

administrative policies

for historical areas of the National Park System

U.S. DEPARTMENT OF THE INTERIOR • NATIONAL PARK SERVICE

COMPILATION OF THE

administrative policies

FOR THE HISTORICAL AREAS OF THE
NATIONAL PARK SYSTEM

(Revised September 1968)

U.S. DEPARTMENT OF THE INTERIOR

Stewart L. Udall, *Secretary*

• NATIONAL PARK SERVICE

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general

PURPOSE

The purpose of this booklet is to state in one document the administrative policies of the National Park Service for the management of the historical areas of the National Park System. Additionally, at the beginning of each major part of the administrative policies, such as for Resources Management Policy, Master Plan Policy, Resource and Visitor Use Policy, etc., there is included a discussion of the background and philosophy on which the administrative policies are based.

Separate booklets deal with administrative policies for the management of the natural and recreational areas of the National Park System.

It is hoped that this compilation of administrative policies will contribute to better public understanding of the management programs and plans for historical areas administered by the Service, thereby promoting the knowledgeable use and inspirational benefit of the Nation's cultural heritage.

The category of *historical* areas includes all national historic sites, monuments, and parks established for prehistoric as well as historic values. Today there are 166 such units in the System. Their nomenclature, fixed by Congress, is varied: national park, national historical park, national monument, national military park, national memorial park, national battlefield, national battlefield park, national battlefield site, national historic site, and national memorial.

The category of *natural* areas comprises those national parks and national monuments of scientific significance of the National Park System whose purpose is to preserve for all time the superlative examples of our Nation's scenic beauty, wilderness, native wildlife, and indigenous plantlife.

The category of *recreational* areas of the National Park System includes, primarily, those types of areas prescribed in Policy Circular No. 1, dated March 26, 1963, of the Recreation Advisory Council, as follows:

* * * National Seashore, National Lakeshore, National Waterway, National Riverway, National Recreation Demonstration Areas, and similar names which embody either the physical resource base or the functional purpose to be served.

The congressional policies by which the historical areas are managed are found in the Antiquities Act of 1906, the National Park Service Act of 1916, the Historic Sites Act of 1935, the National Historic Preservation Act of 1966, and the acts establishing the individual historical areas of the System. Policies stated by the Congress in these laws control in any situation in which the Congress has acted. It is the purpose of these administrative policies to implement the policies and mandates of Congress and to prescribe guidelines for the day-to-day management of the historical areas of the National Park System.

CONGRESSIONAL POLICIES

Specific policies laid down by the Congress for the management of any particular historical area of the National Park System are found in the legislation establishing the area. Of direct relevance, too, is the intent of Congress as disclosed in the hearings and reports on the legislation. In addition, the Congress has made certain pronouncements of broad policy that have special significance for the administrative policies for all historical areas.

The Antiquities Act of 1906 authorizes the President:

To declare by public proclamation, historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments.

The act also authorizes the Secretary of the Interior to accept the donation of private lands of historical value.

In the Act of August 25, 1916, establishing the National Park Service, the Congress provided that:

The Service thus established shall promote and regulate the use of the Federal areas known as national parks, monuments, and reservations hereinafter specified by such means and measures as conform to the fundamental purpose of the said parks, monuments, and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by

such means as will leave them unimpaired for the enjoyment of future generations.

The Secretary of the Interior * * * may also grant privileges, leases and permits for the use of land for the accommodation of visitors * * *.

The Historic Sites Act of 1935, the keystone of the Federal Government's efforts in historic preservation, declares that "it is a national policy to preserve for public use historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States."

The act also authorizes the Secretary of the Interior to carry out wide-ranging historical programs beyond park boundaries and makes him responsible for providing national leadership in the field of historic preservation.

Another provision of the act established the Advisory Board on National Parks, Historic Sites, Buildings and Monuments, which has had strong influence upon the development of the National Park System.

The Wilderness Act of 1964 (P.L. 88-577) requires a study of roadless areas of 5,000 acres, or more, within the "National Park System" to determine which of these lands may be deemed suitable for inclusion by the Congress in the National Wilderness Preservation System. The Wilderness Act, itself, does not include any parklands in the National Wilderness Preservation System. Separate legislation by the Congress is required to accomplish this purpose. It is pertinent to note, however, that in the Wilderness Act the Congress expressed the following policy:

In order to assure that an increasing population, accompanied by expanding settlement and growing mechanization, does not occupy and modify all areas within the United States and its possessions, leaving no lands designated for preservation and protection in their natural condition, it is hereby declared to be the policy of the Congress to secure for the American people of present and future generations the benefits of an enduring resource of wilderness. For this purpose there is hereby established a National Wilderness Preservation System to be composed of federally owned areas designated by Congress as "wilderness areas," and these shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, the preservation of their wilderness character, and for the gathering and dissemination of information regarding their use and enjoyment as wilderness * * *.

In making the Wilderness Act applicable to the National Park System, however, the Congress clearly did not intend to change the basic purpose of such areas. For example, Section 4 of the Wilderness Act provides that:

The purposes of this Act are hereby declared to be * * * *supplemental to the purposes for which * * * units of the national park system are established and administered* * * *. (Emphasis supplied.)

The National Historic Preservation Act of 1966, broadening and strengthening Federal responsibility in historic preservation still further, declared that it is:

* * * necessary and appropriate for the Federal Government to accelerate its historic preservation programs and activities, to give maximum encouragement to agencies and individuals undertaking preservation by private means, and to assist state and local governments and the National Trust for Historic Preservation in the United States to expand and accelerate their historic preservation programs and activities.

The task of the Service is, in brief:

To manage the historical areas so as to preserve and creatively present and interpret their character and composition—sites (grounds or terrain), structures, and objects;

To provide for appropriate public use, and constantly improve the quality of that use for all park visitors—the child, the family, the foreigner, as well as for the visitor with specialized interests;

To provide the facilities required by the above in a manner harmonizing with the character, preservation, and special values of each area;

To participate actively in the historic preservation movement by providing leadership and technical assistance to and working with foreign nations, State and local governments, private organizations, businesses, and individuals.

MANAGEMENT PRINCIPLES

Management principles for the historical areas of the System are set forth by Secretary Udall in his memorandum of July 10, 1964 (full text in Appendix A), as follows:

Resource Management: Management shall be directed toward maintaining and where necessary restoring the historical integrity of structures, sites and objects significant to the commemoration or illustration of the historical story.

Resource Use: Visitor uses shall be those which seek fulfillment in authentic presentations of historic structures, objects and sites, and the memorialization of historic individuals or events. Visitor use of significant natural resources should be encouraged when such use can be accommodated without detriment to historical values.

Physical Developments: Physical developments shall be those necessary for achieving the management and use objectives.

The administrative policies which follow guide the Service toward the realization of these objectives.

part I

THE NATIONAL HISTORIC PRESERVATION PROGRAM

From ancient times, man has perceived the patriotic, inspirational, and educational values of saving relics and monuments of the past. Beginning in the 17th century, European nations came increasingly to view this activity as, in part, a legitimate function of government. By the early 19th century, most of the countries of Europe had enacted laws and established governmental offices to help protect their historic monuments. The sense of governmental responsibility remains strong today throughout the world.

In the United States, public interest in the monuments of the past spread slowly and awakened significantly only in the late 19th century. The State of New York bought George Washington's Newburgh headquarters in 1850. But private effort, exemplified in 1853 by the achievement of the Mount Vernon Ladies Association in saving Washington's home on the Potomac, took the lead over governmental action by this Nation in historic preservation. The centennial observance of American Independence in 1876 stimulated national pride and multiplied private societies dedicated to saving and operating sites and buildings commemorating the formative years of the Republic.

The Federal Government, of course, owned and maintained many historic properties for utilitarian purposes. The White House and the Capitol were recognized as prime monuments of American history throughout the 19th century. The response of Congress to the strong sentiment

among Civil War veterans for parks in association with the national cemeteries on the great battlefields of the war began to move the Federal Government toward preservation for commemorative as well as utilitarian purposes. Administered by the War Department, Antietam (1890) Chickamauga and Chattanooga (1890), Gettysburg (1895), Vicksburg (1899), and other battlefield parks formed the beginnings from which the Nation's historical category of parks evolved.

Also, public concern over deterioration of the massive prehistoric ruin of Casa Grande, in Arizona, led Congress to recognize its value to the Nation as a vestige of ancient civilization and to accord it Federal protection. A rider to an 1889 appropriation act authorized the President to reserve the ruins and surrounding land from settlement and sale and to devise protective measures. As part of the public domain, the preservation of Casa Grande was entrusted to the Department of the Interior.

The precedents set late in the 19th century led in the 20th to enactment of basic legislation for the preservation of historic sites and buildings. The Antiquities Act of 1906, originating in public alarm over vandalism of prehistoric ruins in the Southwest, empowered the President to set aside national monuments on the public domain. The National Park Service Act of 1916 created a Federal Bureau in the Department of the Interior to administer national parks and monuments. The Government Reorganization Act of 1933 provided the authority for an Executive Order that transferred administration of historical and military parks in the custody of various Federal departments to the National Park Service. A landmark law, the Historic Sites Act of 1935, established a national historic preservation policy and charged the Secretary of the Interior with carrying out a comprehensive national program. The National Historic Preservation Act of 1966 broadened and strengthened the historic preservation policy and authorities of the 1935 Act.

