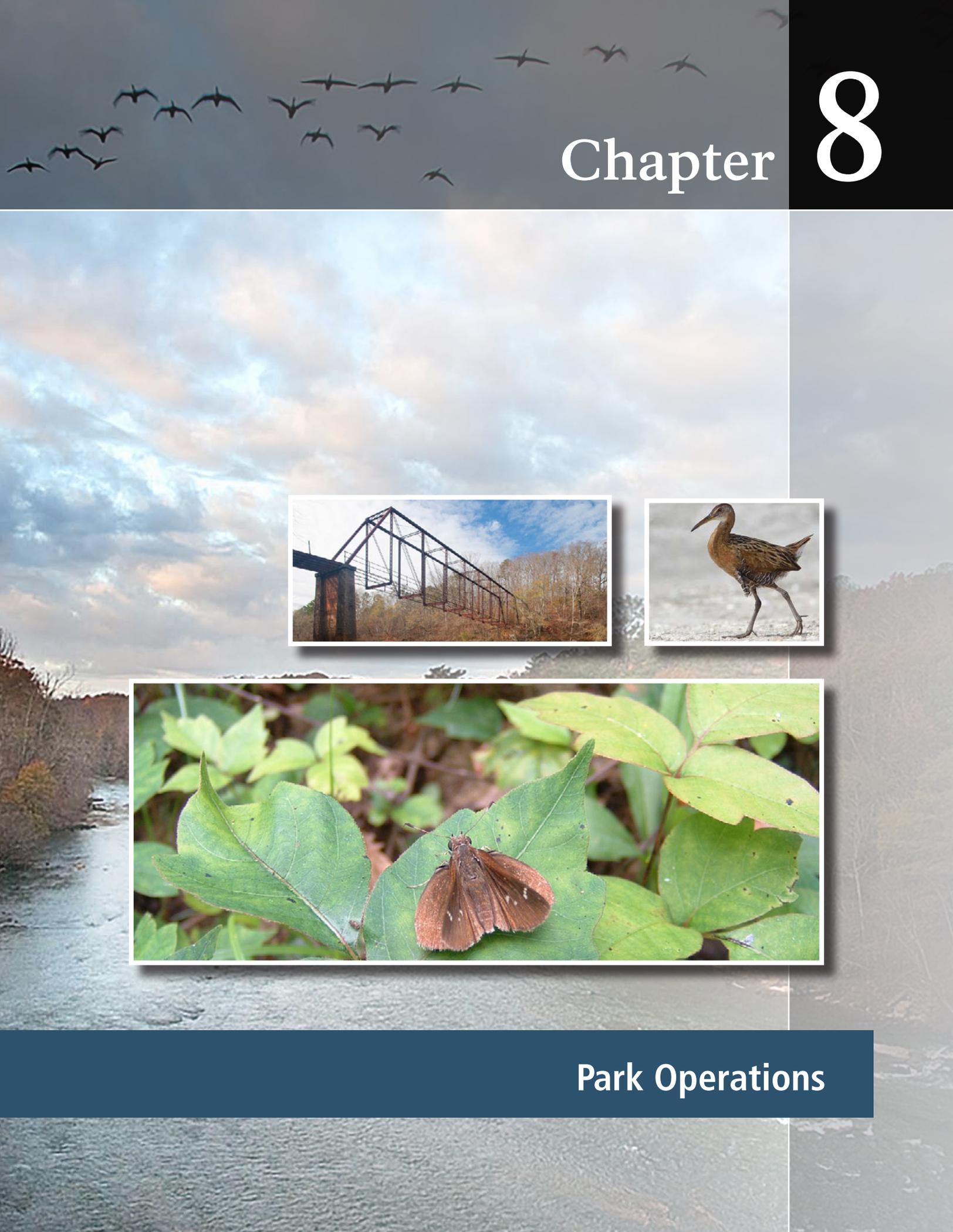
1209. Hightower, interview, 2019.

1210. Josh McCosh, “Chattahoochee park ranger looks after the flora, fauna and river rats,” *North Fulton Extra*, December 19, 1985.

1211. Hightower, interview, 2019.

1212. McCosh, “Chattahoochee park ranger looks after the flora, fauna and river rats.”

Chapter 8



Park Operations

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CHAPTER EIGHT PARK OPERATIONS

The Chattahoochee River had long been Atlanta's playground. Local residents built houses and summer camps along its banks, floated down the river in tubes or boats, and hiked through the area, gathering rare plants like ginseng or favorite old-fashioned, yet often endangered, flowers plants. The arrival of a national park would bring new regulations and restrictions to this popular river corridor. With the creation of the Chattahoochee River National Recreation Area, the National Park Service would assume a significant undertaking in protecting and maintaining this region for an ever-increasing number of visitors.

Managing the operations of such a large and complex park as the Chattahoochee River National Recreation Area proved daunting at first—a 48-mile stretch of the river actively used for recreation in addition to the now 15 units along its length and a multitude of trails. Yet these operations are critical to achieving the basic goals of the park—protecting the park's resources and ensuring the safety of visitors. Park staff has had to build and maintain visitor service buildings, recreational facilities, staff offices, and shops while also maintaining the grounds, roads, and many miles of trails and protecting the fragile resources and the visitors. These challenges have only expanded over the decades as an increasing number of visitors come to the park each year. Throughout the park's history, staffing has been minimal and inadequate to keep up with its needs. Thus, the park has cultivated partnerships and volunteers to assist with these essential needs. In addition, staff is often the "first contact" for park visitors, recalled former Building and Utilities Supervisor Leroy Stubblefield, so they are often the public face of the park as well.¹²¹³

ESTABLISHING PARK OPERATIONS, 1979–1990

Staff

During the park's first decade, the majority of the permanent park staff worked in either maintenance or resource protection. A 1983 organizational chart shows 33 staff, of which 11 worked in maintenance and 13 engaged in some aspect of law enforcement, so 75% of the staff were involved in these core operations that year. These staff worked in two divisions—Maintenance and Interpretation and Resource Management. Because the park contained such a large stretch of the river, the Park Service divided these operations into two districts, the Atlanta District south of Johnson Ferry Road to Highway 41 (now Cobb Parkway) and the Bull Sluice District north of Johnson Ferry Road to the Buford Dam. Both district offices had a full staff for maintenance and resource management, and a supervisor for each division coordinated the work in that region.¹²¹⁴

Chief of Maintenance Paul Clark led the Maintenance Division in 1983. That year, the smaller Bull Sluice District included maintenance foreman Leroy Stubblefield; one maintenance worker, and two laborers. The busier Atlanta District had Maintenance Foreman Mike Webb, a welding worker, three laborers, and a maintenance worker. Both district maintenance offices employed temporary seasonal

1213. Leroy Stubblefield, interview by William Schultz, April 3, 2018, digital recording, Park Archives, Chattahoochee River National Recreation Area, Roswell, GA.

1214. Organizational chart, Arthur Graham, August 24, 1983, Park Archives, Chattahoochee River National Recreation Area, Roswell, GA.

workers.¹²¹⁵ At that time, maintenance performed about 90% of the projects in the park, Stubblefield recalled.¹²¹⁶

Chief Ken Hulick oversaw the Law Enforcement and Resource Protection Division, with a supervisory ranger in each district office. The Atlanta District had the larger staff, with two supervisory park technicians. One supervisor, listed as Land, Resource Management and Visitor Protection, supervised a park technician and three dispatchers and the second supervisory park ranger for Water, Resource Management and Visitor Protection, who oversaw two park technicians and 2.5 seasonal staff. The Bull Sluice District had a smaller staff: supervisor park technician, two park technicians, and 1.2 temporary seasonal staff.¹²¹⁷



FIGURE 8.1 THE SUMMER RANGER STAFF AT VICKERY CREEK ON JULY 4, 1979, WORKING ON FOOT PATROL. KEN HULICK IS IN THE FRONT ROW TO THE FAR LEFT (COURTESY OF NPS CRNRA).

Law enforcement took center stage that first decade. Superintendent Arthur Graham worried about the “rough and tumble on the river. We refer to it as the Dodge City Summers,” recalled Jerry Hightower, where people would be “selling Quaaludes and marijuana and beer to very young people at exorbitant prices.” Graham resolved to “get a handle on this...” Since Hightower had a military police background, Graham sent him to a federal law enforcement facility to earn a law enforcement commission. When Hightower returned, his duties were “very much devoted to law enforcement activities.” In addition to permanent rangers, staff hired seasonal law enforcement rangers who wanted this experience. “It was a very tough time,” Hightower recalls. “We had a very difficult job.” Hightower reported that some of the staff had trouble sleeping due to stress.¹²¹⁸

1215. Organizational chart, August 24, 1983.

1216. Leroy Stubblefield, interview.

1217. Organizational chart, August 24, 1983.

1218. Jerry Hightower, interview by Keri Adams, Ann McCleary and Julia Brock, June 17, 2019, digital recording, Park Archives, Chattahoochee River National Recreation Area, Roswell, GA.

With the focus on law enforcement, Hightower recalls that “interpretation was kind of put on the back burner.” The Park Service provided orientation to park rangers, focusing on the resources, history, and the general environment so that staff would be prepared to answer visitor questions and would be knowledgeable about the resources they were protecting.¹²¹⁹ Staff had little time to manage the resources, such as identifying, documenting, and developing plans. Mostly, rangers helped to protect the identified park resources from visitor use. Superintendent Warren Beach noted that “protection and law enforcement continued to be the primary issue” for this division at this time.¹²²⁰

Annual reports suggest that while the staff was organized into two districts, the maintenance and law enforcement personnel did not likely operate out of the same buildings at first. Each district had its own maintenance shop, according to the 1989 annual report. However, by the end of the decade, the district staff began to consolidate operations. In 1989, the superintendent reported, the “Cultural Resource Maintenance Division” and the maintenance operation in the Bull Sluice District merged their offices into one building to allow more “sharing between them in terms of performing maintenance activities.”¹²²¹

Law Enforcement and Protection

Protecting the safety of visitors on the river and, less dramatically, on the trails was of major concern to park staff from the start. The late 1970s and 1980s were characterized by building partnerships with local law enforcement agencies, increasing capacity to patrol heavily used park units, and planning for more robust staffing than what would come in the 1990s and 2000s. Rangers from the 1980s remembered being short staffed. One of the most challenging events for rangers—the Great Ramblin’ Raft Race—was gone by 1980, as detailed in chapter 2. Still, river safety, especially with a culture of alcohol consumption among river goers, would continue to be of paramount issue for law enforcement at Chattahoochee River NRA.

1219. Superintendent’s Annual Narrative Report, 1984, Park Archives, Chattahoochee River National Recreation Area, Roswell, GA.

1220. Superintendent’s Annual Narrative Report, 1986, 1987.

1221. Superintendent’s Annual Narrative Report, 1989.



FIGURE 8.2 RANGER INSPECTION IN PREPARATION FOR THE 1979 RAMBLIN' RAFT RACE (COURTESY OF NPS CRNRA).



FIGURE 8.3 PARK RANGER JERRY HIGHTOWER ON HORSEBACK DURING THE RAMBLIN' RAFT RACE, 1979 (COURTESY OF NPS CRNRA).

In 1983, the *Atlanta Constitution* profiled seasonal rangers who had joined the park's staff that summer. The young rangers told the reporter of their newfound love of the southern woods and of the Chattahoochee River; Tim Krutzer said, "It's charismatic, that river. I'm addicted to it." They admitted that they had hoped to come to the park. Many were college students, often criminal justice majors, and planned a career with the National Park Service in law enforcement. They knew coming to the park would be the best training that an eager seasonal could get. Ellis Turner noted that he "was told that at the Chattahoochee you get more (law enforcement) experience than anywhere

else.” He assured the reporter, “Once you leave here, you’re not a rookie”¹²²² because the park gave ample opportunity to enforce legal code.

New abilities to patrol rivers and trails enhanced the rangers’ training that year and the previous year. In 1982, staff acquired six new patrol vehicles and a new mode of dispatch via a Georgia Crime Information Center computer terminal. In 1983, staff acquired two patrol boats through donation—one from its concessioner, the Chattahoochee Outdoor Center, and one jointly donated by Panama Jack suntan products and Bojangles, a regional chicken and biscuits chain. The additional seasonal rangers and patrol vehicles allowed for more visibility; park administration noted the decrease in criminal activity in 1983: “The presence of increased ranger patrols on the river along with State law enforcement officers resulted in a significant decrease in the amount of illegal acts being committed along the river corridor.”¹²²³ The superintendent also noted that park staff began to “enforce the State nudity law and banned nudity completely from the river” since the park was becoming more family focused.



FIGURE 8.4 PARK RANGER WITH A VISITOR DURING THE MAY 1980 RIVER FESTIVAL AT PACES MILL (COURTESY OF NPS CRNRA).

Yet additional rangers on patrol could not deter continued alcohol use and abuse on the river. Alcohol-related injuries and deaths did occur, which local media covered. In 1984, the *Marietta Daily Journal* called upon the park to “stiffen safety measures” after the death of a Florida visitor, who had fatality injured himself after jumping off the “diving rock” near Akers Mill Road. The reporter interviewed Ken Hulick, then chief ranger at the park, who blamed 90% of all “accidents,

1222. Ron King, “Rookie Ranger Learns Policing on Chattahoochee,” *The Atlanta Constitution*, July 21, 1983.

1223. Superintendent’s Annual Narrative Report, 1983.

injuries, and death” on alcohol abuse. Hulick gave a somewhat resigned answer when questioned about curtailing alcohol consumption in the park’s boundaries: “the river,” he argued, “along with friends, fun, and alcohol is an ingrained social gathering place for metro Atlantans, on which the prohibition of alcoholic beverages would be virtually impossible.” Noting the relatively low number of deaths at the park—at that time, four per year, on average, Hulick downplayed the danger of the diving rock: “Making a left turn on Peachtree downtown is probably more dangerous than jumping off a rock into a body of water.”¹²²⁴

In the mid-1980s, park staff began cooperating with local law enforcement agencies and continued to look for additional measures to support law enforcement staffing. In 1984, Superintendent Warren Beach reported that the Cobb County Police Department “coordinated police activities with the park, that includes radio dispatch service.”¹²²⁵ The next year he noted “substantial cooperation” with “State and local” law enforcement agencies.¹²²⁶ In 1986, the park, facing budget cuts, added a “loan ranger program” to provide “backup for our regular personnel and increased substantially our uniformed presence in critical river units.”¹²²⁷



FIGURE 8.5 PARK RANGER’S HAT ON A DOWNED TREE, DECEMBER 1979 (COURTESY OF NPS CRNRA).

Increased patrol capacity led to increased arrests. In 1986, arrests increased 364%, with alcohol being the primary driver. Driving under the influence violations increased a whopping 680% and public intoxication rose 289%. The park clearly needed to do more to curb alcohol use on the river. Judy Forte, who came to the park in 1983 as a permanent ranger and later became both the Atlanta District and Bull Sluice ranger, noted that the problems with alcohol were primarily seasonal. During the summer months, traffic on the river was higher, and concessioners sold beer to visitors. Forte

1224. “Stiffen Safety Measures,” *The Marietta Daily Journal*, September 6, 1984, Folder “CHAT 5428, [K34 News Media], 1983–1984, Chattahoochee River National Recreation Area.

1225. Superintendent’s Annual Narrative Report, 1983.

1226. Superintendent’s Annual Narrative Report, 1984.

1227. Superintendent’s Annual Narrative Report, 1986.

noted that she had a close working relationship to Ken Gibbons, who managed concessions. She added, “we communicated our concerns and he listened.”¹²²⁸ By 1988, concessioners stopped selling alcohol. By that time, too, the state had increased the drinking age limit to 21 from 18.¹²²⁹ These measures did not stop minors and others from illegally consuming alcohol in the park, but by the late 1980s reports note the decrease in violations.

Park administration was concerned with another form of what it considered illicit activity in the park in these years and beyond—gay sex, what was termed “sodomy,” “deviant behavior,” or “sexual deviance” in reports. Until 2003, when *Lawrence v. Texas* decriminalized sodomy, sex between two men violated sodomy and public indecency laws in the state of Georgia. Park law enforcement targeted gay sex and nudity in the 1980s; Superintendent Beach’s annual report form 1989 noted that park law enforcement “coordinated a successful cooperative undercover investigation” with “Cobb County, Gwinnett County and the Roswell Police Departments to jointly enforce the state code on public indecency and solicitation for sodomy within the park.”¹²³⁰ The number of arrests went up, which the superintendent tied to a more coordinated and effective strategy.

For park law enforcement, gay sex was a problem to be eradicated. But the grounds of the park provided covered, private spaces that gay men used to meet and cruise in the 1980s. Sheltered cruising grounds were important spaces for gay men, who risked loss of employment, loss of housing, damage to familial relationships, and violence if they pursued relationships in public. In addition, gay bars and even house parties were, in Atlanta and elsewhere across the country, subject to police raids. Gay men sought anonymous sex in places like the Chattahoochee River NRA and other parks in the metro area to reduce risk and fulfill desire.¹²³¹

It would be wrong to assume, however, that all lesbian, gay, bisexual, and transgender (LGBT) Atlantans lived quiet, fearful lives. In fact, the 1970s and 1980s were decades in which gays and lesbians, influenced by the civil rights movement of the 1960s, became more organized, visible, and vocal in their communities. Atlanta was no exception. When police raided an Atlanta theater following the New York City Stonewall riots of 1969, gays and lesbians organized the Georgia Gay Liberation Front.¹²³² In the 1970s, gays and lesbians published newspapers and magazine, opened bookstores, and held pride rallies in Atlanta.¹²³³ In that decade and the next, in the midst of the AIDS crisis, lesbians and gays found allies in Atlanta Mayor Maynard Jackson, Coretta Scott King, and Andrew Young, who had also supported the creation of Chattahoochee River NRA. This new

1228. Judy Forte, email communication with Julie Brock, December 13, 2018.

1229. The Georgia Legislature voted to raise the minimum drinking age to 21 in 1985, although the policy was not implemented until 1986. This move on the part of the state was catalyzed by the National Minimum Age Drinking Act, passed by Congress in 1984. See Joe Parham, “Senate Approves Raising Drinking Age to 21 by ‘86,” *Atlanta Daily World*, February 10, 1985.

1230. Superintendent’s Annual Narrative Report, 1989.

1231. The National Park Service has published an important thematic study on interpreting LGBTQ history in national parks; see especially Tracy Baim, “Chapter 17: Sex, Love, and Relationships, in *LGBTQ America: A Theme Study of Lesbian, Gay, Bisexual, Transgender, and Queer History*,” NPS.gov, accessed November 2, 2020, <https://www.nps.gov/articles/lgbtqtheme-love.htm>.

1232. Wesley Chenault, “Raid to Rally-1969–1970,” *Atlanta Since Stonewall, 1969-2009: A Local History*, Outhistory.org, accessed December 13, 2019, <http://outhistory.org/exhibits/show/atlanta-since-stonewall/raid-to-rally---1969-to-1970>. For a detailed study of gay and lesbian history in Atlanta, see Chenault, “An Unspoken Past: Atlanta Gay and Lesbian History, 1940–1970,” Ph.D. diss., University of New Mexico (2008).

1233. Chenault, “Parties and Pride—1970–1979,” *Atlanta Since Stonewall, 1969-2009: A Local History*, Outhistory.org, accessed December 13, 2019, <http://outhistory.org/exhibits/show/atlanta-since-stonewall/parties-and-pride-1970-to-1979>.

visibility extended to the park, even as park lands also provided hidden cruising grounds; since 1980, gay men had organized the Hotlanta Raft Race down the Chattahoochee. The river and its surrounds, then, provided important spaces of visibility and invisibility for an increasingly organized and vocal LGBT community.

Reports from the late 1980s reflect a more coordinated law enforcement team, more training (especially water rescue) at the park, and an increased capacity to patrol park grounds. The park was offering more training for its users as well, such as water safety and education for fishers.¹²³⁴

Maintenance and Facilities

The park grew substantially in the first decade and the Maintenance Division worked to meet visitor demands and goals identified by other park divisions. In his 1979 annual report, Superintendent John Henneberger wrote that the primary maintenance and facilities work included “visitor-related rehabilitation projects, such as road access improvements, parking improvements, improvement of raft access, and rehabilitation of structures.”¹²³⁵ This emphasis on “visitor-related rehabilitation projects” and the rehabilitation of park structures set the tone for the decade.

Superintendent Graham continued his predecessor’s goal to meet visitors’ requirements for access and recreation. Park staff collected engineering data to rehabilitate and develop Johnson Ferry and to establish the unit’s parking lot, river trail access, and other river access points. Park staff did not undertake these projects alone. The superintendent’s annual report noted that the Youth Conservation Corps (YCC), a summer youth employment program offering youth the opportunity to work on federally managed lands, “contributed to a good public image.”¹²³⁶ Their eight-week assistance to the park contributed to the completion of several projects, among them “The Richland Nature Trail at the Outdoor Activity Center, the sidewalk at the Operation Center, the Palisade West Trail, I-285 jogging trail, [and the] development of a parking lot at Akers Drive.”¹²³⁷

A draft environmental impact statement developed in 1981, alongside the general management plan, identified several issues at the park, including “few access routes to the river, inadequate circulation facilities within the CRNRA, vehicular congestion in and around some units, and insufficient public transportation access.”¹²³⁸ As a result, staff began major projects to upgrade the Paces Mill US 41 parking lot to address pedestrian and vehicular congestion and alleviate the area’s chronic dust issue, pave the Cochran Shoals parking area, and construct a ramp in Johnson Ferry.¹²³⁹ Graham praised the maintenance crew for their work on the Johnson Ferry ramp, writing: “The project proved beyond any question that an experienced park maintenance crew with pride and workmanship

1234. Superintendent’s Annual Report, 1988; Judy Forte, December 13, 2018.

1235. Superintendent’s Annual Narrative Report, 1979, 1980.

1236. Superintendent’s Annual Narrative Report, 1980, 1982.

1237. Superintendent’s Annual Narrative Report, 1980, 1981.

1238. Draft Environmental Impact Statement, Chattahoochee River National Recreation Area, Cobb, Forsyth, Fulton, and Gwinnett Counties, Georgia, NEPA Collection Transportation Library, Northwestern University Library, Evanston, IL 60201, 1981, ii.

1239. Superintendent’s Annual Narrative Report 1981, 1982.

could install a major ramp with wakefield piling to the river equal to, if not better than, one installed under contract.”¹²⁴⁰

Maintenance activities in 1982 reflected further park development, including rehabilitating the bunkhouse for seasonal employee use, installing picnic tables at the Gold Branch unit, constructing three river ramps (one at Island Ford and two at Powers Island), and developing a parking facility at Powers Island “completed by the maintenance staff in record time to coincide with the opening of the concessions facility on July 4.”¹²⁴¹ Although staff worked to develop parking facilities and ease congestion, local communities such as Northridge Road had issues with parking and expressed their opposition to vehicular traffic. As a result, the park administration reached an agreement with Fulton County to build an alternate road to the Island Ford unit, “if Federal money becomes available.”¹²⁴²

As the park grew, staff began to expand their attention from rehabilitating existing structures to building new facilities. Staff began projects to develop new facilities as well as structures for the Chattahoochee Outdoor Center, which became the park concessioner in early 1982. The Vick Construction Company built a rustic 3,000 square-foot building in Johnson Ferry to tie together the commissioner's raft rental, food, and transportation services. The Maintenance Division “located and poured massive concrete abutments for bridge foundations to Powers Island” for which the concessionaire purchased “an 8-foot wide, 100-foot bridge to span the Chattahoochee River channel.”¹²⁴³ Chief of Maintenance Paul Clark, who supervised foundation construction, remarked, “Even a blind hog occasionally gets an acorn.”¹²⁴⁴

While the park had enjoyed a relatively steady increase in funding during Graham’s tenure, the budget decreased to \$1,223,000 in 1984 at Beach’s arrival, the same time as visitation increased. The Gold Branch unit opened to the public, and October 30th saw the passage of amendatory legislation to add 500 acres to the park boundary, now totaling 6,800 acres. Although the boundary adjustment did not translate to an immediate increase in acreage, park staff quickly learned the scope of existing resources and the attention they demanded. Visitor safety and aesthetics were among key concerns. Park rules prohibited off-road vehicles and closed overused islands and riverbanks to allow trail rehabilitation and revegetation. In addition, the staff established litter clean-up programs that volunteers and service/court offenders implemented. The Maintenance Division continued to work on visitor-related rehabilitation projects and working closely with Chattahoochee Outdoor Center. The Maintenance Division helped provide “quality experience and service to the park visitors in the areas of public awareness and resource protection.”¹²⁴⁵

1240. Superintendent’s Annual Narrative Report 1981, 1982.

1241. Superintendent’s Annual Narrative Report 1982, 1983.

1242. Superintendent’s Annual Narrative Report 1982, 1983.

1243. Superintendent’s Annual Narrative Report 1982, 1983.

1244. Superintendent’s Annual Narrative Report 1982, 1983.

1245. Superintendent’s Annual Narrative Reports, 1984–1985.



FIGURE 8.6 REHABILITATED ACCESS POINT AT THE CHATTAHOOCHEE OUTDOOR CENTER, CA. 1985 (COURTESY OF NPS CRNRA).

During the 1980s, the superintendents took great pride in the park's facilities staff and the quality of their work. For example, in 1984, Beach described the Maintenance Division's "active in-house construction program," which resulted in quality construction and "instilled an added sense of pride in among the maintenance staff."¹²⁴⁶ The in-house construction program completed a variety of projects that year, such as constructing a 450-square foot restroom facility at Diving Rock; rehabilitating the historical Allenbrook House and Island Ford headquarters; constructing/rehabilitating the Columns Drive, Medlock Bridge, and Abbotts Bridge parking lots; and landscaping assessing and hazardous trees. In-house design and construction certainly had its advantages, as maintenance staff knew the location of plumbing and electrical lines.¹²⁴⁷ Perhaps due to his work at the park, when the Park Service presented Chief of Maintenance Paul Clark with his 20-year pin, he was further recognized for his "outstanding service performed during the year."¹²⁴⁸ Promotions also occurred across the Maintenance Division that year.

Park staff valued the contributions of other groups and volunteers to the maintenance program. The YCC program continued to be a big help in meeting park needs. In 1983, eight youth and two leaders engaged in a variety of maintenance projects. The crew developed a trail, installed fencing across Powers Island, and constructed a 22-station fitness course along Cochran Shoals. As part of the exercise course, the team upgraded the jogging trail along the river and extended it to connect with Columns Drive. The following year, the YCC crew, consisting of 14 enrollees and 2 work leaders, helped improve trails and land. An additional forty volunteers donated hours to maintenance and

1246. Superintendent's Annual Narrative Reports, 1984–1985.

1247. Stubblefield, interview.

1248. Superintendent's Annual Narrative Reports, 1984–1985.

resource projects that year.¹²⁴⁹ Once again, the YCC program appeared in 1985, with 10 enrollees assisting with trail improvement.¹²⁵⁰ A November 24, 1984, *Marietta Daily Journal* article praised the contributions of the park's volunteers. Ranger K. G. Jones stated, "We depend heavily on our volunteer program . . . They're a very important support mechanism. If we didn't have them, we couldn't afford to run the park the way it is now."¹²⁵¹



FIGURE 8.7 YOUTH ORGANIZATION PARTICIPATING IN A BLUE BIRD PROJECT IN THE PARK, 1988 (COURTESY OF NPS CRNRA).

Park facilities and maintenance staff continued to perform a variety of projects during these years. In 1984, this work ranged from installing restrooms at the Cochran Shoals Fitness Trail and paving Akers Mill entrance road to reroofing the historical Allenbrook structure.¹²⁵² Park developments the following year included five miles of new hiking trails in Vickery Creek, the first "Youth Festival," which was attended by 400 children, and continuing volunteer work, although volunteer declined to 1,700. The Maintenance Division and volunteer groups also completed a "badly needed restroom" for the Devil's Stairstep area, developed and paved parking lots, and cleaned up litter.¹²⁵³

1249. Superintendent's Annual Narrative Report, 1984.

1250. Superintendent's Annual Narrative Report, 1985.

1251. Liz Favus, "Chattahoochee Park Rangers County on Volunteers to Help," *The Marietta Daily Journal*, November 25, 1984.

1252. Superintendent's Annual Narrative Report, 1984.

1253. Superintendent's Annual Narrative Report, 1985.



FIGURE 8.8 VISITORS ENJOYING THE COCHRAN SHOALS FITNESS TRAIL, UNDATED (COURTESY OF NPS CRNRA).

With the approval of the park's land protection plan in 1986, the park administration continued to acquire additional land in Abbotts Bridge, Holcomb Bridge, and Suwanee Creek. In addition, staff partnered with the Georgia Conservancy to renovate the Smith House, part of a 1985 land acquisition, "at minimal cost to the NPS." A \$7,000 donation funded an improved entrance road, and the Smith House and the Jack Nicklaus Development Corporation donated \$2,500 in railway ties to construct a retaining wall for the new Jones Bridge Road. In addition, the Maintenance Division developed numerous new picnic areas. In recognition of their work, all maintenance personnel received an award for their outstanding accomplishments, which included installing bridges at Rottenwood and White Water Creek, widening the Johnson Ferry boat ramp to 50 feet, and constructing a new entrance road and crosstie retaining wall at Gold Branch.

Trash had remained a primary problem at the park. Throughout the years, park staff reported litter clean-up activities, often engaging volunteers. Litter cleanup continued, and volunteers assisted with this effort. The "Annual Statement for Interpretation and Visitor Services,"¹²⁵⁴ approved June 12, 1987, listed "visitor caused trash problems" among primary maintenance concerns and noted heavy traffic and weather conditions as "primary causes for roads and trails upkeep." Trash and overall visitor negligence was beginning to take its toll on the park's resources, causing litter pickup to surpass construction and rehabilitation as "a major function" for the Maintenance Division.¹²⁵⁵ The annual statement noted that "interpretive staff are constantly reminding visitors of

1254. Annual Statement for Interpretation and Visitor Services, Chattahoochee River National Recreation Area, 1987, Park Archives.

1255. Superintendent's Annual Narrative Reports, 1988–1989.

the need to respect and keep their park clean,” adding that “Visitors are made aware of readily accessible trash containers and dumpsters.”¹²⁵⁶ Visitor negligence further frustrated resource management initiatives, which were increasingly cognizant of urban development, advocated beautification, and sought to “Restore all areas not required for public or management use to a natural condition by using the aesthetically appealing and environmentally compatible methods.” In spite of these trash issues, the annual statement described the park facilities as “in relatively good shape,” but recommended that the park “effectively use existing buildings and structures for various park-related purposes” and “confine, where feasible, most development to areas near river access points and previously disturbed areas, and minimize impacts of natural and cultural resources and flood plains.”¹²⁵⁷

A major development that would have acute ramifications moving forward was the implementation of the Maintenance Management System that was “made possible by an extensive effort to inventory park resources.”¹²⁵⁸ The automation of park systems began in 1983 with the development of a computerized system “consisting of property accountability, budget, personnel allocation, financial appropriation and many other park operation programs.”¹²⁵⁹ In 1988, visitation increased to nearly 1.7 million and park operations were challenged by “the opportunities provided by the development of expanded facilities.”¹²⁶⁰ Despite these challenges, the park’s volunteer program totaled over 3,500 hours, with a large portion devoted to improving trail systems, erosion control, and special plantings. In addition, the Maintenance Division’s in-house construction program continued, with major projects including developing a maintenance shop area, installing a major drainpipe in the Whitewater Creek entrance road, installing informational signs on trails, and rehabilitating a 20-foot-by-60-foot footbridge on the Cochran Shoals Fitness Trail.

At the end of the decade, Superintendent Warren Beach was proud of the work maintenance staff completed in upgrading facilities. In 1989, the staff rehabilitated the visitor center interior to include office space for the Chattahoochee Outdoor Center, completed an extensive habilitation to the visitor center and seasonal quarters, and “improved” the park headquarters. In addition, personnel from this division reconstructed the Cochran Shoals picnic area and continued to install informational signs on trails. Mowing, which continued to be a labor-intensive and increasingly challenging feat, earned a spot alongside litter cleanup as “a major function” that maintenance personnel completed. In his annual report, Beach recorded that the Maintenance Program divided its operations among a grounds supervisor, William McRae (responsible for roads, trails, and grounds), and the Buildings and Utilities Division headed by Leroy Stubblefield.¹²⁶¹

1256. Annual Statement for Interpretation and Visitor Services, Chattahoochee River National Recreation Area, 1987, 12, Park Archives.

1257. Annual Statement for Interpretation and Visitor Services, Chattahoochee River National Recreation Area, 1987, 4–5, Park Archives.

1258. Superintendent’s Annual Narrative Report, 1998.

1259. Superintendent’s Annual Narrative Report, 1983–1984.

1260. Superintendent’s Annual Narrative Reports, 1988–1989.

1261. Superintendent’s Annual Narrative Reports, 1989–1990.

GROWING PAINS, 1990–2000

Staff

With more land and growing visitation, the park's needs in facilities, maintenance, law enforcement, and resource protection continued to demand attention. While the number of park staff working in these areas remained high—over half of the total employees—these areas were still struggling to keep up with core operations. During this decade, park staff faced budget cuts and unfilled positions and sought additional partnerships to manage these essential operations. Most of the staff working in park operations remained divided between two divisions—Maintenance and Resource Protection—and then between the two district offices in 1990. In 1992, the Bull Sluice District operations for Maintenance and Interpretation and Resource Management moved to the visitor center after the redesign and installation of walls in the Island Ford Lodge.¹²⁶²

In 1990, the Maintenance Division included the chief of maintenance, a GS-12 classification as a facility manager, who was responsible for “supervision of two district foreman, planning, programming, coordination, and administration of facility management of and the maintenance program for buildings, utilities, roads, grounds, trails, and preservation of park historical resources.” The Atlanta District foreman supervised three maintenance positions and a motor vehicle operator, while the Bull Sluice District foreman oversaw one mechanic, three maintenance workers, and one laborer.

The chief ranger supervised the Interpretation and Resource Management Division, which also included law enforcement, emergency services, safety, concessions, park land coordination, fire management and special areas. The November 1990 organizational chart for Interpretation and Resource Management shows 33 positions, over half of which (17) were seasonal or vacant. The primary permanent staff included park rangers—five at the Atlanta District and three at Bull Sluice—and focused on resource and visitor protection patrols, emergency services, fire protection, law enforcement, and conducting investigations. Interpretation is listed as a last and lowest-priority task. In addition, a law enforcement specialist supervised three dispatch positions.¹²⁶³

A 1991 organizational chart shows that out of 41 permanent staff, 14 worked in maintenance and 17 in law enforcement or protection; thus, most of the staff still worked in these two areas. By that year, interpretation became its own department inside the Interpretation and Resource Management Division, suggesting that the park rangers focused primarily on issues relating to law enforcement, safety, and resource protection.¹²⁶⁴ A request for park seasonal ranger hires identified resource and visitor safety. Of the three seasonal protection personnel, two conducted visitor safety patrols on the trails and monitored unsafe bicycle and “sexual misconduct activities,” which had increased. In addition, park administration requested salaries for weekend law enforcement personnel.¹²⁶⁵

A 1992–1996 five-year plan, signed by Superintendent Smith on March 27, 1991, evaluated both areas of park operations. Smith noted that the number of current staff in these areas of protection and

1262. Superintendent's Annual Narrative Report, 1992.

1263. Role and Function Statement, Division of Administration, Chattahoochee River National Recreation Area, “November 11, Park Archives.

1264. Organizational Chart, February 19, 1991, Park Archives.

1265. FY 1991 Seasonal Budget Needs, Interpretation and Resource Management, Park Archives.

maintenance was insufficient. As the amount of park land and the number of visitors increased, staff was decreasing. Illegal hunting was on the rise, and the park continued to experience drug trafficking and alcohol abuse. Typically, two dispatchers worked each day to cover 17-hour workdays, and Smith wrote that this coverage was inadequate when staff needed to take time off. In the Maintenance Division, the five-year plan recommended that the Park Service reorganize operations from the two districts and divide into two separate areas: one focusing on roads/trails and the other on buildings/utilities. Superintendent Smith argued that this plan would better use the existing workforce and avoid duplicating vehicles and other equipment and supplies. However, his plan would require five new maintenance personnel and a clerk position to focus on administrative duties.¹²⁶⁶

The 1993 organizational chart shows that the Maintenance Division was reorganized, eliminating the district staffing structure. Now, there were two areas in Maintenance: Buildings and Utilities and Roads/Trails/Grounds, each with supervisors reporting to the chief of maintenance. The Buildings and Utilities Division had one maintenance mechanic, three maintenance workers, and one laborer. The Roads/Trails/Grounds area incorporated four maintenance workers and an equipment Operator.¹²⁶⁷ This structure would stay the same throughout the rest of this decade and into the next. Only in 2000 did the division obtain a clerk, but that position was vacant.¹²⁶⁸

Law enforcement staff was also reorganized in this decade. In 1993, the “Ranger Activities/Interpretation” division included park rangers in the two districts, Atlanta and Bull Sluice. Each district still had a supervisory ranger and four park rangers in the Atlanta District and three in Bull Sluice. The three dispatch staff reported to the supervisory ranger in the Atlanta District, and a law enforcement specialist was a seasonal position. By 1996, the positions had changed, but the staff was still organized in two districts. Each district had a supervisor ranger who directed rangers in interpretation and “protection,” listed separately, with four protection rangers in Atlanta and three in Bull Sluice. The dispatchers still reported to the Atlanta District, and a “Criminal Investigator” had been added to the staff, reporting to the chief ranger. While the number of interpretive positions was growing, protective rangers still dominated the division.¹²⁶⁹ After Superintendent Suzanne Lewis arrived, the organizational chart changed again. With Resource Management as its own division, the chief ranger now oversaw two supervisory rangers, one responsible for resource protection and communications (including three dispatch operators) and one for interpretation and fee collection.¹²⁷⁰

Law Enforcement and Protection

The decade between 1990 and 2000 was a difficult time for law enforcement at the park. Budget cuts at the national, state, local levels curbed administration’s ability to keep the park fully staffed and attempts to rely on local law enforcement agencies to fill in. As budget woes kept the park understaffed, staff reported that crime was on the rise, particularly among drug traffickers. At the

1266. Chattahoochee River National Recreation Area, Five-Year Plan, Fiscal Years 1992–1996,” Sibbald Smith, March 27, 1991, Park Archives.

1267. Organizational chart, September 23, 1993, Marvin Madry, Park Archives.

1268. Organizational chart, March 20, 2000, Suzanne Lewis, Park Archives.

1269. Organizational chart, Marvin Madry, 1996, Park Archives.

1270. Organizational chart, March 20, 2000, Suzanne Lewis, Park Archives.

time, staff did its best to increase public safety awareness training and campaigns. By the end of the 1990s, Chattahoochee River NRA relied more on rangers from Martin Luther King National Historic Site and Kennesaw Mountain National Battlefield Park to help with the slump in hiring.



FIGURE 8.9 RIVER PATROL RANGER OBSERVING VISITORS RAFTING AT THE PALISADES, 1993 (COURTESY OF NPS CRNRA).

In the beginning of the decade, partnerships with local and state agencies were strong. Superintendent reports note that these cooperative efforts had a “measurable impact” on the park. In 1992, for example, Superintendent Marvin Madry reported no deaths, where 1991 saw seven.¹²⁷¹ Madry credited strong partnerships for the improvement. In addition, because of cooperation with outside forces, park law enforcement stopped a repeat sexual predator and a ring of car thieves from operating in the park.¹²⁷² The park could seemingly count on local agencies to pitch in with rescues and larger “stings.”