The expanding body of historic preservation legislation expressed a growing public awareness of the value of historic monuments. It also expressed a growing public concern over the rapid sacrifices of landmarks of the past to the demands of the present. Under the broad authority of these laws, and by authorizations in specific enactments, the number of historical areas entrusted to the management of the National Park Service has risen from 26 in 1916, when the Service was created; to 63 in 1935, when the Historic Sites Act enunciated a broad national preservation policy; to 166 today.

Evidences of prehistoric peoples are preserved at such places as Chaco Canyon National Monument and Mesa Verde National Park in the Southwest, Ocmulgee National Monument in Georgia, and Mound City Group in Ohio. The era of European exploration and settlement is recaptured at DeSoto and Coronado National Memorials in Florida and Arizona and at Cabrillo National Monument in California. The colonial period finds expression at Colonial National Historical Park in Virginia, at Castillo de San Marcos National Monument in Florida, and at Pecos National

Monument in New Mexico. The Nation's formative years are portrayed at Independence National Historical Park in Philadelphia, at Minute Man National Historical Park in Massachusetts, and at Saratoga and Yorktown Battlefields in New York and Virginia, respectively. Almost all the major Civil War battlefields are included in the System. Westward expansion is commemorated at Jefferson National Expansion Memorial in St. Louis, at Custer Battlefield National Monument in Montana, at Golden Spike National Historic Site in Utah, and at forts such as Laramie (Wyoming), Union (New Mexico), and Davis (Texas). The areas representing these and other historical periods and persons offer a panoramic and at the same time a microscopic view of the American past.

The historical area category of the National Park System continues to expand. A fundamental requirement, enunciated by the Congress in the Historic Sites Act of 1935 for historical areas included in the System, is the quality of national significance—significance, that is, to the Nation as a whole rather than to a particular region, state, or locality. In considering proposed historical parks, moreover, the National Park Service also studies suitability and feasibility for park purposes. The criteria of national significance and suitability-feasibility are given in Appendix B to this booklet. It is to be emphasized, however, that these criteria govern administrative recommendations only. Areas are normally added to the System by individual acts of Congress, and the Congress is the ultimate judge of the criteria it shall use in authorizing new parks.

Preservation of individual monuments in Federal ownership is but one facet of the national historic preservation program established by the Congress in the Historic Sites Act of 1935. The act also authorizes the Secretary of the Interior to carry out wide-ranging historical programs, in effect making him responsible for providing national leadership in the field of historic preservation. Aid and encouragement to State and local governments, private organizations, and individual citizens in the preservation of worthy properties is also emphasized as a function of the Federal Government, and programs of support were greatly broadened in the National Historic Preservation Act of 1966.

Furthermore, with the rapid changes wrought in the United States by economic growth and technological advances, the definition of what merits preservation has been broadened to encompass more than the individual monument associated with an important person or event. It now includes all manmade evidences of the past, individually and collectively, that by age or character contribute to the total environment. Thus, an old building or group of buildings, a town commons, or a public square that lends dignity and a sense of permanency to a community should be treasured for its aesthetic value and as a link with earlier generations whose contributions undergird and continue to enrich the daily lives of all mankind. As the agency named by the Historic Sites Act and the National Historic Preservation Act to discharge Federal historic preservation responsibilities, the National Park Service for more than 30 years has conducted programs

that transcend park boundaries. The National Survey of Historic Sites and Buildings identifies places of national historical significance (see criteria, Appendix C) for designation as National Historic Landmarks. To date, more than 800 places have been declared eligible for this recognition.

The Historic American Buildings Survey, conducted in cooperation with the American Institute of Architects and the Library of Congress, identifies and records, by measured drawings and other means, significant examples of American architecture. These records, now embracing 12,000 buildings, are deposited in the Library of Congress and are available for easy reference and study.

The archeological salvage program, conducted in cooperation with other Federal agencies, the States, universities and other institutions of learning, recovers archeological evidences threatened by public works such as dams and highways.

Under the National Historic Preservation Act of 1966, the National Park Service, with the aid of State authorities, is expanding the National Register maintained pursuant to the Historic Sites Act to include properties of State and local significance as well as those of national significance. The law provides certain safeguards for these registered places.

The National Park Service also is charged with administering a program of matching grants-in-aid to the States and the National Trust for Historic Preservation. Grants are for statewide historical surveys, for statewide preservation planning, for individual preservation projects, for the benefit of properties owned by the National Trust, and for the educational and technical assistance programs of the Trust.

Finally, the Service provides staff support for the Advisory Board on National Parks, Historic Sites, Buildings and Monuments (established by the Historic Sites Act of 1935) and the National Advisory Council on Historic Preservation created by the National Historic Preservation Act of 1966. The Council, composed of six cabinet officers, the Chairman of the Board of Trustees of the National Trust for Historic Preservation and 10 citizen members appointed by the President, recommends to the President and the Congress measures needed to strengthen still further the national preservation effort. The Advisory Board, consisting of 11 members appointed by the Secretary, reviews proposals for new parks and for major changes in old ones and the policies and programs relating thereto.

Thus, by cooperative effort with other Federal agencies, with State and local governments, and with organizations and individuals in the private sector, the National Park Service complements its stewardship of the Nation's prime monuments with programs aimed at preserving the American heritage in all its manmade elements as a vital, meaningful part of modern life.

HISTORIC PRESERVATION POLICY

DISCUSSION

The preservation of historic structures, objects and sites (grounds or terrain) is fundamental to their continued use and benefit. Hence, preservation is a prerequisite to use. In actual practice, the two objectives usually complement rather than conflict with each other. Occasionally, however, use, such as at a historic building, must be regulated and, indeed, limited in order to preserve the resource.

Management of historical areas also encourages appropriate uses of such natural and recreational resources as may be within a historical area when such uses can be accommodated without detriment to the preservation and use of the historical resources.

Much of the success in preserving and interpreting the historic resources within an area depends upon the quality of the environment surrounding the area. Management, therefore, is desirous of cooperating with adjoining owners and agencies responsible for planning and managing properties within the vicinity of a historical area which may influence the environment of the area.

In its management of historic properties, the National Park Service uses the term *historic* in a broad sense to include prehistoric as well as historic periods, or a combination of the two. Likewise, for management purposes, historic resources are defined as follows:

Historic Sites (Grounds or Terrain)

A historic site is a distinguishable piece of ground or area upon which occurred some important historic event, or which is importantly associated with historic events or persons, or which was subjected to sustained activity of man—historic, prehistoric, or both. The topography itself may have been shaped by the activity of man. Examples of historic sites (grounds or terrain) are battlefields, historic campgrounds, historic trails, and historic farms.

Historic Structures

A historic structure is a work of man, either prehistoric or historic, consciously created to serve some form of human activity. A historic structure is usually, by nature or design, immovable. Besides buildings of various kinds, the term includes engineered works such as dams, canals, bridges, stockades, forts and associated earthworks serving a similar purpose, Indian mounds, gardens, historic roads, mill races and ponds.

Historic Objects

Historic objects are material things of functional, esthetic, cultural, or scientific value that are usually, by nature or design, movable. They are ordinarily regarded as museum specimens. If, however, they are large and not readily portable, they are ordinarily treated as structures (e.g., nautical vessels, statues).

Historic Resources

Historic sites (grounds or terrain), structures, and objects are the prime resources within the historic areas of the National Park System. In addition, such historic resources may exist, in varying degree, in those units of the System classified as natural areas and recreational areas. Regardless of the location of such historic resources in the System, the administrative policies in this section apply to their preservation, management, and use.

All of these resources enrich and illuminate the cultural heritage of our Nation. Accordingly, it is appropriate and desirable that these historic resources be made available for public use to the greatest extent practicable. To achieve this objective, however, it is neither necessary nor practicable that each resource, especially structures, be accorded the same detailed research and expensive effort required for an exact full restoration.

As to a historic structure, it is often better to retain genuine old work of several periods, which may have cultural values in themselves, than to restore the whole to its aspect at a single period.

Moreover, some historic structures, occasionally, are included within the National Park System incidental to the establishment of an area for another purpose, e.g., nature preservation or commemoration of a significant event with which a building may not be directly associated. Often

these structures are already in an advanced state of deterioration. Their preservation or resortation, in these circumstances, may not be warranted by their significance and the cost of preservation or restoration. In such cases, appropriate examples should be recorded by the Historic American Buildings Survey whenever possible. On the other hand, when sound structures of intrinsic artistic merit in themselves or that are valuable in illustrating the history of the Nation, a State, or locality are included in similar circumstances, their retention and use is encouraged. Appropriate examples may be restored to one of the degrees indicated below.

Consistent with the congressional policy enunciated in the Historic Sites Act of 1935 and the National Historic Preservation Act of 1966, the historic structures within the areas of the National Park System are classified according to the following definitions of significance:

First Order of Significance. Those structures which, in terms of uniqueness, antiquity, or historical, architectural, or cultural associations as assessed against the criteria of national significance applied in evaluating potential National Historic Landmarks, are significant in the preservation and interpretation of the history of the Nation.

Second Order of Significance. Those structures significant primarily in the presentation and interpretation of the history of a region or State.

Third Order of Significance. Those structures significant primarily in the presentation and interpretation of the history of a community or locality.