Park administration had more trouble relying on law enforcement in routine backups of the understaffed park. In 1991, for example, administrators experimented with a plan to hire local police officers to fill in at the park on weekends and holidays. Superintendent Smith noted, “although the concept had merit, actual implementation was difficult due to the officers being called back for overtime at their full-time jobs.” The supplemental law enforcement became increasingly unreliable and the program proved unsuccessful.¹²⁷³ Administrators never regained their robust cooperative alliance with local law enforcement agencies; by the end of the decade, reports noted that, despite purchasing 800 portable radios for the express purpose of cooperative work, “working relationships continued to be strengthened with local agencies.”¹²⁷⁴ This phrase would be repeated verbatim in

1271. Superintendent’s Annual Narrative Report, 1992.

1272. Superintendent’s Annual Report, 1990, 1992.

1273. Superintendent’s Annual Narrative Report, 1991.

1274. Superintendent’s Annual Narrative Report, 1999.

reports of the 2000s, suggesting that relationships were never what they were in the late 1980s and early 1990s.

Park administration keenly felt the lack of law enforcement support as crime rose in the mid-1990s, particularly around drug sales in the park. Park staff became aware of the activity by the early 1990s, thanks in part to tip offs from local agencies, and by 1992 had secured a \$10,000 grant to fight illicit drug activity in the park. The money helped to hire a seasonal ranger and to purchase materials for a drug training awareness program. Superintendent Madry noted that the grant helped to increase drug arrests by 248%.¹²⁷⁵ That said, drug trafficking did not abate. Superintendent Madry reported in 1993 that the Fulton County drug enforcement officers continued to send information to park officials; in the past, these officers had conducted “surveillance operations” to assist the park but “now provide us with the information and . . . expect us to handle the operation.” Administrators tried to step up park surveillance, including using planes. On one “overflight,” rangers discovered two “marijuana plantations”—one that had recently been harvested and one in a property that neighbored the park. Growers were apparently using park dumpsters to throw out “residue” from the plants. The report noted that drug arrests had increased 693%.¹²⁷⁶

In addition to drugs, staff reported a variety of other illegal activities in the park. While drug- and alcohol-related crimes headed the list of “law enforcement problems” in 1993, “sexual deviancy, crimes against property and persons, pets, improper mountain biking usage,” and “fishing” were close behind.¹²⁷⁷

Park staff did receive assistance from other regional parks. By 1992, staff was working to establish a “tri-park radio system” between Martin Luther King National Historic Site and Kennesaw Mountain National Battlefield Park. Rangers from these parks were filling in at Chattahoochee River NRA during holidays and busy weekends. Superintendent Madry noted that the cluster would use its own dispatch center for the system.¹²⁷⁸ The park completed the radio system in 1995, just in time for the expected influx of visitors during the 1996 Summer Olympics in Atlanta (an influx that, in the end, did not materialize).¹²⁷⁹ Throughout the decade, the national parks in Georgia shared rangers as they could.

Facilities and Maintenance

When Sibbald Smith became superintendent in April 1990, administrators began considering how to enhance “the public’s image of what they perceive a National Park should look like.”¹²⁸⁰ Smith led efforts to establish a five-year plan for 1992–1996. Many of these recommendations engaged the Maintenance Division. This plan raised several overall issues, including developing a “three-phase site plan” to explore using space and conserving rising energy costs, creating a multiyear planning process to determine planning priorities, and developing a park unit site plan that would help “ensure precise planning and design to enhance utilization of resources,” involving “management

1275. Superintendent’s Annual Narrative Report, 1992.

1276. Superintendent’s Annual Narrative Report, 1993.

1277. Superintendent’s Annual Narrative Report, 1993.

1278. Superintendent’s Annual Narrative Report, 1992.

1279. Superintendent’s Annual Narrative Report, 1995.

1280. Superintendent’s Annual Narrative Reports, 1990–1991.

zones, ark boundary, site elevation, roads, parking, utilities, buildings, picnic areas, and trails.” In addition, the plan offered a long list of specific maintenance goals for all of the park units and proposed upgrading the parts for the radio system.¹²⁸¹

Perhaps as part of the increased focus on planning, the Maintenance Division created new procedures in 1991 to be more efficient. The division staff implemented biweekly planning schedules to provide “the flexibility to plan on a more realistic program based on the changes needed at the park during a short period of time.”¹²⁸² Program changes could stem from work orders, verbal requests, or developments unanticipated at the beginning of the year. After the work period, staff was to produce a report detailing the number of labor days a goal could be completed and what was accomplished.¹²⁸³

New technology also changed the process of maintenance work at the park during this decade. The Maintenance Division was the first in the park to use computers.¹²⁸⁴ The new program was designed to increase operational efficiency via automation, a process occurring throughout the National Park Service at the time. Now, all components of the park maintenance program were integrated into the new computerized Maintenance Management System, a program established in the late 1980s.¹²⁸⁵ The program allowed park managers to “define work activities to be performed, inventory and evaluate the condition of park physical features, determine the amount of work required to meet maintenance objectives, and estimate resources and materials required for each activity.” As a result, managers could prepare work programs and budgets and summarize the type and amount of work needed. The program also allowed managers to adjust the workload for seasonal needs and resource availability, preparing work calendars and identifying the labor, equipment, and materials needed on a monthly and annual basis.¹²⁸⁶

Park staff also began to use new photography technology to assist with monitoring the trails and assessing maintenance needs. In 1992, staff reported using photographs to document trail deficiencies. Staff catalogued all photographs to note what work needed to be performed so that they could be “used by volunteer groups in helping to maintain park trail [*sic*] with minimal park participation.”¹²⁸⁷ Maintenance staff conducted walk-through inspections of the trails to determine if personnel addressed deficiencies identified the previous year.¹²⁸⁸

Superintendent Marvin Madry, who arrived in July 1992, brought more changes that impacted the Maintenance Division. He established a new management team in 1993 and appointed Assistant Superintendent John Gentry. Madry brought strong planning to the park. He organized a management objective workshop in August 1992 that included all divisions in the discussions. Madry

1281. Sibbald Smith, Five Year Plan, Fiscal Years 1992–1996, Chattahoochee River National Recreation Area, March 27, 1991, Park Archives.

1282. Superintendent’s Annual Narrative Report, 1990–1991.

1283. Superintendent’s Annual Narrative Report, 1991.

1284. Stubblefield, interview.

1285. Superintendent’s Annual Narrative Report, 1992.

1286. US General Accounting Office, Parks and Recreation: Park Service Managers Report Shortfalls in Maintenance, 1988, available at <https://www.gao.gov/products/rced-88-91br>.

1287. Superintendent’s Annual Narrative Reports, 1991–1992.

1288. Superintendent’s Annual Narrative Reports, 1995–1996.

established annual goals for each division. For example, in 1994, the Maintenance Division was responsible for demonstrating “Environmental Leadership ‘by leading by example,’” and included acquiring a natural gas vehicle, updating and implementing a parkwide energy plan, and implementing a new, more “aggressive” recycling program for the park.¹²⁸⁹ Maintenance staff attended training workshops to ensure that their work was efficient, contributed to the protection of the river corridor, and promoted park beautification.

Park maintenance staff and superintendents in the early 1990s regularly bragged about the high quality of the work done by an “active” in-house construction crew. Leroy Stubblefield recalled that the maintenance staff built the restrooms, the pavilion, the boat ramp, and other new facilities. “Back then, you would get appropriation fees from Washington to do those projects and instead of hiring contractors to come in and do it, we would do it ourselves but hire seasonals to come in and do our routine normal thing like cutting grass, clean the restrooms, those kind of activities there that was not real skilled level and we actually. I was a mason, we had an electrician in the park, we actually had two electricians in the park and two masons. And so, we designed and built the restrooms.” Stubblefield added, “That was a significant thing back in the early years that we built things and done things we were proud of, it was good-quality work.”¹²⁹⁰

Many of the maintenance projects staff completed related directly to addressing visitor complaints and improving the visitor experience.¹²⁹¹ An issue present in the park for many years had been trash removal. In 1990, park staff decided to remove waste containers and reduce trash pickup, a stark contrast from what was advocated in the 1987 “Annual Statement for Interpretation and Visitor Services,” which noted visitors’ inability to respect the park and dispose of waste properly. The park administration removed these waste containers at the Paces Mill, Cochran Trail, Island Ford, Gold Branch, Medlock Bridge, Jones Bridge, and Abbotts Bridge parking areas. The following year, staff removed more waste containers and half the picnic tables from the northern part of the Jones Bridge due to lack of use. Conversely, staff developed a picnic area in Whitewater Creek to accommodate that area’s increased visitation. Staff continued to remove waste containers in 1992, prompting more visitor complaints than in previous years. However, visitors were “willing to give it a try” once told the reason for their removal.¹²⁹²

Park staff engaged the public in clean-up activities as well, organizing events and involving various organizations and volunteers. Eighty-two volunteers participated in the “First National River Clean Up Event” on May 2, 1992. Volunteers came from a wide range of organizations, companies, and municipalities, including the City of Roswell, Cobb Clean Commission, Cobb YMCA Trailblazers (Kickapoo Tribe), Fulton County, Go With The Flow, Isaak Walton League of America (Greater Atlanta Chapter), Northwest Georgia Girl Scouts Troop #2015, Red Lobster, Roswell East Rotary Club, Sierra Club and The Georgia Canoeing Association. These significant community events contributed substantially to the park. The May 2nd clean-up day resulted in 351 hours spent cleaning the Vickery Creek tributary and river section from Johnson Ferry downstream.¹²⁹³ The next year, on

1289. Chattahoochee River National Recreation Area Regional Annual Goals, Natural Resource Protection, Fiscal Year, 1994, Park Archives.

1290. Stubblefield, interview.

1291. Superintendent’s Annual Narrative Report, 1991.

1292. Superintendent’s Annual Narrative Reports, 1992–1994.

1293. Superintendent’s Annual Narrative Report, 1992.

May 15, 1993, the park sponsored “Help the Hooch: River Awareness Day.” Eighty-eight volunteers attended from the Cobb County Department of Transportation (Roads and Maintenance Division), Atlanta Whitewater Club, The Georgia Canoeing Association, Girl Scout Troop #26 of Locust Grove, Georgia, Jordan, Jones, and Goulding, Moreland Altobelli Associates, [and the] Sierra Club.” These individuals contributed approximately 300 service hours.¹²⁹⁴



FIGURE 8.10 VOLUNTEERS WORKING AT THE GREAT CHATTAHOOCHEE RIVER CLEANUP EVENT, 1991 (COURTESY OF NPS CRNRA).

Community partners also took the lead on important maintenance projects. In 1995, the charitable organization Telephone Pioneers of America helped maintenance staff complete a 600-foot accessibility boardwalk in the Cochran Shoals unit.¹²⁹⁵ That year, volunteers contributed 320 hours to maintenance and saved the park \$15,000. Outward Bound, an environmental service corps, worked with park maintenance to reconstruct seasonal quarters at the Island Ford unit in 1996, and the Boy Scouts helped to construct two bridges in the Jones Bridge unit to cross the larger creeks feeding into the Chattahoochee River.¹²⁹⁶

Still, there were two areas of persistent maintenance needs that staff faced every year: mowing grass and maintaining trails. Warren Beach wrote in 1988 that mowing was “extensive and growing,” especially as the park acquired new land.¹²⁹⁷ Park staff was constantly evaluating what needed to be mowed, and a change in philosophy led Resource Management to encourage cutting back on the grass and “let it grow up wild,” recalled Leroy Stubblefield, especially as park administrators created more recreational space. For example, park visitors used the fields at Johnson Ferry for various activities from polo tournaments to soccer games. This use of these fields led park officials to consider letting the grass grow. Still, Stubblefield recalls that one of the concerns was that the park

1294. Superintendent’s Annual Narrative Report, 1993.

1295. Superintendent’s Annual Narrative Reports, 1995–1996.

1296. Superintendent’s Annual Narrative Reports, 1995–1996.

1297. Superintendent’s Annual Narrative Report, 1988.

would “duplicate the things that the county or the city was doing, then they didn’t want us doing it. But they were still getting a special use permit to do those things.” Stubblefield recalls that maintenance appreciated groups helping with maintaining these fields. “We didn’t have to cut that area, that was a part of their maintaining for their use, they had to keep that cut. So that helped out a lot.”¹²⁹⁸ Finding more efficient ways to complete the mowing continued throughout the decade. The 1996 annual report noted that staff was mowing 1,216 acres, but removing fences, crossties, and other obstacles made the process easier.¹²⁹⁹

While mowing was seasonal, trail maintenance occurred all year. Maintenance staff managed this maintenance and used seasonal and permanent staff, but it also drew upon volunteer and YCC support. The maintenance team took advantage of the data generated by the new digitized boundary maps received in 1998 to plan trail maintenance projects. A full-time conservation associate prepared these maps for ranger and maintenance use. Staff incorporated these maps into its GIS database, and they became the foundation for adding “additional layers such as infrastructure, trails, plants, archeological [*sic*] sites and many others.”¹³⁰⁰

Annual reports regularly documented trail maintenance. At first, trails were not as much of a focus, recalled Leroy Stubblefield, “Trails was kind of a low priority back when I first started working there. We had trails, but they were basically trails that was developed by park visitors at the time before we even acquired the property in some places, so it wasn’t a real big push back then.” Trail maintenance also included building bridges across the creeks, he noted, and “We did cut back from the trail edges, built runoff areas you know, stuff like that.” But throughout the 1990s, trails and trail maintenance became more important.¹³⁰¹

One of the issues that emerged by 1990 was mountain biking, which increased damage to trails. To resolve the issue, staff worked with Southern Off-Road Bicycle to develop a plan for future mountain biking activities in 1990. This memorandum of agreement created a partnership in trail maintenance and promoted safe bicycling in Sope Creek/Cochran Shoals and Vickery Creek. Through this plan, the park and Southern Off-Road Bicycle coordinated a trail-work monitoring program with the chief of maintenance and provided safety and trail information through chief ranger’s office. The next year, Superintendent Smith proudly reported that the Southern Off-Road Bicycle Association had helped maintain the trails.¹³⁰² This program continued throughout the decade, and as in 2000, Superintendent Lewis reported that the “continued relations” with Southern Off-Road Bicycle strengthened as the park staff participated in two projects with the organization to rehabilitate trails in the Sope Creek unit.¹³⁰³

Another area of maintenance was controlling kudzu in the park. The first time kudzu is mentioned in the annual reports is in 1991, when Superintendent Smith reported that the park was coordinating with the park neighbors to encourage “proper resource management” in the Sope Creek unit. To control homeowner encroachment on park boundaries, staff established an “adopt a boundary”

1298. Stubblefield, interview.

1299. Superintendent’s Annual Narrative Report, 1996.

1300. Superintendent’s Annual Narrative Reports, 1998–1999.

1301. Stubblefield, interview.

1302. Superintendent’s Annual Narrative Reports, 1990–1992.

1303. Superintendent’s Annual Narrative Report, 2000.

program that included creating wildlife habitat but controlling exotic plants, particularly kudzu. Staff continued to cooperate with park neighbors, which encouraged proper resource management programs along the boundary in Sope Creek unit. In 1997, park staff began “selective” herbicide spraying to help eliminate kudzu. But 1999, spraying for kudzu appeared as one of the routine maintenance tasks along with mowing, daily cleaning, and litter removal.¹³⁰⁴ Leroy Stubblefield recalled that after this period, Resource Management staff took over the kudzu management.¹³⁰⁵

In May 1998, park administrators initiated the Fee Demonstration Program, which would generate some additional revenue for maintenance activities, as well as resource management, interpretation, and education.¹³⁰⁶ Maintenance staff installed 4 electronic fee stations, 22 drop boxes, and 26 fee information stations throughout the park.”¹³⁰⁷ This first year was a learning curve, as park staff experienced some vandalism of the stations and realized the need to move these stations. The following year, maintenance staff relocated 3 of the fee stations to more effective locations and repaired 12 of the stations that had been vandalized.¹³⁰⁸



FIGURE 8.11 PARKING FEE STATION WITH A DROP BOX AND RULES OF THE PARK AT THE COCHRAN SHOALS PARKING LOT, UNDATED (COURTESY OF NPS CRNRA).

By the late 1990s, trail maintenance projects seemed to pick up, perhaps because of the additional fee money available for this work. In 1998, the “park staff identified 27 specific projects with an emphasis on trail maintenance and rehabilitation.” The 1999 annual report noted a focus on trails in the Gold Branch and Vickery Creek units. The park rehabilitated, improved, or rerouted 12 miles of trails that year.¹³⁰⁹

1304. Superintendent’s Annual Narrative Report, 1997–1999.

1305. Stubblefield, interview.

1306. Superintendent’s Annual Narrative Reports, 1997–1998.

1307. Superintendent’s Annual Narrative Reports, 1999–2000.

1308. Superintendent’s Annual Narrative Reports, 1998-1999.

1309. Superintendent’s Annual Narrative Reports, 1999–2000.

EXPANDING PARK OPERATIONS, 2000–2012

Staff

The bill expanding the park's authorized boundary to 10,000 acres must have brought great excitement but also a measure of trepidation to park staff. Once again, additional land would mean more maintenance, new facilities, and a greater need for law enforcement and resource and visitor protection in those new areas.

Superintendent Kevin Cheri changed the organizational chart by 2001. Now the chief ranger headed the Visitor and Resource Protection Division and was responsible primarily for resource protection, fire management, and visitor services. That position oversaw two supervisory district rangers, who managed 11 park rangers, two seasonal park rangers, and three communications technicians working in dispatch. The fee business specialist also came under this division and supervised five visitor use assistants.

Maintenance was the second largest division, although still called Facilities Management in the 2002 annual report, and focused on maintenance management, accessibility, facilities, and major repairs. This division included a facilities management specialist and maintenance foreman, who supervised a maintenance mechanic, five maintenance workers, two motor vehicle operators, seasonal maintenance workers, and a trail leader, who directed five trail workers. The trail crew, paid by the Fee Demonstration Program, was cut in 2004 due to budget restrictions. A 2006 organizational chart, still under Cheri, shows a similar structure for both the maintenance and law enforcement staff. In 2009 and again in 2010, a trail crew supervisor is on the organizational chart as a permanent employee who directed a seasonal trail crew of four positions.¹³¹⁰

Limited budgets continued to challenge park superintendents faced with addressing new NPS and park initiatives while maintaining core operations. Superintendents commented on how the budget impacted staffing. In 2002, Cheri noted that the park had only 5 patrol rangers, compared to 13 in 1988. As the staff spent more time working in the park, they identified more issues, but due to “serious staffing and funding shortages,” Cheri wrote in 2002, staff could not properly document or investigate these issues. In 2008, new superintendent Brown noted that the park was down to one to two rangers to patrol the park for most of the year.¹³¹¹

Law Enforcement and Protection

The first decade of the new millennium was a continued struggle for law enforcement rangers at the park. The terrorist attacks of September 11, 2001, meant the deployment of several rangers to Washington, DC, and New York City for a few years into the decade. And budget woes continued for the park, making it difficult to replace and add rangers and necessary to continue to rely on partnerships where available.

Partnerships with local agencies continued to support emergency efforts. In addition to police departments in Gwinnett County, Roswell, and Fulton County, park staff worked with the Georgia Department of Natural Resource and the Army Corps of Engineers in rescue and emergency

1310. Organizational chart, Dan Brown, March 18, 2009, Park Archives.

1311. Superintendent's Annual Narrative Reports, 2002, 2008.

operations.¹³¹² By the end of the decade, Sandy Springs and Johns Creek were added to the partner list. In addition, by 2003, park rangers had access to a radio channel on Fulton County's 800 MHz radio system, a partnership that remained in place until the end of the decade when park staff began to install a "narrowband compliant system."¹³¹³

Criminal activity remained in familiar categories—superintendents began to report the incidence rates of "quality of life" crimes, which included unrestrained pets, abuse of alcohol, and car theft. But they added reporting on 19jj crimes, or the destruction of natural resources. For example, 11 illegal docks had to be removed in 2004. In that year, Superintendent Cheri noted a loss of \$500,000 with civil and criminal cases only recouping about one-fifth of that loss.¹³¹⁴

For their part, rangers from across the metro area continued to work together to staff parks in the region. They also trained together. Reports noted a range of training offered at Chattahoochee River NRA and attended by rangers from nearby parks. In 2003, for example, training included the Archaeological Resources Protection Act and "Terrorism Awareness, Gangs, Health and Fitness for the Law Enforcement Professional, Weapons of Mass Destruction, and Recent Court Decisions," among others.¹³¹⁵ Courses were also offered in Spanish to serve Latinx visitors to the park.¹³¹⁶

Like the previous decade, the 2000s were defined by understaffing, although the problem now was more severe. Park staff had to keep up its protection of visitors and natural resources with a skeleton crew. By the end of the decade, these challenges were still apparent, despite the ability for the park to partner with other parks and agencies.

Facilities and Maintenance

Automation of the Facilities and Maintenance Division continued into this decade, bringing with it benefits and challenges. In 2002, Superintendent Cheri noted, "Staff initiated the Facility Management Software System (FMSS) and completed 86 facility asset condition assessments which verified the inventory and condition of the equipment and features of each asset."¹³¹⁷ As reported in 2004, park administration's goal was to have all maintenance work reported through the program by the end of FY 2005. The next year's report noted the computerization of the Fee Demonstration Program as well as its uses of the TGA.net online deposit system. Chattahoochee River NRA was among the first 12 national parks to use this system.¹³¹⁸

Report computerization did not necessarily save time. As noted by Leroy Stubblefield, the introduction of computers and automation of maintenance projects generated a lot of extra work. Park administration agreed; by 2007, they admitted that "FMSS [Facility Management Software System] work order tracking and labor reporting were significant collateral duties requiring several

1312. Superintendent's Annual Narrative Report, 2002, National Park Service Southeast Regional Office. These agencies are noted as partners throughout the decade.

1313. Superintendent's Annual Narrative Reports, 2003, 2010.

1314. Superintendent's Annual Narrative Report, 2005.

1315. Superintendent's Annual Narrative Report, 2003.

1316. Superintendent's Annual Narrative Report, 2001.

1317. Superintendent's Annual Narrative Reports, 2002–2003.

1318. Superintendent's Annual Narrative Reports, 2005–2006.

hours of a pay period of data processing and communication with the Facility Maintenance personnel.”¹³¹⁹

The early part of the decade brought new funds into maintenance projects thanks to the Fee Demonstration Program. Beginning in 2002, the program funded projects to bring facilities into compliance with the Americans with Disabilities Act (ADA). These projects were completed in 2004.¹³²⁰ In May 2000, the Fee Demonstration Program-funded “Trail Crew” was established; their “[e]fforts were placed in developing a tool cache, establishing routine trail maintenance, and learning the trail system.”¹³²¹ This trail-planning initiative, carried out in conjunction with Parsons Engineering, continued in 2001 and generated a “GIS database [with] all authorized and unauthorized trails.”¹³²² In 2002, “The trail Dingo Machine and attachments were purchased,” which “greatly increased trail construction and maintenance capabilities, productivity, and over scope of work accomplished.”¹³²³ In 2004, park administration cut the trail crew due to reported budget constraints; as a result, “only emergency and urgent trail repairs [were] accomplished throughout the year.”¹³²⁴ Administrators began to use contractors to complete hazardous tree work, and volunteers largely carried out trail maintenance—or the park found “other creative ways to address trail maintenance needs.”¹³²⁵ However, Facility Management continued to undertake projects when needed.



FIGURE 8.12 ADA IMPROVEMENTS AT THE PARK, 2003 (COURTESY OF NPS CRNRA).

1319. Superintendent’s Annual Narrative Reports, 2007–2008.

1320. Superintendent’s Annual Narrative Reports, 2002, 2004.

1321. Superintendent’s Annual Narrative Report, 2001.

1322. Superintendent’s Annual Narrative Report, 2001–2002.

1323. Superintendent’s Annual Narrative Reports, 2002–2003.

1324. Superintendent’s Annual Narrative Reports, 2004–2005.

1325. Superintendent’s Annual Narrative Reports, 2008–2009.

Volunteer labor, in fact, was a critical factor for improvement work during the budget crunch of the early and mid-2000s. The Student Conservation Association (SCA), Southern Off-Road Bicycle Association, various Boy Scout Troops, AmeriCorps, and “a very successful YCC program” helped to maintain trails.¹³²⁶ In addition, the park received help from visitors and individuals residing near the Settles Bridge unit, which significantly expanded in 2000 (the area had been victim to off-road vehicles and vandals).¹³²⁷ In 2004, the park expanded its volunteer program as a result of the inclusion of active weekend projects in the spring and fall (volunteer hours increased from 11,044 in FY 2003 to 15,075 in FY 2004). Projects included, for example, “trash removal, privet pulls, & canoe trips for cleaning up along the river islands.” Major volunteer projects included the removal of privet and trash from Johnson’s Ferry and Settles Bridge, respectively. In 2005, the volunteer program increased to 18,685, and organizations such as Starbucks and Home Depot contributed volunteer hours and donations.¹³²⁸

Severe weather in the early 2000s tested the park and maintenance crew, particularly hurricanes. In 2005, Facility Management began using \$850,000 received from hurricane damage endured in 2003 and 2004. In 2005, another heavy hurricane season caused sections of the park to flood.¹³²⁹ After a heavy storm, the Paces Mill parking lot was left full of silt. Workers from Great Smoky Mountains National Park came down with heavy equipment to help. Maintenance crew workers also deployed to help in other storm-torn places. Leroy Stubblefield, who had gone to the Virgin Islands in the late 1990s to help reconstruct houses damaged by a hurricane, assisted in helping clean up after Hurricane Katrina in 2005.¹³³⁰

During this time, the Maintenance Division had access to too few blueprints that detailed in-house projects and the location of utilities such as water, power, and phone lines. Despite bringing this issue to the attention of the Science and Resource Management Division head, the problem persisted.¹³³¹ As evidenced by the annual reports, the division had the ability to generate databases and discern the location of resources. These records ranged from “a comprehensive database of reported sewage spills” and property records to GIS-generated maps of trails and both invasive (e.g., kudzu) and protected flora (e.g., pink lady skipper).¹³³² Because utilities were not properly recorded, however, Leroy Stubblefield, who retired in 2010, continued to receive calls regarding the location of water lines as of March 2017. Recent inquiries, for example, regarded to the waterline at Abbotts Bridge and the waterline backflow preventers at Sope Creek.

Perhaps the biggest challenge to maintenance staff was budget constraint.¹³³³ The 2005 annual report notes the continued staff reduction, the lingering deputy superintendent vacancy, and the “serious staffing and funding shortages” that caused “minimal progress in protecting the park or deterring

1326. Superintendent’s Annual Narrative Reports, 2004–2005.

1327. Superintendent’s Annual Narrative Reports, 2004–2005.

1328. Superintendent Annual Narrative Report, 2005.

1329. Superintendent Annual Narrative Report, 2005.

1330. Stubblefield, interview.

1331. Stubblefield, interview.

1332. Superintendent’s Annual Narrative Reports, 2000–2001.

1333. Superintendent’s Annual Narrative Reports, 2004–2005.

future impacts.”¹³³⁴ In addition, according to Stubblefield, a new administrative officer made it much more difficult for the Maintenance Division to plan as she controlled the budget. As a result, the division had sparse funding at the beginning of the year; at the end of the year, the approach seemed to be to buy “things that you really didn’t need.”¹³³⁵ For example, Stubblefield noted that Interpretation staff purchased picnic tables consisting of the table and seats “concreted into the floors.” But park staff had never used these kinds of tables, preferring tables it could move around. Instead, “they set up there for ten years, on the pallets, because we couldn’t use them.”¹³³⁶ Overall, the system seemed to waste money and reduced employee morale.

To make up for an understaffed Maintenance Division, park staff tried to contract some of its work. For example, staff hired contractors to mow in the early 2000s—an effort that was not cost effective and so was abandoned, according to Stubblefield. Mowing took ample labor hours, however, so staff continued to experiment with efficiency. In 2007, staff introduced a “GIS-based mowing plan” developed by SCA intern Dean Hardy. As noted in the annual report, “These maps provide park management with detailed descriptions and measurements of areas that need to be maintained. They will also allow the park to handle mowing through a services contract, which will allow maintenance staff to work on other jobs.”¹³³⁷ Staff completed the project in 2008.¹³³⁸

The last half of the 2000s was an active one for maintenance and volunteer programs, especially with the injection of additional project funds from a variety of sources. The 2008 annual report, for example, noted the use of “\$220,000 obtained through a Cyclic Maintenance grant to hire a contractor to treat 80 acres of densely established Chinese Privet in Johnson Ferry, Cochran Shoals, and Whitewater.”¹³³⁹ The end of FY 2008 saw the Science and Resource Management Division on an upswing, successful in planning and completing half of the park’s Government Performance and Results Act goals, despite having represented only 6% of its base spending,

Some of these efforts went to creating new recreational opportunities. In 2007, maintenance staff completed “[t]he line item construction project to improve recreation river access.” This was a \$1.8 million project that resulted in “3 reconstructed boat ramps and 3 new canoe step-down ramps as well as parking lot, and access road repairs.” Staff also began development of the Bob Callan Trail, “a new 2.1-mile multi-use trail along the Chattahoochee River and Rottenwood Creek in northwest Atlanta.”¹³⁴⁰ The trail, contracted to Marietta-based Lewallen Construction, provided a link between the Cobb County trail system and the park. The 2009 annual report noted that the park completed a river trail (including “mileage marker signs, boat ramp and bridge signs, and an interpretive guide brochure”) and “completed 2 miles of reroutes of badly eroded sections of the Sope Creek trail

1334. Superintendent’s Annual Narrative Reports, 2005–2006.

1335. Stubblefield, interview.

1336. Stubblefield, interview.

1337. Superintendent’s Annual Narrative Reports, 2007–2008.

1338. Superintendent’s Annual Narrative Report, 2008.

1339. Superintendent’s Annual Narrative Reports, 2008–2009.

1340. Steve Hudson, “Building an Environmentally Friendly Trail,” *The Dixie Contractor*, Vol. 82, Iss. 3, (August 2007), 1, ProQuest.

system, and completed a trail plan for a 6.7 mile double loop mountain bike trail.”¹³⁴¹ By 2010, the latter project was 75% complete and scheduled to be completed in 2011.¹³⁴²

Volunteer programs and internal partnerships grew and benefited the maintenance crew. The 2007 and 2008 annual reports noted, for example, the expansion of a Trail Blazers volunteer program that provided trail maintenance after receiving an orientation in training and equipment from park staff. Major 2008 projects included trail construction carried out by Southern Off-Road Bicycle Association volunteers and which were funded by a \$90,000 grant from the Active Trails program. The scope of work included the Sope Creek trail improvement program that updated mountain bike trails at Sope Creek. The program was completed in 2013 and, on April 20th the park hosted a family trail ride.¹³⁴³ The Kennesaw Mountain Trail Club and other volunteers contributed to developing an accessible trail linking Hewlett Field and Island Ford to bypass an unsafe stairway and completed the project in 2010. The volunteer program continued to grow with groups and organizations such as the Kennesaw Mountain Trail Club, the Boy Scouts of America, and Texas A&M University contributing to trail work and litter pickup. Groups that persisted through the years included the Student Conservation Association, Youth Conservation Corps, Boy Scouts, the Southern Off-Road Bicycle Association, Coca Cola, Upper Chattahoochee RiverKeepers, and the Sierra Club.



FIGURE 8.13 YOUTH CONSERVATION CORPS MEMBERS WORKING THE BACK TO THE CHATTAHOOCHEE RIVER RACE AND FESTIVAL, 2012 (COURTESY OF NPS).

1341. Superintendent’s Annual Narrative Reports, 2009–2010.

1342. Superintendent’s Annual Narrative Reports, 2010–2011.

1343. “Park to Host Opening of New Trails at Sope Creek,” Targeted News Service, March 29, 2013.



FIGURE 8.14 COCA-COLA EMPLOYEES VOLUNTEERING TO PICK UP TRASH ALONG THE CHATTAHOOCHEE RIVER, 2010 (COURTESY OF NPS).

Maintenance increasingly partnered with Science and Resource Management staff in the development and maintenance of trails. Division staff and Sandy Springs personnel worked together to assess and develop 1.6 miles of new trails on land adjacent to Island Ford. Among studies carried out included the “trail integration study” that “looked to integrate park trails with the trail systems of several counties and cities that border the park” and “the Traffic calming Study at the Island Ford Unit” that aimed to create better sidewalks for pedestrians and protect pedestrians from vehicles.¹³⁴⁴

An “epic” flood on September 21, 2009, caused substantial damage that would require volunteer and staff cleanup for a year after it occurred. The flood inundated portions of Johnson Ferry, Cochran Shoals, Powers Island, Whitewater Creek and Paces Mill.” Park units closed “for weeks” because of the raw sewage, silt, and debris leaked by the flood. Fortunately, there was “no loss of life or loss of personal property in the park,” but restrooms and fee stations were damaged.¹³⁴⁵ Park staff assessed unit damage under the direction of the Incident Command System. The result was over 60 work orders for repairs estimated at over \$1.7 million in work.¹³⁴⁶ Despite the flood’s devastation, “[h]ard work by the Maintenance staff resulted in only three of the parks [sic] 15 units being closed two weeks after the storm.”¹³⁴⁷

Project funding increased between 2008 and 2010, and thus maintenance had a strong finish to the decade. The park got a boost in funding from the 2009 American Recovery and Reinvestment Act; \$718,000 was injected into new and existing projects.¹³⁴⁸ These projects included replacing restrooms, rehabilitating the interior of the Allenbrook house, replacing wood fences with boulders,

1344. Superintendent’s Annual Narrative Reports, 2008–2009.

1345. Superintendent’s Annual Narrative Report, 2009.

1346. Superintendent’s Annual Narrative Reports, 2009–2010.

1347. Superintendent’s Annual Narrative Reports, 2009–2010.

1348. Superintendent’s Annual Narrative Report, 2009.

and implementing a portion of the traffic calming study. Overall, project funding increased slightly in the last years of the decade: total projects were valued at \$1.4 million in 2008 and \$1.9 million in 2009. In FY 2010, maintenance completed projects valued at over \$2.3 million. As with previous years, these projects created “improved conditions of assets, improved customer support and increased opportunities for the visitors.”¹³⁴⁹ Major projects in 2010 included stabilization and extensive interior renovations to the historical Allenbrook House as part of a \$350,000 restoration and maintenance project; completion of a new visitor access road, handicap boat ramp, and walkway at Island Ford; and addressing flood damage from the previous year, including the removal of nearly 15,000 cubic yards of mud from Paces Mill and the repair of nearly 40 bridges.¹³⁵⁰ As with prior years, work reporting was carried out through the Facility Management Software System (FMSS).



FIGURE 8.15 PARK FACILITY MANAGEMENT SPECIALIST CHARLIE JACKSON WITH CONTRACTOR FOREMAN AND VISITORS POSING IN FRONT OF THE NEW COCHRAN SHOALS RESTROOM, AUGUST 2009 (COURTESY OF NPS).

1349. Superintendent’s Annual Narrative Reports, 2010–2011.

1350. Superintendent’s Annual Narrative Report, 2010.



FIGURE 8.16 REHABILITATING THE COCHRAN SHOALS BOARDWALK, MAY 18, 2011 (COURTESY OF CHARLIE JACKSON, NPS).

SAFETY, SUSTAINABILITY, AND PROTECTION 2013–2016

Staff

The maintenance and law enforcement rangers came together into one division by 2013. Superintendent Patty Wissinger merged law enforcement and maintenance into the Park Operations Division, led by Chief of Park Operations Scott Pfeninger. Supervisory Park Ranger Sean Perchalski supervised law enforcement activities and park rangers. The Law Enforcement and Protection Division and the Facility Management Division consumed much of the park’s staff budget. Richard Lutz served as facility management specialist, supervising Rickie Westbrook, the maintenance mechanic supervisor, who directed the maintenance workers and laborers. Clinton Morton served as facilities management assistant and reported directly to the chief of park operations. In 2015, over half the budget went to these two areas of operation, which individually each had a little over one-quarter of the total park base funding.¹³⁵¹

Superintendent Bill Cox noted that there has been “quite a bit of staff change” and turnover during his tenure at Chattahoochee River NRA. He adds that turnover occurred in entry-level jobs because those staff members were trying to get experience to move on to other positions. “Several” law enforcement rangers also left to “broaden their repertoire of skills.” Since the park’s specialty is swift water rescue, staff receives significant training in that area. Staff members may provide boating training in other parks or choose to get more training at another park, such as at a climbing park. On

1351. William Cox, Performance Accomplishments, 2014, Superintendent’s Office, Chattahoochee River National Recreation Area, Roswell, GA.

the other hand, Cox notes that the park also attracts some “high caliber talent, from other big parks,” due to its suburban location and good schools.¹³⁵²

Law Enforcement and Protection

Superintendent Bill Cox’s top three priorities for the park—safety, sustainability, and visitor and resource protection—would shape work on law enforcement maintenance and facilities during his tenure.¹³⁵³

Park administrators have focused on safety during these years, for both staff and visitors. The NPS Health and Safety Committee began to provide regular updates, including its efforts to create a safety strategy. Chattahoochee River NRA staff began working on a park-specific safety plan in 2015. In addition, staff worked with the Corps of Engineers and other city and county and fire and rescue agencies to promote more safety along the river.¹³⁵⁴ In 2015, Cox reported that the park provided support for a story on the Weather Channel about river safety and developed “crisis counselor for families at drowning events.”¹³⁵⁵ Concern for drownings appeared again in the 2016 annual report, when Cox reported that the park provided “on-camera and news talking points on drownings and coordination with SERO.”¹³⁵⁶

In 2015, after a law enforcement assessment, park administrators decided to discontinue its dispatch operation and contract with Fulton County to run the operation. This change allowed law enforcement rangers to talk by radio throughout the park and maintain better communication with the park’s law enforcement partners. The three staff dispatch positions were eliminated. Two of those employees retired, and the third was retrained to work as an FMSS coordinator.¹³⁵⁷ Park staff monitored this changeover and provided training and funding for a collateral duty safety officer “to ensure we had what we need to remain safe.”¹³⁵⁸

Sometimes, rather unusual circumstances faced the park. In 2016, staff had multiple sightings of an alligator near the fitness trail. Rangers closed the trail and monitored the alligator over several weeks. Staff assisted the Georgia Department of Natural Resources with removing the alligator.¹³⁵⁹

Park rangers engaged in a variety of activities to ensure protection of the park resources. To ensure safe and legal hunting, Cox reported in 2016 that rangers continued to teach hunting education classes that fall at the Island Ford Lodge (the safety classes were focused on hunting outside of the park; visitors cannot hunt within its bounds). With a greater visitation that year, the park also increased its presence on the river and emphasized nonmotorized patrols in the summer, including motorboats, kayak, foot, and bicycle patrols. Rangers also worked closely with resource managers

1352. William Cox, interview by Ann McCleary, Keri Adams, and Julia Brock, June 17, 2020, digital recording, Park Archives, Chattahoochee River National Recreation Area, Roswell, GA.

1353. Cox, Performance Accomplishments, 2014.

1354. Cox, Performance Accomplishments, 2014.

1355. Cox, Performance Accomplishments, 2015.

1356. Cox, Performance Accomplishments, 2016.

1357. Cox, Performance Accomplishments, 2015.

1358. Cox, Performance Accomplishments, 2016.

1359. Cox, Performance Accomplishments, 2016.

that generated multiple investigations to detect issues in the park, which included poaching native plants, excessive litter, and managing nonnative species.¹³⁶⁰ In 2016, the park’s motorized emergency vessel GAR (Green-Amber-Red, which denotes a risk assessment model used by the Park Service), was redesigned and implemented with a new boating operations plan. The staff reported that the new boat was “easier to use and identify boating hazards.” Also in 2016, park rangers attended a basic American Canoe Association kayaking class, and two rangers participated in a river rescue course with the Nantahala Outdoor Center to be better prepared for an emergency. Cox reported that all rangers are now compliant with manual watercraft safety policy.¹³⁶¹ The concessionaire, Nantahala Outdoor Center, also emphasizes safety by ensuring that participants wear the appropriately sized personal flotation devices and receive a safety briefing.