Treatment of Properties

The historic structures within the areas of the National Park System are accorded a variety of treatments depending upon their significance. The types of treatment which may be accorded these historic structures are described as follows:

Preservation. Application of measures designed to sustain the form and extent of a structure essentially as existing when the National Park Service assumes responsibility. Preservation aims at halting further deterioration and providing structural safety but does not contemplate significant rebuilding. Preservation includes:

- (a) Techniques of arresting or slowing the deterioration of a structure;
- (b) Improvement of structural conditions to make a structure safe, habitable, or otherwise useful;
- (c) Normal maintenance and minor repairs that do not change or adversely affect the fabric or historic appearance of a structure.

Restoration. The process of accurately recovering, by the removal of later work and the replacement of missing original work, the form and details of a structure or part of a structure, together with its setting, as it appeared at some period in time. Restoration includes:

- (a) Full restoration—both exterior and interior.
- (b) Partial restoration—exterior, interior, or any partial combination. Partial restoration is adopted when only parts of a structure—external, internal,

or in combination—are important in illustrating cultural values at its level of historic significance, or contribute to the values for which the area was designated.

(c) Adaptive restoration—all or a portion (façade, for example) of the exterior restored, with interior adapted to modern functional use. Adaptive restoration is the treatment for structures that are visually important in the historic scene but do not otherwise qualify for exhibition purposes. In such cases, the façade or so much of the exterior as is necessary, should be authentically restored to achieve the management purpose so that it will be properly understood from the public view. The interior, in these circumstances, is usually converted to a modern, functional use. The restored portion of the exterior should be faithfully preserved in its restored form and detail.

Reconstruction. The process of accurately reproducing by new construction the form and details of a vanished structure, or part of it, as it appeared at some period in time. Reconstruction includes:

- (a) Full reconstruction.
- (b) Partial reconstruction.

ADMINISTRATIVE POLICIES

List of Classified Structures

Consistent with the legislation involving a particular area and the primary purpose of the area, all historic structures in areas of the National Park System that may be worthy and practicable of preservation should be retained for public use. All such properties should be recorded on the List of Classified Structures. The List of Classified Structures should reflect the order of significance of the properties recorded, as determined by the appropriate Regional Director, with professional assistance from the Office of Archeology and Historic Preservation.

Preservation

Preservation is the treatment to be considered first. And the important consideration is whether a historic site or structure should be retained in essentially the state in which it came under the control of the National Park Service.

Structures on the List of Classified Structures of either the first, second, or third orders of significance may be preserved on one of the following bases: (1) Preservation is the most desirable treatment; (2) the significance and interpretive value of the structure does not justify the cost of restoration; (3) there are not sufficient data to permit accurate restoration; (4) restoration is indicated but must, for cost or other reasons, be postponed; (5) the structure upon acquisition already possesses the integrity and authenticity required; or (6) the work of a higher treatment has been completed, e.g., once restored, a structure is then preserved.

Restoration

When needed to interpret properly the historic values of the area, his-

toric structures may be fully and exactly restored when of the first order of significance or a vital element of a site or complex of structures of the first order of significance. Fully restored structures will usually be maintained for exhibition purposes only. Once restored, they should be faithfully preserved in form and detail.

When needed to interpret properly the historic values of the area, historic structures of the second and third orders of significance are eligible for lesser degrees of restoration, such as adaptive restoration or partial restoration. Moreover, such historic structures should serve living, utilitarian uses, consistent with interpretation of the historic values of the area. (See also *Compatible Use of Historic Structures*, p. 27, this section.)

Reconstruction

Reconstruction should be authorized only when the following conditions are met:

- (a) All or almost all traces of a structure have disappeared and its recreation is essential for public understanding and appreciation of the historical associations for which the park was established.
- (b) Sufficient historical, archeological, and architectural data exist to permit an accurate reproduction.
- (c) The structure can be erected on the original site or in a setting appropriate to the significance of the area, as in a pioneer community or living farm, where exact site of structures may not be identifiable through research.

Building and Fire Codes

In the preservation of historic structures, every attempt should be made to comply with local building and fire codes and to cooperate with local officials. However, compliance should not be allowed to destroy or impair the integrity of the structure. Where full compliance is not feasible, occupancy of the structure at any one time should be limited to the capacity of hall, stairways, and exits. (See also *Safety and Public Health*, p. 54, *Resource and Visitor Use Policy* section.)

Fire Detection and Suppression

Where warranted by the significance or value of a historic structure or its contents, adequate fire warning and suppression systems should be installed. A detection system is preferable to a suppression system, which could do more damage than fire. Where a manned fire station exists near the structure, a detection system providing a signal directly to the local fire authorities should be installed. Also, fire personnel should be advised of any peculiarities or dangers inherent in the structure and the features and contents whose value warrants the greatest care in the event of fire.

Where a detection system of this type is not practicable, a suppression system should be installed. Fog or freon systems are preferable. Sprinkler systems should be used only in structures whose fabric and contents are not likely to be irreparably damaged by water. Foam systems should be used only when the structure can be swiftly vacated.

In planning and installing detection or suppression systems, the integrity of the structure and the requirements of its interpretation will be respected. (See also *Safety and Public Health*, p. 54, *Resource and Visitor Use Policy* section.)

Acquisition of Historic Structures

The purchase or acceptance as gifts of historic structures situated outside historical areas is permitted only when there is available an authentic structure that would otherwise have to be reconstructed for interpretive purposes in the area.

A historic structure that is germane to the interpretive theme of an area and that was formerly located on a site that has been included in an area of the System may be acquired and returned to that site.

Moving Historic Structures

Historic structures of the first order of significance bear an important relation to their sites and, therefore, should be preserved *in situ*. If, however, such a structure has been previously moved, it may be returned to its original location if desirable for interpretive purposes.

Historic structures of the second and third orders of significance may be moved when there is no feasible alternative for their preservation, when their importance is other than in direct relation to their location, or when desirable for interpretive purposes.

In moving a historic structure, every effort should be made to reestablish its historic orientation, immediate setting and general relationship to its environment. If it is necessary to move a number of buildings, they may be arranged in an ensemble appropriate to their historic character.

Additions to Historic Structures

Modern additions, such as heating and air-conditioning equipment, are permitted in historic structures of the first order of significance to the extent they can be concealed within the structure or its setting.

Other modern construction may be added to historic structures of the second or third orders of significance when necessary for their continued use. A modern addition should be readily distinguishable from the older work; however, the new work should be harmonious with the old in scale, proportion, materials, and color. Such additions should be as inconspicuous as possible from the public view and should not intrude upon the important historic scene.

Damaged or Destroyed Historic Structures

Historic structures that are damaged or destroyed by fire, storm, earthquake, war, or other accident may be restored or reconstructed in accordance with the restoration and reconstruction policies stated herein.

Ruins

By definition, ruins are classified as historic structures and will be accorded

treatment as indicated herein for the several classes of historic structures.

The preservation techniques designed to arrest further deterioration of ruins are encompassed by the term "ruins stabilization."

Ruins on unexcavated sites should be stabilized only to the extent necessary to preserve them for further investigation. Sites should not be excavated until adequate provisions have been made for the stabilization of ruins as they are exposed. In cases where ruins are too fragile for direct contact, or where deterioration would result from sustained contact, visitor use should be strictly limited or prohibited. The deliberate creation of ruins out of whole structures that come under the care of the National Park Service is prohibited.

Historic Gardens

Historic gardens, by definition, are classified as historic structures and will be accorded treatment as indicated herein for the several classes of historic structures. When restored, gardens should be provided intensive maintenance to preserve their correct historic character and prevent overgrowth. (See also *Specimen Trees*, p. 26, this section, and *Landscape Management*, p. 33, *Resource Management Policy* section.)

Historic Objects

Historic objects related directly to the history of the area may be acquired by gift, loan, exchange, or purchase, in conformance with legal authorizations and existing procedures and preserved in the area for study and interpretive purposes. A reasonable number of specimens not related directly to the history of the area, also, may be included in the collection for purposes of comparative study. The original fabric of historic structures should not be mutilated to secure specimens for museum collections. Where some of the original fabric is removed incidental to structural repair, such portions of the building may be kept in museum collections if they reveal significant facts about the structure. All historic objects for which the Service is responsible should be properly documented and recorded in accordance with prescribed procedures, and receive the curatorial care needed for optimum preservation.

Historic objects that are excess to the management needs of the Service may be disposed of in accordance with applicable laws and procedures.

Protection of Antiquities

The Federal Antiquities Act of 1906 (34 Stat. 225; 16 U.S.C. 431) makes it a Federal offense for any person to appropriate, excavate, injure, or destroy any historic or prehistoric ruin or monument, or any object of antiquity, situated on lands owned or controlled by the United States. The act, however, does authorize the Secretary of the Interior to issue permits for examination and excavation of ruins to properly qualified institutions subject to prescribed rules and regulations. The collecting of antiquities in historical areas is, therefore, not permitted, except by institutions under

permit from the Secretary or by Service employees in the performance of their duties. (See also *Collecting without Permits*, p. 53, *Collecting by Permit*, p. 54, and *Sale of Native Handicraft and Artifacts*, p. 51, *Resource and Visitor Use Policy* section.)

Historic Sites

In the preservation and use of historic sites (grounds or terrain), manmade features introduced after the date or period of the event commemorated that are compatible with the historic scene may be retained, except where they hamper visitor understanding of the event commemorated or are incongruous intrusions on the historic scene. Natural accretions of time, such as forest growth, also may be retained unless it hampers visitor understanding of the event commemorated. To the extent necessary for visitor understanding, elements of the historic scene may be restored, including restoration of manmade features, vegetative growth, and historic land uses.