After several ranger suicides across the National Park Service, the park began to look more closely at how to provide mental health support for its own rangers. In November 2015, the park hosted a “cumulative stress management course” for rangers from the region to “identify sources and signs of cumulative stress as well as coping mechanisms to keep mental health a high priority.” Staff also redesigned ranger training to prioritize the safety of responding officers in an emergency. The focus on park rangers’ safety and health continued in spring 2016, including a discussion on “officer safety, care of injured officers, self-care, and ambush avoiding measures as have been frequently occurring.” Staff also reported efforts to improve safety hazards and conditions.¹³⁶²

Maintenance and Facilities

To ensure that all “mission critical assets” were in good condition, Superintendent Cox worked with the facilities manager to create an asset management plan to ensure that these resources were maintained properly. As part of this plan, staff identified assets for which there were no or limited resources available to maintain and reviewed this list with Southeast Regional Office (SERO) staff.¹³⁶³

One of those assets is roadways. Cox also worked with the Georgia Department of Transportation on bridge and road improvement projects in and around the park to ensure that issues were mitigated and park resources were appropriately evaluated. He has also partnered with local municipalities on projects related to transportation within their boundaries.¹³⁶⁴

Trails continued to garner more attention as significant resources that needed protection. In 2013, the park received a National Park Foundation grant to hire a transportation scholar, who would begin a three-year effort to create a master trail plan for the park. Staff sought to not only document the park’s 83 miles of trails but to study how these trails connect with neighboring communities.¹³⁶⁵ The goal, stated Cox, “is to come up with a systematic approach for maintaining, developing, and removing trails over time” to help maintain the trails but to also seek funding. Many of the trails are old roadbeds, which creates considerable erosion. Cox wanted to know how to make this process

1360. Cox, Performance Accomplishments, 2016.

1361. Cox, Performance Accomplishments, 2016.

1362. Cox, Performance Accomplishments, 2016.

1363. Cox, Performance Accomplishments, 2014.

1364. Cox, Performance Accomplishments, 2014.

1365. Cox, Performance Accomplishments, 2014.

“Less of a maintenance headache.”¹³⁶⁶ Staff also engaged with the City of Roswell on its Gateway Project, including trail maintenance and a pedestrian bridge planned in the park.¹³⁶⁷ This work included developing additional trails and connecting some of the existing trails to their park units. The pedestrian bridge would connect these trails with the Vickery Creek unit.¹³⁶⁸

Staff began to “upgrade” the park units, working with its partners. In 2014, park staff worked with the Cumberland Community Improvement District and the SERO Partnerships Program to upgrade the Paces Mill unit, which included a PMIS project, and at Allenbrook House in Roswell.¹³⁶⁹ In 2016, with the new strategic plan, these efforts expanded to include the National Water Trail Enhancement with multiple partners and the Chattahoochee River Greenway with the Atlanta Regional Commission, the Trust for Public Land, and local governments.¹³⁷⁰

The park priority of sustainability has also impacted operations. In 2013, park administrators submitted a PMIS project that would involve building the capacity of its Environmental Management System and adding sustainability goals (the project was not funded). At the same time, staff began to implement smaller efforts towards environmental stewardship by replacing lights with LED fixtures in several buildings and thus reducing the utility bill by \$7,000.¹³⁷¹

Accessibility efforts have increased. Staff began to install ADA-compliant automatic door devices to the Visitor Center and Headquarters doors in 2013 as part of a PMIS project.¹³⁷² In 2015, the park reported exploring ADA-compliant kayak launch on the river.¹³⁷³

Obtaining funding for deferred maintenance and new projects requires careful strategizing. Park administrators can use some of the fee money for the deferred maintenance of improving the visitor experience. Superintendent Cox notes that 80% of the revenue stream from the commercial operations and concessions goes to the park and 55% is used for maintenance. For example, he explains that these fees supported the complete signage renovation of \$280,000 and the new boat launch at Powers Island, a project that at writing is still in the design phase. For other projects, staff competes annually by submitting project proposals to be reviewed and evaluated for potential funding at the regional office and the Washington office.¹³⁷⁴

Volunteers continue to play an important role in maintaining the park. For example, in 2014, 580 volunteers at the Sweep the Hooch event removed over 7.25 tons of track in one day.¹³⁷⁵ On June 7, 2014, National Trails Day, volunteers helped rehabilitate trails, and 21 trails in 11 states were

1366. Cox, interview.

1367. Cox, Performance Accomplishments, 2015.

1368. Cox interview.

1369. Cox, Performance Accomplishments, 2014.

1370. Cox, Performance Accomplishments, 2016.

1371. Cox, Performance Accomplishments, 2014.

1372. Cox, Performance Accomplishments, 2014.

1373. Cox, Performance Accomplishments, 2015.

1374. Cox, interview.

1375. Cox, Performance Accomplishments, 2014.

designated as National Recreation Trails. The Settles Bridge Park Trail was among those designated.¹³⁷⁶



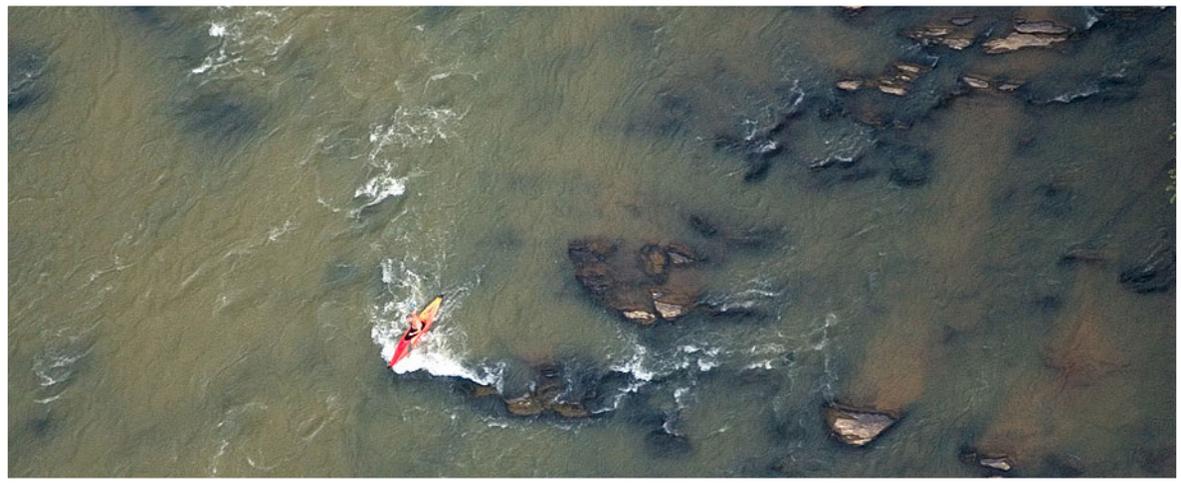
FIGURE 8.17 YOUNG VOLUNTEERS PICKING UP TRASH AT THE PARK, UNDATED (COURTESY OF NPS).

Throughout the park's history, those divisions focusing on law enforcement, protection, and maintenance have had the highest number of employees. Still, staffing has been inadequate to manage an ever-growing park—both in size and visitation (see appendix C). As a popular place for recreation for decades, the river provided an array of law enforcement challenges: alcohol consumption, drug use and trafficking, same sex sexual activities, and an onslaught of users focused on entertainment who impacted the park's river shed and its natural and cultural resources. At the same time, the park's maintenance and facilities staff sought to expand park facilities, including new land acquisitions, while also facing overuse and damage to trails and other recreational areas due to increased visitation. The park's success over its first 40 years has required that park staff prioritize its needs and form partnerships to achieve many of its goals.

1376. "Press Release: For National Trails Day, Secretary Jewell, National Park Service Director Jarvis Announce 21 National Recreation Trails in 11 States," Interior Department Documents and Publications, June 6, 2014.

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Epilogue



More Growth to Come

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EPILOGUE

“MORE GROWTH TO COME”

As the Chattahoochee River National Recreation Area concluded its fourth decade, the park had changed dramatically since its establishment in August 1978. From its early days of the “river rats” and “Dodge City summers,” recreation along the river remained robust but with more managed use by a wide variety of visitors who canoe, raft, kayak, or row down its waters. Young and old alike fish along the banks of the river or explore the rich aquatic and terrestrial habitats of the nearly 5,000 acres of land the National Park Service now owns. The park has become a popular place for running, walking, and enjoying the river and its majestic views. The park reports an annual visitation of three million—including local residents, school children, and visitors from across the country and the world—who come to enjoy and appreciate the wildlife, ecology, cultural sites, and viewsheds in this 2,000-foot river corridor in the heart of Atlanta. Likely, many more people visit the park than the statistics reveal. Between five and six million people in the nine-county Atlanta metropolitan area have access to this protected landscape. The park was at last beginning to take on that National Park Service identity and iconic experience that superintendents like Bill Cox and others before him had so desired and had worked hard to create.



FIGURE 9.1 SCENIC VIEW OF THE CHATTAHOOCHEE RIVER, 2017 (COURTESY OF NPS).

In May 2017, park administrators developed the foundation document to express the park’s fundamental resources and values. The report embraces eight core resources—all which park staff had worked hard to document, preserve, and conserve over its first almost 40 years. The park’s **geology** resources include the Brevard fault that created the stable river channel, ridges, palisades, and cliffs. The park is home to critical **ecology** resources: terrestrial and aquatic habitats, a cold-water fishery, wetlands, botanical habitats, and an array of butterflies, salamanders, frogs, birds, and turtles. The river is also a “year-round **recreation** resource,” with the Chattahoochee River providing land- and water-based activities, from fishing to boating, hiking, and other outdoor activities. The park includes “**cultural resource complexes**” that tell the stories of people who lived here from the prehistoric American Indian communities to 20th-century recreation and suburban use. **Ethnographic and archaeological** resources range from fish weirs to gold rush sites and Civil

War encampments. Park staff manages **museum and archival collections**, from American Indian through 20th-century farming collections from Hyde Farm. The **Chattahoochee River** has been the primary hydrological feature of the park and was recently designated as the first national water trail. Lastly, the park features **scenic qualities**, changing seasonally, “a ribbon of green and blue in an urban landscape, a visual reprieve from the built environment.”¹³⁷⁷

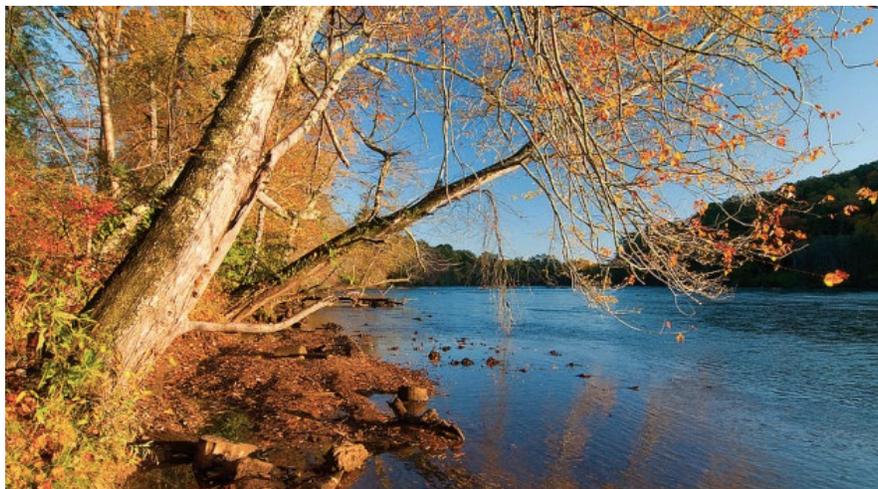


FIGURE 9.2 SCENIC VIEW FROM THE BANKS OF THE CHATTAHOOCHEE RIVER, 2017 (COURTESY OF NPS).

The park has also become a leader in environmental educational programming in the Atlanta region, working with schools and educators, hosting summer camps, conducting teacher training courses, and engaging all visitors in as many mediums as possible. Education had always been a primary goal of the park. The foundation document highlights its four major interpretive themes. First, the “natural, undeveloped environment” of the park contributes to the quality of life in Atlanta by providing a place for “healthy recreation and unstructured play.” Second, the report describes the Chattahoochee River as “the primary water resource for a significant portion of the state,” and maintaining its water quality, the watershed, and riparian corridor and wetlands is important to the entire region. Third, this river corridor documents “a rich record of human history” dating back to the Archaic period through the present, and these human needs have impacted the river. Fourth, the Chattahoochee River and its watershed is a “unique geological and biological setting that supports and sustains a vast variety of native plant and animal communities.”¹³⁷⁸

The foundation document also assesses the key issues and planning needs to support these fundamental resources and values, assessing threats and opportunities as park staff looked to the future. None of these issues is new. For many, the park had made substantial progress over the past nearly 40 years, but in others, that success was more limited. Urban development and current dam operations still threatened the park’s resources, particularly its geology, ecology, and water quality. Increased visitation, invasive species, pollution, poaching, livestock and animals, and climate change challenged the region’s ecology. Bank disturbances, boundary encroachments, increasing visitor use, and pathogens complicated recreation. Vandalism and theft, easements and development threatened cultural, ethnographic, and archaeological resources, as did the lack of documentation and funding

1377. Foundation Document, Chattahoochee River National Recreation Area, GA, National Park Service, May 2017, 7–8.

1378. Foundation Document, May 2017, 9–10.

to preserve these resources. Park staff did not have access to most of its museum collections nor did it have trained staff to work in this area. Growing population, development dam releases, and lack of enforcement of the Metropolitan River Protection Act challenged efforts to manage the river resource.¹³⁷⁹



FIGURE 9.3 PARK VISITOR FISHING DURING OPEN TROUT SEASON NEAR JONES BRIDGE AND ISLAND FORD, 1985 (COURTESY OF NPS CRNRA).

Amid these threats, park staff still identified opportunities. Partnerships had consistently helped staff work towards its goals in the past, and the foundation document recommends continuing to build partnerships in every area. These opportunities provide “volunteers and support, consistency, increased sustainability, and can expand community connections.” Education and outreach could help the park express its values and needs to the broader region, including social media and an array of different interpretive methods. Increased public transportation and improved planning could help meet the recreational needs. Prioritizing research for cultural resources and developing partnerships with historical societies, archaeological associations, universities, and colleges could help the park research and document its cultural resources and develop educational and outreach programs for park visitors. Collaborating with partners could help the park develop its museum collections. Increasing conservation easements, identifying and protecting the park’s soundscapes and viewsheds, engaging municipalities, and increasing monitoring and enforcement of easements presented opportunities for addressing the scenic qualities.¹³⁸⁰

The foundation document identifies and proposes planning for the park’s 11 key issues, most of which reverberate throughout the first 40 years of its history. Some have been long-term issues, including **shoreline erosion** and **water quality and quantity**. For others, inadequate information was still a need: **lack of data about geological resources, limited information on invasive species, limited information on fish and wildlife, and lack of social science data** “to deploy the limited resources to the greatest need,” including information on visitor use and demographics. The

1379. Foundation Document, May 2017, 17–25.

1380. Foundation Document, May 2017, 17–25.

foundation document lists **engaging partners and fiscal sustainability** as important needs. Further, while park staff had always engaged partners, these partnerships were becoming increasingly “critical to the park’s future financial sustainability.” Much of the **public interface and education** features “outdated information and signage,” so the document proposes public interface and education to communicate in a variety of media, including social media. Two needs—**managing visitor use and carrying capacity and declining resource conditions**—reflect **park administrators’ concerns about how to manage** resources in an active, urban park. And last, this document addresses the creation of an **administrative history**.¹³⁸¹ There was indeed progress in all these areas, but still more work to be done. Park staff is passionate and enthusiastic about the future.

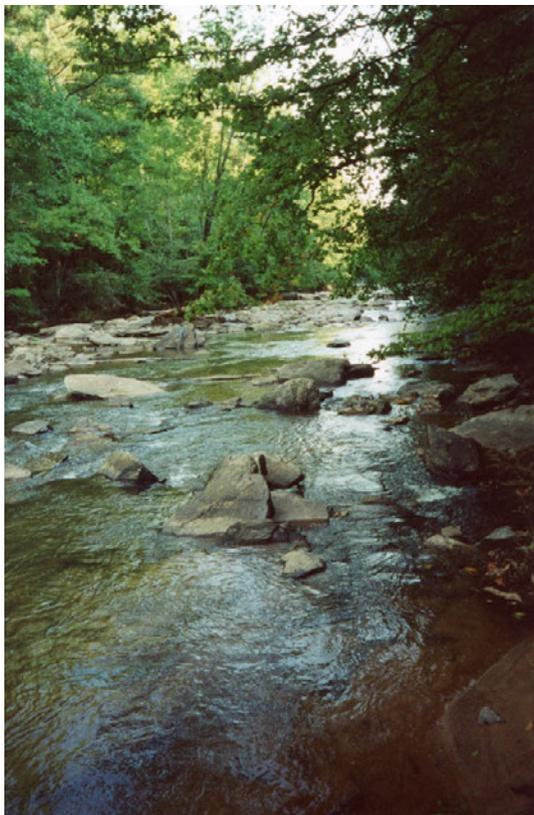


FIGURE 9.4 SCENIC VIEW OF COCHRAN SHOALS, UNDATED (COURTESY OF NPS CRNRA).

The foundation document details the intrinsic and extrinsic value of the park. It was Jerry Hightower, however, who framed the park’s meaning to the surrounding community in a pithy, even poetic, way. The Chattahoochee River National Recreation Area, Hightower argues, is Atlanta’s “medicine chest.” It offers natural succor from the stresses of modern urban life and it is the nursery for an astonishing biodiversity in the midst of five million metro-area inhabitants.¹³⁸² Hightower was often quoted in press coverage of the park’s 40th anniversary in August 2018, with good reason. The anniversary featured Hightower, one of the park’s earliest supporters, to honor the occasion. Park

1381. Foundation Document, May 2017, 26–28.

1382. Bill Baldowski, “Chattahoochee River Park Marking 40th Year with Special Programs,” *Northside Neighbor*, August 9, 2018, https://www.mdjonline.com/neighbor_newspapers/northside_sandy_springs/news/chattahoochee-river-park-marking-th-year-with-special-programs/article_2709261a-9baa-11e8-ad50-eb5339f679c6.html, accessed February 18, 2020.

staff hosted a number of sold-out events in the fall of 2018 that highlighted the human and natural history of the park, including geology and tree-naming walks, moonlit trail walks, and a talk on the park's history.¹³⁸³ Hightower led the latter, regaling visitors with a firsthand account of the park's beginning and development over time. Other events honored the Friends of the River; a Trust for Public Land hosted a "River Revelry" to celebrate the 40th anniversary of the park and to recognize early activists.¹³⁸⁴ The young activists who helped grow the park and those, like Hightower, who continued to shape its work, were rightfully honored for the ruby anniversary. It seems fitting, too, that this administrative history ends on a note in honor of those who "worked like hell" to create the park.¹³⁸⁵

While park staff, partners, and activists had accomplished much, former Chief of Resource Education Nancy Walther reflects, "It's not that old. So, there's more growth to come and more establishments in the community to come. I think it's the safety of the river, that's come a long way as well."¹³⁸⁶

1383. Baldowski, "Chattahoochee River Park." "40th Anniversary Walk and Talk Series," Chattahoochee Parks Conservancy, <https://www.chattahoocheeparks.org/event-2980577>, accessed February 18, 2020.

1384. "Riverside Revelry-A Celebration of Friends of the River," Trust for Public Land, <https://www.tpl.org/riverside-revelry-celebration-friends-river>, accessed February 18, 2020.

1385. Baldowski, "Chattahoochee River Park."

1386. Nancy Walter, interview.

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CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA
ADMINISTRATIVE HISTORY
APPENDIXES

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APPENDIX A: ENABLING LEGISLATION

Public Law 95-42
95th Congress

An Act

June 10, 1977

[H.R. 5306]

To amend the Land and Water Conservation Fund Act of 1965, and for other purposes.

Land and Water
Conservation
Fund Act of
1965,
amendments.
16 USC 4601-4
note.
16 USC 4601-5.
Appropriation
authorization.
16 USC 4601-7.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Land and Water Conservation Fund Act of 1965 (78 Stat. 987), as amended (16 U.S.C. 4601-4 et seq.), is further amended as follows:

(1) Section 2(c) (1) is amended by deleting "\$600,000,000 for fiscal year 1978, \$750,000,000 for fiscal year 1979, and \$900,000,000 for fiscal year 1980" and inserting in lieu thereof "and \$900,000,000 for fiscal year 1978".

(2) Section 5 is amended by adding the following at the end thereof: "Those appropriations from the fund up to and including \$600,000,000 in fiscal year 1978 and up to and including \$750,000,000 in fiscal year 1979 shall continue to be allocated in accordance with this section. There shall be credited to a special account within the fund \$300,000,000 in fiscal year 1978 and \$150,000,000 in fiscal year 1979 from the amounts authorized by section 2 of this Act. Amounts credited to this account shall remain in the account until appropriated. Appropriations from the special account shall be available only with respect to areas existing and authorizations enacted prior to the convening of the Ninety-fifth Congress, for acquisition of lands, waters, or interests in lands or waters within the exterior boundaries, as aforesaid, of—

"(1) the national park system;

"(2) national scenic trails;

"(3) the national wilderness preservation system;

"(4) federally administered components of the National Wild and Scenic Rivers System; and

"(5) national recreation areas administered by the Secretary of Agriculture."

16 USC 4601-9.

(3) Section 7(a) is amended by adding the following new paragraph:

"(3) Appropriations allotted for the acquisition of land, waters, or interests in land or waters as set forth under the headings 'NATIONAL PARK SYSTEM; RECREATION AREAS' and 'NATIONAL FOREST SYSTEM' in paragraph (1) of this subsection shall be available therefor notwithstanding any statutory ceiling on such appropriations contained in any other provision of law enacted prior to the convening of the Ninety-fifth Congress; except that for any such area expenditures may not exceed a statutory ceiling during any one fiscal year by 10 per centum of such ceiling or \$1,000,000, whichever is greater. The Secretary of the Interior shall, prior to the expenditure of funds which would cause a statutory ceiling to be exceeded by \$1,000,000 or more, and with respect to each expenditure of \$1,000,000 or more in excess of such a ceiling, provide written notice of such proposed expenditure not less than thirty calendar days in advance to the Committee on Interior and Insular Affairs of the House of Representatives and the Committee on Energy and Natural Resources of the Senate."

Notice to
congressional
committees.

(4) Section 7(b) is amended by changing the period at the end thereof to a colon and adding the following: "Provided, however, That appropriations from the fund may be used for preacquisition work in instances where authorization is imminent and where substantial monetary savings could be realized."

16 USC 4601-9.

(5) Section 7 is amended by adding the following new subsection:

"(c) BOUNDARY CHANGES: DONATIONS.—Whenever the Secretary of the Interior determines that to do so will contribute to, and is necessary for, the proper preservation, protection, interpretation, or management of an area of the national park system, he may, following timely notice in writing to the Committee on Interior and Insular Affairs of the House of Representatives and to the Committee on Energy and Natural Resources of the Senate of his intention to do so, and by publication of a revised boundary map or other description in the Federal Register, (i) make minor revisions of the boundary of the area, and moneys appropriated from the fund shall be available for acquisition of any lands, waters, and interests therein added to the area by such boundary revision subject to such statutory limitations, if any, on methods of acquisition and appropriations thereof as may be specifically applicable to such area: *Provided, however,* That such authority shall expire ten years from the date of enactment of the authorizing legislation establishing such boundaries; and (ii) acquire by donation, purchase with donated funds, transfer from any other Federal agency, or exchange, lands, waters, or interests therein adjacent to such area, except that in exercising his authority under this clause (ii) the Secretary may not alienate property administered as part of the national park system in order to acquire lands by exchange, the Secretary may not acquire property without the consent of the owner, and the Secretary may acquire property owned by a State or political subdivision thereof only by donation. Prior to making a determination under this subsection, the Secretary shall consult with the duly elected governing body of the county, city, town, or other jurisdiction or jurisdictions having primary taxing authority over the land or interest to be acquired as to the impacts of such proposed action, and he shall also take such steps as he may deem appropriate to advance local public awareness of the proposed action. Lands, waters, and interests therein acquired in accordance with this subsection shall be administered as part of the area to which they are added, subject to the laws and regulations applicable thereto."

Notice to congressional committees. Publication in Federal Register.

Consultation.

Administration.

Land acquisition.

SEC. 2. (a) (1) For the purpose of improving the effectiveness and efficiency of the management of the Roosevelt National Forest, Colorado, and coordinating the acquisition of lands within the forest which are suitable for such management with the acquisition of lands for parks and recreation purposes pursuant to subsection (b) of this section, the Secretary of Agriculture is authorized to acquire those privately owned lands within the boundaries of the forest which are suitable for national forest purposes and which were adversely affected by the Big Thompson flood of July 31, 1976, and such other adjacent private lands within the boundaries of the forest as are available and suitable for national forest purposes.

Fair market
value.

42 USC 4001
note.

(2) Lands identified for acquisition pursuant to paragraph (1) of this subsection which lie within the Big Thompson/North Fork Floodways, designated pursuant to the National Flood Insurance Act of 1968 (82 Stat. 572), as amended, shall be acquired at the fair market value of such lands (not including any improvements thereon) immediately prior to the occurrence of the flood: *Provided*, That such lands shall (i) be unimproved, or (ii) include structures which have sustained damage amounting to 50 per centum or more of their market value.

(3) Lands identified for acquisition pursuant to paragraph (1) of this subsection which are not lands described in paragraph (2) of this subsection shall be acquired at no less than appraised fair market value based on an appraisal of each parcel of such lands approved by the Secretary of Agriculture under the authority of section 11 of the Act of August 3, 1956 (70 Stat. 1034, U.S.C. 428a(a)).

Funds,
availability.

(4) Moneys appropriated to carry out this subsection shall be available until expended or until January 1, 1980, whichever is earlier.

16 USC 4601-8.
16 USC 4601-4.

(b) Notwithstanding any other provision of law, in the case of lands acquired for the Big Thompson/North Fork Canyons Recreational Lands Acquisition Project in Larimer County, Colorado, for which financial assistance is authorized under section 6(e)(1) of the Land and Water Conservation Fund Act of 1965 (78 Stat. 987, as amended; 16 U.S.C. 4601-4 et seq.), if such lands are located within the Big Thompson/North Fork Floodways and are (i) unimproved or (ii) include structures which have sustained damage amounting to 50 per centum or more of their market value, such assistance may be provided for an amount equal to the market value of such lands (not including any improvements thereon) immediately prior to the occurrence of the Big Thompson flood of July 31, 1976.

Approved June 10, 1977.

LEGISLATIVE HISTORY:

HOUSE REPORT No. 95-156 (Comm. on Interior and Insular Affairs).

SENATE REPORT No. 95-162 (Comm. on Energy and Natural Resources).

CONGRESSIONAL RECORD, Vol. 123 (1977):

Apr. 4, considered and passed House.

May 18, considered and passed Senate, amended.

May 25, House concurred in certain Senate amendments; concurred with amendment in another.

May 26, Senate concurred in House amendment.

WEEKLY COMPILATION OF PRESIDENTIAL DOCUMENTS, Vol. 13, No. 25:

June 11, Presidential statement.

Public Law 95-344
95th Congress

An Act

Aug. 15, 1978
[H.R. 8336]

To authorize the establishment of the Chattahoochee River National Recreation Area in the State of Georgia, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

Chattahoochee
River National
Recreation Area,
Ga.

Establishment.
16 USC 460ii.

TITLE I

SEC. 101. The Congress finds the natural, scenic, recreation, historic, and other values of a forty-eight-mile segment of the Chattahoochee River and certain adjoining lands in the State of Georgia from Buford Dam downstream to Peachtree Creek are of special national significance, and that such values should be preserved and protected from developments and uses which would substantially impair or destroy them. In order to assure such preservation and protection for public benefit and enjoyment, there is hereby established the Chattahoochee River National Recreation Area (hereinafter referred to as the "recreation area"). The recreation area shall consist of the river and its bed together with the lands, waters, and interests therein within the boundary generally depicted on the map entitled "Chattahoochee River National Recreation Area", numbered CHAT-20,000, and dated July 1976, which shall be on file and available for public inspection in the office of the National Park Service, Department of the Interior. Following reasonable notice in writing to the Committee on Interior and Insular Affairs of the United States House of Representatives and to the Committee on Energy and Natural Resources of the United States Senate of his intention to do so, the Secretary of the Interior (hereinafter referred to as the "Secretary") may, by publication of a revised map or other boundary description in the Federal Register, (1) make minor revisions in the boundary of the recreation area, and (2) revise the boundary to facilitate access to the recreation area, or to delete lands which would be of little or no benefit to the recreation area due to the existence of valuable improvements completely constructed prior to the date of enactment of this Act. The total area, exclusive of the river and its bed, within the recreation area may not exceed six thousand three hundred acres.

Publication in
Federal Register.

Land acquisition.
16 USC 460ii-1.

SEC. 102. (a) Within the recreation area the Secretary is authorized to acquire lands, waters, and interests therein by donation, purchase with donated or appropriated funds, or exchange. Property owned by the State of Georgia or any political subdivision thereof may be acquired only by donation.

(b) When a tract of land lies partly within and partly without the boundaries of the recreation area, the Secretary may acquire the entire tract by any of the above methods in order to avoid the payment of severance costs. Land so acquired outside of the boundaries of the recreation area may be exchanged by the Secretary for non-Federal land within such boundaries, and any portion of the land not utilized for such exchanges may be disposed of in accordance with the provisions of the Federal Property and Administrative Services Act of 1949 (40 U.S.C. 471 et seq.).

(c) Except for property which the Secretary determines to be necessary for the purposes of administration, development, access, or public use, an owner of improved property which is used solely for noncommercial residential purposes on the date of its acquisition by the Secretary may retain, as a condition of such acquisition, a right of use and occupancy of the property for such residential purposes. The right retained may be for a definite term which shall not exceed twenty-five years or, in lieu thereof, for a term ending at the death of the owner or the death of the spouse, whichever occurs later. The owner shall elect the term to be retained. The Secretary shall pay the owner the fair market value of the property on the date of such acquisition, less the fair market value of the term retained by the owner.

(d) Any right of use and occupancy retained pursuant to this section may, during its existence, be conveyed or transferred, but all rights of use and occupancy shall be subject to such terms and conditions as the Secretary deems appropriate to assure the use of the property in accordance with the purposes of this Act. Upon his determination that the property, or any portion thereof, has ceased to be so used in accordance with such terms and conditions, the Secretary may terminate the right of use and occupancy by tendering to the holder of such right an amount equal to the fair market value, as of the date of the tender, of that portion of the right which remains unexpired on the date of termination.

(e) As used in this section, the term "improved property" means a detached, year-round noncommercial residential dwelling, the construction of which was begun before January 1, 1975, together with so much of the land on which the dwelling is situated, the said land being in the same ownership as the dwelling, as the Secretary shall designate to be reasonably necessary for the enjoyment of the dwelling for the sole purpose of noncommercial residential use, together with any structures accessory to the dwelling which are situated on the land so designated.

"Improved property."

SEC. 103. (a) The Secretary shall administer, protect, and develop the recreation area in accordance with the Act of August 25, 1916 (39 Stat. 535), and in accordance with any other statutory authorities available to him for the conservation and management of historic and natural resources, including fish and wildlife, to the extent he finds such authority will further the purposes of this Act. In developing and administering the recreation area, the Secretary shall take into consideration applicable Federal, State, and local recreation plans and resource use and development plans, including, but not limited to, the Atlanta Regional Commission Chattahoochee Corridor Study, dated July 1972.

16 USC 460ii-2.

16 USC 1.

(b) The Secretary is authorized and encouraged to enter into cooperative agreements with the State or its political subdivisions whereby he may assist in the planning for and interpretation of non-Federal publicly owned lands within or adjacent or related to the recreation area to assure that such lands are used in a manner consistent with the findings and purposes of this Act.

(c) In planning for the development and public use of the recreation area, the Secretary shall consult with the Secretary of the Army to assure that public use of adjacent or related water resource development or flood control projects and that of the recreation area are complementary.

Regulations.

(d) In administering the recreation area, the Secretary may permit fishing in waters under his jurisdiction in accordance with applicable State and Federal laws and regulations. The Secretary, after consultation with the appropriate State agency responsible for fishing activities, may designate zones where, and establish periods when, fishing shall be permitted and issue such regulations as he may determine to be necessary to carry out the provisions of this subsection. Except in emergencies, such regulations shall be put into effect only after consultation with the appropriate State agency.

16 USC 460ii-3.

SEC. 104. (a) The Federal Energy Regulatory Commission shall not license the construction of any dam, water conduit, reservoir, powerhouse, transmission line, or other project works under the Federal Power Act (16 U.S.C. 791a et seq.), on or directly affecting the recreation area, and no department or agency of the United States shall assist by loan, grant, license, or otherwise in the construction of any water resources project that would have a direct and adverse effect on the values for which such area is established, except where such project is determined by the State of Georgia to be necessary for water supply or water quality enhancement purposes and authorized by the United States Congress. Nothing contained in the foregoing sentence, however, shall preclude licensing of, or assistance to, developments upstream or downstream from the recreation area or on any stream tributary thereto which will not invade the recreation area or unreasonably diminish the scenic, recreational, and fish and wildlife values present therein on the date of approval of this Act. Nothing contained in this subsection shall preclude the upgrading, improvement, expansion or development of facilities or public works for water supply or water quality enhancement purposes if such action would not have a material adverse effect on the values for which the recreation area is established.

Report to congressional committees.

(b) No department or agency of the United States shall recommend authorization of any water resources project that would have a direct and adverse effect on the values for which such area is established, as determined by the Secretary, nor shall such department or agency request appropriations to begin construction of any such project, whether heretofore or hereafter authorized, without at least sixty days in advance, (1) advising the Secretary in writing of its intention to do so and (2) reporting to the Committee on Interior and Insular Affairs of the United States House of Representatives and to the Committee on Energy and Natural Resources of the United States Senate the nature of the project involved and the manner in which such project would conflict with the purposes of this Act or would affect the recreation area and the values to be protected by it under this Act. It is not the intention of Congress by this Act to require the manipulation or reduction of lake water levels in Lake Sidney Lanier. Nothing in this Act shall be construed in any way to restrict, prohibit, or affect any recommendation of the Metropolitan Atlanta Water Resources Study as authorized by the Public Works Committee of the United States Senate on March 2, 1972.

**Land acquisition.
16 USC 460ii-4.**

(c) The Secretary is directed to proceed as expeditiously as possible to acquire the lands and interests in lands necessary to achieve the purposes of this Act.

SEC. 105. (a) From the appropriations authorized for fiscal year 1978 and succeeding fiscal years pursuant to the Land and Water

Conservation Fund Act (78 Stat. 897), as amended, not more than \$72,900,000 may be expended for the acquisition of lands and interests in lands authorized to be acquired pursuant to the provisions of this Act.

16 USC 4601-4.

(b) Effective on October 1, 1978, there are authorized to be appropriated not to exceed \$500,000 for the development of essential public facilities.

Appropriation authorization.

(c) Within three years from the effective date of this Act, the Secretary shall, after consulting with the Governor of the State of Georgia, develop and transmit to the Committee on Interior and Insular Affairs of the United States House of Representatives and to the Committee on Energy and Natural Resources of the United States Senate a general management plan for the use and development of the recreation area consistent with the findings and purposes of this Act, indicating:

Plan, report to congressional committees.

(1) lands and interests in lands adjacent or related to the recreation area which are deemed necessary or desirable for the purposes of resource protection, scenic integrity, or management and administration of the area in furtherance of the purposes of this Act, the estimated cost of acquisition, and the recommended public acquisition agency;

(2) the number of visitors and types of public use within the recreation area that can be accommodated in accordance with the full protection of its resources; and

(3) the facilities deemed necessary to accommodate and provide access for such visitors and uses, including their location and estimated cost.

TITLE II

SEC. 201. Section 4 of the Act approved August 31, 1965 (79 Stat. 588), as amended, providing for the commemoration of certain historical events in the State of Kansas, is further amended by changing "\$2,000,000." to "\$2,750,000.": *Provided*, That such increase shall be effective on October 1, 1978.

Appropriation authorization.

TITLE III

FINDINGS AND PURPOSE

SEC. 301. (a) The Congress hereby finds that—

16 USC 2301.

(1) the purpose of the National Park System is to preserve outstanding natural, scenic, historic, and recreation areas for the enjoyment, education, inspiration, and use of all people;

(2) units of the National Park System have recently been established near major metropolitan areas in order to preserve remaining open space and to provide recreational opportunities for urban residents (many of whom do not have access to personal motor vehicles); and

(3) circumstances which necessarily require people desiring to visit units of the National Park System to rely on personal motor vehicles may diminish the natural and recreational value of such units by causing traffic congestion and environmental damage, and by requiring the provision of roads, parking, and other facilities in ever-increasing numbers and density.

(b) The purpose of this title is to make the National Park System more accessible in a manner consistent with the preservation of parks and the conservation of energy by encouraging the use of transportation modes other than personal motor vehicles for access to and within units of the National Park System with minimum disruption to nearby communities through authorization of a pilot transportation program.

16 USC 2302.

SEC. 302. (a) The Secretary of the Interior (hereinafter referred to as "Secretary") is authorized to formulate transportation plans and implement transportation projects where feasible pursuant to those plans for units of the national park system.

Land acquisition.

(b) To carry out the purposes of subsection (a) of this section, the Secretary is authorized to—

(1) contract with public or private agencies or carriers to provide transportation services, capital equipment, or facilities to improve access to units of the national park system;

(2) operate such services directly in the absence of suitable and adequate agencies or carriers;

(3) acquire by purchase, lease, or agreement, capital equipment for such services; and

(4) where necessary to carry out the purposes of this title, acquire by lease, purchase, donation, exchange, or transfer, lands, waters, and interests therein which are situated outside the boundary of a unit of the national park system, which property shall be administered as part of the unit: *Provided*, That any land or interests in land owned by a State or any of its political subdivisions may be acquired only by donation: *Provided further*, That any land acquisition shall be subject to such statutory limitations, if any, on methods of acquisition and appropriations thereof as may be specifically applicable to such area.

(c) Acquisitions pursuant to subsection (b) (3) and (4) of this section shall not commence prior to sixty days (not counting days on which the Senate or the House of Representatives has adjourned for more than three consecutive days) from the time the Secretary has submitted a detailed proposal for such acquisitions to the Committee on Energy and Natural Resources of the Senate and the Committee on Interior and Insular Affairs of the House of Representatives.

(d) All fees directly collected by the National Park Service in the operation of the facilities and services authorized by this title shall be covered into the Planning, Development, and Operation of Recreation Facilities appropriation account to be subject to appropriation.

Information, availability to public.

(e) The Secretary shall establish information programs to inform the public of available park access opportunities and to promote the use of transportation modes other than personal motor vehicles for access to and travel within the units of the national park system.

16 USC 20.

(f) Transportation facilities and services provided pursuant to this title shall not be considered as concession facilities or services within the meaning of the Act of October 9, 1965 (79 Stat. 969) and may be undertaken by the Secretary directly or by contract without regard to any requirement of local, State, or Federal law respecting determinations of public convenience and necessity or other similar matters: *Provided*, That the Secretary or his contractor shall consult with the appropriate State or local public service commission or other such body having authority to issue certificates of convenience and necessity, and any such contractor shall be subject to applicable requirements of such body unless the Secretary determines that such

requirements would not be consistent with the purposes and provisions of this title.