Agricultural Uses

Agricultural uses, including demonstration farms, are encouraged in historical areas where they conform to those in practice in the historical period of the area.

Agricultural uses, including domestic livestock grazing, that do not conform to those in practice in the historic period of the area are permitted where they contribute to the maintenance of a historic scene, are sanctioned by law, or are incidental to visitor use. Where grazing has been permitted and its continuation is not specifically covered by the aforestated conditions, it should be eliminated through orderly and cooperative procedures with the individuals concerned.

Grazing by Service or concessioner pack-and-saddle stock may be permitted, also, where it contributes to the maintenance of a historic scene; otherwise, it should be limited to those locations where dry feeding is clearly impracticable.

Specimen Trees

Woods, forests, and individual specimen trees contributing to the historical integrity of a historical area should be managed intensively to maintain the historic scene. Cutting of trees as "living history," as at Hopewell Village, should be encouraged. Trees that pose a safety hazard should be removed. Diseased, dying, or dead trees that threaten to disturb the ecology of the area may be removed provided the total ecological effects of removal will be more desirable than other management actions could produce. Every effort, however, should be made to extend the lives of specimen trees dating from the historic period of a historical area.

Visitor Facilities

Visitor facilities should be planned, designed and located so as to cause the least possible disturbance to and intrusion on the historic features and

the historic scene. Where such facilities already exist as intrusions, their removal should be accomplished as soon as feasible. (See also *Physical Development Policy* section, p. 63.)

Quality of Environment

To achieve the purpose of a historical area, i.e., preservation and appropriate public use, planning and management should be related to the total environment in which the area is located. (See also *Master Plan Policy* section, p. 39.) Such planning and management recognizes the need for transportation arteries, utility and communication corridors, consumptive resource uses, and residential, commercial, and recreation land uses in the environs of the park as parts of a systematic plan assuring viability and good health of the park and the surrounding region.

The Service should be alert to peripheral use and development proposals that impinge on the environment of a historical area. Moreover, it should cooperate with and encourage joint and regional planning among public agencies, organizations, and individuals having responsibility for maintaining the quality and aesthetics of the environment surrounding historical areas.

Historic Districts

The Service will cooperate in the programs and purposes of historic districts, particularly in urban areas, to encourage the preservation of an environment compatible in character, texture, and productive use with the historic resources of the area. (See also *Soil and Moisture Conservation*, p. 36, *Resource Management Policy* section.)

Planning Commissions, Zoning Boards

The Service seeks to cooperate with municipal planning commissions, zoning boards, and other agencies to the extent compatible with the purposes of a historical area in order to promote a viable, orderly environment of which the area is an integral part. (See also *Master Plan Policy*, section, p. 39.)

Living Historical Interpretation

Living historical interpretation, costumed guides, authentic craft demonstrations, firing of historic small arms and cannon, use of agricultural and industrial implements and practices, and the like, are encouraged.

Compatible Use of Historic Structures

Use of historic structures for meetings, concerts, and social gatherings helps to deepen the cultural value of the physical structures and gives visitors a more intimate feeling of continuity between the present and the past. Such uses are to be encouraged when compatible with the primary purpose of the area. All traditional and modern communication techniques, including the use of period costumes, living farms, and other demonstrations, may be employed to enhance visitor interest, enjoyment, and understanding of the Nation's history.

Historic structures may be used for appropriate meetings, concerts, dances, social gatherings, celebrations, and the like, consistent with the historical values of the park. Except when such activities have a direct interpretive or traditional role, they must be scheduled to avoid the hours of maximum visitor use.

Historic structures may also be utilized for commercial and residential purposes, when compatible with the primary purpose of the area.

Reasonable fees may be charged for the use of facilities. (See also *Fees*, p. 66, and *Cultural Facilities*, p. 66, *Physical Developments Policy* section.)

RESEARCH POLICY

DISCUSSION

A reliable body of historical, architectural, and archeological research data is crucial to the proper preservation and interpretation of the historical areas of the National Park System, as well as to the professional quality of the national historic preservation programs for which the Service is responsible. The Historic Sites Act of 1935 explicitly recognizes the importance of research by placing it first among the authorities granted the Secretary of the Interior to carry out the national historic preservation policy.

Extensive research in history, architecture, and archeology supports the key Service programs that forward the national historic preservation policy—the National Survey of Historic Sites and Buildings, the National Historic Landmark Program, the Historic American Buildings Survey, and the Archeological Salvage Program. Likewise, an extensive research program in these disciplines supports the preservation, development, interpretation, and management of the historical areas administered by the National Park Service.

The Service should be capable at all times of proving the authenticity of its preservation, restoration, and reconstruction work and the accuracy of its interpretation to the public. It is, therefore, a fundamental principle that research must precede planning and development of a historical area.

Data necessary for park planning, development, and interpretation are

provided by historical research in documentary sources, architectural research in structural fabrics, and archeological research in subsurface artifacts and structural remains. For the purposes of research to be properly served, it must be conducted by trained professionals working in close collaboration with researchers in allied disciplines and with park planners.

ADMINISTRATIVE POLICIES

Research Plan

The public use, protection, development, interpretation, and management of the natural and cultural resources of a historical area shall be predicated on documented data obtained through organized professionally conducted research. The status of research in each historical area shall be defined in a research management plan for the park. The plan will indicate work that has been accomplished and lay out an orderly program for accomplishment of additional research needed to support park development, interpretation, and management.

Research Program

The collection of research materials pertinent to the park resources and interpretive theme, and to the administrative history of the park is encouraged. Such material, however, should be confined to printed sources and notes and copies of printed or documentary sources. Except where circumstances warrant, original archival material shall not be acquired unless specifically authorized by the Director.

Cooperative Research

Use of park resources, research files, and collection of artifacts for study by recognized educational and scientific institutions and by scholars is encouraged. To the extent practicable and compatible with visitor use requirements, facilities and assistance may be made available to such researchers.

Research Centers

The Service may establish research centers, in or out of parks, devoted to the fields of archeology, history, and historic architecture when the following criteria can be met:

1. The research center will provide the best means to satisfy long-range purposes, with reasonable assurance that short-term objectives can also be accomplished.
2. There exists under Service control or there is otherwise available collections of documents, photographs, artifacts, and architectural remains, etc., that can be best studied in a distinct establishment in a particular location.
3. There exists or can be built an adequate facility for the proper care, preservation, cataloging, storage, and study of research materials, including adequate study or laboratory rooms with the necessary scientific equipment.

4. There exists or can be funded staff adequate to accomplish the research mission of the center.
5. The mission of the research center is oriented toward Service responsibilities for historic preservation, development, and interpretation.

Research Stations

The Service will participate in appropriate ways in the establishment by outside agencies in historical areas of research stations which focus significantly upon studies of park resources. Proposals for a research station within a park should demonstrate that (a) the sponsoring institution is one of stability and competence, (b) the research plan and the development plan are adequate and consistent with the objectives and policies of the park concerned, and (c) the financial plan is sound and promises fruition of the enterprise. The research programs of such stations should include research within the scope of the management-oriented park archeological and historical research plan. The research programs may also embrace basic research independently conceived.

The foregoing does not necessarily exclude research reaching beyond the boundaries of the park. However, research stations sponsoring research programs which are primarily non-park oriented may not be located in historical areas.

The station should be of a nature and in a location that does not impinge upon the historic scene or come into conflict with visitor use.

The research station development should be consistent with the Master Plan, taking into account location, development plan, design and the like.

An understanding should be reached as to the degree to which the Service will provide utilities, road access, and trails, and provide for maintenance of the same. Service participation will quite likely vary from project to project, depending in part upon the benefits expected to inure to park management from the station.

In the administration of the station, appropriate representation on the governing board should give the Service a voice on matters of research policy, research orientation, and in the operating policy of the station.

Such stations may not be closed institutions restricting participation to associates of the sponsoring institution. Rather, acceptance of applicants for use of the facilities should generally be based upon conformance of the proposed research to the research orientation and program agreed upon for the station.

Modest rather than large research stations are preferred, and limitations should be agreed upon as to the eventual size of the development, the scope of the research contemplated, and upon the number of personnel to be served by the station.

Whenever possible, the Service will provide as liaison with each research station an on-site research archeologist, historian, or architect to facilitate the operation of the research station in the area.

part II

RESOURCE MANAGEMENT POLICY

DISCUSSION

The historical parks and monuments have been established to commemorate specific cultural eras, historical events, or persons representing the outstanding cultural landmarks in the development of this Nation. In each case the commemoration is of a specific time, or span of time, as well as of the event or person involved.

The evolution of this Nation and its indigenous cultures has been determined by the natural resources that it contains, as well as by the ideas and ideals of its citizens. Then, as now, the natural resources were integral elements of the historic scene. While the interpretive theme of a historic area may be associated with man, a proper presentation cannot be made out of context with the total environment. This is not to imply, however, that the environments of all historical areas should be treated precisely like natural areas. Although many archeological and other historical areas, such as Theodore Roosevelt National Memorial Park and Fort Jefferson National Monument, contain prime natural values, most historical areas contain artificial environments, such as farms, pastures, wood lots, and lawns that require intensive management. These should be restored and maintained when restoration is necessary for proper visitor understanding of the historic scene and the restoration is otherwise practicable. It is not acceptable to post an interpretive sign in a mature second

growth forest proclaiming "At the time of the battle this was an open field." Nor should interpretation rely on the visitor's empathy to determine what a cornfield would look like where today stands a carefully mowed lawn. To the extent feasible, the same degree of attention should be given to the historical integrity of external environments as is given to historical structures. Presentation of the parade ground at Morristown, for example, should be as authentic as the presentation of the interior of the Andrew Johnson Home. Naturally, care must be taken to avoid recreating conditions that lead to severe erosion and other landscape catastrophies.

In extensive land or land and water areas, the ecosystem concept of park management must be applied in historical areas. Some of the ecosystems will be complex mixtures of natural and artificial environments and may tax existing knowledge and abilities to the utmost. But by accepting the challenge as the archeologists have done in their interdisciplinary approach at Mesa Verde, the Service can provide the leadership and technical assistance necessary in the historic preservation movement.

ADMINISTRATIVE POLICIES

Natural Resources Management

Natural resources (forests, fields, fauna, etc.) will be maintained to resemble, as nearly as possible, the natural resource scene that occurred at the time or period of history being commemorated. In so doing, care will be taken to avoid re-creating conditions that lead to severe erosion and other human-caused landscape catastrophies. (See also *Soil and Moisture Conservation*, p. 36, this section; and *Cooperation with States*, p. 48, *Fish and Wildlife Management Policy* section.)

Exotic Plants and Animals

(See *Fish and Wildlife Management Policy* section, p. 45.)

Landscape Management

Programs of landscape management may be carried out at designated zones in historical areas for purposes of enhancing aesthetics generally which may include, but not be limited to:

1. Encouragement of certain species of plants.
2. Increasing the ability of certain areas to absorb public use through vegetative management.
3. Maintaining a certain stage of plant succession.
4. Retention or provision of open areas, meadows, vistas, etc., or planting of open areas to trees or shrubs.
5. Management of landscape for educational or interpretive purposes.
6. Rearrangement as necessary of land contours, particularly in areas formerly denuded, mined, or excavated, to suggest or be compatible with the historical period of significance.

Land Acquisition

As funds permit, the Service should acquire such property interests—including scenic controls—in the non-Federal lands within the authorized boundaries of historical areas as may be needed to provide for effective management, visitor use, and the achievement of the primary purpose for which the area was established. Zones of acquisition should be set forth in the Land Use Plan of the Master Plan. All physical improvements or land uses on acquired property that are inimical to or inconsistent with the purpose, management, or visitor use of an area should be removed or discontinued. (See also *Acquisition Zones*, p. 42, *Master Plan Policy* section.)

To implement this administrative policy with a minimum of inconvenience to private owners involved, the following procedures have been developed:

I. *In newly authorized areas* (usually those authorized since 1961) where federally owned lands are limited and privately owned lands are extensive, the priority of acquisition is as follows:

1. Land needed for preservation or protection of park values.
2. Land needed for development of facilities.
3. Unimproved land needed to prevent threatened development or use which would be incompatible with existing or potential park purposes.

Within each of the foregoing priorities, the Service will give primary consideration to the acquisition of land which the owner needs to dispose of for hardship reasons; and land which the owner, voluntarily, has placed, or intends to place, on the market for sale.

The land acquisition program is carried out in accordance with the specific legislative policies, if any, set forth in the legislation authorizing the area. In the absence of specific legislative directives, the land acquisition program is carried out as follows:

1. Purchases are negotiated on the basis of competent appraisals of fair market value.
2. Less than fee interests (see No. 3 below) may be acquired when they will meet the needs of the Service and are justified on cost.
3. Reserved use and occupancy by the owner for life or for a term of years is allowed if purchase on this basis will meet the needs of the Service and is justified on cost.
4. Eminent domain proceedings are used only as a last resort when all reasonable efforts of negotiation have failed.

II. *In the older national parks and monuments* (generally those established prior to 1961) and where most of the lands included within the areas are now in Federal ownership—usually 90 percent or more of the total acreage in the area—a more liberal acquisition procedure has been established. In these national parks and monuments, the relatively small amount of land in private ownership, for the most part, is devoted to historic uses related to the early settlement of our Nation, such as modest homesites, ranches, limited eating establishments, or lodges. Except as a specific property may be needed in rare instances for development of public-use

facilities, or where the existing use is adverse to the proposed plans for the management of the area, these historical uses may reasonably be allowed to continue until (a) such time as there is a desire on the part of the owners to dispose of their holdings; or (b) until it is proposed that the present compatible uses of these lands be altered or changed so significantly as to make them incompatible with the primary purpose for which the area was established. Accordingly, in the acquisition of the properties devoted to such compatible uses, the National Park Service shall observe the following procedure:

1. The Service will not seek to acquire private lands without the consent of the owner, so long as the lands continue to be devoted to present compatible uses now being made of them—such as for modest homesites, ranches, limited eating establishments, or lodges. This also applies to any future owners of the property so long as the properties continue to be used for these same compatible purposes.

2. The National Park Service will welcome offers from the owners to sell private properties to the United States, and it is hoped that the owners will give the Service first opportunity to purchase them. If an owner wishes to sell his property outright, the Service would be glad to negotiate on that basis; or in the alternative, on such other basis as may be authorized in the applicable legislation relating to the retention of use and occupancy rights by the owner for a given number of years or for the remainder of his life and that of his spouse. The latter situation will enable people who desire to obtain money in hand today for their property, with occupancy rights for a term of years or for their lifetime, to work out a negotiated contract on this basis.

3. If existing incompatible uses persist or if present compatible uses of properties are to be changed and the properties are to be devoted to new and different uses not compatible with the primary purpose for which the area was established, the Service will attempt to negotiate with the owner for the acquisition of the property in order to eliminate a use or avoid development of a use adverse to the management of the area. In the event all reasonable efforts at negotiation fail and the owner persists in his efforts to devote the property to a use deemed by the Service to be adverse to the primary purpose for which the area was established, the United States will institute eminent domain proceedings to acquire the property and eliminate such use or prevent such development.

4. All negotiations by the Federal Government shall be on the basis of competent appraisals of fair market value.

Water Rights

All rights to the use of water diverted to or used on Federal lands in historical areas by the United States, its concessioners, lessees, or permittees shall be perfected in the name of the United States.

Valid existing water rights of concessioners and land-use permittees on Federal lands will be acquired by the United States as funds, legal authority, and overall management objectives permit.

Water rights owned by private landowners within historical areas will be

acquired in connection with the acquisition of such private lands insofar as practicable.

Owners of land or interests in land within or adjacent to historical areas may be granted, by special-use permit, the privilege of using water owned by the Service when it is administratively determined that the use of such water facilitates the management program of the Service. An appropriate charge shall be made for the use of such water.

Owners of lands or interests in land adjacent to the historical areas may be granted, by special-use permit, the privilege of developing sources of water on Federal lands when it is administratively determined that the use of such water facilitates the management program of the Service. An appropriate charge shall be made for the use of such water.

Development costs, including costs of access between the private lands to be served and the source of the water, shall be borne by the permittee. In all of these cases, the Service shall retain the right to use water from such a development. If, and when, such retained rights are exercised by the Service, it shall share in the costs of the water rights development on an equitable basis.

Under this policy, as a matter of comity, the Service will notify the States of the amount of water diverted and consumed, and the priority asserted. The notice shall also include a disclaimer as to State jurisdiction.

Fire and Fire Control

Any fire threatening the cultural resources of a historical area will be controlled and extinguished. Prescribed burning for management of vegetation, including benefit of wildlife habitat, is permitted, under controlled conditions and in accordance with an approved plan.

The Service will cooperate in programs to control or extinguish any fire on lands adjacent to a historical area which poses a threat to that area or adjacent resources. (See also *Fire Detection and Suppression*, p. 23, *Historic Preservation Policy* section, and *Safety and Public Health*, p. 54, *Resource and Visitor Use Policy* section.)

Soil and Moisture Conservation

Programs will be conducted for the prevention and correction of erosion and soil or vegetation deterioration.

A historical area may participate in the program of a Grasslands Conservation District or Soil Conservation District when the purposes, plans, programs, and operation of the District are consistent with the purpose of the historical area and the policies for its management and use. (See also *Historic Districts*, p. 27, *Historic Preservation Policy* section.)

Air Pollution

The Service will work with others within the regional air shed to reduce air pollution from sources within the area and elsewhere in the air shed. Fumes and smoke from campfires, refuse burning, and other kinds of

combustion will be controlled in public-use areas to the extent necessary to maintain clean air.

Solid-waste Disposal

Wastes generated within a historical area may be disposed of within or outside the area so long as disposal does not (1) pollute water or air, (2) result in the defacement of public recreation areas, or (3) result in destruction or impairment of important natural or cultural resources.

Aircraft Operation

Where aircraft operations adversely affect the environment of a historical area, the cooperation of agencies exerting flight control over aircraft will be sought to institute such measures as will minimize or eliminate the disturbance.

The use of aircraft in historical areas is permissible in emergency situations involving the saving of human life or protection of threatened park resources, or when the use of aircraft offers significant advantages to area management and such can be accomplished with minimum disturbance to visitor enjoyment.

Forest Management

Forest management in historical areas will consist of removing forest cover in the following circumstances:

1. Salvage of hazardous trees in public-use areas or trees with insect or disease infestation that cannot otherwise be controlled which endanger adjacent healthy plants.
2. Salvage of blow-down or fire-killed trees which might precipitate insect outbreaks or create serious fire hazards.
3. Harvesting of timber to re-create or preserve the historical scene and for vista clearing and similar cultural treatment along roads, parking areas, lakeshores, and developed sites, keeping in mind the scenic, aesthetic, and ecological considerations.
4. Selective harvesting of timber, in development and maintenance of sites such as roads, trails, campgrounds, picnic areas, and visitor centers, as well as maintenance, residential, and administrative sites.