(g) No grant of authority in this title shall be deemed to expand the exemption of section 203(b) (4) of the Interstate Commerce Act (49 U.S.C. 303(b) (4)).

SEC. 303. (a) To carry out the purposes of this title, the Secretary of Transportation, the Secretary of Housing and Urban Development, the Secretary of Health, Education, and Welfare, and the Secretary of Commerce, and the heads of such other Federal departments or agencies as the Secretary deems necessary are directed to assist the Secretary in the formulation and implementation of transportation projects.

16 USC 2303.

(b) Within one hundred and eighty days from the enactment of this Act, the Secretary shall prepare and submit to the Committee on Energy and Natural Resources of the Senate and the Committee on Interior and Insular Affairs of the House of Representatives, a compilation of Federal statutes and programs providing authority for the planning, funding, or operation of transportation projects which might be utilized by the Secretary to carry out the purpose of this title. The Secretary shall revise the compilation thereafter as he deems necessary.

Report to congressional committees.

SEC. 304. (a) The Secretary shall, during the formulation of any transportation plan authorized pursuant to section 302 of this title—

Notice, publication in Federal Register. 16 USC 2304.

(1) give public notice of intention to formulate such a plan by publication in the Federal Register and in a newspaper or periodical having general circulation in the vicinity of the affected unit of the national park system;

(2) following such notice hold a public meeting at a location or locations convenient to the affected unit of the National Park System.

(b) Prior to the implementation of any project developed pursuant to the transportation plan formulated pursuant to subsection (a) of this section, the Secretary shall—

Notice.

(1) establish procedures, including but not limited to public meetings, to give State and local governments and the public adequate notice and an opportunity to comment on the proposed transportation project; and

(2) submit, when the proposed project would involve an expenditure in excess of \$100,000 in any fiscal year, a detailed report to the Committee on Energy and Natural Resources of the United States Senate and the Committee on Interior and Insular Affairs of the United States House of Representatives. The Secretary may proceed with the implementation of such plan only after sixty days (not counting days on which the Senate or House of Representatives has adjourned for more than three consecutive days) have elapsed following submission of the plan.

Report to congressional committees.

SEC. 305. The Secretary shall submit a report to the Congress within three years of the effective date of this Act. The report shall include, but not be limited to, his findings and recommendations regarding—

Report to Congress. 16 USC 2305.

(a) preservation of natural resource values within units of the National Park System through access alternatives;

(b) effects of transportation projects on communities in close proximity to the units of the National Park System; and

(c) future transportation projects formulated pursuant to this title.

Appropriation
authorization.
16 USC 2306.

SEC. 306. In carrying out the purposes of this title, there is hereby authorized to be appropriated \$1,000,000 for fiscal year 1979; \$2,000,000 for fiscal year 1980; and \$3,000,000 for fiscal year 1981, which shall remain available until expended. In a fiscal year when the amounts actually appropriated are less than the amounts listed above, the authorized but unappropriated amount shall continue to be available for appropriation in succeeding fiscal years.

Approved August 15, 1978.

LEGISLATIVE HISTORY:

HOUSE REPORT No. 95-598 (Comm. on Interior and Insular Affairs).

SENATE REPORT No. 95-812 (Comm. on Energy and Natural Resources).

CONGRESSIONAL RECORD, Vol. 124 (1978):

Feb. 9, 14, considered and passed House.

July 21, considered and passed Senate, amended.

July 31, House concurred in Senate amendment with an amendment.

Aug. 3, Senate concurred in House amendment.

WEEKLY COMPILATION OF PRESIDENTIAL DOCUMENTS, Vol. 14, No. 33:

Aug. 15, Presidential statement.

Public Law 98-568
98th Congress

An Act

Oct. 30, 1984
[H.R. 2645]

To amend the Act of August 15, 1978, regarding the Chattahoochee River National Recreation Area in the State of Georgia.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) section 101 of the Act of August 15, 1978, entitled "An Act to authorize the establishment of the Chattahoochee River National Recreation Area in the State of Georgia, and for other purposes" (Public Law 95-344; 16 U.S.C. 460ii) is amended by adding the following at the end thereof: "For purposes of facilitating Federal technical and other support to State and local governments to assist State and local efforts to protect the scenic, recreational, and natural values of a 2,000 foot wide corridor adjacent to each bank of the Chattahoochee River and its impoundments in the 48-mile segment referred to above, such corridor is hereby declared to be an area of national concern."

16 USC 460ii.

(b) Section 101 of such Act is amended—

(1) by striking out "numbered CHAT-20,000, and dated July 1976" and substituting "numbered CHAT-20,003, and dated September 1984"; and

(2) by striking out "six thousand three hundred acres" and substituting "approximately 6,800 acres".

16 USC 460ii-1.

(c) Section 102 of such Act is amended by adding the following at the end thereof:

Public lands.

"(f)(1) The Secretary shall exchange those federally owned lands identified on the map referenced in section 101 of this Act as 'exchange lands' for non-Federal lands which are within the boundaries of the recreation area. The values of the lands exchanged under this subsection shall be equal, or shall be equalized in the same manner as provided in section 206 of the Federal Land Policy and Management Act of 1976.

Federal Register, publication, Report.

"(2) At three year intervals after the date of the enactment of this subsection, the Secretary shall publish in the Federal Register a progress report on the land exchanges which have taken place and the exchanges which are likely to take place under the authority of this subsection. Such report shall identify the lands which are unsuitable for exchange pursuant to such authority.

Termination.

"(3) Effective on the date ten years after the date of the enactment of this subsection, the exchange authority of paragraph (1) shall terminate. The exchange lands identified under paragraph (1) which have not been exchanged prior to such date shall be retained in Federal ownership as a part of the recreation area.

"(4) The Secretary shall publish a revision of the boundary map referred to in section 101 to exclude from the boundaries of the recreation area any exchange lands which are used to acquire non-Federal lands under paragraph (3)."

16 USC 460ii-3.

(d) Section 104 of such Act is amended by adding the following at the end thereof:

“(d)(1) Notwithstanding any other authority of law, any department, agency, or instrumentality of the United States or of the State of Georgia, or any other entity which may construct any project recommended in the study entitled ‘Metropolitan Atlanta Water Resources Management Study, Georgia: Report of Chief of Engineers,’ dated June 1, 1982, which directly adversely impacts any lands within the authorized recreation boundaries of the Bowman’s Island tract as shown on the map numbered and dated CHAT-20,003, September 1984, which were in Federal ownership as of September 1, 1984, shall, upon request by the Secretary, mitigate such adverse impacts. It is expressly provided that use of or adverse impact upon any other lands within the recreation area as result of any such project shall not require mitigation. Mitigation required by this paragraph shall be provided by payment to the United States of a sum not to exceed \$3,200,000. The mitigation funds paid pursuant to this paragraph shall be utilized by the Secretary for the acquisition of replacement lands. Such replacement lands shall be acquired only after consultation with the Governor of Georgia.

Public lands.

“(2) In acquiring replacement lands under paragraph (1) priority shall be given to acquisition of lands within the recreation area boundary and those lands within or adjacent to the 2,000 foot wide corridor referred to in section 101. Any lands acquired pursuant to this subsection lying outside the boundaries of the recreation area shall, upon acquisition, be included within the recreation area and transferred to the Secretary for management under this Act. The Secretary shall publish a revised boundary map to include any lands added to the recreation area pursuant to this subsection.

“(3) If lands as described in paragraph (2) are not available for acquisition, other lands within the State of Georgia may be acquired as replacement lands under paragraph (1) if such lands are transferred to the State of Georgia for permanent management for public outdoor recreation.”

(e)(1) Section 105(a) of such Act is amended by striking out “\$72,900,000” and substituting “\$79,400,000” and by adding the following at the end thereof: “For purposes of section 7(a)(3) of the Land and Water Conservation Fund Act of 1965 (16 U.S.C. 4601-9(a)(3)), the statutory ceiling on appropriations under this subsection shall be deemed to be a statutory ceiling contained in a provision of law enacted prior to the convening of the Ninety-sixth Congress.”

16 USC 460ii-4.

(2) Section 105(c) of such Act is amended by striking out “three years” and substituting “seven years”.

(3) Section 105 of such Act is further amended by adding the following new subsection at the end thereof:

“(d)(1) Whenever any Federal department, agency, or instrumentality proposes to undertake any action, or provide Federal assistance for any action, or issue any license or permit for an action within the corridor referred to in section 101 which may have a direct and adverse effect on the natural or cultural resources of the recreation area, the head of such department, agency, or instrumentality shall—

“(A) promptly notify the Secretary of the action at the time it is planning the action, preparing an environmental assessment regarding the action, or preparing an environmental impact statement under the National Environmental Policy Act of 1969 for the action;

42 USC 4321
note.

“(B) provide the Secretary a reasonable opportunity to comment and make recommendations regarding the effect of the

Federal action on the natural and cultural resources of the recreation area; and

“(C) notify the Secretary of the specific decisions made in respect to the comments and recommendations of the Secretary.

The requirements of this subsection shall be carried out in accordance with procedures established by the Federal agency responsible for undertaking or approving the Federal action. These procedures may utilize the procedures developed by such Agency pursuant to the National Environmental Policy Act.

42 USC 4321
note.

“(2) Following receipt of notification pursuant to paragraph (1)(A), the Secretary, after consultation with the Governor of Georgia, shall make such comments and recommendations as the Secretary deems appropriate pursuant to paragraph (1)(B) as promptly as practicable in accordance with the notifying agency's procedures established pursuant to paragraph (1)(A). In any instance in which the Secretary does not provide comments and recommendations under paragraph (1)(B), the Secretary shall notify in writing, the appropriate committees of Congress.

“(3) Following receipt of the notifying agency's decisions pursuant to paragraph (1)(C), the Secretary shall submit to the appropriate committees of Congress, including the authorizing committees with primary jurisdiction for the program under which the proposed action is being taken, a copy of the notifying agency's specific decisions made pursuant to paragraph (1)(C), along with a copy of the comments and recommendations made pursuant to paragraph (1)(B).

“(4) In any instance in which the Secretary has not been notified of a Federal agency's proposed action within the corridor, and on his or her own determination finds that such action may have a significant adverse effect on the natural or cultural resources of the recreation area, the Secretary shall notify the head of such Federal agency in writing. Upon such notification by the Secretary, such agency shall promptly comply with the provisions of subparagraphs (A), (B), and (C) of paragraph (1) of this subsection.

“(5) Each agency or instrumentality of the United States conducting Federal action upon federally owned lands or waters which are administered by the Secretary and which are located within the authorized boundary of the recreation area shall not commence such action until such time as the Secretary has concurred in such action.

“(6) The following Federal actions which constitute a major and necessary component of an emergency action shall be exempt from the provisions of this subsection—

“(A) those necessary for safeguarding of life and property;

“(B) those necessary to respond to a declared state of disaster;

“(C) those necessary to respond to an imminent threat to national security; and

“(D) those that the Secretary has determined to be not inconsistent with the general management plan for the recreation area.

Actions which are part of a project recommended in the study entitled 'Metropolitan Atlanta Water Resources Management Study, Georgia: Report of Chief of Engineers', dated June 1, 1982, and any Federal action which pertains to the control of air space, which is regulated under the Clean Air Act, or which is required for maintenance or rehabilitation of existing structures or facilities shall also be exempt from the provisions of this subsection.”.

(f) Title I of such Act is amended by adding the following at the end thereof:

"SEC. 106. (a) There is hereby established the Chattahoochee River National Recreation Area Advisory Commission (hereinafter in this Act referred to as the 'Advisory Commission') to advise the Secretary regarding the management and operation of the area, protection of resources within the recreation area, and the priority of lands to be acquired within the recreation area. The Advisory Commission shall be composed of the following thirteen voting members appointed by the Secretary:

Chattahoochee
River National
Recreation Area
Advisory
Commission,
establishment.
16 USC 460ii-5.

"(1) four members appointed from among individuals recommended by local governments—

"(A) one of whom shall be recommended by the Board of County Commissioners of Forsyth County;

"(B) one of whom shall be recommended by the Board of County Commissioners of Fulton County;

"(C) one of whom shall be recommended by the Board of County Commissioners of Cobb County; and

"(D) one of whom shall be recommended by the Board of County Commissioners of Gwinnett County;

"(2) one member appointed from among individuals recommended by the Governor of Georgia;

"(3) one member appointed from among individuals recommended by the Atlanta Regional Commission;

"(4) four members appointed from among individuals recommended by a coalition of citizens public interest groups, recreational users, and environmental organizations concerned with the protection and preservation of the Chattahoochee River;

"(5) one member appointed from among individuals recommended by the Business Council of Georgia or by a local chamber of commerce in the vicinity of the recreation area; and

"(6) two members who represent the general public, at least one of whom shall be a resident of one of the counties referred to in paragraph (1).

In addition, the Park Superintendent for the recreation area shall serve as a nonvoting member of the Advisory Commission. The Advisory Commission shall designate one of its members as Chairman.

"(b)(1) Except as provided in paragraph (2), members of the Advisory Commission shall serve for terms of three years. Any voting member of the Advisory Commission may be reappointed for one additional three-year term.

"(2) The members first appointed under paragraph (1) shall serve for a term of one year. The members first appointed under paragraphs (2), (3), (5), and (6) shall serve for a term of two years.

"(c) The Advisory Commission shall meet on a regular basis. Notice of meetings and agenda shall be published in local newspapers which have a distribution which generally covers the area affected by the park. Commission meetings shall be held at locations and in such a manner as to insure adequate public involvement.

"(d) Members of the Commission shall serve without compensation as such, but the Secretary may pay expenses reasonably incurred in carrying out their responsibilities under this Act on vouchers signed by the Chairman.

"(e) The Advisory Commission shall terminate on the date ten years after the date of the enactment of this subsection."

Effective date.
16 USC 460ii
note.

SEC. 2. Any provision of any amendment made by this Act which, directly or indirectly, authorizes the enactment of new budget authority described in section 402(a) of the Congressional Budget Act of 1974 shall be effective only for fiscal years beginning after September 30, 1984.

Approved October 30, 1984.

LEGISLATIVE HISTORY—H.R. 2645:

- HOUSE REPORT No. 98-607 (Comm. on Interior and Insular Affairs).
- SENATE REPORT No. 98-633 (Comm. on Energy and Natural Resources).
- CONGRESSIONAL RECORD, Vol. 130 (1984):
 - Mar. 5, considered and passed House.
 - Oct. 3, considered and passed Senate, amended.
 - Oct. 4, House concurred in Senate amendments.

APPENDIX B: LIST OF SUPERINTENDENTS

John W. Henneberger	September 1978–June 1980
Arthur F. Graham	August 1980–March 1984
Warren D. Beach	July 1984–April 1990
Sibbald Smith	April 1990–May 1992
Marvin Madry	July 1992–1997
Suzanne Lewis	March 1997–2000
Kevin Cheri	May 2000–June 2007
Chuck Barat (acting)	July 5, 2007–September 2007
Daniel R. Brown (acting)	Fall 2007–December 2008
Daniel R. Brown	January 2008–June 2010
Patricia M. Wissinger	July 2010–August 2013
William Cox	October 2013–January 2020

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APPENDIX C: VISITATION STATISTICS

Bookmark this report:

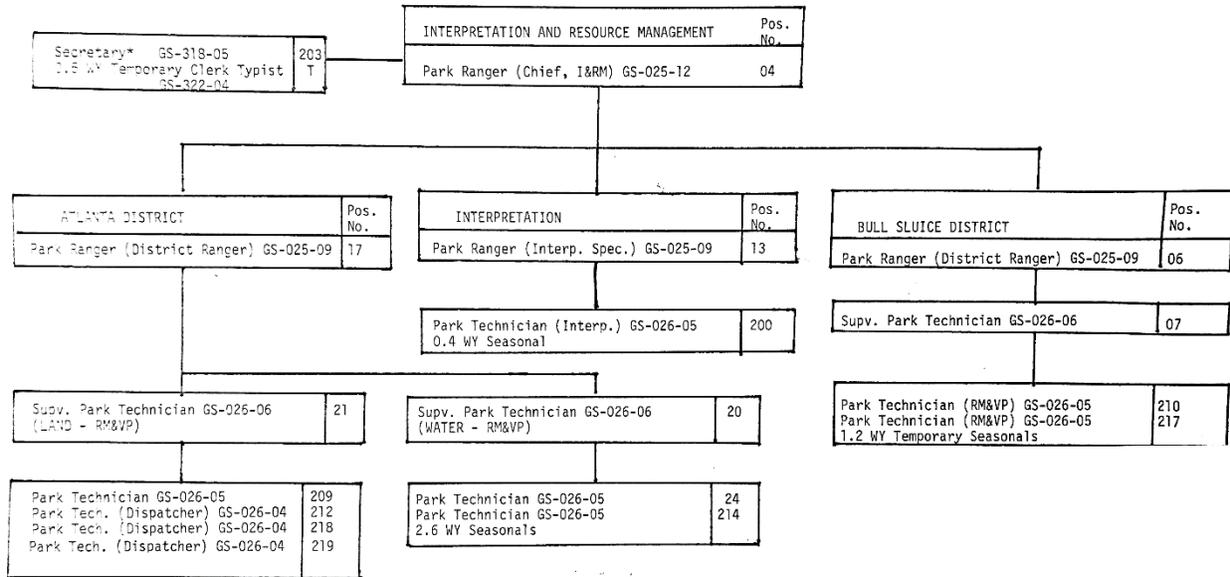
[https://irma.nps.gov/Stats/SSRSReports/Park%20Specific%20Reports/Annual%20Park%20Recreation%20Visitation%20\(1904%20-%20Last%20Calendar%20Year\)](https://irma.nps.gov/Stats/SSRSReports/Park%20Specific%20Reports/Annual%20Park%20Recreation%20Visitation%20(1904%20-%20Last%20Calendar%20Year))

Year	Recreation Visitors
1980	345,956
1981	471,051
1982	665,192
1983	1,081,924
1984	813,317
1985	1,499,103
1986	1,670,336
1987	1,533,016
1988	1,691,810
1989	1,668,113
1990	1,762,950
1991	1,660,563
1992	2,325,277
1993	2,844,674
1994	3,472,026
1995	3,457,002
1996	3,540,375
1997	2,957,698
1998	2,935,043
1999	2,898,155
2000	2,659,709
2001	2,751,256
2002	2,806,578
2003	2,694,541
2004	2,672,138
2005	2,511,306
2006	2,842,670
2007	2,836,077

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

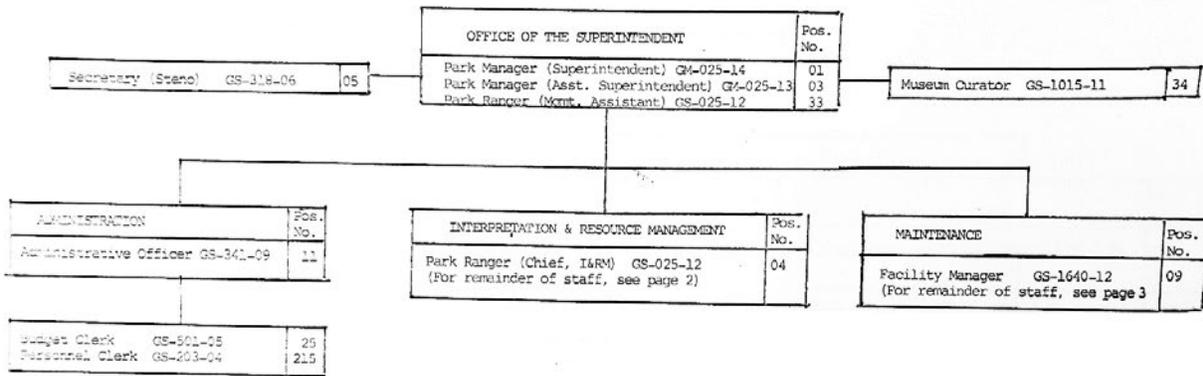
Year	Recreation Visitors
2008	2,826,171
2009	2,830,655
2010	3,011,393
2011	3,161,297
2012	3,168,137
2013	3,039,892
2014	3,119,160
2015	3,173,204
2016	2,736,385
2017	2,768,499
2018	2,873,866
2019	3,393,133
Total	97,169,648

APPENDIX D: ORGANIZATIONAL CHARTS



*Supervised by Chief, I&RM, but also performs for Chief of Maintenance.

FIGURE D-1 1983—INTERPRETATION AND RESOURCE MANAGEMENT DIVISION



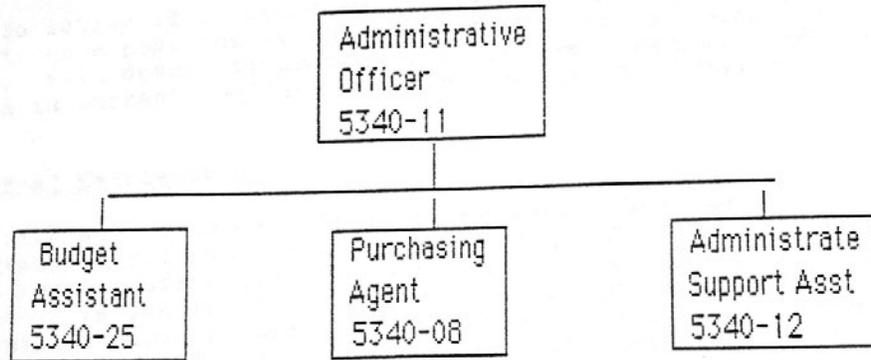
Arthur J. Graham 6/24/83
SUPERINTENDENT DATE

FTE CEILING - 43.4

REGIONAL DIRECTOR DATE

FIGURE D-2 1983 JUNE—PARK ORGANIZATIONAL CHART

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA
DIVISION OF ADMINISTRATION



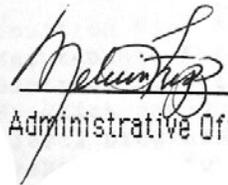

Administrative Officer 10/90

FIGURE D-3 1990—DIVISION OF ADMINISTRATION

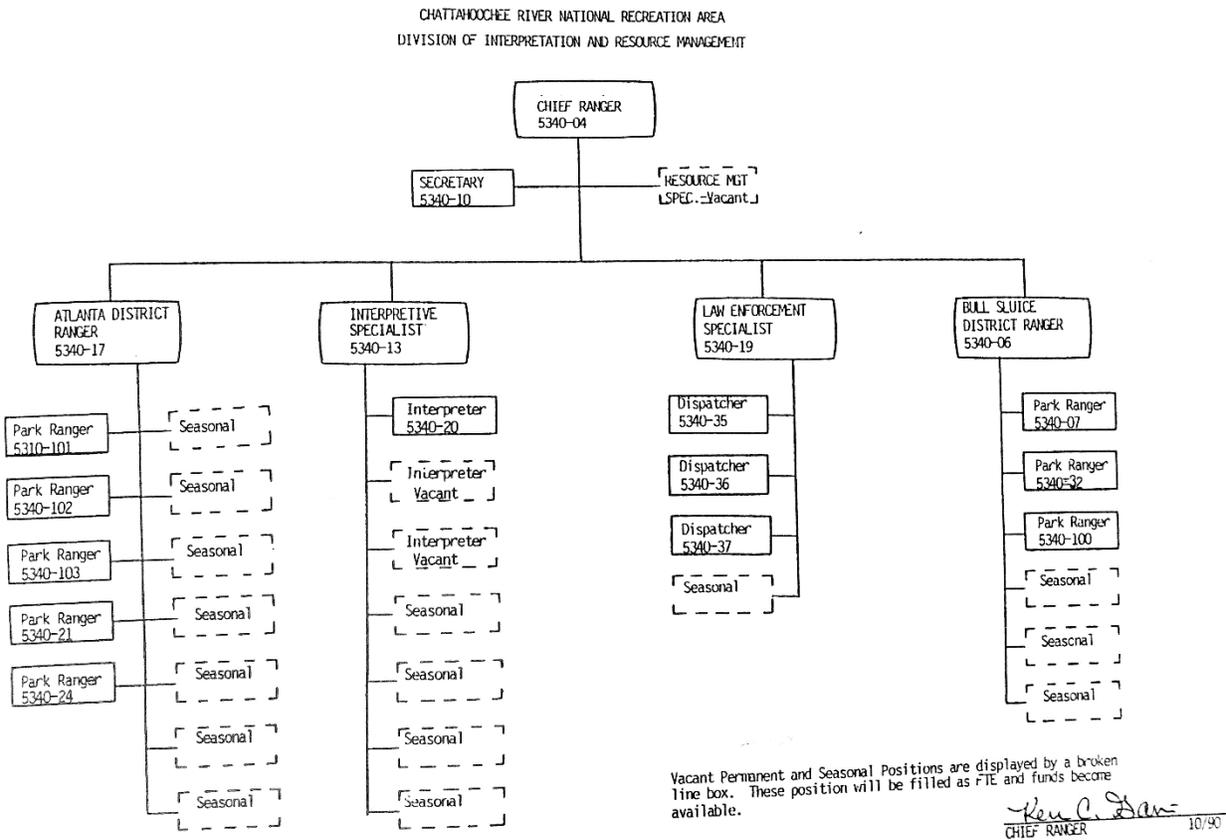


FIGURE D-4 1990—DIVISION OF INTERPRETATION AND RESOURCE MANAGEMENT

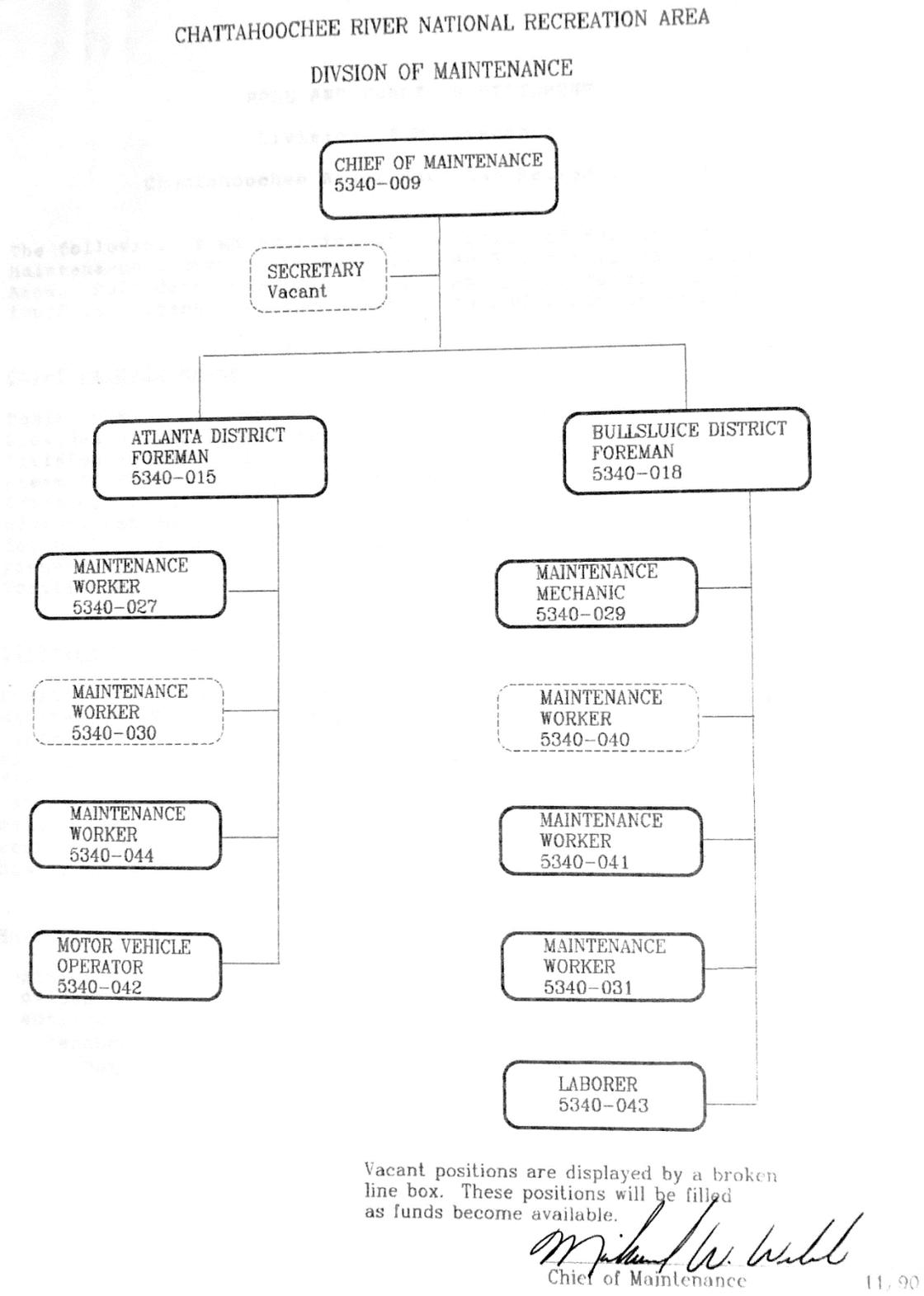


FIGURE D-5 1990—DIVISION OF MAINTENANCE

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA
DIVISION OF INTERPRETATION AND RESOURCE MANAGEMENT

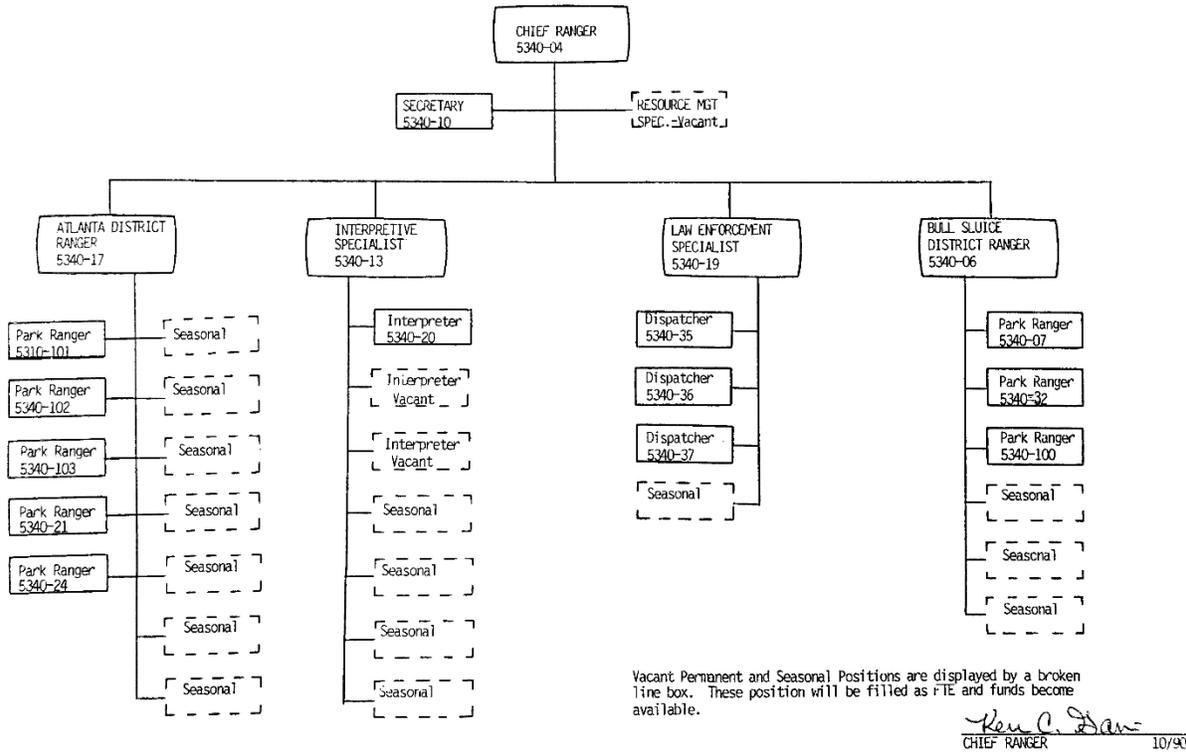


FIGURE D-6 1990 OCTOBER—DIVISION OF INTERPRETATION AND RESOURCE MANAGEMENT

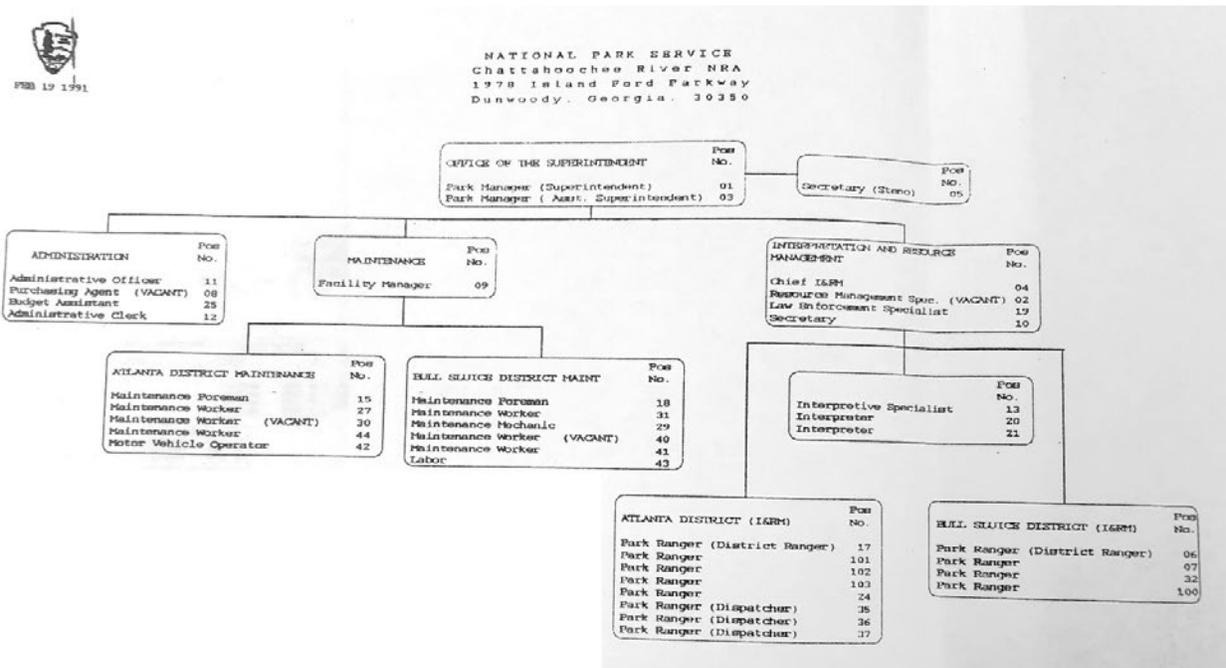


FIGURE D-7 1991 FEBRUARY 19—PARK ORGANIZATIONAL CHART

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA
DIVISION OF INTERPRETATION AND RESOURCE MANAGEMENT

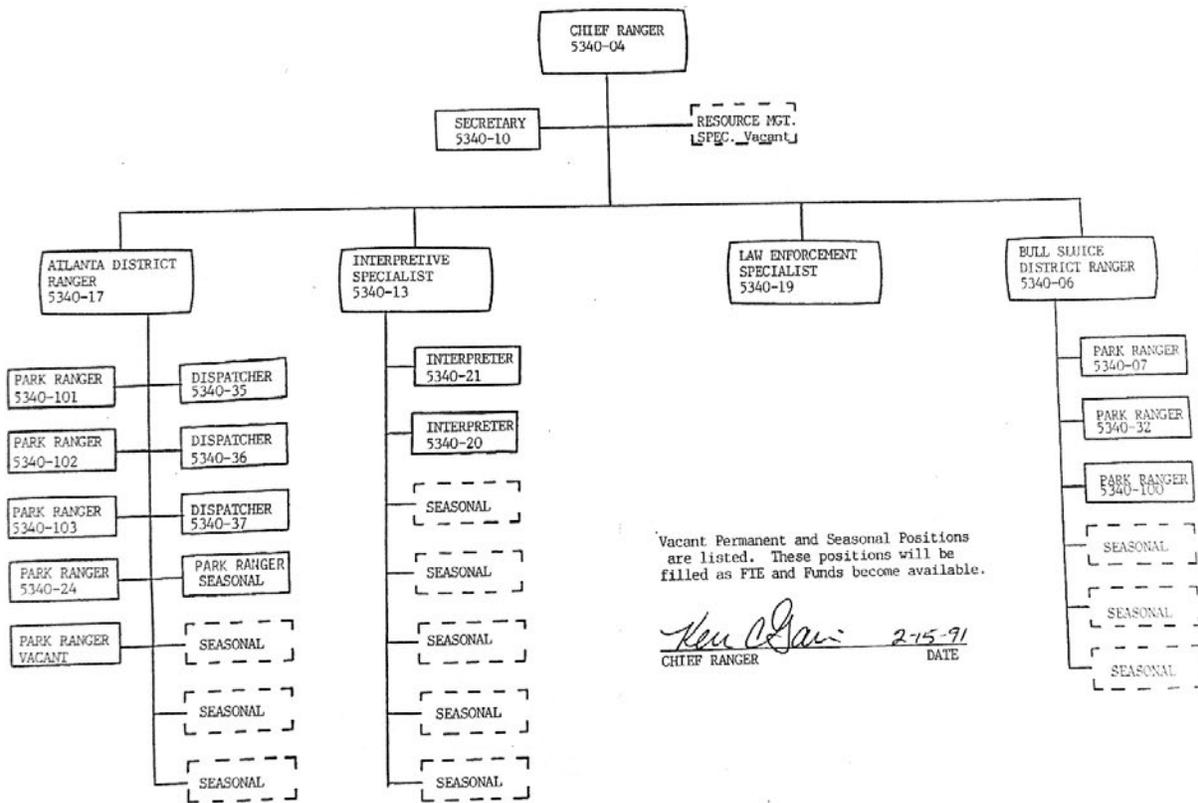


FIGURE D-8 1991 FEBRUARY—DIVISION OF INTERPRETATION AND RESOURCE MANAGEMENT

PARK SERVICE
 Okefenokee River NRA
 1000 Ford Parkway
 Waynesboro, Georgia 30350

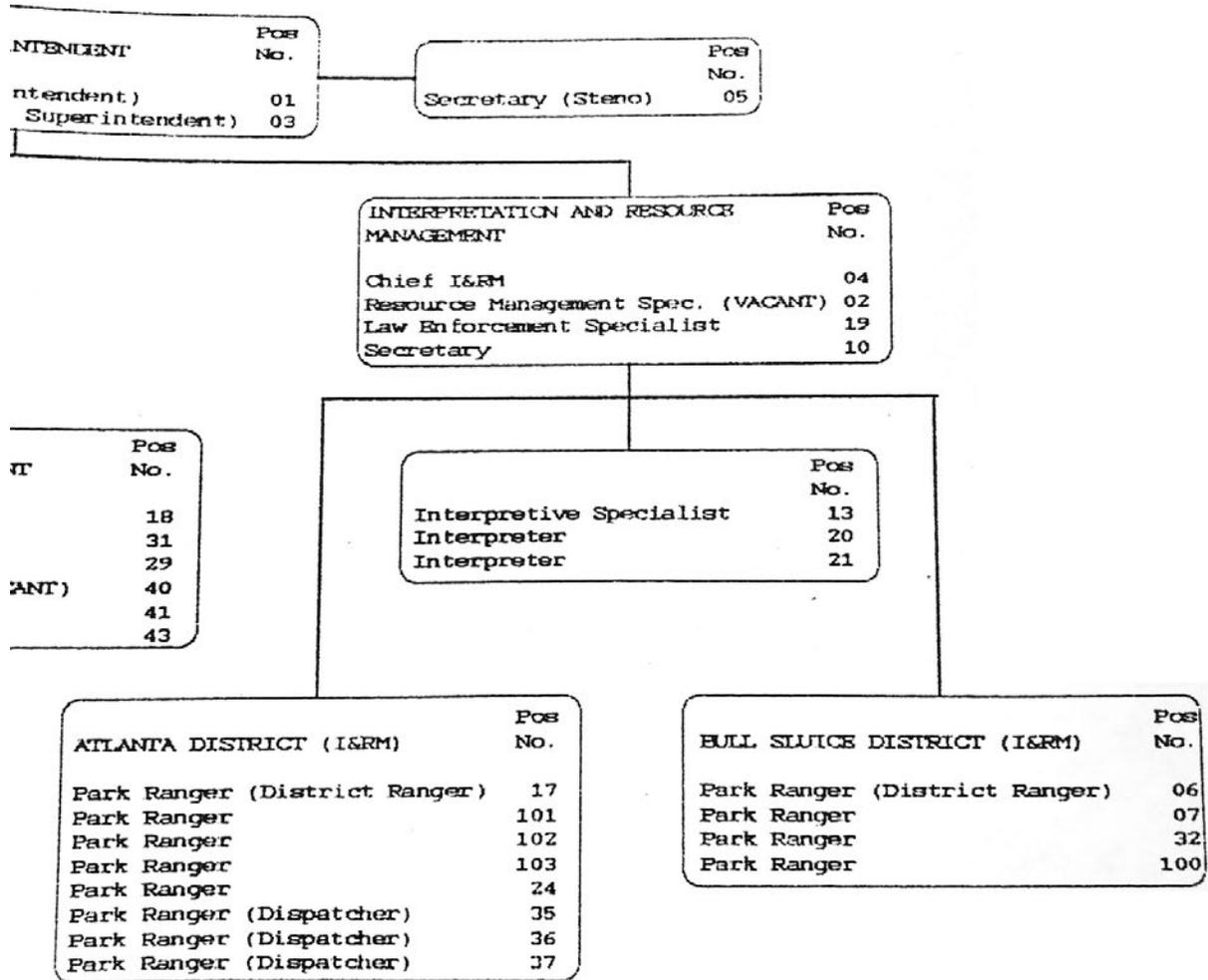


FIGURE D-9 1991—INTERPRETATION AND RESOURCE MANAGEMENT DIVISION

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY



ESB 19 1991

NATIONAL PARK SERVICE
 Chattahoochee River NRA
 1978 Island Ford Parkway
 Dunwoody, Georgia, 30350