The removal of forest cover in the foregoing situations is incidental to the management of the area for historical use. (See also *Natural Resources Management*, p. 33, this section.)

Water Pollution Abatement and Control

The Service will strive to maintain quality of all waters (1) originating within the boundaries of historical areas through

- (a) provision of adequate sewage treatment and disposal for all public-use facilities, including self-contained boat sewage storage units;
- (b) control of erosion;
- (c) regulation and control, as necessary, of fuel-burning water craft;

- (d) avoidance of contamination by lethal substances, such as certain insecticides;
 - (e) regulation of the intensity of use in certain areas and at certain times when determined as being necessary based on water quality monitoring;
- and (2) flowing through or bounding on historical areas
- (a) by applying the methods listed under 1(a) to (e) above; and
 - (b) consistent with the purpose of the historical area and the policies for its management and use by entering into cooperative agreements or compacts with other agencies and governing bodies for cooperative measures to avoid water pollution. (See also Recreation Advisory Council Policy Circular No. 3 of April 9, 1964, Appendix D, and *Soil and Moisture Conservation*, p. 36, this section.)

Mineral Exploration, Mineral Leasing, and Mining

Except where authorized by law, when carried on pursuant to valid existing rights, or as part of an interpretive program, mineral prospecting, mining, and the extraction of minerals or the removal of soil, sand, gravel, and rock shall not be permitted. (See also *Natural Resources Management*, p. 33, this section, and *Construction Materials*, p. 64, *Physical Developments Policy* section.)

Insects and Diseases

Control operations of native insects and diseases will be limited to (1) outbreaks threatening to eliminate the host from the ecosystem or posing a direct threat to resources outside the area; (2) preservation of scenic values; (3) preservation of rare or scientifically valuable specimens or communities; (4) maintenance of shade trees in developed areas; and (5) preservation of historic scenes. Where non-native insects or diseases have become established or threaten invasion of a historical area, an appropriate management plan will be developed to control or eradicate them when feasible. (See also *Natural Resources Management*, p. 33, this section.)

Disposal of Natural Resources

Natural products salvaged as a result of resource management activities and physical development projects that are excess to the management needs of a historical area shall be disposed of in accordance with Federal laws and procedures. Also, natural products salvaged from natural phenomena which adversely affect, or impair, the management of a historical area and which are excess to the management needs of the area, shall be disposed of in accordance with Federal laws and procedures. (See also Act of August 25, 1916, 16 U.S.C. 3, and *Natural Resources Management*, p. 33, this section.)

MASTER PLAN POLICY

DISCUSSION

The National Park Service prepares and maintains a Master Plan for the management, development, and use of each historical area. Graphics, inventories, and narrative statements describe and portray the area's resources and specify the objectives of management.

A historical base map and/or archeological base map is a necessary part of the Master Plan for a historical area. Moreover, it is a valuable document in the management of the area. The historical or archeological base map rests on comprehensive research and is thoroughly documented.

Like all parks, historical areas are closely related to their surroundings. For this reason, planning for a historical area must consider the related environment, large or small. Particularly, it takes cognizance of related Federal, State, and local governmental parks and development plans, facilities provided by private enterprise for the transportation and accommodation of visitors, and historic preservation and educational activities of private institutions. The Master Plan analyzes the environment in which the historical area is located and the many factors that may influence its management.

When a historical area adjoins or is close to other resources of a similar nature, a joint effort to analyze the total resource base and visitor needs is desirable. This may lead to cooperative plans that insure complemen-

tary and mutually compatible development, management, and interpretation of the areas. Such cooperative planning is exemplified at Independence National Historical Park in Philadelphia and at the Home of Franklin D. Roosevelt National Historic Site in Hyde Park, New York.

Adequate research data is essential to sound planning. Planning teams must have studies accurately identifying and locating historic sites and features, assessing their comparative significance, and summarizing the history of the events and persons that give the area national significance. Without such data, proper boundaries cannot be proposed, and proper development cannot be planned. Moreover, a multi-disciplinary approach is necessary to insure the identification, preservation, interpretation, and highest visitor use of all the area's important resources by means of a plan that is economically, aesthetically, and administratively sound.

A sound Master Plan carries out the mandates of Congress and the administrative policies of the Service by providing criteria, controls, and guidance for management, use, and development. This is done in terms of a unified planning concept for each area, consistent with and complementary to other programs of historical use, visitor accommodations, and resource planning in the surrounding district or region. It covers all programs of resource management, resource use, and physical development. It classifies land and water areas for various kinds and intensities of use.

Master Plans are revised from time to time to reflect changing conditions and utilize the results of resource studies.

ADMINISTRATIVE POLICIES

Master Plan

A Master Plan will be prepared for each area to cover specifically all Resource Management, Resources and Visitor Use, and Physical Development programs. An approved Master Plan is required before any development program may be executed in an area.

Master Plan Teams

Master Plans should be prepared by teams composed of members having professional backgrounds and experience appropriate to the problems of the historical area under study: history, archeology, historic architecture, landscape architecture, museology, interpretation, engineering, park management, park planning, etc.

Where circumstances and funds permit, study teams should also include as members, or consult with, qualified professionals or other knowledgeable persons conversant with the particular historical area and its environment.

Land Classification

Master planning requires careful classification of the lands in a historical area. This is necessary to insure that the development of public-use facilities

is compatible with the preservation of the historic resources and in accord with the legislative intent of Congress.

The land classification used is similar to that proposed by the Outdoor Recreation Resources Review Commission and prescribed by the Bureau of Outdoor Recreation for application to Federal lands, as follows:

Class I—high density recreation areas; Class II—general outdoor recreation areas; Class III—natural environment areas; Class IV—outstanding natural areas; Class V—primitive areas; and Class VI—historical and cultural areas.

Class I and Class II identify the land reserved for visitor accommodations, administrative facilities, formal campgrounds, two-way roads, etc. (both existing and proposed), of varying intensities. They are shown on the Land Classification Plan which indicates their relationship to developments located within the historical or cultural zone.

Class III identifies the "natural environment areas" which includes those lands that provide a setting, environment, or atmosphere for the historic features of the area. These lands are important to the proper preservation, interpretation, and management of the nationally significant historic resources within the areas of the National Park System. They also serve to accommodate appropriate visitor uses, of less intensity than those on Class I and Class II lands, by means that preserve the integrity of the historic resources. Limited facilities may be provided on these lands, such as one-way motor roads, foot and horse trails, small overlooks, informal picnic sites, etc. Such limited facilities must be in complete harmony with the historic values of the area.

Class IV includes lands that encompass outstanding or unique natural features or wonders such as the coral reefs at Fort Jefferson and Sand Cave at Cumberland Gap. Nothing in the way of human use should be permitted on Class IV lands that intrude upon or may in any way damage or alter the scene. The sites and features are irreplaceable.

Class V lands are the primitive lands that have remained pristine and undisturbed as a part of our national inheritance. They include in some instances, moreover, lands which, through National Park Service management, have been restored by the healing processes of nature to a state resembling a primeval condition. Where they exist in sufficient size, they may qualify for study and recommendation to the Congress for designation as wilderness. Facilities in Class V lands should be trails, limited primitive campsites, shelters, and sanitary facilities.

Class VI lands are those on which are located the historic resources (structures, sites, or objects) that warranted the establishment of the historical area as a unit of the National Park System. Historic resources worthy of identification and preservation may also be found in natural and recreational areas of the National Park System. Physical developments are limited to those essential to preservation, restoration, if necessary, of the historical values that convey the significance of the area to the public, and such access and on-site development to accommodate appropriate use consistent with preservation. Developments shall not detract from or ad-

versely affect historical or cultural values. Activities are generally limited to sightseeing and study of the historic or cultural features.

Acquisition Zones

After the lands for a historical area have been classified for purpose, intensity of development, and capacity of human use, they are zoned for the degree of ownership required to achieve these purposes within legislative authorizations and these administrative policies. (See also *Land Acquisition*, p. 34, *Resource Management Policy* section.) Where the area is of sufficient size to permit private uses to be continued compatible with the purpose of the area, three zones may be prescribed, as follows:

The first zone (Zone 1—*Public-use and Development*) includes, as a *minimum*, those lands needed for administrative facilities and Government or concessioner development of public-use facilities of high and moderate intensities (Class I and II lands). This zone also includes the lands of historical or cultural significance (Class VI). This zone may also include any unique natural features (Class IV), and the primitive lands (Class V), within the immediate vicinity of the historic resources that have an association with the historical or cultural resources of the area. Zone 1 also includes those Class III lands adjacent to and essential for the preservation of Class IV, V, and VI lands. The ultimate objective in this zone, usually, is to acquire full fee title to all lands. It may be, however, that in some instances, less than fee title will suffice as determined by management. For example, in this zone may be a historic home owned by an organization and open to the public. Even though fee title may not be acquired in such a property, it nevertheless should be included in Zone 1 since it does serve the public and contributes to the public use and enjoyment of the area. Similarly, an individual may own and operate a public facility, such as a restaurant, motel, or campground which it is desirable to continue in operation to serve the public. This, too, should be included in Zone 1 for the same reason, unless it exists as a part of a village or community that more properly should be included in Zone 3. A similar situation may occur in connection with an organized group camp.