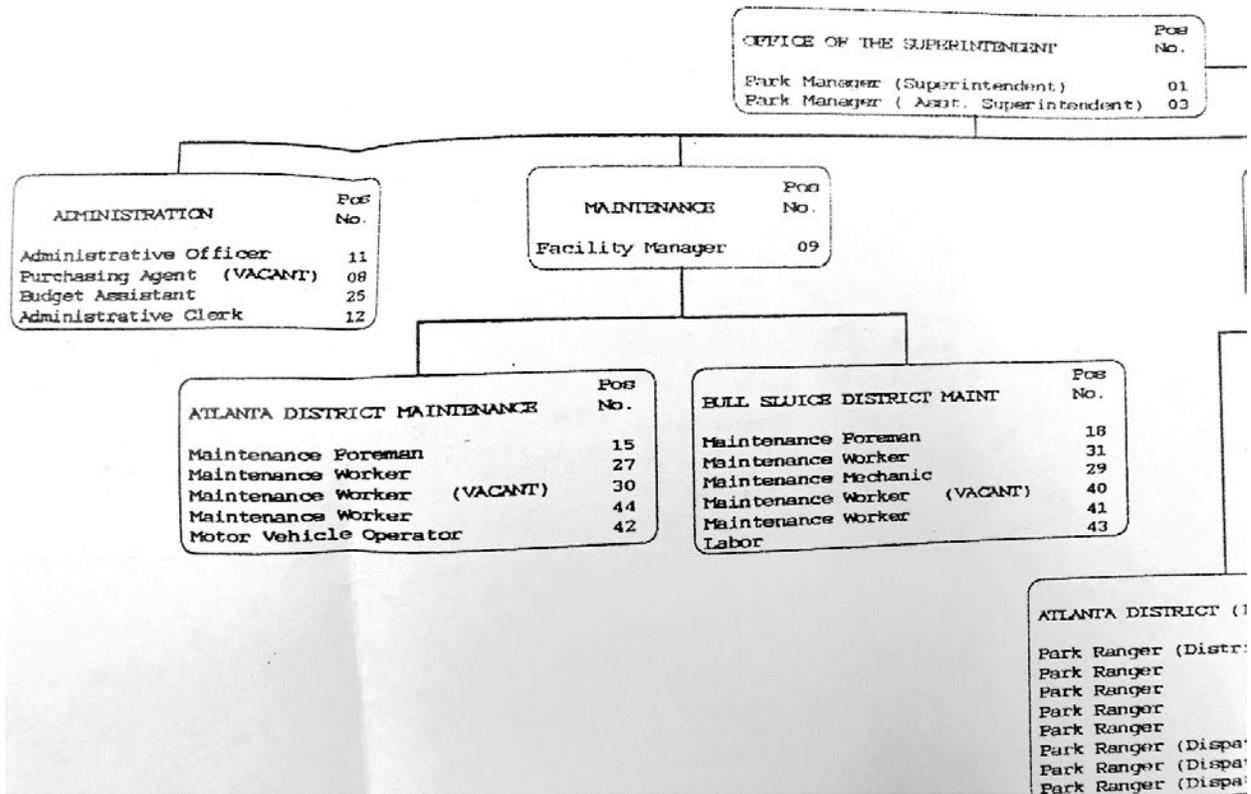


FIGURE D-10 1991—ADMINISTRATION AND MAINTENANCE DIVISIONS

NATIONAL PARK SERVICE HATTAHOOCHEE RIVER NATIONAL RECREATION AREA ORGANIZATIONAL CHART

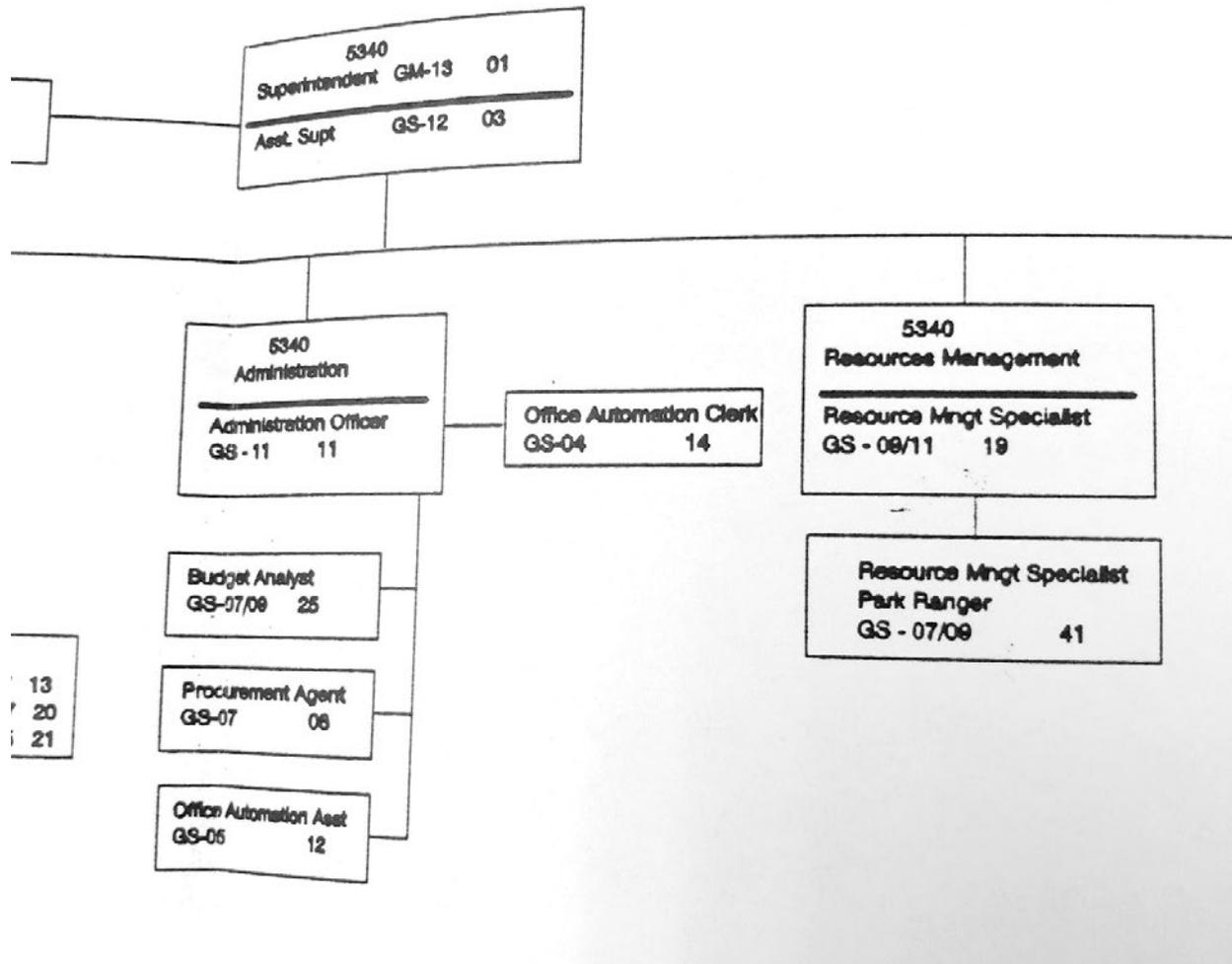


FIGURE D-11 1993 SEPTEMBER 29—ADMINISTRATION AND RESOURCES MANAGEMENT DIVISIONS

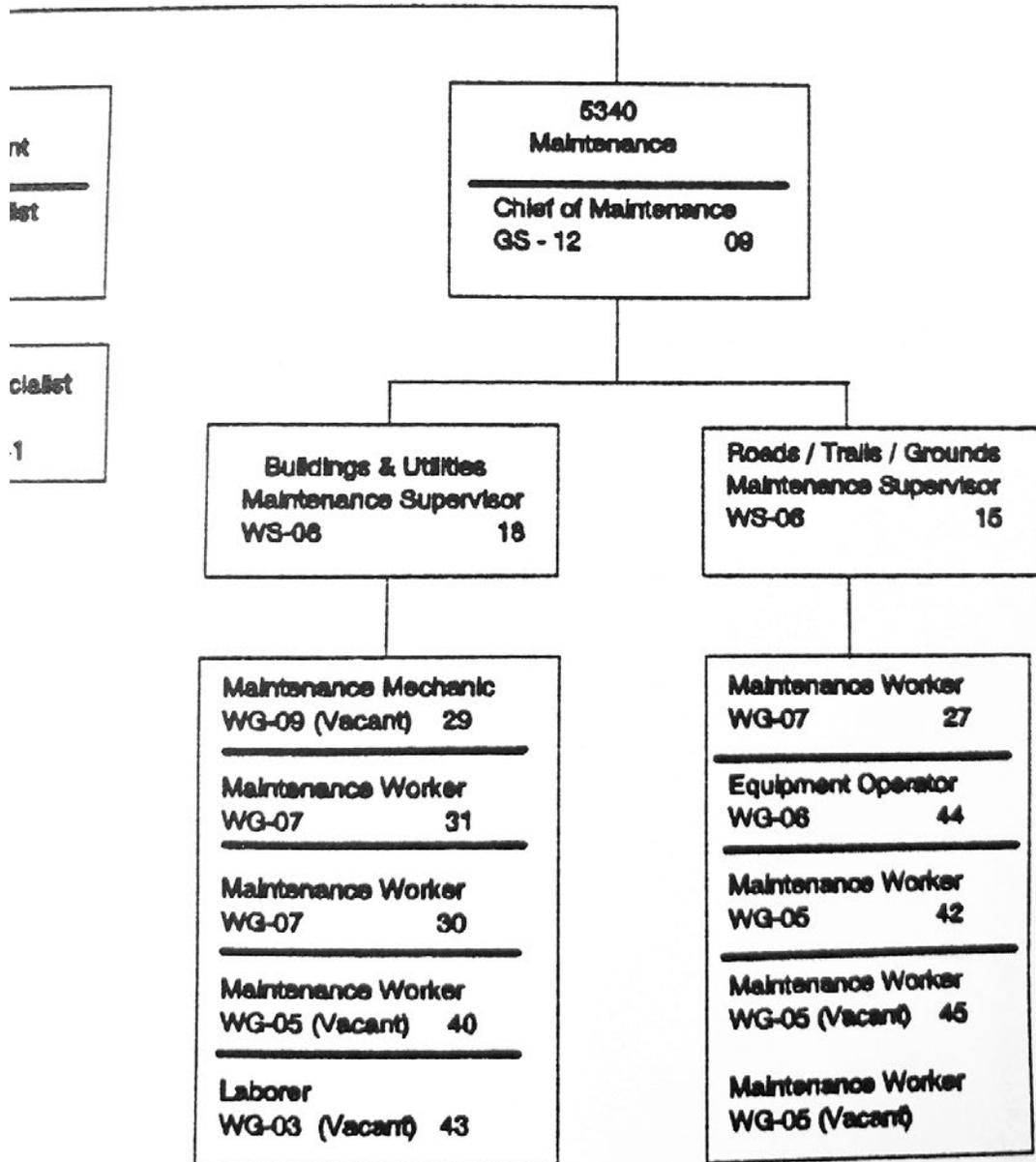
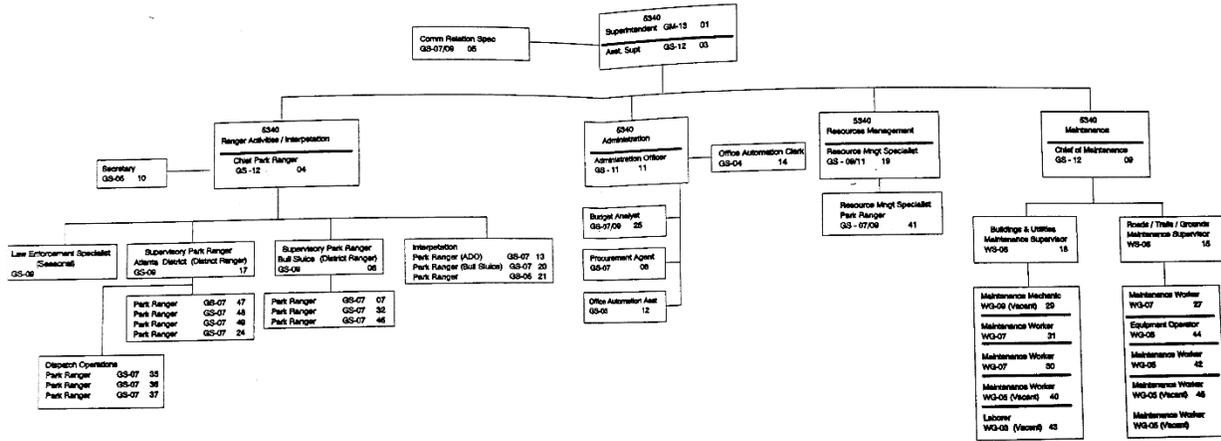


FIGURE D-12 1993 SEPTEMBER 29—MAINTENANCE DIVISION

NATIONAL PARK SERVICE
CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA
ORGANIZATIONAL CHART



Recommended: *Martin Hadry* SEP 23 1993
Superintendent

Approved: _____
Regional Director

FIGURE D-13 1993 SEPTEMBER 29—PARK ORGANIZATIONAL CHART

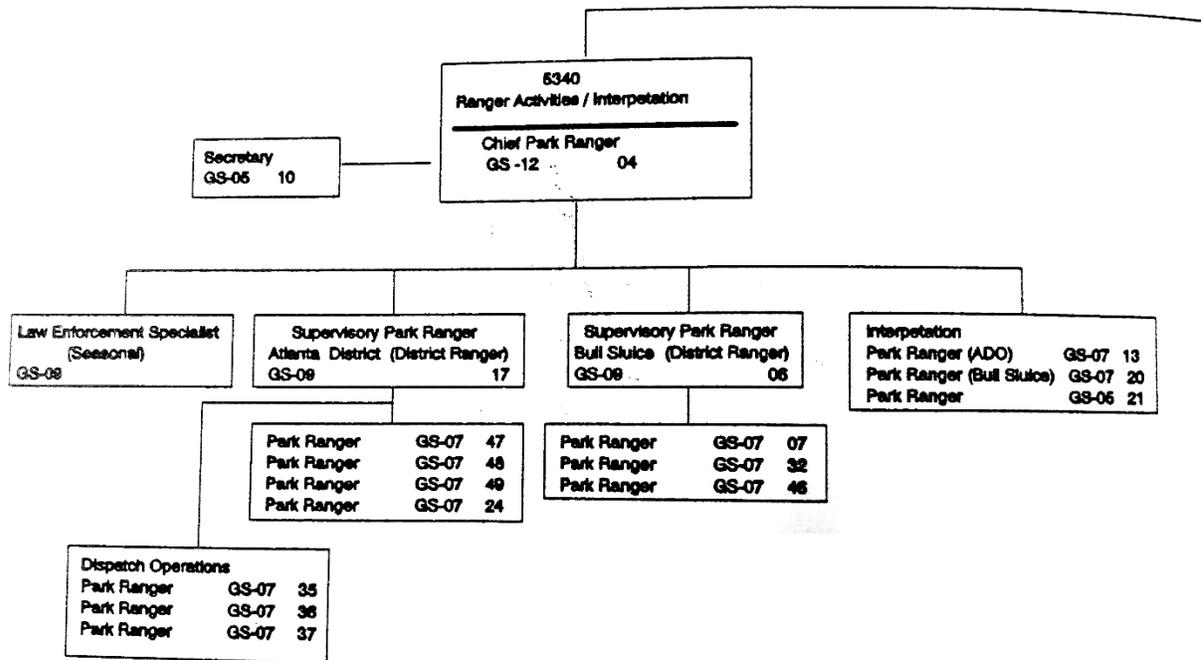


FIGURE D-14 1993 SEPTEMBER 29—RANGER ACTIVITIES/INTERPRETATION DIVISION

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

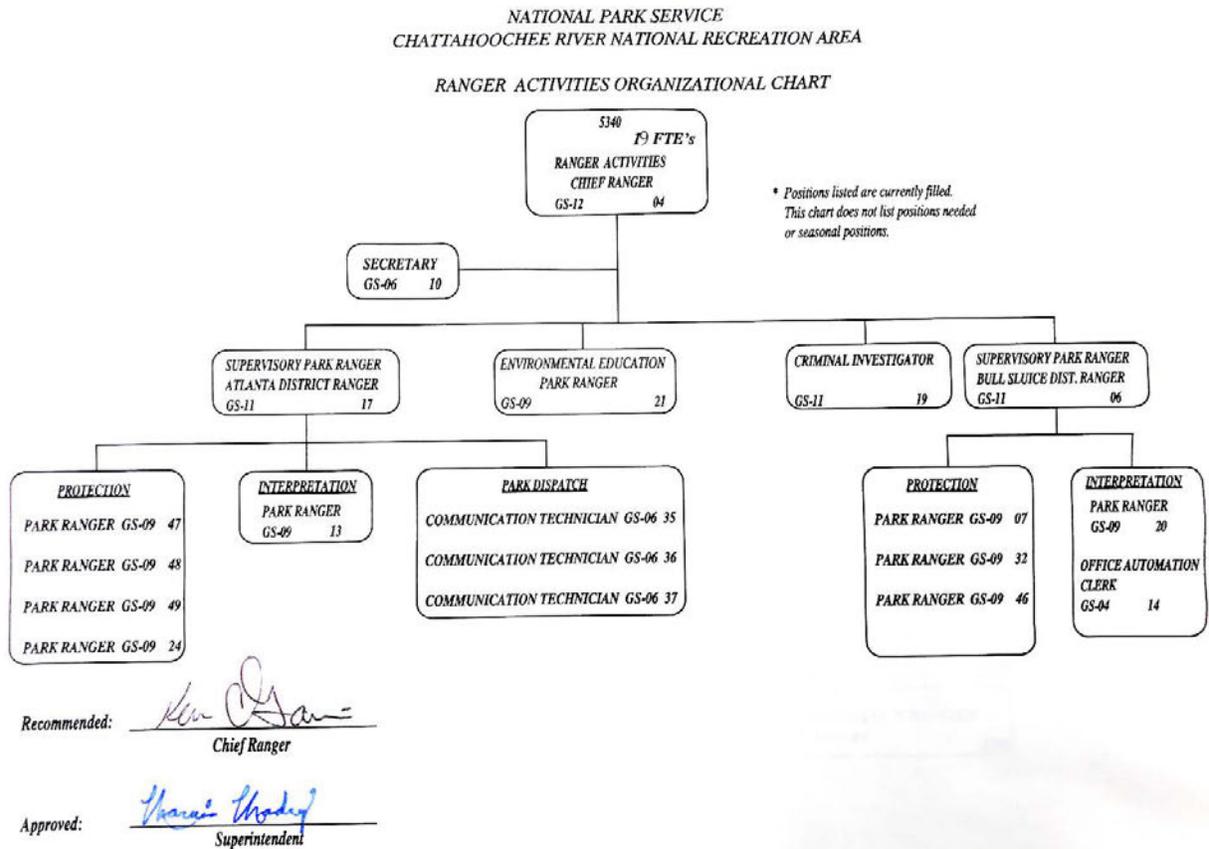
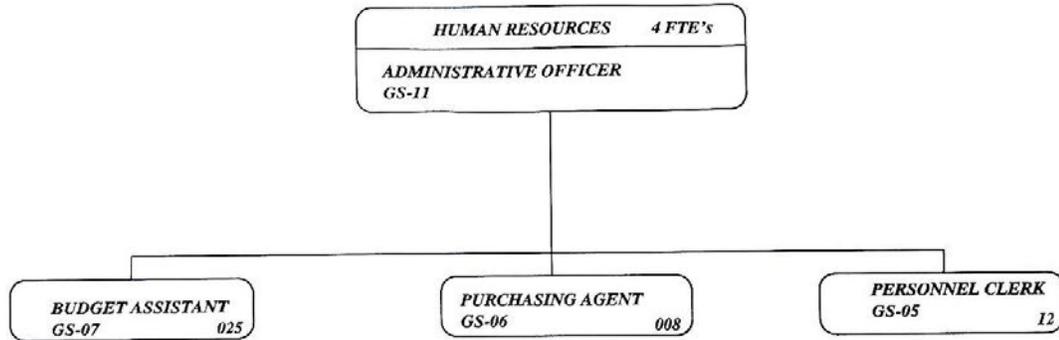


FIGURE D-15 1995–1996—RANGER ACTIVITIES DIVISION

NATIONAL PARK SERVICE
CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA
HUMAN RESOURCES ORGANIZATIONAL CHART



Recommended: *Melvin King*
Administrative Officer

Approved: *Marvin King*
Superintendent

FIGURE D-16 1995-1996—HUMAN RESOURCES DIVISION

NATIONAL PARK SERVICE
 CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA
 PARK FACILITY OPERATIONS ORGANIZATIONAL CHART

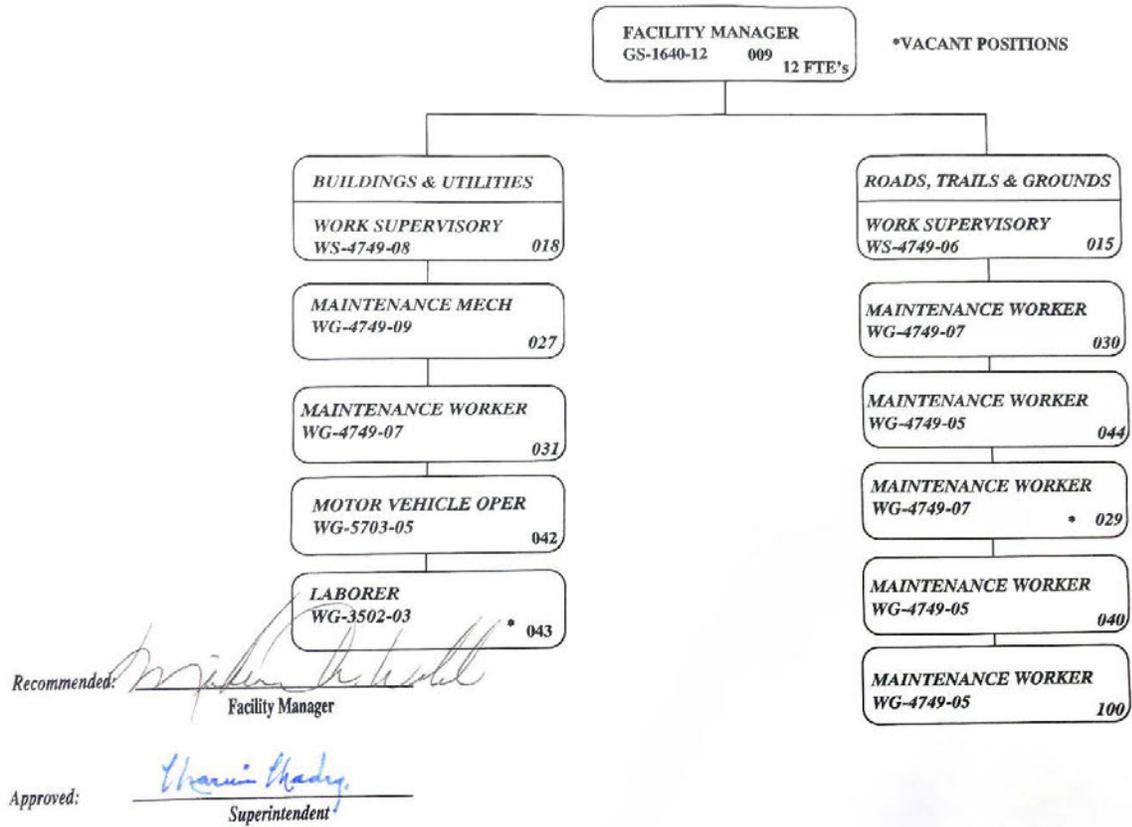


FIGURE D-17 1995-1996—PARK FACILITY OPERATIONS DIVISION

NATIONAL PARK SERVICE
 CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA
 MANAGEMENT ORGANIZATIONAL CHART

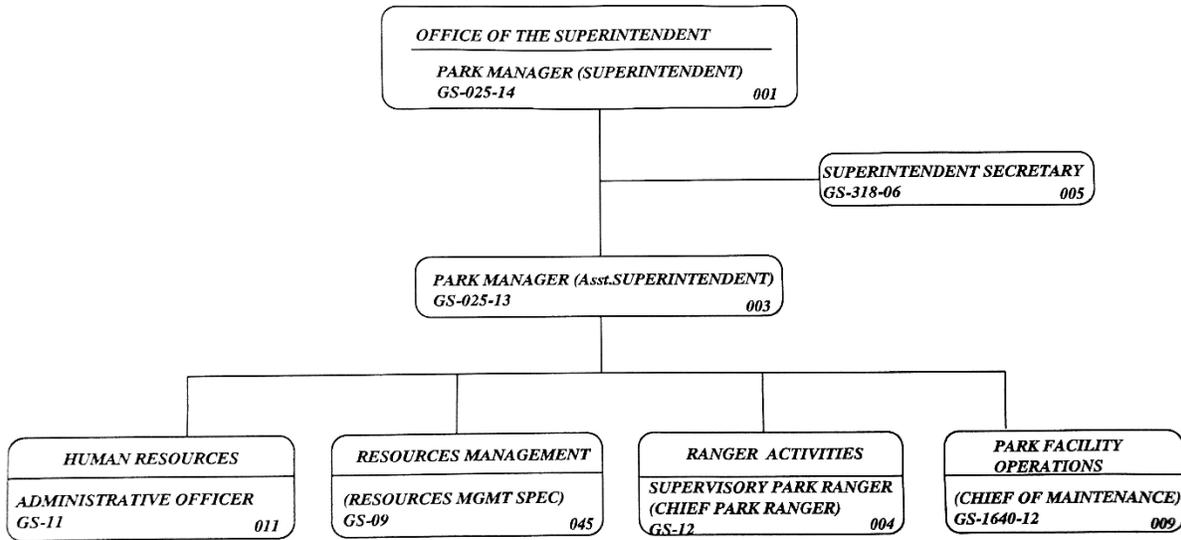


FIGURE D-18 1995-1996—MANAGEMENT ORGANIZATIONAL CHART

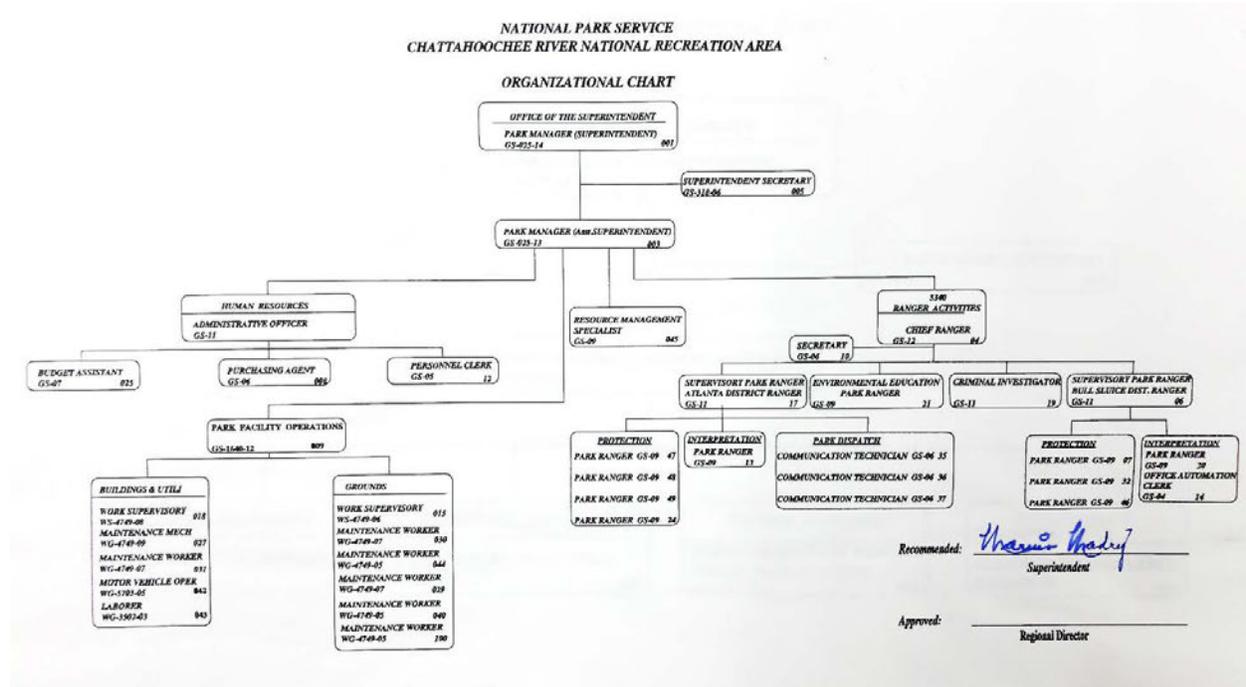


FIGURE D-19 1995-1996 ESTIMATED PARK ORGANIZATIONAL CHART

NATIONAL PARK SERVICE
CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA
RESOURCES MANAGEMENT ORGANIZATIONAL CHART

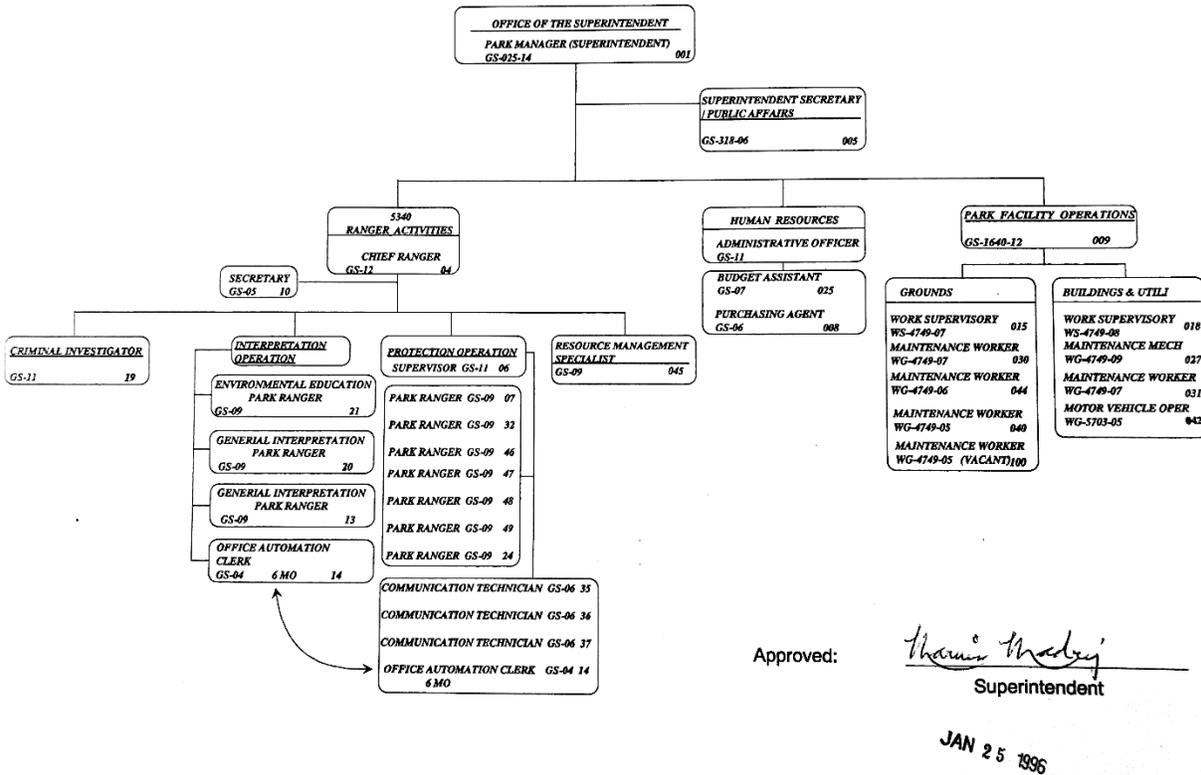
RESOURCES MANAGEMENT
SPECIALIST
GS-09 045

Recommended: Ted W. Waters
Resource Management Specialist

Approved: Sharon Gandy
Superintendent

FIGURE D-20 1995–1996—RESOURCES MANAGEMENT DIVISION

FY 1996 ORGANIZATIONAL CHART



Approved: Thomas Madley
Superintendent

JAN 25 1996

FIGURE D-21 1996 JANUARY 25—PARK ORGANIZATIONAL CHART

**Chattahoochee River NRA
Interim Organization Chart**

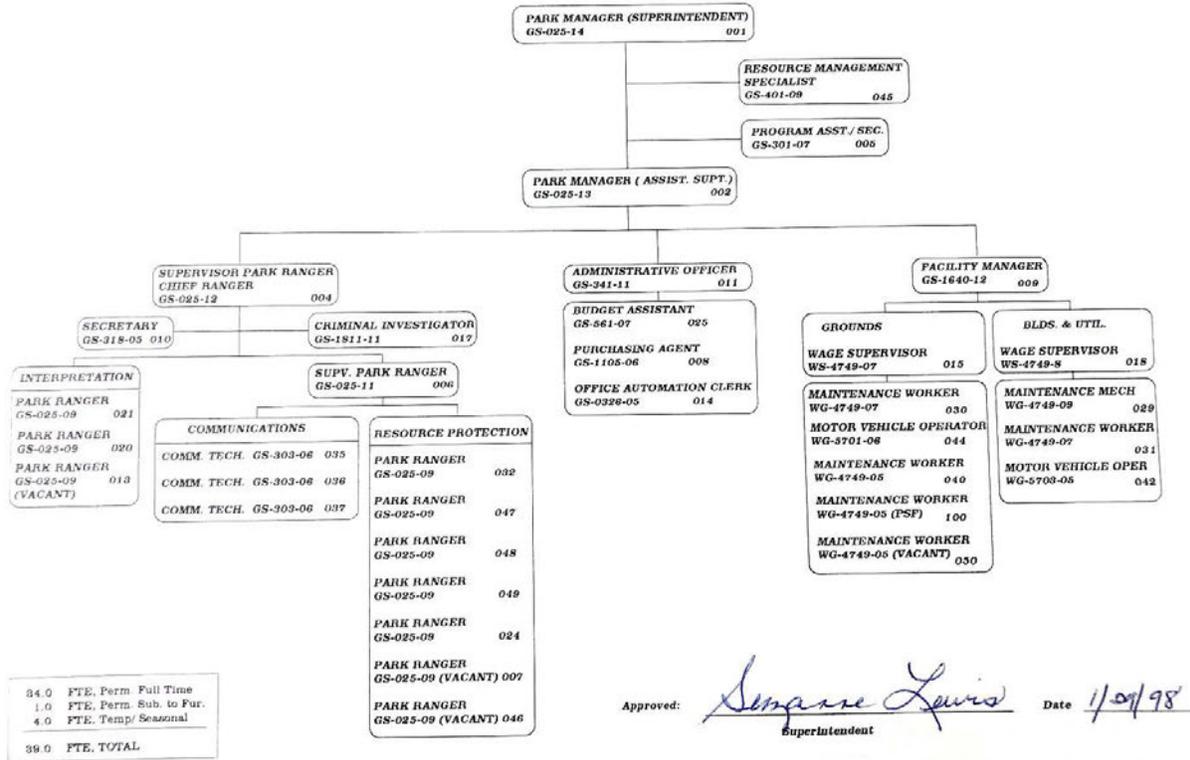


FIGURE D-22 1998 JANUARY 29—PARK ORGANIZATIONAL CHART

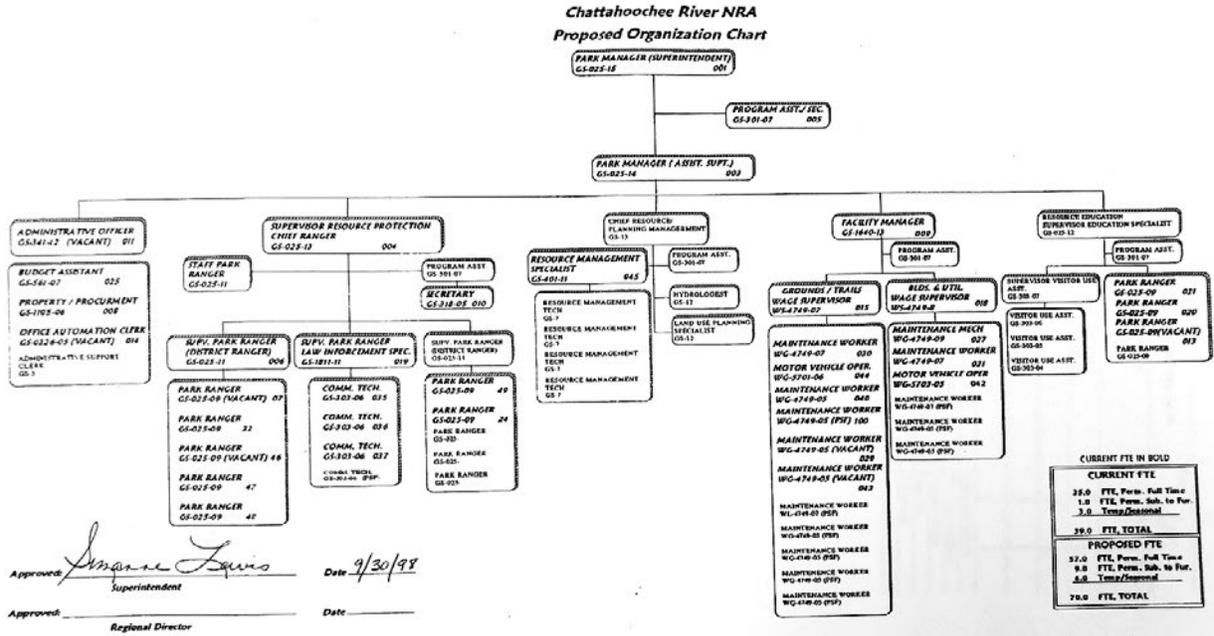


FIGURE D-23 1998 SEPTEMBER 30—PROPOSED PARK ORGANIZATIONAL CHART

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

Interim Organization Chart

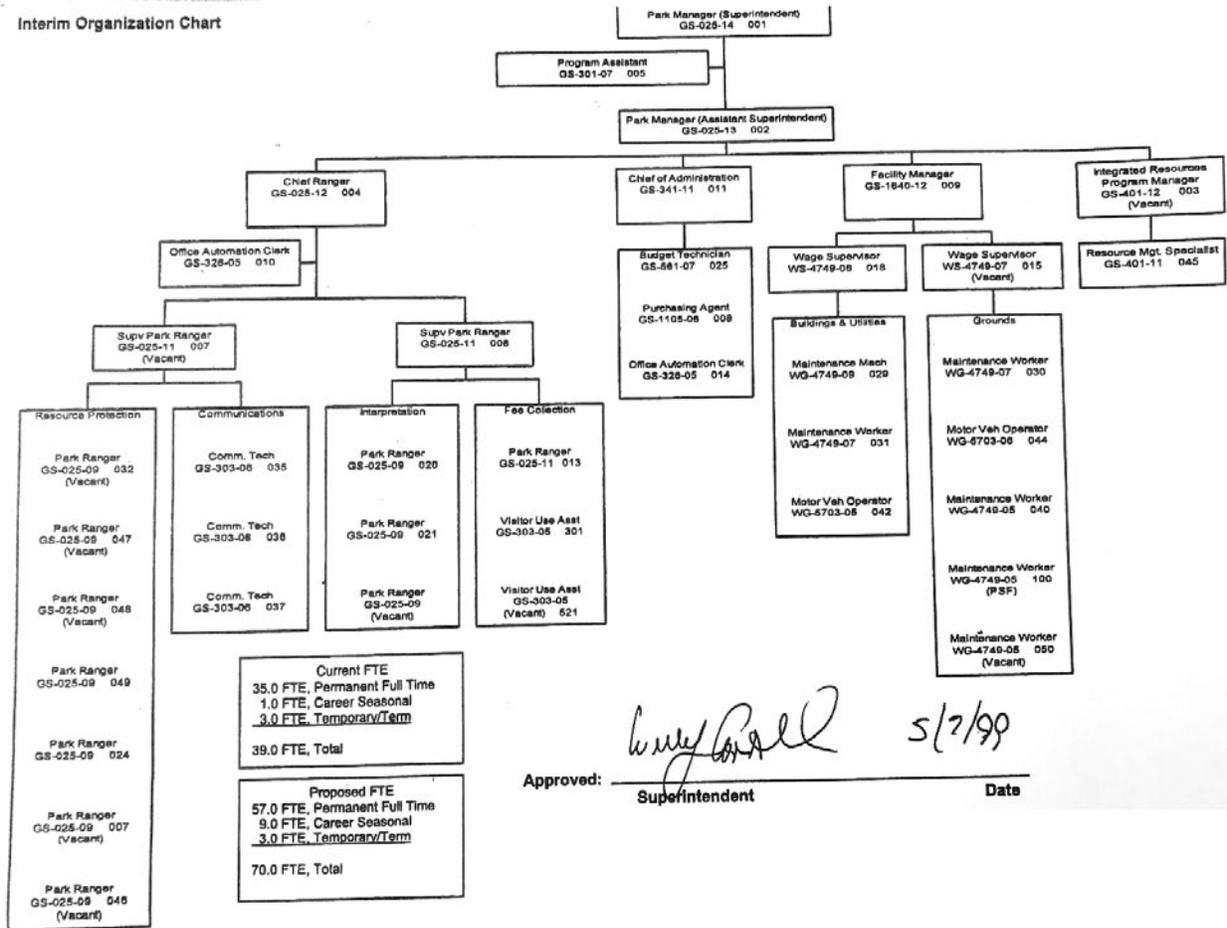


FIGURE D-24 1999 MAY 7—INTERIM PARK ORGANIZATIONAL CHART

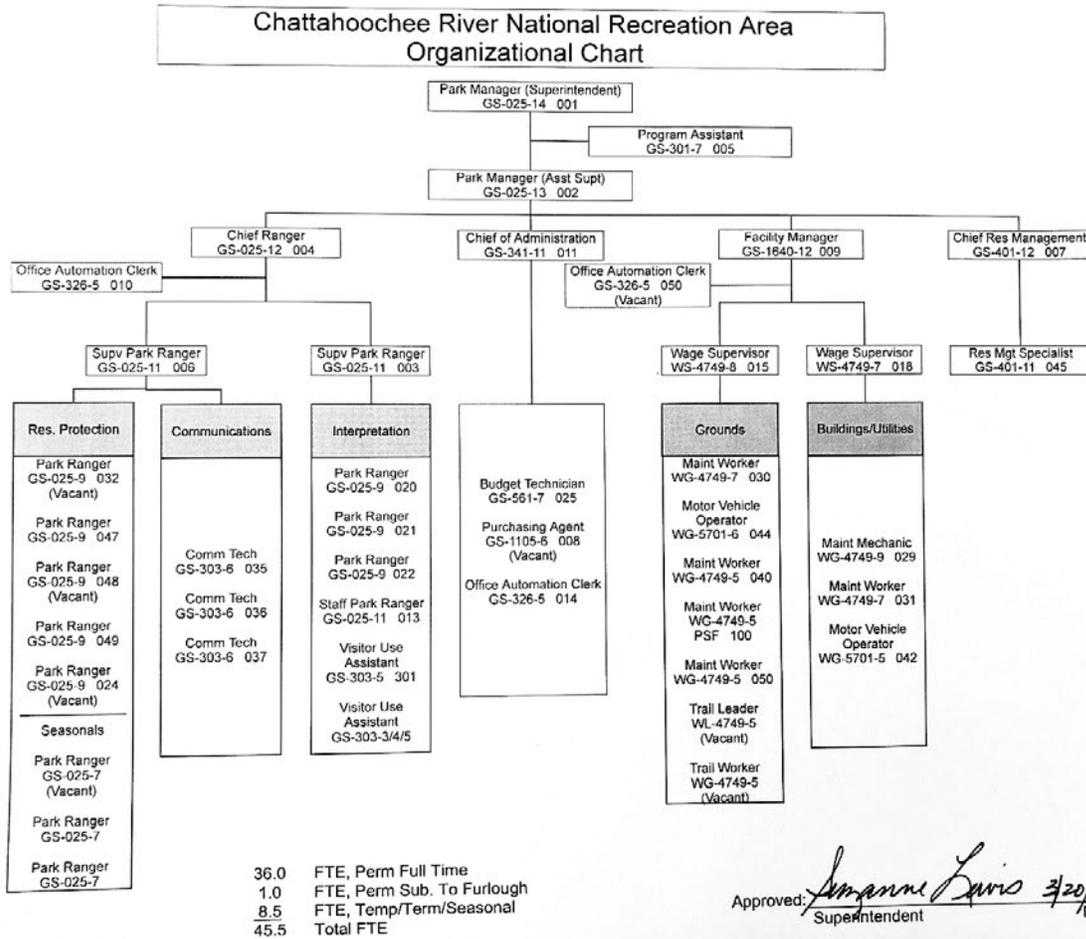


FIGURE D-25 2000 MARCH 20—PARK ORGANIZATIONAL CHART

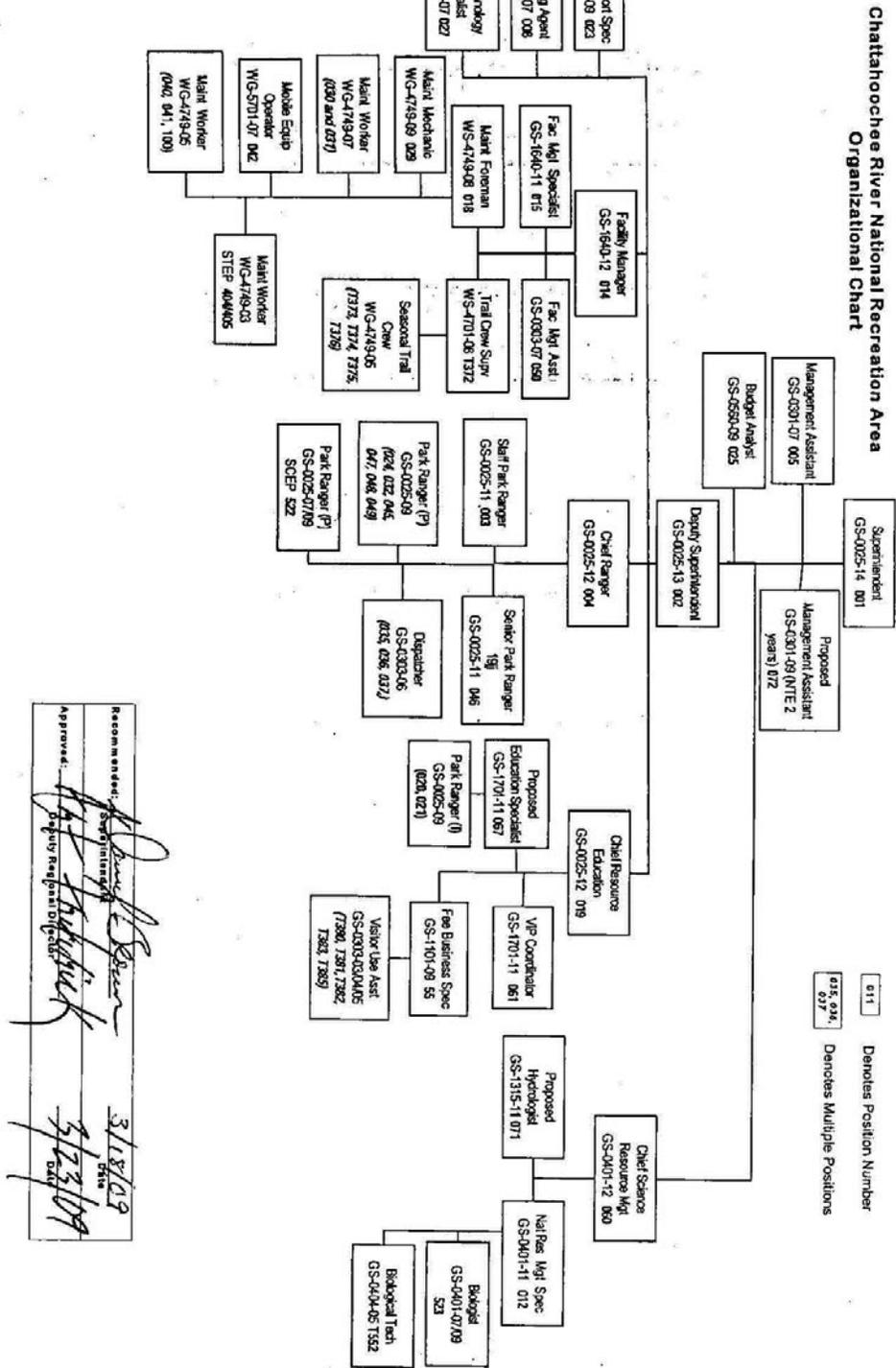
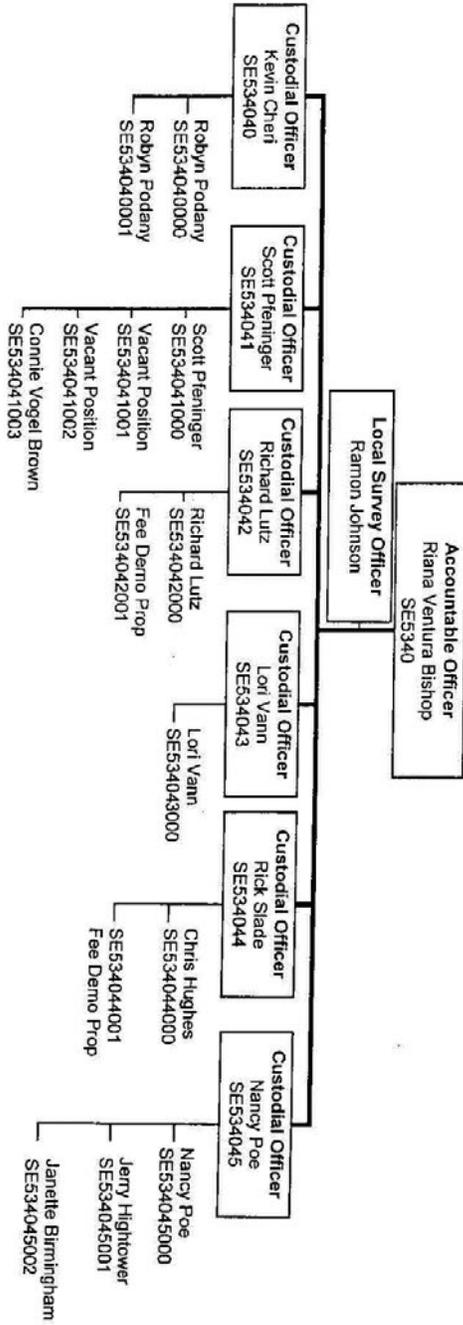


FIGURE D-26 2009—PARK ORGANIZATIONAL CHART

Chattahoochee River National Recreation Area Property Org Chart

Kevin/Robyn



Standing Board of Survey
 Ramon Johnson (Chair)
 Robyn Podany (Recorder)
 Michael Garner
 Steve Reynolds

Kevin G. Cheri
 Approved by: Kevin G. Cheri, Superintendent
 Date 2-13-07

modified: February 13, 2007

FIGURE D-27 2009—PARK ORGANIZATIONAL CHART

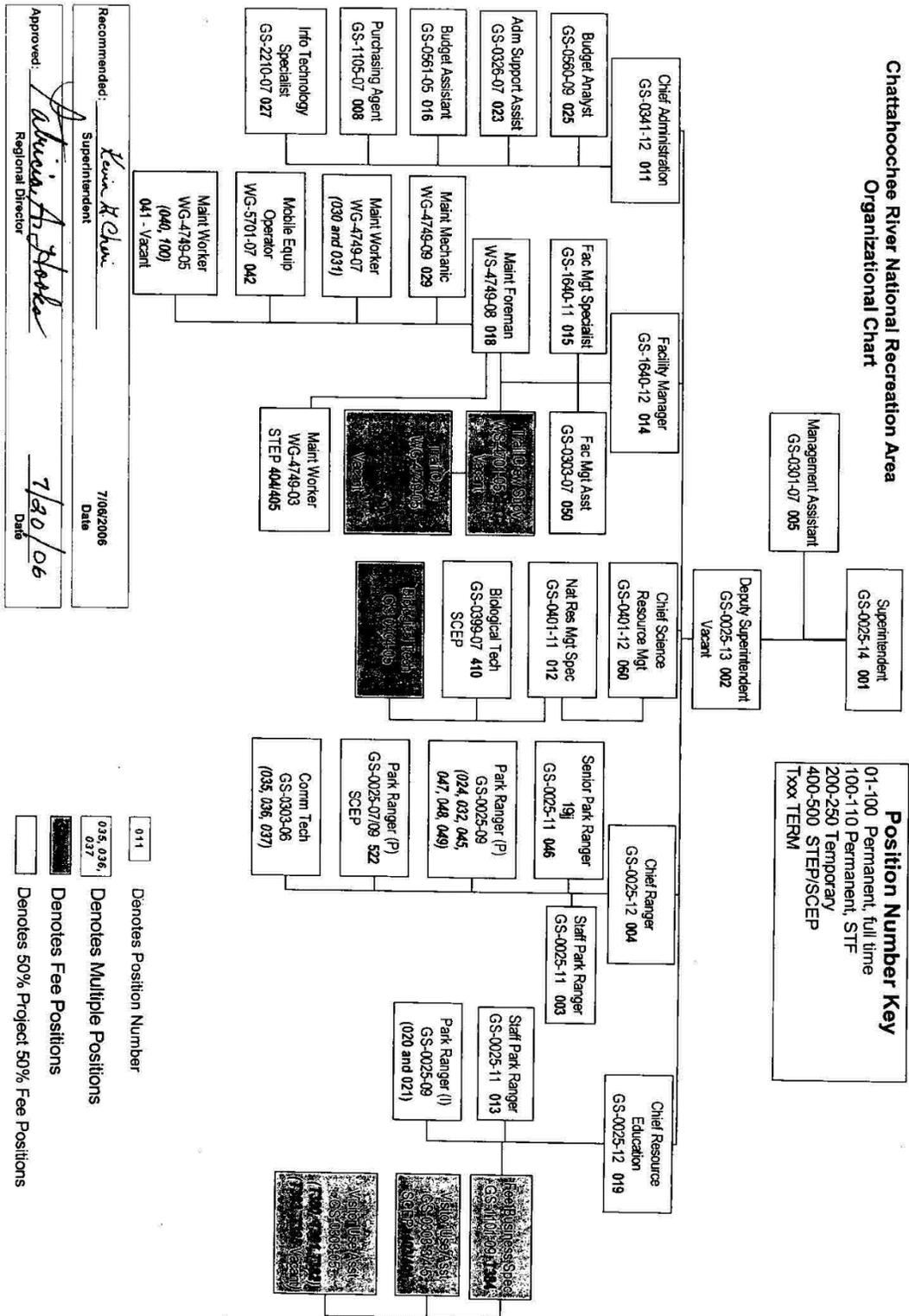


FIGURE D-28 2009—PARK ORGANIZATIONAL CHART

Chattahoochee River National Recreation Area
Organizational Chart

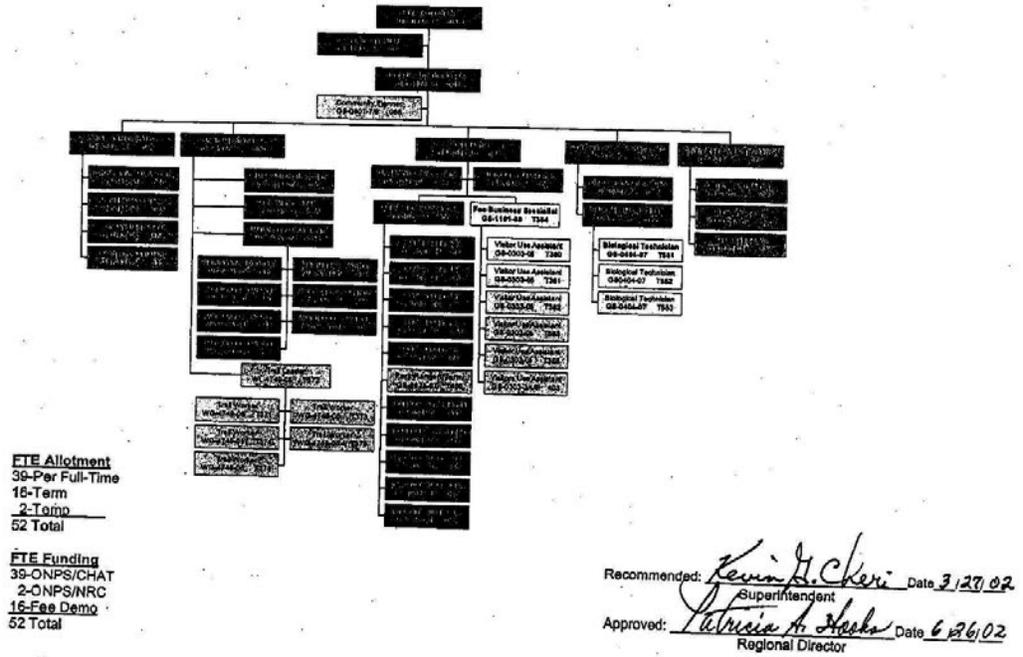


FIGURE D-29 2009 —PARK ORGANIZATIONAL CHART

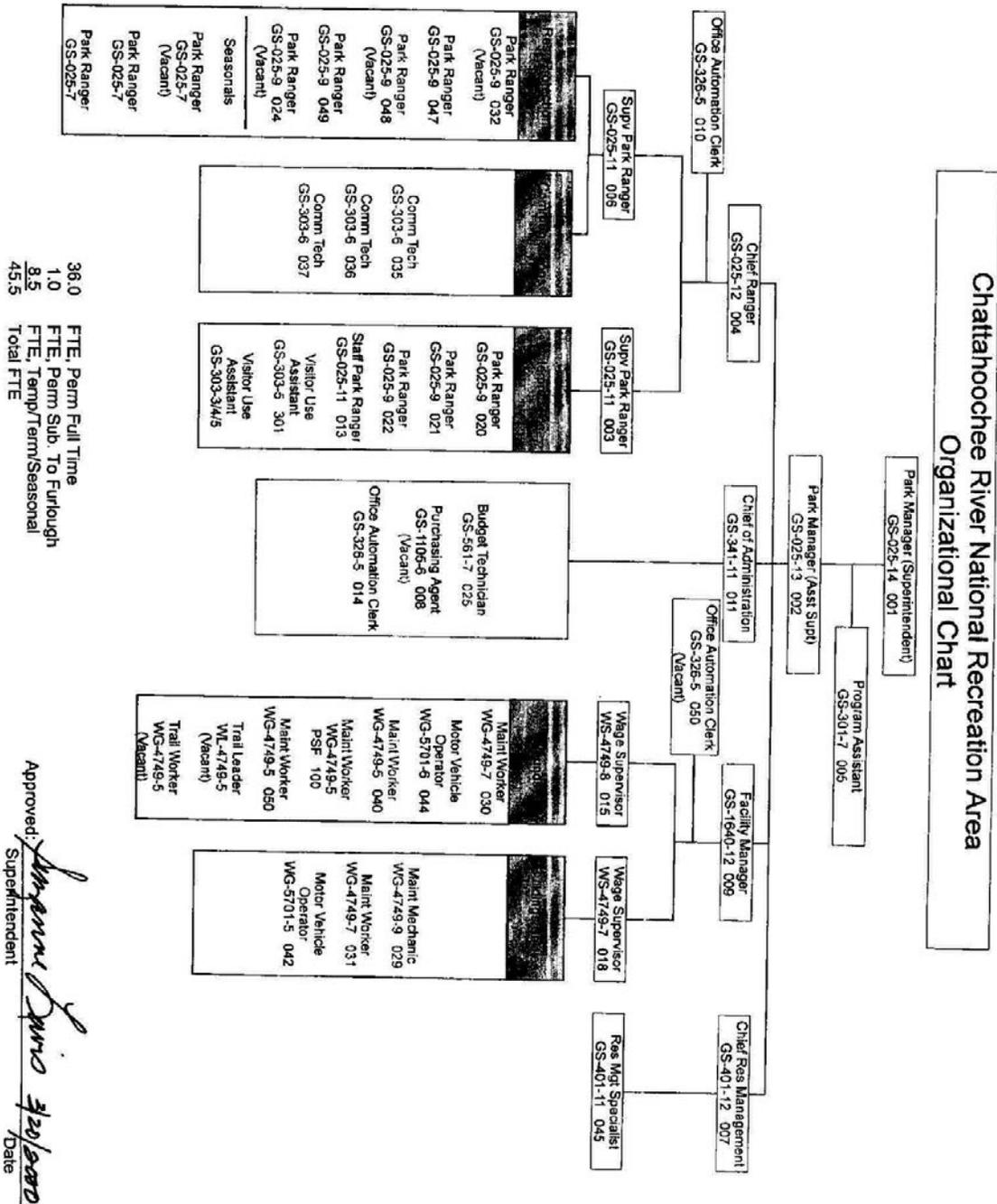


FIGURE D-31 2009—PARK ORGANIZATIONAL CHART

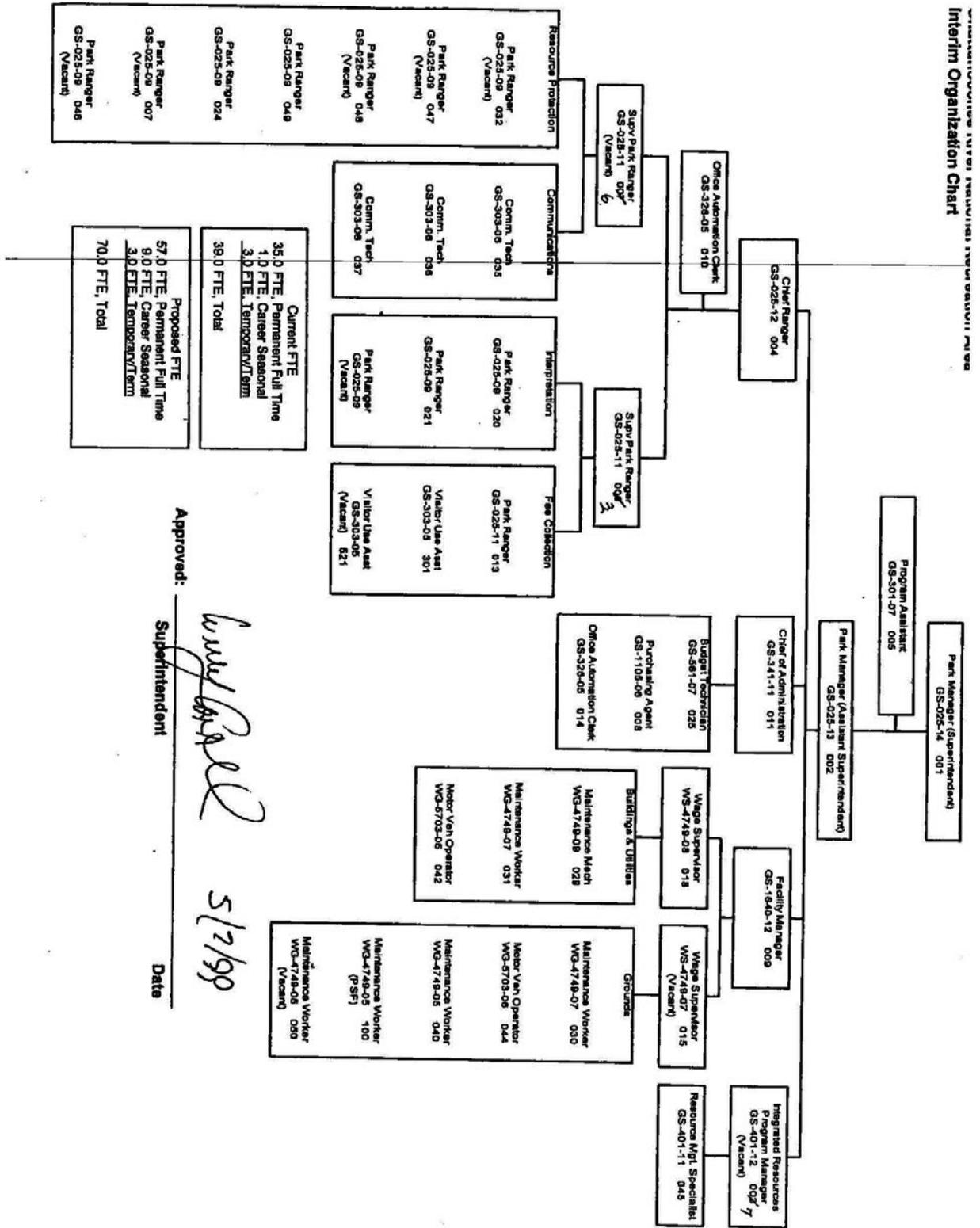
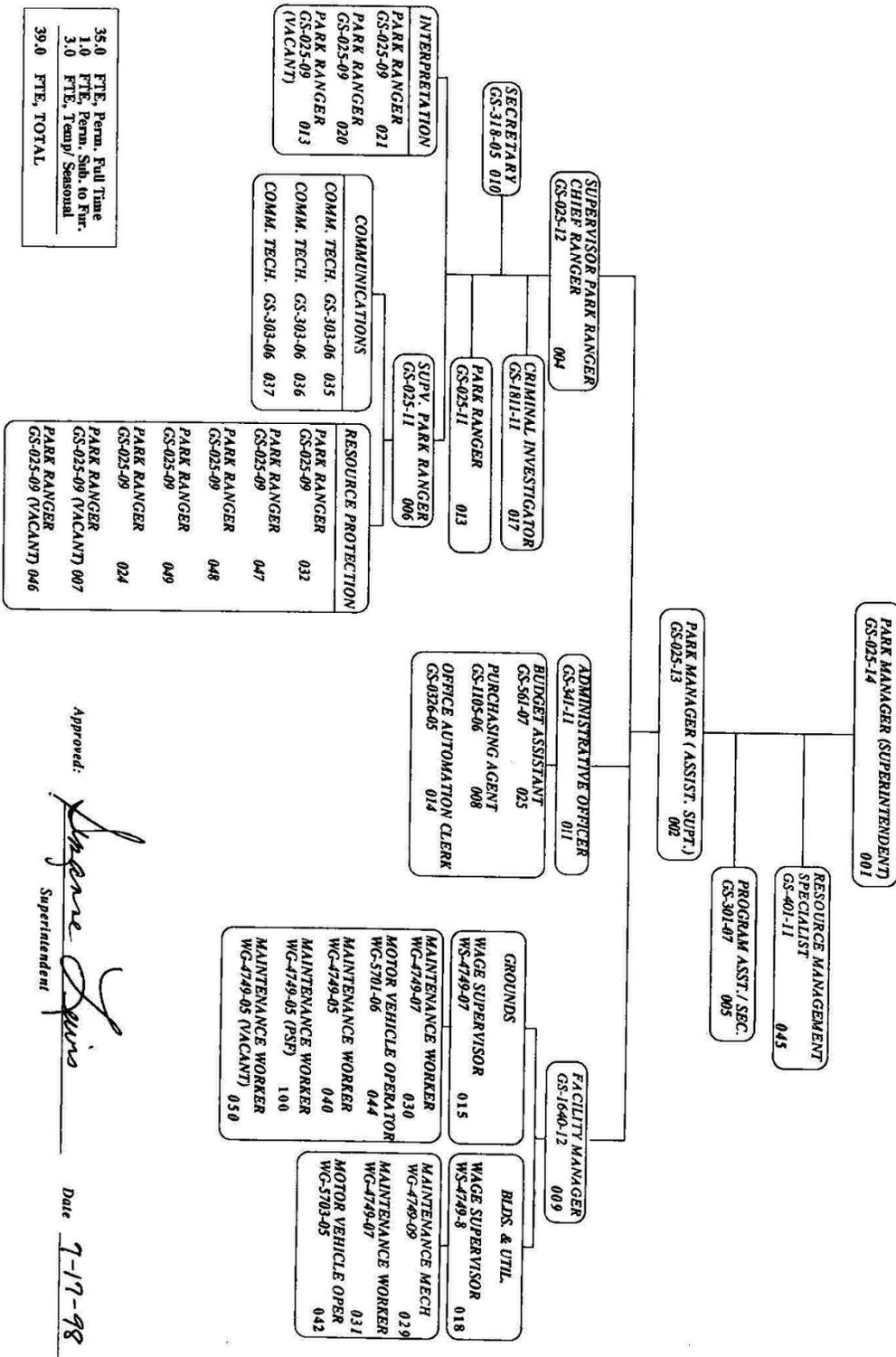


FIGURE D-32 2009—INTERIM PARK ORGANIZATIONAL CHART

Chattahoochee River NRA Interim Organization Chart



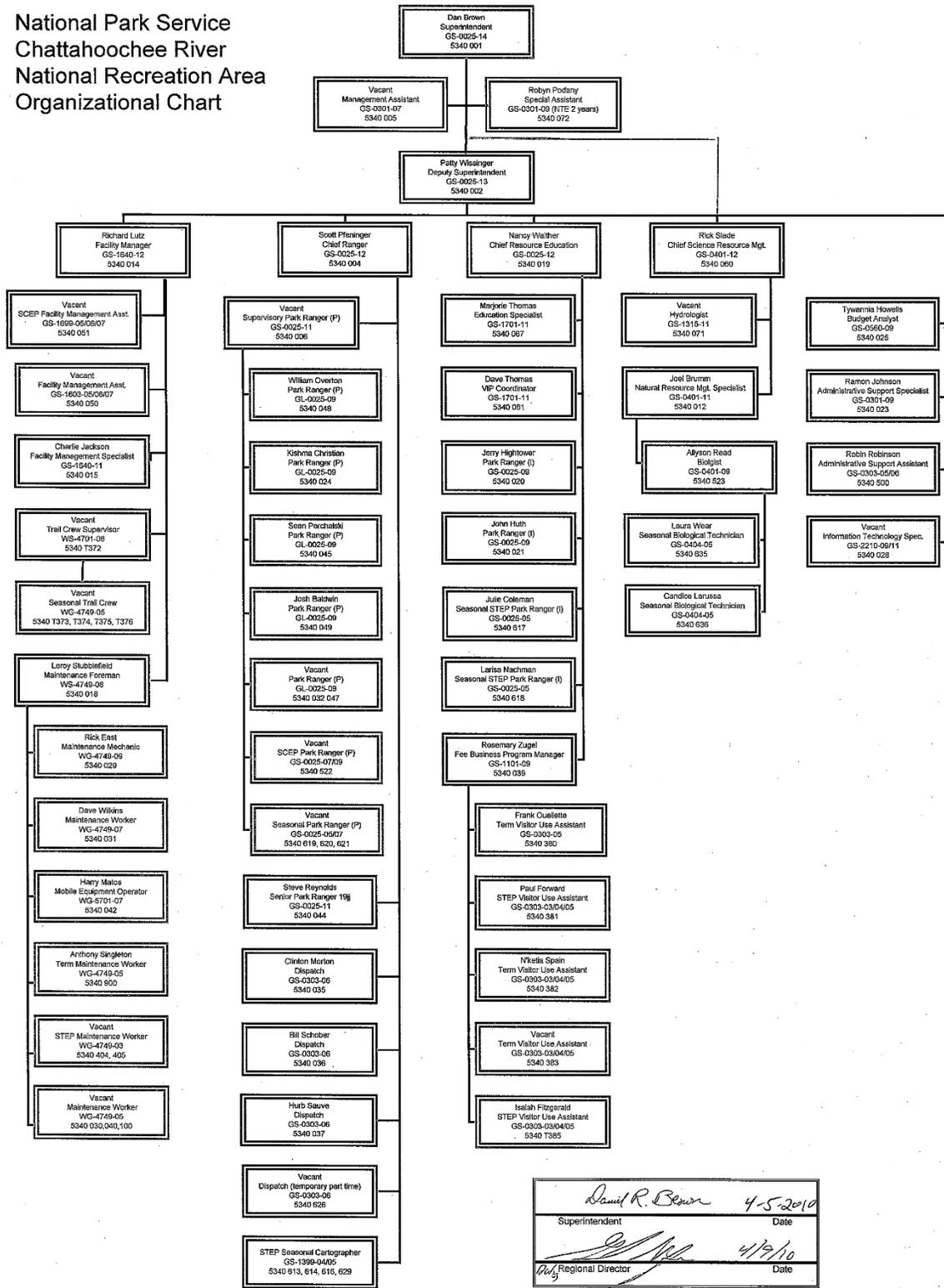
Approved: *[Signature]*
 Superintendent

Date: 7-17-98

FIGURE D-33 2009—INTERIM PARK ORGANIZATIONAL CHART

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

National Park Service
Chattahoochee River
National Recreation Area
Organizational Chart



Daniel R. Brown 4-5-2010
 Superintendent Date
 [Signature] 4/8/10
 Regional Director Date