It is the purpose of Zone 2 (*Preservation-conservation*) to include those lands necessary for the preservation-conservation of the environment of the area. As a rule, these lands fall in Class III. *Minimally*, this zone includes (1) all additional lands considered essential to “buffer” or insure the full protection of all those lands included in Zone 1 (*Public-use and Development*); and (2) those lands needed to accommodate uses of less intensity than those included in Zone 1. Occasionally, this zone may include lands of historical or cultural significance (Class VI). For example, there may be a historic home, or group of homes, which contributes to the national significance of the area but which is privately owned and occupied and may, consistent with the purpose of the area, remain so. On rare occasions, this zone may contain natural features (Class IV) and primitive lands (Class V). For example, there may be research areas owned and managed by institutions of higher learning or scientific organizations which,

consistent with the purpose of the area, may continue in this manner. The Service will seek such title or interest in lands within this zone as is required to achieve the foregoing objectives. In most instances, full fee title should be acquired. Often, such acquisitions may provide for life tenancy or continued occupancy for specified periods. In some instances, access easements, scenic easements, or development restrictions may suffice to accomplish the management objective. Occasionally, appropriate zoning by local authority will achieve management's objectives.

Zone 3 (*Private-use and Development*) may or may not exist in all historical areas. Its use depends on the overall size of the area and the ownership criteria, if any, specified by the Congress in authorizing the area. The lands in Zone 3, normally, have a significant impact—visually or otherwise—on the quality and integrity of the environment of the area. Lands included in this zone, usually, involve subdivisions, villages, and similar developments. In some instances, such developments may provide important supplemental accommodations and recreational pursuits for visitors to the historical area. In these respects, therefore, the lands in this zone are similar to those in Zone 2. The most obvious distinction between the two, however, is that lands in Zone 3 serve primarily a local or community purpose and their contributions to the public use of the historical area are secondary. The reverse situation is true of the lands in Zone 2. Generally, no public-use facilities or developments requiring Government ownership of the land are planned for Zone 3. Thus, except in unusual situations—involving, perhaps, accessways—acquisition in this zone of the full fee title, generally, is not necessary. In fact, acquisition of any portion of the estate may be unnecessary where local zoning is adequate and continuous to insure developments and uses complementary to and compatible with the historical area. For example, if a tract is zoned for single-family residences or low-lying commercial structures and these are compatible with the environment of the historical area, no acquisition may be needed. On the other hand, acquisition of a scenic or development easement may be necessary—in the absence of zoning—to prevent development, as for example, high-rise structures that may impair the environment of the area.

The three zones, as noted above, cannot be applied precisely and rigidly to each and every acre within an area. They are approximations at best. Their use as planning and management tools is designed to achieve the public purpose of historical areas while minimizing costs and reducing as much as possible personal hardships and inconveniences occasioned by land acquisition. In these circumstances, it is to be expected, quite naturally, that there will be examples found of land classifications falling into zones other than in the manner prescribed above. These exceptions should be explained in the Master Plan.

In summary, however, it is to be expected that proportionately *more* of the lands in Zone 1 need to be acquired in fee and that the acquisition of some lesser interests, such as scenic or access easements or development restrictions, will occur *less frequently* than in Zones 2 and 3. In Zone 2,

it is to be expected that fee acquisition, proportionately, will be *less* than in Zone 1 and acquisition of interests less than fee will be proportionately *higher* than in Zone 1 (except where lands are already in public ownership as in the case of State or public domain lands). Zoning control may also suffice in some limited cases in Zone 2. It is to be expected that zoning control will be proportionately *higher* in Zone 3 than in Zone 2 and that the acquisition of fee title and less than fee interests in land in Zone 3 will be proportionately *lower* than in Zone 2.

Architectural Theme

(See *Physical Developments Policy* section, p. 63.)

FISH AND WILDLIFE MANAGEMENT POLICY

DISCUSSION

In connection with fishing and hunting on lands administered by certain bureaus of the Department (including the National Park Service), the Secretary, on June 17, 1968, issued the following policy statement:

A. In all areas administered by the Secretary of the Interior through the National Park Service, the Bureau of Sport Fisheries and Wildlife, the Bureau of Land Management, and the Bureau of Reclamation, except the National Parks, the National Monuments, and historic areas of the National Park System, the Secretary shall—

1. Provide that public hunting of resident wildlife and fishing shall be permitted within statutory limitations in a manner that is compatible with, and not in conflict with, the primary objectives as declared by the Congress for which such areas are reserved or acquired;
2. Provide that public hunting, fishing, and possession of fish and resident wildlife shall be in accordance with applicable State laws and regulations, unless the Secretary finds, after consultation with appropriate State fish and game departments, that he must close such areas to such hunting and fishing or restrict public access thereto for such purposes;
3. Provide that a State license or permit, as provided by State law, shall be required for the public hunting, fishing, and possession of fish and resident wildlife on such areas;

4. Provide for consultation with the appropriate State fish and game department in the development of cooperative management plans for limiting over-abundant or harmful populations of fish and resident wildlife thereon, including the disposition of the carcasses thereof, and, except in emergency situations, secure the State's concurrence in such plans; and
 5. Provide for consultation with the appropriate State fish and game department in carrying out research programs involving the taking of fish and resident wildlife, including the disposition of the carcasses thereof, and secure the State's concurrence in such programs.
- B. In the case of the National Parks, National Monuments, and historic areas of the National Park System, the Secretary shall—
1. Provide, where public fishing is permitted, that such fishing shall be carried out in accordance with applicable State laws and regulations, unless exclusive legislative jurisdiction* has been ceded for such areas and a State license or permit shall be required for such fishing, unless otherwise provided by law;
 2. Prohibit public hunting; and
 3. Provide for consultation with the appropriate State fish and game departments in carrying out programs of control of over-abundant or otherwise harmful populations of fish and resident wildlife or research programs involving the taking of such fish and resident wildlife, including the disposition of carcasses therefrom.

In any case where there is a disagreement, such disagreement shall be referred to the Secretary of the Interior who shall provide for a thorough discussion of the problems with representatives of the State fish and game departments and the National Park Service for the purpose of resolving the disagreement.

ADMINISTRATIVE POLICIES

Fishing

Sport fishing is encouraged in historical areas when consistent with the restoration and perpetuation of aquatic environments and aquatic life native in the area during the historical period commemorated at the area. Commercial fishing is permitted only when specifically authorized by law.

Where fishing is permitted, such fishing shall be carried out in accordance with applicable State laws and regulations, unless exclusive jurisdiction,

* The term "exclusive legislative jurisdiction" is applicable to situations wherein the Federal Government has received, by whatever method, all the authority of the State, with no reservation made to the State except the right to serve process resulting from activities which occurred off the land involved. This term is applied notwithstanding that the State may exercise certain authority over the land, as may other States over land similarly situated, in consonance with the several Federal statutes. The term is also sometimes referred to as "partial jurisdiction."

as that term is defined in the Secretary's policy statement of June 17, 1968, has been ceded within the area, and a State license or permit shall be required for such fishing unless otherwise provided by law.

Public Hunting

Public hunting shall not be permitted in historical areas.

Wildlife Populations

Wildlife populations will be controlled when necessary to maintain the health of the species, the native environment and scenic-historic landscape and to safeguard public health and safety. Ungulate populations will be maintained at the level that the range will carry in good health and without impairment to the soil, the vegetation or to habitats of the several species in an area.

Wildlife Management Program

Insofar as possible, control through natural predation will be encouraged.

Public hunting outside of the area is recognized as the next most desirable means of controlling wildlife populations. Cooperative studies and management plans with States and other Federal agencies are to be continued to facilitate public hunting outside of the areas, especially through extended special seasons established by the States for public hunting outside the areas.

Other control measures, as necessary, shall be undertaken as follows: (1) Live-trapping in the areas for transplanting elsewhere; (2) research specimens for National Park Service and cooperating scientists; and (3) direct reduction by National Park Service personnel. It is recognized that it may be necessary, on occasion, to carry on each phase of this program simultaneously. The National Park Service will adjust the use of these control methods (except natural predation) to meet varying weather and other relevant conditions, giving highest priority to the opportunities for public hunting outside the areas and live-trapping in the areas for transplanting elsewhere. (See also *Cooperation with States*, p. 48, this section and *Natural Resources Management*, p. 33, *Resource Management Policy* section.)

Exotic Plants and Animals

Exotic plants and animals may be introduced into historical areas as part of various management programs for purposes of public use and enjoyment except that no species, particularly those new to the country or region, may be introduced unless there are reasonable assurances from the U.S. Department of Agriculture, the Bureau of Sport Fisheries and Wildlife of the Department of the Interior, and responsible State agencies that the species will not become a pest or disrupt desirable natural plant and animal communities and associations of particular scenic or historic significance. (See also *Natural Resources Management* p. 33, *Resources Management Policy* section.)