FIGURE D-34 2010—STAFF ORGANIZATIONAL CHART

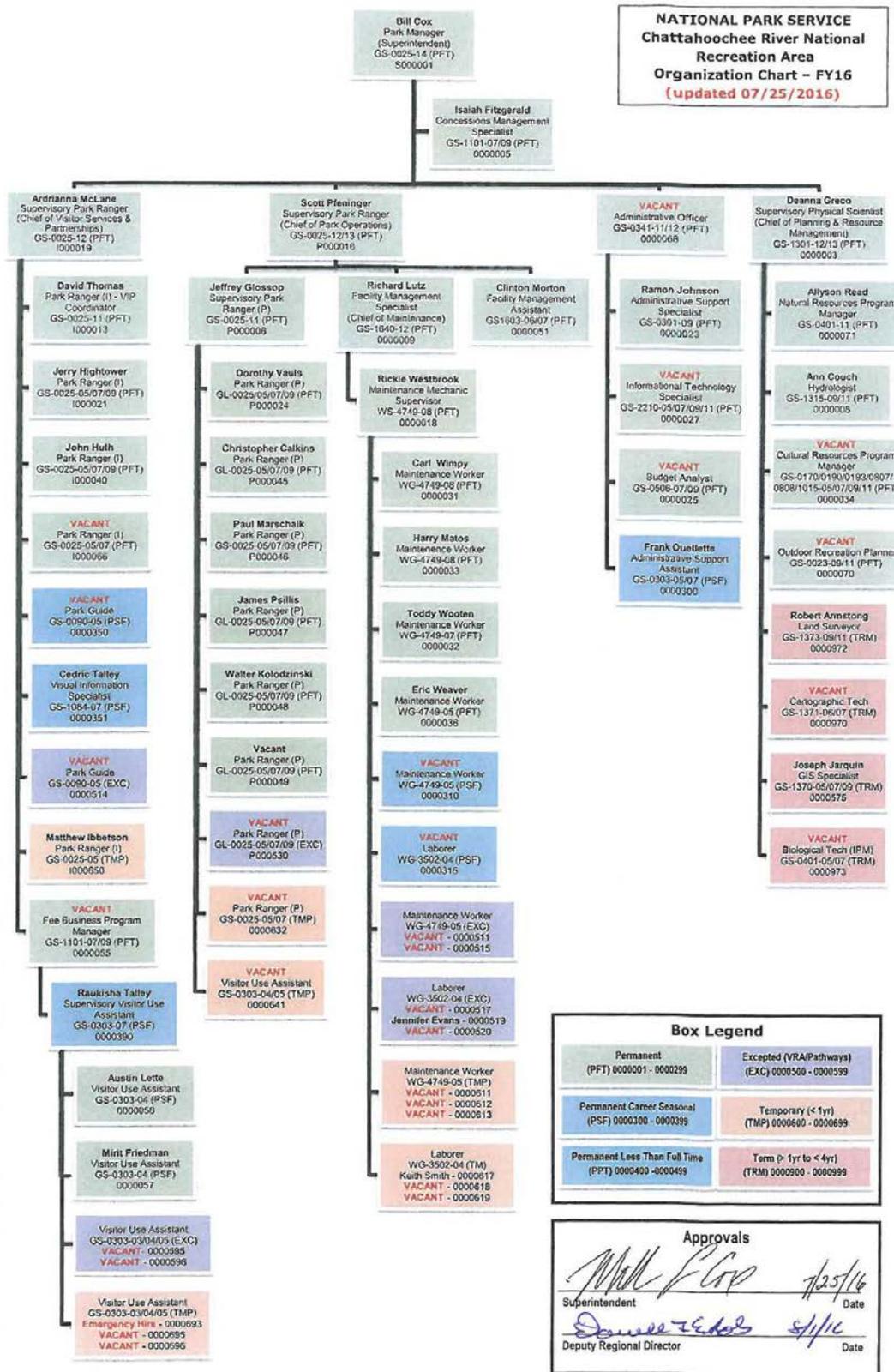
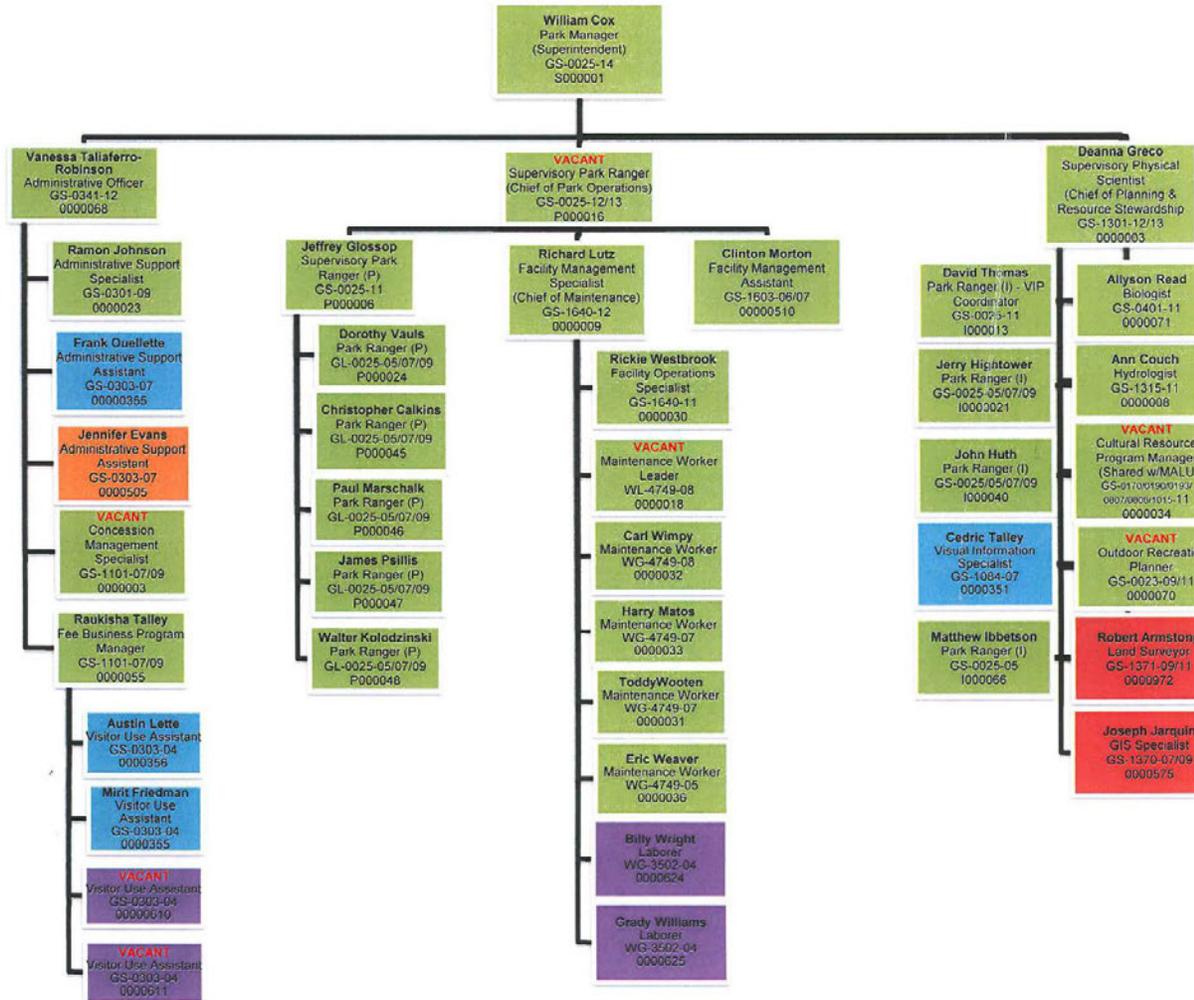


FIGURE D-35 2016—PARK ORGANIZATIONAL CHART

**NATIONAL PARK SERVICE
Chattahoochee River National
Recreation Area
Organization Chart**



Approvals

William Cox 5/24/17
 Superintendent Date

Richard Lutz 5/25/17
 Deputy Regional Director Date

Box Legend

Permanent (PFT) 0000001 - 0000299	Excepted (VRA/Pathways) (EXC) 0000500 - 0000599
Permanent Career Seasonal (PSF) 0000300 - 0000399	Temporary (< 1yr) (TMP) 0000600 - 0000699
Permanent Less Than Full Time (PPT) 0000400 - 0000499	Term (> 1yr to < 4yr) (TRM) 0000900 - 0000999

FIGURE D-36 2017—PARK ORGANIZATIONAL CHART

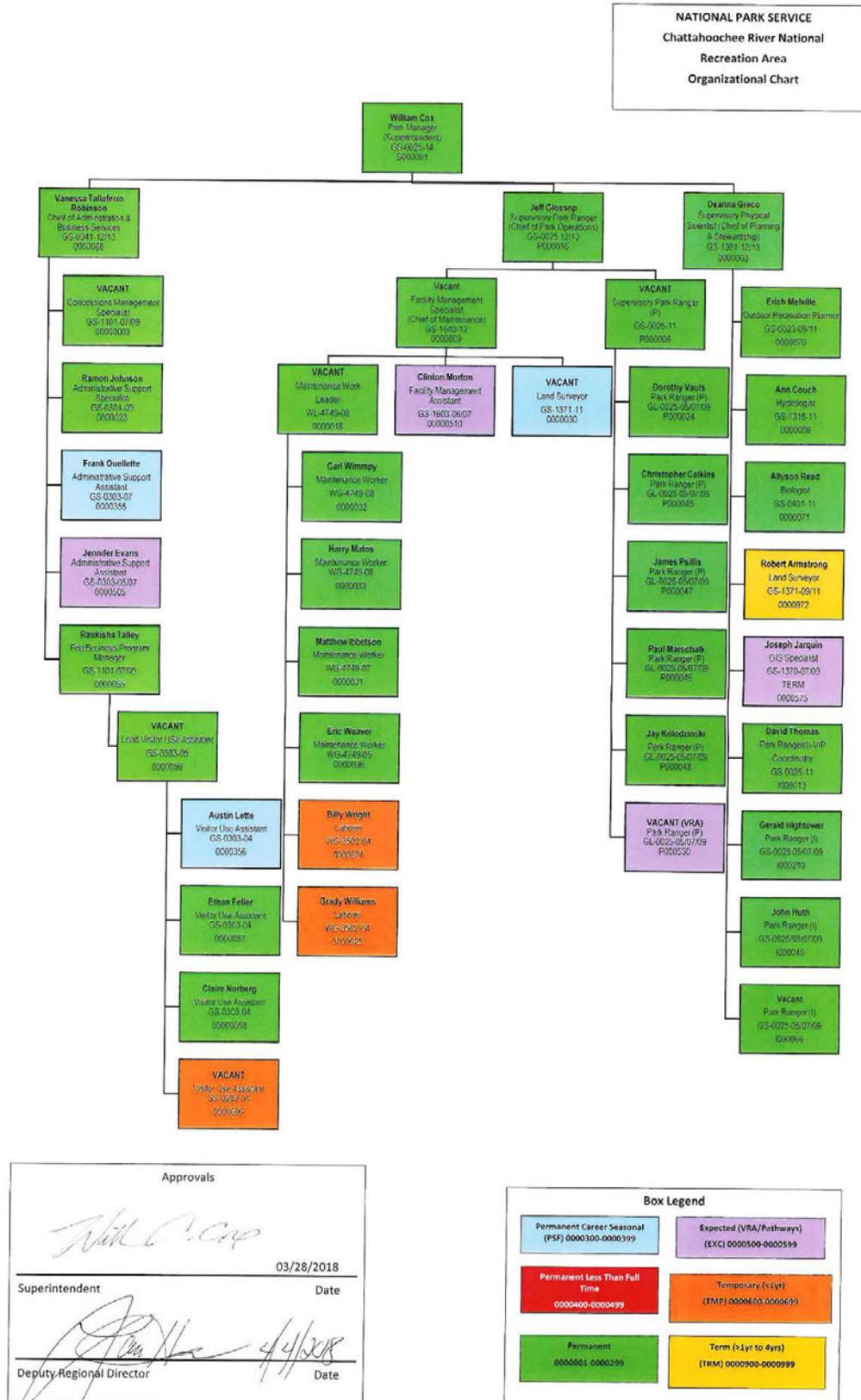
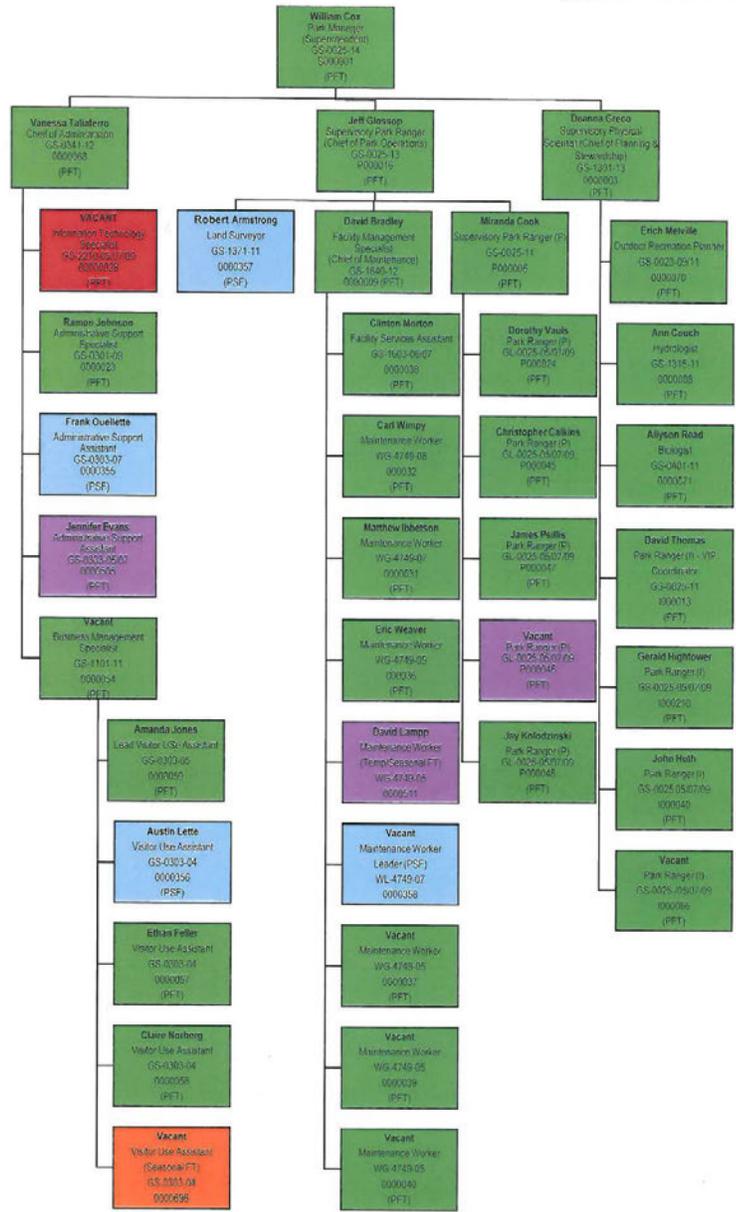


FIGURE D-37 2018—PARK ORGANIZATIONAL CHART

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

NATIONAL PARK SERVICE
Chattahoochee River National
Recreation Area
Organizational Chart



Approvals

William Cox 3/15/2019

Superintendent Date

[Signature] 3/15/2019

Deputy Regional Director Date

[Signature] 3/15/2019

Box Legend

Permanent Career Seasonal (PSF) 0000300-0000399	Expected (NRA/VEDA/Pathways) (EXC) 0000500-0000599
Permanent Less Than Full Time 0000400-0000499	Temporary (1-yr) Seasonal (1039hrs) (TMP) 0000600-0000699
Permanent 0000001-0000299	Term (>1yr to 4yrs) (TRM) 0000900-0000999

FIGURE D-38 2019—PARK ORGANIZATIONAL CHART

APPENDIX E: LAND ACQUISITIONS

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
106-03	TURRENTINE, THOMAS N. ET AL	25.32	PURCH	FED	FEE	12/13/1978	715000	13	12/28/1978		GA	FULTON
106-04	BELL, BARNETT A. JR.	0.64	PURCH	FED	FEE	12/21/1978	110000	14	12/28/1978		GA	FULTON
106-15	KERKER, JACK L	108.02	PURCH	FED	FEE	12/13/1978	1750000	16	12/28/1978		GA	FULTON
106-19	BIG CREEK LAND CO.	114.33	PURCH	FED	FEE	12/13/1978	1800000	17	12/28/1978		GA	FULTON
105-08	DEFOOR PROPERTIES, INC.	342.25	PURCH	FED	FEE	12/22/1978	6100000	7	1/3/1979		GA	COBB
105-09	SELMAN CORP	43.26	PURCH	FED	FEE	12/22/1978	700000	8	1/3/1979		GA	COBB
103-25	POST LANDING, LTD	5.16	DONAT	FED	FEE	4/5/1979	0	39	4/5/1979		GA	COBB
105-04	KIRK, JUDY CAROLYN	1	PURCH	FED	FEE	4/12/1979	83000	6	5/18/1979		GA	COBB
103-24	POST HARBOR, LTD	4.4	DONAT	FED	FEE	5/23/1979	0	48	5/23/1979		GA	COBB
104-08	BLOOM, WALTER L. ET UX	33.29	PURCH	FED	FEE	5/4/1979	792440	40	5/24/1979		GA	COBB
107-03	CALL, LUTHER P. III ET AL	3.1	PURCH	FED	FEE	5/4/1979	43000	19	5/30/1979		GA	FULTON
107-13	CALL, LUTHER P. III ET AL	2.13	PURCH	FED	FEE	5/4/1979	30000	19	5/30/1979		GA	FULTON
110-04	UNDERWOOD, G. WENDELL ET AL	8.92	PURCH	FED	FEE	5/11/1979	85500	22	6/7/1979		GA	GWINNETT
105-01	EAVENSON, EUGENE FOREST ET AL	5.3	PURCH	FED	FEE	5/22/1979	138000	4	6/12/1979		GA	COBB
105-02	KIRK, BARBARA E.	7	PURCH	FED	FEE	5/4/1979	92000	5	6/12/1979		GA	COBB
105-07	EAVENSON, EUGENE FOREST ET AL	9.87	PURCH	FED	FEE	5/22/1979	98700	4	6/12/1979		GA	COBB
105-26	EAVENSON, EUGENE FOREST ET AL	30.06	PURCH	FED	FEE	5/22/1979	375000	4	6/12/1979		GA	COBB

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
113-13	CHATTAHOOCHEE RAINBOW FARMS	71.7	PURCH	FED	FEE	5/22/1979	155000	30	6/20/1979		GA	GWINNETT
102-15	TRUST CO. BANK ET AL TRS.	32.29	PURCH	FED	FEE	5/4/1979	775000	2	6/22/1979		GA	COBB
110-01	PARTRIDGE GREENE, INC.	48.25	PURCH	FED	FEE	5/21/1979	750000	21	6/22/1979		GA	GWINNETT
103-02	SIBLEY REAL ESTATE CORP	4.35	PURCH	FED	FEE	6/18/1979	78220	24	7/10/1979		GA	COBB
103-20	SIBLEY REAL ESTATE CORP	289.44	PURCH	FED	FEE	6/18/1979	5210000	24	7/10/1979		GA	COBB
105-10	MAY, DR. O.E.	20.57	PURCH	FED	FEE	6/28/1979	370000	33	7/26/1979		GA	COBB
113-17	FELDER, LOUIS H.	56.43	PURCH	FED	FEE	7/10/1979	180576	20	7/30/1979		GA	FORSYTH
113-21	FELDER, LOUIS H.	23.07	PURCH	FED	FEE	7/10/1979	73824	20	7/30/1979		GA	FORSYTH
113-08	NIXON, NAN ALLEN ET AL TRS.	297.44	PURCH	FED	FEE	6/28/1979	653200	31	8/1/1979		GA	GWINNETT
113-10	NIXON, NAN ALLEN ET AL TRS.	29.75	PURCH	FED	FEE	6/28/1979	21800	31	8/1/1979		GA	GWINNETT
103-09	CHASE MANHATTAN M & R T ET AL	8.7	PURCH	FED	FEE	7/3/1979	100000	25	8/3/1979		GA	FULTON
103-19	CHASE MANHATTAN M & R T ET AL	71.65	PURCH	FED	FEE	7/3/1979	3473000	25	8/3/1979		GA	FULTON
107-08	ATLANTA BAPTIST ASSOC., INC	91.99	PURCH	FED	FEE	5/16/1979	1276000	18	8/6/1979		GA	FULTON
107-09	ATLANTA BAPTIST ASSOC. INC.	10	PURCH	FED	FEE	5/16/1979	10000	18	8/6/1979		GA	FULTON
103-23	POST RIVER, LTD	1.78	DONAT	FED	FEE	8/9/1979	0	45	8/9/1979		GA	COBB
102-01	YARDUM, RUTH TR	48.9	PURCH	FED	FEE	7/31/1979	2000000	1	8/31/1979		GA	FULTON
103-31	RICKER, LODA GEORGE JR. ET AL	12.12	PURCH	FED	FEE	7/26/1979	151500	3	8/31/1979		GA	COBB
110-06	KNIPPERS, EUGENE B. ET AL	20	PURCH	FED	FEE	6/28/1979	176000	35	9/12/1979		GA	GWINNETT
113-07	PIRKLE, MARGIE HEAD	57.65	PURCH	FED	FEE	8/14/1979	116232	29	9/12/1979		GA	GWINNETT

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
113-07A	PIRKLE, MARGIE HEAD	0.55	PURCH	FED	FEE	8/14/1979	116232	29	9/12/1979		GA	FORSYTH
102-25	KENNEDY, A. THORTON ET AL	100.2	PURCH	FED	FEE	12/17/1979	4384000	34	12/26/1979		GA	COBB
103-32	LENOX PEACHTREE, INC	192.36	PURCH	FED	FEE	12/17/1979	13250900	11	12/26/1979		GA	COBB
103-33	RIVER PROPERTIES, INC	1.43	PURCH	FED	FEE	12/17/1979	40000	12	12/26/1979		GA	COBB
104-06	MARETT INVESTMENT CO.	32.99	PURCH	FED	FEE	12/17/1979	760000	26	12/26/1979		GA	COBB
105-29	RIVERSIDE ASSOCIATES	10.32	PURCH	FED	FEE	12/17/1979	165000	32	12/28/1979		GA	FULTON
106-05	RUSHTON, ELLA W.	2.74	PURCH	FED	FEE	12/17/1979	125000	15	1/15/1980		GA	FULTON
109-06	LINDSEY, GLADYS P. ET AL	43	PURCH	FED	FEE	12/17/1979	336102	28	1/23/1980		GA	GWINNETT
105-05	KIRK, JAMES F. JR.	5.02	PURCH	FED	FEE	12/17/1979	62750	27	1/31/1980		GA	COBB
102-12	FIRST NATL BK OF ATLANTA ET AL	2.01	PURCH	FED	FEE	12/27/1979	62712	9	2/5/1980		GA	COBB
102-13	JONES, CHARLES A. JR. ET AL	20.1	PURCH	FED	FEE	12/27/1979	627120	10	2/5/1980		GA	COBB
102-18	FIRST NAT'L BK OF ATLANTA	8.22	PURCH	FED	FEE	12/27/1979	256464	23	2/5/1980		GA	COBB
102-03	SURGIKOS	0.81	DONAT	FED	FEE	2/22/1980	0		2/22/1980		GA	FULTON
102-05	SURGIKOS	16.38	DONAT	FED	FEE	2/22/1980	0	36	2/22/1980		GA	FULTON
106-22	BELL, AGNES M.	0	DONAT	FED	IMPR	4/9/1980	0	46	4/9/1980		GA	FULTON
113-01	COOKE, SUSAN WILBANKS ET AL	93.6	PURCH	FED	FEE	3/4/1980	255550	44	4/14/1980		GA	FORSYTH
105-13	GIRVAN, JOHN W.	3.33	PURCH	FED	FEE	2/26/1980	60000	47	4/17/1980		GA	COBB
113-24	BRANTLEY, JR. H.H. ET AL	15.56	PURCH	FED	FEE	3/11/1980	36700	49	4/17/1980		GA	GWINNETT
113-25	BRANTLEY, JR. H.H. ET AL	59.05	PURCH	FED	FEE	3/11/1980	174825	49	4/17/1980		GA	GWINNETT

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
106-17	BURSE, HERMAN	2.45	PURCH	FED	FEE	5/9/1980	2500	41	6/18/1980		GA	FULTON
102-29	HOBBY, A. WORTH	10.72	PURCH	FED	FEE	6/26/1980	363390	38	7/7/1980		GA	FULTON
102-28	MYLREA, LAURA HOPPE ET AL	2.13	PURCH	FED	FEE	5/22/1980	83000	37	7/17/1980		GA	FULTON
105-03	BELLINGER, BARBARA K.	6	PURCH	FED	FEE	6/30/1980	79200	42	7/24/1980		GA	COBB
107-01	ORKIN, WILLIAM B. ET AL	6.2	PURCH	FED	FEE	6/6/1980	186000	43	8/8/1980		GA	FULTON
107-18	WOODALL, CHAS B. JR ET AL	0	DONAT	FED	EASEM	8/8/1980	0	57	8/8/1980		GA	FULTON
103-34	RIVER PROPERTIES, INC	354.67	PURCH	FED	FEE	12/30/1981	14420000	50	1/6/1982		GA	COBB
103-38	TO: RIVER PROPERTIES, INC.	0	DISP/EXCH	FED	EASEM	12/30/1981	0	50	1/6/1982		GA	COBB
102-30	TO: AKERS MILL PLANTATION CO.	-5.55	DISP/EXCH	FED	FEE	11/3/1982	0	51	11/3/1982		GA	COBB
102-20	AKERS MILL	2.51	EXCH	FED	FEE	11/5/1982	0	51	11/5/1982		GA	COBB
102-02	GEORGIA, STATE OF	311.18	DONAT	FED	FEE	11/16/1982	0		11/16/1982		GA	FULTON
102-08	GEORGIA, STATE OF	8.5	DONAT	FED	FEE	11/16/1982	0		11/16/1982		GA	COBB
102-09	STATE OF GEORGIA DNR	24.47	DONAT	FED	FEE	11/16/1982	0		11/16/1982		GA	COBB
102-10	GEORGIA, STATE OF	137.71	DONAT	FED	FEE	11/16/1982	0		11/16/1982		GA	COBB
102-22	GEORGIA, STATE OF	2	DONAT	FED	FEE-O	11/16/1982	0		11/16/1982		GA	FULTON
102-24	GEORGIA, STATE OF	0.5	DONAT	FED	FEE	11/16/1982	0		11/16/1982		GA	FULTON
102-32	TO: HASTINGS	-2	DISP/OTHR	FED	FEE-O	11/16/1982	0		11/16/1982		GA	FULTON
103-06	GEORGIA, STATE OF	10.3	DONAT	FED	FEE	11/16/1982	0		11/16/1982		GA	COBB
103-11	GEORGIA, STATE OF	7	DONAT	FED	FEE	11/16/1982	0		11/16/1982		GA	FULTON

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
103-27	GEORGIA, STATE OF	0.86	DONAT	FED	FEE	11/16/1982	0		11/16/1982		GA	COBB
107-07	GEORGIA, STATE OF	130.54	DONAT	FED	FEE	11/16/1982	0		11/16/1982		GA	FULTON
109-04	GEORGIA, STATE OF	35.43	DONAT	FED	FEE	11/16/1982	0		11/16/1982		GA	FULTON
103-39	TO: ATLANTA GAS LIGHT	0	DISP/EXCH	FED	EASEM	9/27/1983	0		9/27/1983		GA	COBB
110-08	ANDERSON BAIT DISTRIBUTORS	0.38	DONAT	FED	FEE	9/27/1983	43100		9/27/1983		GA	GWINNETT
103-29	ATLANTA HILL RESTAURANT CORP.	2.26	DONAT	FED	FEE	12/29/1983	0	58	12/29/1983		GA	COBB
110-05	BELCHER, BRADY	31.8	PURCH	FED	FEE	3/13/1984	363000	52	4/12/1984		GA	GWINNETT
104-11	GROOVER, CHARLES ET AL	40.28	PURCH	FED	FEE	5/2/1985	1270000	60	5/16/1985		GA	COBB
108-18	HOOVER ATLANTA 7 CORP.	53.49	PURCH	FED	FEE	11/5/1985	1611900	53	11/26/1985		GA	FULTON
108-21	J.N.D.C.	12.5	DONAT	FED	FEE	2/10/1986	0	54	2/10/1986		GA	FULTON
109-03	J.N.D.C.	7.43	EXCH	FED	FEE	2/10/1986	0	59	2/10/1986		GA	FULTON
109-10	TO; J.N.D.C.	-6.6	DISP/EXCH	FED	FEE	2/10/1986	0	59	2/10/1986		GA	FULTON
109-11	TO: J.N.D.C.	-0.83	DISP/EXCH	FED	FEE	2/10/1986	0	59	2/10/1986		GA	FULTON
105-34	TO; BMT, INC.	-89.7	DISP/EXCH	FED	FEE	4/1/1986	0	55	4/1/1986		GA	COBB
105-36	TO; BMT, INC.	-0.07	DISP/EXCH	FED	FEE	4/1/1986	0	55	4/1/1986		GA	COBB
111-37	BMT, INC.	142.53	EXCH	FED	FEE	4/2/1986	0	55	4/2/1986		GA	GWINNETT
111-46	BMT, INC.	2	EXCH	FED	EASEM	4/2/1986	1000	55	4/2/1986		GA	GWINNETT
110-10	NO. FULTON LAND EQUITY LTD.	99.63	PURCH	FED	FEE	5/27/1986	2540565	56	6/16/1986		GA	GWINNETT
102-33	TO; PARAGON GROUP	-1.1	DISP/EXCH	FED	FEE	9/18/1986	0	63	9/18/1986		GA	COBB

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
102-35	TO; PARAGON GROUP, INC.	-36.47	DISP/EXCH	FED	FEE	9/18/1986	0	63	9/18/1986		GA	COBB
108-24	PARAGON GROUP, INC.	0.41	EXCH	FED	EASEM	9/18/1986	0	63	9/18/1986		GA	FULTON
108-25	PARAGON GROUP, INC.	75.59	EXCH	FED	FEE	9/18/1986	0	63	9/18/1986		GA	FULTON
113-37	PIPER DEVELOPMENT CO.	25.83	EXCH	FED	FEE	3/15/1988	73713.65	62	3/15/1988		GA	GWINNETT
113-38	PIPER DEVELOPMENT CO.	38.52	EXCH	FED	FEE	3/15/1988	109928.38	62	3/15/1988		GA	GWINNETT
113-40	TO: PIPER DEVELOPMENT CO.	-23.55	DISP/EXCH	FED	FEE	3/15/1988	0		3/15/1988		GA	GWINNETT
104-14	CHARLES, J.S. ESTATE	68.4	PURCH	FED	FEE	7/28/1988	3150000	61	8/31/1988		GA	COBB
103-40	TO: COUSINS PROPERTIES, INC.	-24.41	DISP/EXCH	FED	FEE	4/14/1989	0	100	4/14/1989		GA	COBB
108-01	MEDLOCK, W. O. ESTATE	21	EXCH	FED	FEE	4/14/1989	25000	100	4/14/1989		GA	FULTON
107-20	CHAT NATURE CENTER	4.86	EXCH	FED	FEE	11/3/1989	268500	64	9/27/1989		GA	FULTON
102-37	TO: ROSE, BARBARA ET AL	-3.4	DISP/EXCH	FED	FEE	10/23/1989	0	80	10/23/1989		GA	FULTON
103-42	TO: GEORGIA POWER	-0.32	DISP/EXCH	FED	FEE	10/23/1989	0	80	10/23/1989		GA	COBB
103-44	TO: GEORGIA POWER	-0.28	DISP/EXCH	FED	FEE	10/23/1989	0	80	10/23/1989		GA	FULTON
105-38	TO: ATLANTA GAS LIGHT	0	DISP/EXCH	FED	EASEM	10/23/1989	0	80	10/23/1989		GA	FULTON
108-29	HBR LIMITED PARTNERSHIP	1.49	EXCH	FED	FEE	10/23/1989	472	80	10/23/1989		GA	FULTON
105-39	TO: CHAT NATURE CENTER	-10.32	DISP/EXCH	FED	FEE	11/3/1989	0	64	11/3/1989		GA	FULTON
103-46	TO: HARWOOD, SUSAN	-0.16	DISP/EXCH	FED	FEE	12/29/1989	0	83	12/22/1989		GA	COBB
103-48	HARWOOD, SUSAN	0.05	EXCH	FED	FEE-O	12/29/1989	2500	83	12/22/1989		GA	COBB
108-30	HBR LMTD PARTNERSHIP	0.53	EXCH	FED	FEE	12/22/1989	74725	84	12/22/1989		GA	FULTON

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
109-15	TO: BRAZELL, GUY C. JR.	-2.93	DISP/EXCH	FED	FEE	12/27/1989	0	85	12/22/1989		GA	FULTON
109-14	BRAZELL, GUY C. JR.	0.81	EXCH	FED	FEE-O	12/27/1989	0	85	12/27/1989		GA	FULTON
108-31	HBR LIMITED PARTNERSHIP	3.71	PURCH	FED	FEE	6/27/1990	650000		7/13/1990		GA	FULTON
111-44	BATES BLOCK, ET AL	161.9	PURCH	FED	FEE	6/27/1990	2260000	66	7/16/1990		GA	FULTON
108-32	HBR LMT PARTNERSHIP	5.64	PURCH	FED	FEE	11/28/1990	987000	65	12/19/1990		GA	FULTON
110-11	WOODWARD ACADEMY, INC.	1	EXCH	FED	FEE	4/15/1991	1750	79	4/15/1991		GA	FULTON
110-12	TO: WOODWARD ACADEMY, INC.	-1.5	DISP/EXCH	FED	FEE-O	4/15/1991	0	79	4/15/1991		GA	FULTON
104-01	TPL	14.35	PURCH	FED	FEE	10/1/1992	480000	68	12/29/1992		GA	COBB
104-02	TPL	25.86	PURCH	FED	FEE	2/7/1993	865000	67	5/4/1993		GA	COBB
113-11	ROBINSON, E.E. ESTATE ET AL	10	PURCH	FED	FEE	11/18/1993	55000		3/25/1994		GA	GWINNETT
113-12	TPL	15.18	DONAT	FED	FEE	9/27/1994	0	69	9/27/1994		GA	GWINNETT
107-12	COUSINS PROPERTIES, INCORPORATED	3.9	DONAT	FED	FEE	12/30/1994	0	81	12/30/1994		GA	FULTON
105-11	THOMPSON, LARRY B.	4.44	EXCH	FED	FEE	1/26/1996	35000	87	1/26/1996		GA	COBB
105-41	TO: THOMPSON, LARRY	-26.65	DISP/EXCH	FED	FEE	1/26/1996	0	87	1/26/1996		GA	COBB
108-16	TPL	2.63	PURCH	FED	FEE	1/26/1996	420000	86	1/26/1996		GA	FULTON
113-03	SILVER CREEK, LLC	23.05	EXCH	FED	FEE	5/23/1996	250000		5/23/1996		GA	FORSYTH
113-44	TO: SILVER CREEK LLC	-11.3	DISP/EXCH	FED	FEE	5/23/1996	0		5/23/1996		GA	FORSYTH
113-46	SILVER CREEK, LLC	4.53	EXCH	FED	EASEM	5/23/1996	0		5/23/1996		GA	FORSYTH
113-35	TPL	28.53	PURCH	FED	FEE	8/8/1996	513000	70	10/1/1996		GA	GWINNETT

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Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
113-36	TPL	32.48	PURCH	FED	FEE	8/30/1996	468000	71	10/1/1996		GA	GWINNETT
104-12	TPL (POWER FARM)	78.21	PURCH	FED	FEE	9/15/1997	3100000	73	10/3/1997		GA	COBB
104-17	TPL	2.5	DONAT	FED	EASEM	1/26/1999	0		1/26/1999		GA	COBB
112-02	TPL (STEMBLER)	41.66	PURCH	FED	FEE	4/5/1999	960000	78	4/23/1999		GA	GWINNETT
116-01	TPL (RIVERMORE PARK, LLC)	41.19	PURCH	FED	FEE	8/31/2000	3000000	72	9/22/2000		GA	GWINNETT
112-04	TPL (FAIRGREEN CAPITAL LP)	67.17	PURCH	FED	FEE	12/13/2000	3200000	75	2/1/2001		GA	GWINNETT
112-01	TPL (WEST ENTERPRISES, INC)	78.98	PURCH	FED	FEE	5/30/2001	3600000	76	6/29/2001		GA	GWINNETT
107-30	TPL (COWART)	55.7	PURCH	FED	FEE	8/23/2001	8500000	82	9/21/2001		GA	FULTON
111-48	TPL (HAMILTON)	2	PURCH	FED	FEE	9/11/2001	170000	77	10/15/2001		GA	GWINNETT
111-48A	TPL (HAMILTON)	2	EXCH	FED	FEE	9/11/2001	170000		10/15/2001		GA	FORSYTH
108-33	TPL (PINNACLE RESIDENTIAL LLC)	4.93	PURCH	FED	FEE	1/25/2002	720000	74	3/12/2002		GA	FULTON
116-03	TPL (GLASS-CRESCENT RIVER LLC)	68.84	PURCH	FED	FEE	1/8/2002	6000000	88	11/7/2002		GA	GWINNETT
116-03A	TRUST FOR PUBLIC LAND (CRESCENT RIVER, LLC)	2.74	PURCH	FED	EASEM	1/8/2002	6000000	88	11/7/2002		GA	GWINNETT
116-04	TPL (GLASS-CRESCENT RIVER LL)	12	PURCH	FED	EASEM	1/8/2002	1600000	89	11/7/2002		GA	GWINNETT
113-64	TPL (PRUITT)	5.16	PURCH	FED	FEE	12/10/2002	243000	92	12/23/2002		GA	FORSYTH
113-65	TPL (ASHLEY)	14	PURCH	FED	FEE	12/10/2002	476000	93	12/26/2002		GA	FORSYTH
102-43	CHILDRESS, J. DONALD	0.9	EXCH	FED	FEE	12/26/2002	0	96	2/25/2003		GA	FULTON
102-44	TO: J. DONALD CHILDRESS	-0.9	DISP/EXCH	FED	FEE	12/26/2002	0	96	2/25/2003		GA	FULTON
105-33	TPL (GA POWER)	16.89	DONAT	FED	FEE	11/25/2003	0	90	12/9/2003		GA	COBB

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
106-29	TO: CITY OF ROSWELL	-2.45	DISP/EXCH	FED	FEE	3/4/2003	0		1/9/2004		GA	FULTON
106-31	TO: CITY OF ROSWELL	-0.11	DISP/EXCH	FED	FEE	3/4/2003	0		1/9/2004		GA	FULTON
106-33	CITY OF ROSWELL	1.59	EXCH	FED	FEE	3/4/2003	0		1/9/2004		GA	FULTON
106-34	CITY OF ROSWELL	11.34	EXCH	FED	FEE	3/4/2003	0		1/9/2004		GA	FULTON
107-21	TPL (FULTON COUNTY)	11.46	DONAT	FED	EASEM	4/26/2005	0	91	6/10/2005		GA	FULTON
116-06	PULTE HOME CORP	9.65	EXCH	FED	FEE	6/17/2004	933000	95	6/20/2005		GA	GWINNETT
112-05	MARTO, CHARLES C.	3.55	EXCH	FED	FEE	5/16/2006	0	94	1/30/2007		GA	FORSYTH
116-02	TPL (RIVERMOORE)	76.79	DONAT	FED	EASEM	5/22/2007	0	98	6/1/2007		GA	GWINNETT
103-30	TPL (COOPER)	4.01	DONAT	FED	FEE	9/30/2008	0	97	9/30/2008		GA	COBB
104-13A	TRUST FOR PUBLIC LAND (HYDE FARM)	31.04	PURCH	FED	FEE	7/28/2010	2676580	99	8/26/2010		GA	COBB
104-13B	TRUST FOR PUBLIC LAND (HYDE FARM)	21.15	PURCH	FED	FEE	7/28/2010	1823420	99	8/26/2010		GA	COBB
115-09	THE NATURE CONSERVANCY	6.47	DONAT	FED	FEE	10/28/2010	0	102	11/17/2010		GA	FULTON
104-13	COBB COUNTY, GEORGIA	42.52	DONAT	FED	EASEM	2/17/2011	0	101	3/1/2011		GA	COBB
111-52A	TRUST FOR PUBLIC LAND (ROGER'S BRIDGE)	22.16	PURCH	FED	FEE	3/16/2011	1455000		6/1/2011		GA	FULTON
111-52	TRUST FOR PUBLIC LAND (ROGER'S BRIDGE)	22.08	DONAT	FED	FEE	9/7/2011	0		9/7/2011		GA	FULTON
103-51	STATE HIGHWAY DEPARTMENT OF GEORGIA	0.37	DONAT	FED	FEE	12/20/2011	0	103	1/4/2012		GA	COBB
113-62	TPL (CRIMSON GWINNETT HOLDINGS, LLC)	46.97	PURCH	FED	FEE	1/4/2016	385000		2/24/2016	7346001	GA	GWINNETT
111-70	MILAM, C.D.	2.5	EXCH	FED	FEE	6/15/2016	0		6/15/2016		GA	GWINNETT
102-39	GEORGIA, STATE OF (DOT)	2.92	DONAT	FED	FEE	2/6/2017	0		2/6/2017		GA	COBB

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
102-41	GEORGIA, STATE OF (DOT)	3.74	DONAT	FED	FEE	2/6/2017	0		2/6/2017		GA	COBB
102-42	GEORGIA, STATE OF (DOT)	2.03	DONAT	FED	FEE	2/6/2017	0		2/6/2017		GA	COBB
116-38	STATE OF GEORGIA (DOT)	0.75	DONAT	FED	FEE	2/9/2017	0		2/9/2017		GA	FORSYTH
116-33	TRUST FOR PUBLIC LAND (BENTON)	55.19	PURCH	FED	FEE	2/7/2017	2093000		3/16/2017		GA	GWINNETT
101-01	ATLANTA, CITY OF	95.6	UNACQ	PUB	FEE		0				GA	FULTON
102-01A	TO: CHARLES C. MARTO	-2.1	DISP/EXCH	FED	FEE	5/16/2006	0	94			GA	FULTON
102-01B	MARTO, CHARLES C.	2.1	UNACQ	PRIV	FEE		0				GA	FULTON
102-04	STATE HWY DEPT. OF GA	2.45	UNACQ	PUB	EASEM		0				GA	FULTON
102-16	INT'L BUS MACHINES	29	UNACQ	PRIV	FEE		0				GA	FULTON
102-21	LECRAW, JULIAN ET AL	2.18	UNACQ	PRIV	FEE		0				GA	COBB
102-34	PARAGON GROUP	1.1	UNACQ	PRIV	FEE		0				GA	COBB
102-38	ROSE, BARBARA	3.4	UNACQ	PRIV	FEE		0				GA	FULTON
102-40	PALISADES FUND XII ASSOCIATES, L.P.	4.76	UNACQ	PRIV	FEE		0				GA	COBB
102-45	STATE OF GEORGIA DOT	0.64	UNACQ	PUB	FEE		0				GA	COBB
102-46	GEORGIA POWER COMPANY	9.27	UNACQ	PRIV	FEE		0				GA	FULTON
102-47	GEORGIA POWER COMPANY	7.58	UNACQ	PRIV	FEE		0				GA	COBB
102-48	PACE BATTLE HOMEOWNERS ASSOC.	9.03	UNACQ	PRIV	FEE		0				GA	FULTON
102-49	GEORGIA POWER COMPANY	1.17	UNACQ	PRIV	FEE		0				GA	FULTON
102-50	UNKNOWN	1.38	UNACQ	PRIV	FEE		0				GA	COBB

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
102-51	UNKNOWN	1.53	UNACQ	PRIV	FEE		0				GA	COBB
102-52	GEORGIA POWER COMPANY	3.03	UNACQ	PRIV	FEE		0				GA	COBB
102-53	LG MILL, LLC	5.77	UNACQ	PRIV	FEE		0				GA	COBB
103-13	STATE HWY DEPT OF GA	1.5	UNACQ	PUB	EASEM		0				GA	FULTON
103-28	EHRlich, JONATHAN S. ET AL	0.42	UNACQ	PRIV	FEE		0				GA	FULTON
103-41	COUSINS PROPERTIES, INC.	24.41	UNACQ	PRIV	FEE		0				GA	COBB
103-43	GEORGIA POWER CO.	0.32	UNACQ	PRIV	FEE		0				GA	COBB
103-45	GEORGIA POWER	0.28	UNACQ	PRIV	FEE		0				GA	FULTON
103-47	HARWOOD, SUSAN	0.16	UNACQ	PRIV	FEE		0				GA	COBB
103-49	RIVERVIEW CONDOMINIUM	0.45	UNACQ	PRIV	FEE		0				GA	COBB
103-50	TPL (RAND WENTWORTH MONUMENT)	0.01	UNACQ	PRIV	FEE		0				GA	COBB
104-03	WILLINGHAM, THOMAS M.	6.4	UNACQ	PRIV	FEE		0				GA	COBB
104-07	COBB COUNTY-MWA	1.71	UNACQ	PUB	FEE		0				GA	COBB
105-14	GEORGIA POWER CO	147.1	UNACQ	PRIV	FEE		0				GA	COBB
105-15	FULTON COUNTY	566.03	UNACQ	PUB	FEE		0				GA	FULTON
105-16	GEORGIA POWER CO	11.8	UNACQ	PRIV	FEE		0				GA	FULTON
105-17	GEORGIA POWER CO	21.14	UNACQ	PRIV	FEE		0				GA	FULTON
105-18	ORKIN, WILLIAM B.	35.1	UNACQ	PRIV	FEE		0				GA	FULTON
105-19	FULTON COUNTY	163.86	UNACQ	PUB	FEE		0				GA	FULTON

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Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
105-20	FULTON COUNTY	1.1	UNACQ	PUB	EASEM		0				GA	FULTON
105-21	GEORGIA POWER CO	7.6	UNACQ	PRIV	FEE		0				GA	COBB
105-25	GEN ELEC CREDIT CORP OF GA	0.5	UNACQ	PRIV	FEE		0				GA	FULTON
105-27	ORKIN, WILLIAM B.	107.57	UNACQ	PRIV	FEE-O		0				GA	FULTON
105-28	FULTON COUNTY	10.02	UNACQ	PUB	FEE		0				GA	FULTON
105-30	GEORGIA, STATE OF	0.07	UNACQ	PUB	FEE		0				GA	FULTON
105-31	FULTON COUNTY	1.61	UNACQ	PUB	EASEM		0				GA	FULTON
105-32	UNKNOWN	0.66	UNACQ	PRIV	FEE		0				GA	FULTON
105-35	BMT, INC.	89.7	UNACQ	PRIV	FEE		0				GA	COBB
105-37	BMT, INC.	0.07	UNACQ	PRIV	FEE		0				GA	COBB
105-40	CHAT NATURE CENTER	10.32	UNACQ	PRIV	FEE		0				GA	FULTON
105-42	THOMPSON, LARRY B.	25.59	UNACQ	PRIV	FEE		0				GA	COBB
105-43	TO: THOMPSON, LARRY	-0.56	DISP/EXCH	PRIV	EASEM		0				GA	COBB
105-44	THOMPSON, LARRY	0.56	UNACQ	PRIV	EASEM		0				GA	COBB
106-01	FULTON COUNTY	9.36	UNACQ	PUB	FEE		0				GA	FULTON
106-02	FULTON COUNTY	0.88	UNACQ	PUB	EASEM		0				GA	FULTON
106-06	ALLEN, STEVE	2	UNACQ	PRIV	FEE		0				GA	FULTON
106-07	ATLANTA STREET INVESTMENT CO., LLC	2.63	UNACQ	PRIV	FEE		0				GA	FULTON
106-08	FREEMON, NAN FOSTER ET AL	1.75	UNACQ	PRIV	FEE		0				GA	FULTON

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
106-09	THE SAW COMPANIES, INC.	0.47	UNACQ	PRIV	FEE		0				GA	FULTON
106-10	ASF INVESTMENT, LLC	0.99	UNACQ	PRIV	FEE		0				GA	FULTON
106-11	MIMMS, MALON D.	3.53	UNACQ	PRIV	FEE		0				GA	FULTON
106-12	CITY OF ROSWELL	0.18	UNACQ	PUB	FEE		0				GA	FULTON
106-13	CITY OF ROSWELL	0.25	UNACQ	PUB	FEE		0				GA	FULTON
106-14	CITY OF ROSWELL	1.43	UNACQ	PUB	FEE		0				GA	FULTON
106-18	ROSWELL, CITY OF	27.77	UNACQ	PUB	FEE		0				GA	FULTON
106-21	SCROGGIN, JOHN J., ET UX	4.5	UNACQ	PRIV	FEE		0				GA	FULTON
106-23	DONNELLAN, THOMAS A.	14.49	UNACQ	PRIV	FEE		0				GA	FULTON
106-24	CITY OF ROSWELL	10.86	UNACQ	PUB	FEE		0				GA	FULTON
106-25	CITY OF ROSWELL	5.4	UNACQ	PUB	FEE		0				GA	FULTON
106-26	CITY OF ROSWELL	6.78	UNACQ	PUB	FEE		0				GA	FULTON
106-27	CITY OF ROSWELL	2.11	UNACQ	PUB	FEE		0				GA	FULTON
106-28	CITY OF ROSWELL	0.26	UNACQ	PUB	FEE		0				GA	FULTON
106-30	ROSWELL, CITY OF	2.45	UNACQ	PUB	FEE		0				GA	FULTON
106-32	ROSWELL, CITY OF	0.11	UNACQ	PUB	FEE		0				GA	FULTON
106-35	CITY OF ROSWELL	1.35	UNACQ	PUB	FEE		0				GA	FULTON
106-37	HUB PROPERTIES, LLC	8.73	UNACQ	PRIV	FEE		0				GA	FULTON
106-38	HUNTCLIFF RIVER PRESERVE, LLC	6.03	UNACQ	PRIV	FEE		0				GA	FULTON

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Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
106-39	GEORGIA POWER COMPANY	5.55	UNACQ	PRIV	FEE		0				GA	FULTON
106-40	CITY OF ROSWELL	0.56	UNACQ	PUB	FEE		0				GA	FULTON
106-41	GEORGIA POWER COMPANY	2.62	UNACQ	PRIV	FEE		0				GA	FULTON
106-42	BAKER, TERRY N., ET UX	0.21	UNACQ	PRIV	FEE		0				GA	FULTON
106-43	CITY OF ROSWELL	0.58	UNACQ	PUB	FEE		0				GA	FULTON
106-44	CITY OF ROSWELL	1.02	UNACQ	PUB	FEE		0				GA	FULTON
106-45	FULTON COUNTY	1.77	UNACQ	PUB	FEE		0				GA	FULTON
106-46	BROWN, MARY E.	0.28	UNACQ	PRIV	FEE		0				GA	FULTON
106-47	AGNES SLACK LP OF HAWAII	0.05	UNACQ	PRIV	FEE		0				GA	FULTON
106-48	FULTON COUNTY	0.24	UNACQ	PUB	FEE		0				GA	FULTON
106-49	THREATT, J.W., JR.	1.9	UNACQ	PRIV	FEE		0				GA	FULTON
106-52	FULTON COUNTY	9.21	UNACQ	PUB	FEE		0				GA	FULTON
106-53	CITY OF ROSWELL	1.3	UNACQ	PUB	FEE		0				GA	FULTON
106-54	CITY OF ROSWELL	0.08	UNACQ	PUB	FEE		0			12192 40417 015-1	GA	FULTON
106-55	FULTON COUNTY	0.43	UNACQ	PUB	FEE		0				GA	FULTON
107-04	SHULMAN, ROBERT, ET AL	8.2	UNACQ	PRIV	FEE		0				GA	FULTON
107-05	ROACH, LEE J. ET UX	5.81	UNACQ	PRIV	FEE		0				GA	FULTON
107-06	TAYLOR, ELSIE ET AL	10.5	UNACQ	PRIV	FEE		0				GA	FULTON

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
107-22	FULTON COUNTY	1.7	UNACQ	PUB	FEE		0				GA	FULTON
107-31	BARRETT, ZACHARY LEMIEUX MARSH	1.84	UNACQ	PRIV	FEE		0				GA	FULTON
107-32	BELL, JOE ET UX	2.01	UNACQ	PRIV	FEE		0				GA	FULTON
107-33	BELL, JOE ET UX	2.01	UNACQ	PRIV	FEE		0				GA	FULTON
107-34	BELL, JOE ET UX	1.51	UNACQ	PRIV	FEE		0				GA	FULTON
108-03	GARRARD, LEILA ELLARD MRS.	160	UNACQ	PRIV	FEE		0				GA	FULTON
108-04	GARRARD, LARRY A.	5	UNACQ	PRIV	FEE		0				GA	FULTON
108-05	COWART, JIM INC.	4.6	UNACQ	PRIV	FEE		0				GA	FULTON
108-17	RIVERMONT COMMUNITY ASSOC.	27.44	UNACQ	PRIV	FEE		0				GA	FULTON
108-19	WOFFORD, JOE R.	9.7	UNACQ	PRIV	FEE		0				GA	FULTON
108-23	PARAGON GROUP	0.69	UNACQ	PRIV	FEE		0				GA	FULTON
108-26	NICKLAUS, JACK DEVELOPMENT	0.1	UNACQ	PRIV	FEE-O		0				GA	FULTON
108-27	NICKLAUS, JACK DEVELOPMENT	1.1	UNACQ	PRIV	FEE-O		0				GA	FULTON
108-28	TO: NICKLAUS, JACK DEVELOPMENT	0.05	UNACQ	PRIV	EASEM		0				GA	FULTON
108-34	PINNACLE RESIDENTIAL, L.L.C.	10.22	UNACQ	PRIV	FEE		0				GA	FULTON
108-35	TPL	0.11	UNACQ	PRIV	FEE		0				GA	FULTON
109-09	GRAN RIVER HOMEOWNERS ASSOC	4.68	UNACQ	PRIV	FEE		0				GA	GWINNETT
109-12	J.N.D.C.	6.6	UNACQ	PRIV	FEE		0				GA	FULTON
109-13	J.N.D.C.	0.83	UNACQ	PRIV	FEE		0				GA	FULTON

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
110-02	ELROD, MARY NELL HEARN	2.91	UNACQ	PRIV	FEE		0				GA	GWINNETT
110-07	STATE HWY DEPT OF GA	6.4	UNACQ	PUB	EASEM		0				GA	GWINNETT
110-09	ANDERSON BAIT DISTRIBUTORS	6.11	UNACQ	PRIV	FEE		0				GA	GWINNETT
110-31	STEED, CLYDE	20.75	ACQ DEFER	PRIV	FEE		0				GA	GWINNETT
111-21	MCDANIEL ENTERPRISES, INC.	65.8	UNACQ	PRIV	FEE		0				GA	GWINNETT
111-42	MILAN, C.D.	38.78	UNACQ	PRIV	FEE		0				GA	GWINNETT
111-43	CITY OF DULUTH	7.75	UNACQ	PRIV	FEE		0				GA	GWINNETT
111-48B	TO: MILAM, C.D.	0	UNACQ	PRIV	FEE		0				GA	GWINNETT
111-48C	MILAM, C.D.	2	UNACQ	PRIV	FEE		0				GA	GWINNETT
111-49	CITY OF JOHNS CREEK	31.35	UNACQ	PUB	FEE		0				GA	FULTON
111-50	MARLENE CROWE EMBRY TRUST	205.8	UNACQ	PRIV	FEE		0				GA	FULTON
111-51	ROGERS FAMILY PARTNERSHIP	188.18	UNACQ	PRIV	FEE		0				GA	FULTON
111-54	ROGERS, EARNEST P., ET AL	38.89	UNACQ	PRIV	FEE		0				GA	FULTON
111-55	MILLER, JEAN T.	0.48	UNACQ	PRIV	FEE		0				GA	FULTON
111-56	BOWLIN, CHERYL H.	1.45	UNACQ	PRIV	FEE		0				GA	FULTON
111-57	ROGERS, EARNEST P., ET AL	29.41	UNACQ	PUB	FEE		0				GA	GWINNETT
111-58	CITY OF DULUTH	11.13	UNACQ	PUB	FEE		0				GA	FORSYTH
111-59	GWINNETT COUNTY	1.07	UNACQ	PUB	FEE		0				GA	GWINNETT
111-60	TURNER, KENNTH K.	20	UNACQ	PRIV	FEE		0				GA	GWINNETT

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
111-61	ADAMS, HAROLD WALTER, ETAL	4.34	UNACQ	PRIV	FEE		0				GA	FORSYTH
111-62	LEGETT, THOMAS M., ET AL	4.8	UNACQ	PRIV	FEE		0				GA	GWINNETT
111-63	SASDOW, SCOTT C., ET UX	3.03	UNACQ	PRIV	FEE		0				GA	GWINNETT
111-64	FORDHAM, KENNETH EUGENE	1.44	UNACQ	PRIV	FEE		0				GA	GWINNETT
111-65	RIVER RUN HOMEOWNERS ASSOC., INC.	21.43	UNACQ	PRIV	FEE		0				GA	GWINNETT
111-66	CHATTOWAH OPEN LAND TRUST, INC.	34.06	UNACQ	PRIV	FEE		0				GA	GWINNETT
111-67	OAK PARK ON THE RIVER HOMEOWNERS	4.37	UNACQ	PRIV	FEE		0				GA	GWINNETT
111-68	CANTERBERRY WOODS COMM ASSOC.	5.03	UNACQ	PRIV	FEE		0				GA	GWINNETT
111-69	MILAM, C.D.	37.68	UNACQ	PRIV	FEE		0				GA	GWINNETT
111-71	MILAM, C.D., ET AL	3	UNACQ	PRIV	FEE		0				GA	GWINNETT
111-72	DULUTH GOVERNMENTAL FINANCE CO.	5.13	UNACQ	PRIV	FEE		0				GA	GWINNETT
111-73	OVERLOOK COMMUNITY ASSOCIATION	2.2	UNACQ	PRIV	FEE		0				GA	GWINNETT
111-74	RIVERWALK HOMEOWNERS ASSOC.	12.3	UNACQ	PRIV	FEE		0				GA	GWINNETT
111-75	FULTON COUNTY	3.76	UNACQ	PUB	ROW		0				GA	FULTON
112-06	GRAND CASCADES HOMEOWNERS ASSN.	0.66	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-07	MACAULEY PROPERTIES LIMITED	0.54	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-08	MURPHY, BENDAN J., ET AL	0.27	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-09	RIZZO, MARSHALL SCOTT, ET UX	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-10	RIVERVIEW TRUST	0.26	UNACQ	PRIV	FEE		0				GA	FORSYTH

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
112-11	ESPEY, RANDAL C.	0.32	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-12	BOYCE, RONALD W. ET UX	0.39	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-13	MARK, MICHAEL J., ET UX	0.3	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-14	DANNER, JIMMY, ET UX	0.28	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-15	BISSONNETTE, STEPHEN, ET UX	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-16	MCCONNELL, WILLIAM A., ET UX	1.69	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-17	GREENE, ROBERT G., II, ET UX	1.06	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-18	MARTIN, NATHAN W., ET UX	0.87	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-19	ORTIZ-VILLAJOS, JOSE M., ET UX	0.82	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-20	REZABEK, JANINE D. , ET VIR	0.7	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-21	TUMMINIA, FRANK, ET UX	1.09	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-22	SIMS, DALE M., ET UX	1.52	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-23	BROWN, LAWTON T.	1.61	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-24	PETEGHEM, DIRK VAN, ET UX	1.73	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-25	ABAKUMOV, TIMUR, ET UX	1.14	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-26	RIVEREDGE HOLDINGS, LLC	0.38	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-28	GRAND CASCADE COMM ASSN. INC.	4.95	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-29	SOUTHERS GARDEN PROPERTY, LLC	7.06	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-30	PIRKLE, H. CHRISTIAN, ET AL	0.5	UNACQ	PRIV	FEE		0				GA	FORSYTH

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
112-31	DUBA, THOMAS E., ET UX	2.57	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-32	GREEN, SUZY W.	2.91	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-33	DOBBS, JAMES III, ET UX	2.5	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-34	RENNELL, JOHN A., JR., ET UX	1.17	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-35	TRINKWON, JEFF, ET UX	0.93	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-36	KURALY, PETER F., ET UX	1.53	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-37	BEASLEY, THOMAS J., ET UX	1.21	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-38	KILPATRICK, MARK, ET UX	0.6	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-39	HYDE, STEVEN KOREY, ET UX	0.58	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-40	MONIE, WILLIAM ROY II, ET UX	0.63	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-41	ANDREAUS, RICHARD A., ET UX	1.29	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-42	SKILES, SABRINA R., ET VIR	0.7	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-43	CETO, CHERYL ANN	0.37	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-44	BARTO, MARY ELLEN, ET VIR	0.62	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-45	GUILLORY, LAWRENCE, ET UX	0.71	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-46	DUBE, ANNE M, ET VIR	0.56	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-47	COOK, BRIAN, ET UX	0.67	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-48	MARTIN, SCOTT, ET UX	0.92	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-49	HILL, DWAYNE M., ET UX	2.99	UNACQ	PRIV	FEE		0				GA	FORSYTH

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
112-50	WALSH, EDWINA L.	4.82	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-51	RA, JIN , ET UX	1.5	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-54	UNITED STATES OF AMERICA (NPS)	67.63	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-55	STATE OF GEORGIA	52.65	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-57	HERD, SUSAN B.	0.58	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-58	HERD, SUSAN B.	20.4	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-59	HERD, HAL M., JR.	4.5	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-60	S K E HERD TRUST	12.41	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-61	WAKASUGI, SAM, JR.	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-62	HILLIARD, JOSEPH, JR.	0.26	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-64	MONTGOMERY, ALAN W. , ET UX	5.75	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-65	THORNTON, RUSSELL V., ET UX	1.43	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-66	ROBINSON, RICHARD	6.38	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-67	HARRISON, DONALD JR., ET UX	7.61	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-68	SMITH, JAY B., III, ET UX	19.88	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-69	SMITH, LINDA C., ET AL	2.92	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-70	GWINNETT COUNTY	218.2	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-71	JOHNSON, PHILIP E., ET UX	1.75	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-72	FONTANA, KATHERINE	1.21	UNACQ	PRIV	FEE		0				GA	FORSYTH

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
112-73	ELLIS, GLYNNELL B.	3.55	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-74	GAMMAGE, JOHN G. SR, ET UX	4.6	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-75	NANCE, THERESA	1.39	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-76	UNKNOWN	1.51	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-77	JOHNSON, CLIFFORD L., ET UX	2.65	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-78	LICATA MICHAEL	2.62	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-79	MRL PROPERTIES, LLC	2.08	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-80	LICATA, MIKE	3.22	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-81	SIMMONS, KEVIN L., ET UX	1.98	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-82	SIMMONS, KEVIN L., ET UX	1.17	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-83	O'NEAL, PATRICK, ET UX	1.37	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-84	JOHNSON, PHILLIP E.	1.17	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-85	DEGYANSKY, NATHAN M., ET UX	0.21	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-86	WEIGEL, ALBERT M., ET UX	0.24	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-87	KELLEY, PHILLIP B., ET UX	0.31	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-88	CUSIMANO, RICHARD	0.21	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-89	DALY, JAMES THOMAS, ET UX	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-90	WHITE, DANIEL H., ET UX	0.29	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-91	SCHLOSSER, MATTHEW J., ET UX	0.29	UNACQ	PRIV	FEE		0				GA	FORSYTH

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
112-92	BOUCHILLON, MILTON S., ET UX	0.23	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-93	MALLON, STEVEN M.	0.47	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-94	HARRIS, MARK C.	0.26	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-95	DEKREEK, QLF D PRSNL RESID TRUST	0.37	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-96	FORTIER, RICHARD, ET UX	0.59	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-97	BENTON JOHN ALVIN , ET UX	0.17	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-98	PARR, RICHARD D., ET UX	0.17	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-99	KLIPPEL, JAMES H., ET UX	0.23	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-100	AUTRY, AMANDA J., ET UX	0.46	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-101	GATES, SCOTT A., ET UX	0.15	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-102	THWAITS, LORI A.	0.98	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-103	MORRIS, KEVIN C.	0.2	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-104	BUSSENS, PETER, ET UX	0.17	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-105	CHEN, GERALD J., ET UX	0.27	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-106	SWEENEY, JAMES P., ET UX	0.74	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-107	LINDBERG, BRIAN J., ET UX	0.91	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-108	UNKNOWN	0.55	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-109	MATHAUER, WILLIAM, ET UX	0.37	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-110	STANLEY, HAL O., ET UX	0.29	UNACQ	PRIV	FEE		0				GA	FORSYTH

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
112-111	SNYDER, DENNIS L., ET UX	0.42	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-112	RITTENBACH, GEORGE, ET UX	0.64	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-113	FRANKLIN, ROGER J.	1.24	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-114	QUICK, JEFFREY, ET UX	1.47	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-115	HUGENS, JOHN R., ET UX	0.76	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-116	SHELBORNE, ROSA M.	1.01	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-117	DELEN, KEVIN, ET UX	0.19	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-118	TURNER, JUDY H.	0.38	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-119	KOSKY, NICOLE, ET AL	0.41	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-120	DESHMUKH, RUPALI, ET UX	0.43	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-121	KEATING, WILLIAM J., IV	0.59	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-122	PATTON, EUGENE K., ET UX	0.55	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-123	BROWN, JOSHUA K., ET UX	0.35	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-124	ROQUEMORE, JOHN P., III, ET UX	0.31	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-125	SULKO, JAMES, ET UX	0.27	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-126	HOLMES, RANDALL T.	0.3	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-127	COYNE, MELISSA P.	0.31	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-128	KIM, EUN-SOOK	0.43	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-129	SPIELMAN FAMILY TRUST	0.88	UNACQ	PRIV	FEE		0				GA	FORSYTH

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
112-130	RIVER MIST COMMUNITY ASSN. INC.	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-131	FARRAHAR, CHARLES D., ET UX	1.08	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-132	LEACH, KEN, ET UX	0.51	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-133	UTLEY, TERRY A.	1.17	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-134	YOUNG, KATHY, ET UX	1.11	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-135	SUMMERS, CHRISTINA J., ET UX	2.12	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-136	WRIGHT, MICHAEL H., ET UX	3.86	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-137	KOCERHA, ROBERT J., ET UX	4.07	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-138	ROMAINE, MICHAEL M., ET UX	2.21	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-139	WARD, JEFFREY A., ET UX	1.8	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-140	BROWN THOMAS KENNETH , ET UX	0.96	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-141	GEESLIN, DINA C.	0.88	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-142	SUMMERS, TRAVIS	0.91	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-143	KENNEDY, ANDREW	0.88	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-144	ROBERTSON, SHARON A.	0.7	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-145	GROVE, DAVID P.	0.4	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-146	WAGNER KARL A , ET UX	0.3	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-147	WILD TIMBER HOMEOWNERS ASSOC., INC.	4.88	UNACQ	PRIV	FEE		0				GA	FORSYTH

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
112-148	PHELPS, ELIZABETH	2.36	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-149	CAPE, ALLISON	1.64	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-150	BOWEN, DAVID J., ET AL	48.97	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-151	EDINBURGH COMMONS HOMEOWNERS	46.88	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-152	EDINBURGH HOMEOWNERS ASSOC., INC.	11.07	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-153	BUTLER, JASON E.	0.24	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-154	ANDERSON, RICHARD W.	0.26	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-155	MORDI, EMMANUEL E.	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-156	KIM, JUNG H.	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-157	MAYFIELD, WILLIAM G.	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-158	VELASCO, ALBERTO	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-159	BROWN, KEITH C.	0.29	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-160	KIM, SOO D.	0.29	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-161	WINKLER, LEON B.	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-162	HOGAN, GRANT M.	0.29	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-163	PARK, JAE YEONG	0.27	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-164	PATEL, MAYURI P.	0.31	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-165	ASHLEIGH WALK HOA INC	14.97	UNACQ	PRIV	FEE		0				GA	FORSYTH

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
112-166	HAZELL EMANUEL C	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-167	THE SANJAY RAMAN PATEL REVOCABLE LIVING TRUST	0.24	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-168	FAMILY TRUST FOR PAMELA RAE CUE	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-169	KIM, JUNG BOON	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-170	WESTFALL, ONA	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-171	JEONG, EUE JEONG	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-172	PAK, SONG KYU	0.24	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-173	MILLER, STEVEN	0.26	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-174	LEE, MI YANG	0.28	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-175	PUCCIARELLO, NICHOLAS, JR.	0.27	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-176	MCKENZIE, RICHARD D.	0.22	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-178	FERRIS, THOMAS A.	0.24	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-179	VELASCO, TERESA M.	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-180	BLEVINS, LARRY R.	0.26	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-181	VIRANI, NOORUDDIN	0.3	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-182	LEE, EUN JOO	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-183	PHELAN, JOSEPH F., JR., ET UX	0.24	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-184	LAVOIE, HOLLIE A.	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
112-185	MARSH, JULIE E.	0.3	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-186	STIPEK, PETER J, ET UX	0.26	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-187	DELANCEY, LYNDA M.	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-188	HILL, ELIZABETH E.	0.28	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-189	EDWARDS, MARIE C.	0.32	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-190	PATEL, DHARMESH	0.28	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-191	SUTHAR, JIGNESH C.	0.26	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-192	SHUMWAY, JOHN F.	0.24	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-193	CHONG, JANE	0.27	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-194	PARK, JI YOUNG	0.26	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-195	HARVIEUX, MICHAEL D.	0.35	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-196	GALLAGHER, CHARLES W.	0.3	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-197	LEMONS, RANDY E.	0.24	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-198	PRUETT, DENNIS, ET UX	0.23	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-199	JACOB, BOBBY	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-200	BARLEY, DARYL O.	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-201	MCKENZIE, BRIDGET G.	0.28	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-202	BLANCK, JAMES	0.24	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-203	DAS, SAROJ	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
112-204	PATEL, HASU	0.32	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-205	FERGUSON, SCOTT T.	0.24	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-206	IVEY, GARY	0.27	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-207	PATEL, PRAMIT S.	0.3	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-208	WILSON, AARON T.	0.3	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-209	GALEANCU, VIORICA	0.33	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-210	TUCKER, SAMUEL H., ET UX	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-211	YANG, JAE W.	0.25	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-212	COOPER, JAN D.	0.24	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-213	LIU, YONGJIAN	0.27	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-214	ALUSMA, FRANCOIS W.	0.26	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-215	WON, KYUNG S.	0.33	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-216	CHO, DONG JEE	0.33	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-217	TAMBURO, JOHN P.	0.38	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-218	LEE, YOUNG JOO	0.26	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-219	DOTY, PHEK GEK	0.26	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-220	VILLARREAL, ALFONSO	0.28	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-221	LEE, YOON HEE	0.28	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-222	LOMAX, MANNING N.	0.35	UNACQ	PRIV	FEE		0				GA	FORSYTH

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
112-223	GAJESKI, SONG CHA L.	0.27	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-224	PEACHLAND HOMES INC.	0.33	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-225	WHITLEY, THOMAS F.	0.32	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-226	SALDANA, JOSE M.	0.3	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-227	HERD, SUSAN B.	1.26	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-228	PITTARD, RODNEY W.	1.04	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-229	YANG, KEONG SUN	0.28	UNACQ	PRIV	FEE		0				GA	FORSYTH
112-230	ASHLEIGH WALK HOA INC.	0.4	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-02	MASHBURN, M ET AL JR	24.3	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-07B	TO: CITY OF SUGAR HILL	0	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-14	O'ROUKE, KERMIT ESTATE	11.8	UNACQ	PRIV	FEE		0				GA	GWINNETT
113-15	CARLYLE, DORIS JONES ET VIR	11.93	UNACQ	PRIV	FEE		0				GA	GWINNETT
113-16	UNKNOWN	1.4	UNACQ	PRIV	FEE		0				GA	GWINNETT
113-18	MORELAND, EVELYN K.	54.46	UNACQ	PRIV	FEE		0				GA	GWINNETT
113-28	CITY OF SUGAR HILL	33.87	UNACQ	PRIV	FEE		0				GA	GWINNETT
113-30	THOMAS, CALVIN A.	2	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-31	TERRY, HUBERT	1.75	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-32	THE TRUST FOR PUBLIC LAND (GREEN)	18.5	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-33	HICE, ROBERT C. ET UX	15	UNACQ	PRIV	FEE		0				GA	FORSYTH

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
113-34	BLANKENSHIP, GUY D. ET AL	13.6	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-39	PIPER DEVELOPMENT CO.	0.4	UNACQ	PRIV	FEE		0				GA	GWINNETT
113-41	CITY OF SUGAR HILL	23.55	UNACQ	PRIV	FEE		0				GA	GWINNETT
113-47	DRESCH, SOREN	4.07	UNACQ	PRIV	FEE		0				GA	GWINNETT
113-49	STATE OF GEORGIA	38.64	UNACQ	PUB	FEE		0				GA	FORSYTH
113-50	MOMMIES PROPERTIES, LLC	18.41	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-51	R. C. ACRES	21.08	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-52	MANNING, STEPHEN N.	8.04	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-52A	MANNING, STEPHEN N.	7.63	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-53	CAMBRIDGE FAIRE PROPERTIES, LLC	11.57	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-54	RASTOGI, PRAVEEN, ET AL	6.52	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-55	PUCKETT, J. DONALD	0.17	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-57	WILLIS, PAMELA JUNE	0.5	UNACQ	PRIV	FEE		0				GA	GWINNETT
113-58	CARDIN, R. H., ET AL	12.23	UNACQ	PRIV	FEE		0				GA	GWINNETT
113-59	ROBINSON, STEVE	0.5	UNACQ	PRIV	FEE		0				GA	GWINNETT
113-60	ASHTON ATLANTA RESIDENTIAL	59.72	UNACQ	PRIV	FEE		0				GA	GWINNETT
113-61	MORELAND, EVELYN K.	2.84	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-63	CITY OF SUGAR HILL	70.66	UNACQ	PUB	FEE-O		0			7346 161	GA	GWINNETT
113-66	GARNER, THOMAS B., JR.	5.25	UNACQ	PRIV	FEE		0				GA	GWINNETT

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
113-67	DRESCH, SOREN K.	4.07	UNACQ	PRIV	FEE		0				GA	GWINNETT
113-68	GARNER, THOMAS B., JR.	1.5	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-69	LAUREL PARK COMMUNITY ASSOCIATION	1.92	UNACQ	PRIV	FEE		0				GA	GWINNETT
113-70	ESTRADA, HECTOR L., ET AL	1.69	UNACQ	PRIV	FEE		0				GA	GWINNETT
113-71	CITY OF SUGAR HILL	0.55	EXCH	PUB	FEE-O		0				GA	FORSYTH
113-72	GARNER, THOMAS B., JR.	0	UNACQ	PRIV	FEE		0				GA	GWINNETT
113-73	ISLAND FORD BAPTIST CHURCH	0	UNACQ	PRIV	FEE		0				GA	GWINNETT
113-74	LAUREL PARK COMMUNITY ASSOCIATION	6.08	UNACQ	PRIV	FEE		0				GA	GWINNETT
113-75	RGG HOLDINGS, L.P.	1.51	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-76	RGG HOLDINGS, L.P.	1.5	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-77	RGG HOLDINGS, L.P.	1.47	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-78	GREEN, RONALD G.	0.16	UNACQ	PRIV	FEE		0				GA	FORSYTH
113-79	MANNING, STEPHEN N.	0.16	UNACQ	PRIV	FEE		0				GA	FORSYTH
114-01	GEORGIA, STATE OF	424	UNACQ	PUB	FEE		0				GA	COBB
114-02	GEORGIA, STATE OF	424	UNACQ	PUB	FEE		0				GA	FULTON
114-03	GEORGIA, STATE OF	367	UNACQ	PUB	FEE		0				GA	FULTON
114-04	GEORGIA, STATE OF	408	UNACQ	PUB	FEE		0				GA	GWINNETT
114-05	GEORGIA, STATE OF	155	UNACQ	PUB	FEE		0				GA	FORSYTH

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
116-05	TPL (ROSSI)	11.14	UNACQ	PRIV	FEE		0				GA	GWINNETT
116-07	LOPEZ, MELANIE B., ET VIR	0.73	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-08	DAY, RALPH D. JR., ET UX	1.8	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-09	NICOLETTI, JENNIFER H., ET VIR	2.29	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-10	UTILITIES INCORPORATED OF GEORGIA	0.36	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-11	HOLBROOK, ALEX F., ET VIR	0.68	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-12	STECKEL, BYRON	1.04	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-13	HICKS, JEFFERY B., ET UX	1.16	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-14	FULTON, CHERYL J.	0.58	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-15	HUGHEY, ROY	0.99	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-16	SURIO, RYAN C., ET UX	1.29	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-17	HART, MICHAEL A., SR.0.81	0.81	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-18	GREER, ALLEN B.	0.55	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-19	TRIVETTE, ALPHA E., ET AL	0.55	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-20	BERTO, BRETT D., ET UX	1.26	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-21	MAHLA, SANDY D., ET VIR	0.17	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-22	FORSYTH CO. CHATTAHOOCHEE POINTE PARK	121.48	UNACQ	PUB	FEE		0				GA	FORSYTH
116-23	GILSTRAP, DOROTHY E.	4	UNACQ	PRIV	FEE		0				GA	FORSYTH

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
116-24	H. GILSTRAP DEVELOPMENT, L.P.	8.08	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-25	SMITH, ROBERT B.	28.65	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-26	SMITH, ROGER B.	12.24	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-27	SMITH, ROGER B.	42.5	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-28	FORSYTH CO. WATER & SEWER AUTHORITY	304.51	UNACQ	PUB	FEE		0				GA	FORSYTH
116-29	SORRELS, DANIEL E., ET UX	0.75	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-30	HARRIS, ISAAC E., IV, ET UX	0.82	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-31	ZHAO, QING, ET AL	0.78	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-32	PRICE, DONALD H., ET UX	0.62	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-34	H. GILSTRAP DEVELOPMENT, L.P.	55.08	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-35	EINK USA LLC	0.69	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-36	CROWDER, JAMES R., JR., ET UX	0.64	UNACQ	PRIV	FEE		0				GA	FORSYTH
116-39	STATE OF GEORGIA (DOT)	8.6	UNACQ	PUB	FEE		0				GA	FORSYTH
116-40	NEEL, WARREN F., ET UX	3.73	UNACQ	PRIV	FEE		0				GA	GWINNETT
116-41	HAMILTON, JUDY H.	0.6	UNACQ	PRIV	FEE		0				GA	GWINNETT
116-42	TANNER, ELLEN R.	0.37	UNACQ	PRIV	FEE		0				GA	GWINNETT
116-43	SCHAEFR, JONATHAN W., ET UX	0.35	UNACQ	PRIV	FEE		0				GA	GWINNETT
116-44	WORK, ALVIN R., ET UX	0.36	UNACQ	PRIV	FEE		0				GA	GWINNETT
116-45	BUFFOLINO, VINCENT D., ET UX	0.36	UNACQ	PRIV	FEE		0				GA	GWINNETT

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA ADMINISTRATIVE HISTORY

Tract	Landowner	Acres	MOA	Status	Estate	Optioned Date	MDL Amount	Deed #	Conveyed Date	Tax Parcel	State	County Name
116-46	DAWSON, MICHAEL B., ET UX	0.28	UNACQ	PRIV	FEE		0				GA	GWINNETT
116-47	CHEN, JUNFU	0.5	UNACQ	PRIV	FEE		0				GA	GWINNETT
116-48	HARRISON, BOBBYE A., TRUSTEE	0.5	UNACQ	PRIV	FEE		0				GA	GWINNETT
116-49	LUALLEN, HOYT W., JR.	0.65	UNACQ	PRIV	FEE		0				GA	GWINNETT

CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA
ADMINISTRATIVE HISTORY

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Chattahoochee River National Recreation Area Park Archives, Island Ford Lodge, Roswell, GA

Jimmy Carter Library, Atlanta, GA

Laboratory of Archaeology, University of Georgia, Athens, GA

National Archives and Records Administration, Washington, DC (NARA I)

National Archives and Records Administration, College Park, MD (NARA II)

National Archives and Records Administration, Morrow, GA

National Environmental Impact Statement Collection Transportation Library, Northwestern University, Evanston, IL

National Park Service History Collection, Harpers Ferry Center, Harpers Ferry, WV

National Park Service Southeast Regional Office, Central Files and Library, Atlanta, GA

Digital Collections

Electronic Technical Information Center (eTIC), Denver Service Center,
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Southeastern Native American Documents, 1730-1842, Digital Library of Georgia,
https://dlg.usg.edu/collection/dlg_zlna

Oral Histories

Conducted for Chattahoochee River National Recreation Area as Part of the Project, to be Archived in Park Archives:

Cox, William, interview by Ann McCleary, Keri Adams, and Julia Brock
June 17, 2020, digital recording, Park Archive, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

Greco, Deanna, interview by Ann McCleary and Keri Adams, June 24, 2019, digital recording, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA

Hightower, Jerry, interview by Keri Adams, Ann McCleary, and Julia Brock, June 17, 2019, digital recording, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

Stubblefield, Leroy, interview by William Schulz, April 3, 2018, digital recording, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

Vogel-Brown, Connie, interview by Williams Schulz, April 11, 2018, digital recording, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

Walther, Nancy interview by Julia Brock and Ann McCleary, June 19, 2019, digital recording, Park Archives, Island Ford, Chattahoochee River National Recreation Area, Roswell, GA.

**Conducted by the Chattahoochee National Park Conservancy, Historic Players
Interview Collection:**

Bansley, Marcia, interview by Dyna and John Kohler, October 14, 2016, digital recording, Chattahoochee National Park Conservancy, Roswell, GA.

Buerki, Roger, interview by Dyna and John Kohler, October 25, 2016, digital recording, Chattahoochee National Park Conservancy, Roswell, GA.

Hightower, Jerry, interview by Dyna and John Kohler, November 24, 2015, digital recording, Chattahoochee National Park Conservancy, Roswell, GA.

McKenzie, Kay, interview by Dyna and John Kohler, December 5, 2016, digital recording, Chattahoochee National Park Conservancy, Roswell, GA.

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Forte, Judy, communication with Julia Brock, July 12, 2018

Huth, John, communication on chapter 7, March 31, 2020

Pfeninger, Scott, communication with Julia Brock, June 27, 2019

Slade, Rick, comments on chapter 6, March 31, 2020

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As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under US administration.

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