Cooperation with States

The Service will consult with the appropriate State fish and game departments in carrying out programs of control of over-abundant or otherwise harmful populations of fish and wildlife or research programs involving the taking of such fish and resident wildlife, including the disposition of carcasses therefrom. In any case where there is a disagreement, such disagreement shall be referred to the Secretary of the Interior who shall provide for a thorough discussion of the problems with representatives of the State fish and game department and the National Park Service for the purpose of resolving the disagreement.

part III

RESOURCE AND VISITOR USE POLICY

DISCUSSION

Except as may be directed otherwise in the specific statute establishing an area, use of historical areas is directed by the congressional mandate "to provide for the enjoyment" of the parks, monuments, and reservations "* * * in such manner and by such means as will leave them unimpaired for the use of future generations" (Act of August 25, 1916) and the congressional policy expressed in the Historic Sites Act of August 21, 1935, as follows:

It is a national policy to preserve for public use historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States.

Further, the Historic Sites Act provides that the Secretary of the Interior should:

Operate and manage historic and archaeological sites, buildings, and properties acquired under the provisions of this Act together with lands and subordinate buildings for the benefit of the public, such authority to include the power to charge reasonable visitation fees and grant concessions, leases, or permits for the use of land, building space, roads, or trails when necessary or desirable either to accommodate the public or to facilitate administration * * *

* * * * *

Develop an educational program and service for the purpose of making

available to the public facts and information pertaining to American historic and archaeological sites, buildings, and properties of national significance.

The quality of use of historical areas depends on creative understanding by the visitor of the historical resource and its place in American history. The information and interpretive program for each area is, therefore, based upon the primary historical resources and its objective is to help visitors to comprehend intellectually and emotionally the significance of these resources to Americans.

Except for purely memorial structures (Washington Monument, Jefferson National Expansion Memorial), visitor use is usually connected with the presentation and use of tangible physical evidence associated with a historic event, culture, or person. Since the historical significance often transcends the physical remains, the visitor-use program will strive to inspire broader interest and comprehension, using a variety of techniques.

Restoration or reconstruction of the historic environment, the use of period costumes, living farms, and other demonstrations heighten the feeling of reality. All traditional and modern communication techniques may be employed to enhance visitor interest, enjoyment, and understanding of the Nation's history.

The historical areas may possess opportunities for visitor and resource uses other than those associated with their primary historic significance. Some, like the Chesapeake and Ohio Canal, possess distinct recreational attributes, others such as Fort Jefferson possess outstanding natural features. Some areas may be used for programs in environmental education, others for research of various kinds and a few will contain wilderness areas. These uses are to be encouraged to the extent that they do not conflict with, or invalidate, the primary purpose of the park.

ADMINISTRATIVE POLICIES

Interpretive Facilities and Services

Appropriate interpretive facilities and services to provide visitor orientation, understanding, and appreciation of the park and its resources, such as visitor centers, museums, amphitheaters, campfire circles, wayside exhibits, signs and markers, interpretive trails, publications, guides, manned and self-help information desks, maps, and audiovisual devices, as appropriate, should be provided.

Living Historical Interpretation

(See *Living Historical Interpretation*, p. 27, *Historic Preservation Policy* section.)

Compatible Use of Historic Structures

(See *Compatible Use of Historic Structures*, p. 27, *Historic Preservation Policy* section.)

Sale of Native Handicraft and Artifacts

The sale of appropriate handicraft articles associated with or interpretive of an area is encouraged. Such articles shall be clearly labeled as to origin and displayed separately from commercially or mechanically produced souvenirs. Archeological specimens or objects of American Indian origin, such as pottery or arrowheads more than 100 years old, may not be sold regardless of their place of origin. (See also *Protection of Antiquities*, p. 25, *Historic Preservation Policy* section.)

Cooperating Associations

Formation and operation of cooperating associations or agencies of existing associations to facilitate the education and interpretive programs of an area, as authorized under Public Law 633, August 7, 1946, shall be encouraged where they contribute to the management of the area.

Memorials

Congress has authorized the placing of monuments at certain battlefield sites by the States whose units were involved in the engagements which they commemorate. Monuments or plaques of a memorial nature commemorating individuals or events may be erected in a historical area or physical features therein may be named for individuals when the association between the area and the individual or event is of transcendent importance. Except for existing memorializations, generally, no individual should be so honored during his lifetime. (See also *National Cemeteries*, p. 55 this section; the statement of policy of U.S. Board of Geographic Names for applying names of persons to natural features; and the guidelines of National Park Service for making recommendations on geographic name proposals, *Appendix E*.)

Motion Pictures and Still Photography

The making of still and motion pictures involving the use of professional casts, settings, and crews may be permitted under conditions which protect and perpetuate the integrity of the area in the end product and minimize the impact on the resources and the public's normal use of the area. (See Title 43, Section 5.1, and Title 36, Section 5.5, Code of Federal Regulations.)

Recreational Activities

Appropriate visitor use includes not only interpretation of an area's historical significance, but appreciation and enjoyment of the historic setting which may provide appropriate outdoor recreational opportunities. Recreational activities which facilitate visitor enjoyment of the primary resources of the area, or are inspired by its historical character and features, are to be encouraged and facilities provided for them to the extent that they do not adversely affect the integrity of the historical resources of the area or the primary visitor use of the area. Examples of appropriate outdoor recreational uses are sightseeing, hiking, photography, bicycling, picnicking, horseback riding,

and fishing. Moreover, some areas offer additional outdoor recreational opportunities not associated with or inspired by the historical significance of the area, such as water-oriented recreation and organized competitive sports, i.e., swimming, baseball, etc. These activities, also, are encouraged and facilities provided for them to the extent they do not adversely affect the integrity of the historical resources of the area or the primary visitor use of the area. Boats used for residential purposes, either permanently or for extended periods, are not permitted. (See also *Residential Facilities*, p. 64, *Physical Developments Policy* section.)

Camping and Campgrounds

Campground Location. Where camping accommodations, facilities, and services are available outside a historical area, or where it is feasible for them to be developed by other Government agencies or private enterprise for this purpose outside a historical area, such accommodations, facilities, and services should not be provided within the area.

Such camping accommodations, facilities, and services as may be provided within a historical area for public use and enjoyment of the area will be located and designed with the greatest care for the preservation of the historic scene and the resources of the area.

Campground Operation. Insofar as practicable, campgrounds should be developed and operated by private enterprise under contractual arrangements with the Service.

Each campground shall be operated and maintained within its design capacity. Individual sites or entire loops should be rested and, if necessary, renovated on a rotational basis. Innovative and creative use of modern techniques is encouraged, including periodic restoration of native plant material, reseeding with native grasses, use of commercial fertilizers, portable irrigation systems, and surfacing of heavy use areas with inert materials.

No overflow or excess use of a campground or individual campsite will be permitted. To accommodate visitors, advance reservation of campsites and limitations on length of continuous use by one camping party may be imposed.

Sites or facilities within campgrounds may not be utilized as permanent or seasonal residences by persons not engaged in on-site public services or protection of property within the area.

Campground Size, Design, and Facilities

Except as may be approved by the Director in specific locations, campgrounds should be limited to 250 sites and designed so as to permit areas of separation between campsites which can be managed to retain as much as possible the natural environment. Play areas for tots and pre-school-age children may be provided. Campground design should make provision for the use of charcoal or other fuels or central cook sheds on those occasions when, and at locations where, it may be necessary by reason of fire danger, air pollution, or other hazards to limit the use of wood for fires at individual

campsites. Where feasible, tent camping should be provided in separate campgrounds or in separately designated areas within campgrounds.

Each campground should have such interpretive facilities as may be required for the camper's appreciation and understanding of park values.

Group Camping

Where space permits, provision should be made for accommodating organized camping groups, particularly youth groups, either in separate campgrounds or in camping sites adjacent to, but separated from, individual sites within formal campgrounds. However, such accommodations should not be assigned to the continuous and exclusive use of any one particular special-interest group. Permanent facilities for group camping should be limited to those necessary for group cooking, sanitation, and interpretive programs.

To accommodate demand, advance reservation of facilities and limitations on length of continuous use by one camping party may be imposed. In allotting camping privileges, preference should be given to public groups over semi-public groups, and semi-public groups over nonprofit groups and nonprofit groups over private groups, as follows:

1. Public groups are supported wholly by public taxation or public contributions whose membership and programs are open to all. Examples are: schools, park and recreation agency programs, welfare organizations or similar institutions, such as the Salvation Army.
2. Semi-public groups or associations are those whose membership is not open to the general public, but are organized for general recreation, education, public welfare, religious, or philanthropic purposes and are supported in part by public contributions or some sponsoring agency. Examples are: Boy Scouts, Girl Scouts, Campfire Girls, church groups, YMCA, YWCA, 4-H Clubs, and Future Farmers of America.
3. Nonprofit groups are those societies or associations supported by assessed membership dues but not operated for profit to the organization or its members, and the benefits of the organization are not entirely confined to its membership. Examples are: American Legion, Veterans of Foreign Wars, service clubs, such as Rotary, Lions, Kiwanis, and the Izaak Walton League.
4. Private groups are those societies or associations with restricted or limited memberships and organized for engaging in enterprises for profit for the benefit of the members only, but confine activities to recreation purposes. Typical examples are: rifle and gun clubs, hunting clubs, boating clubs, fishing clubs, and special organized recreation groups with limited membership.

Collecting without Permits

Collecting, for individual private use, and not for profit or distribution to others, may be permitted for certain renewable resources, such as berries, fruits, mushrooms, and similar edibles for consumption in the area, sea-shells, and pine cones, in conformance with regulations promulgated for each historical area. These regulations will specify what items may be collected and under what terms. (See also *Protection of Antiquities*, p. 25, *Historic Preservation Policy* section.)

Collecting by Permit

Pursuant to regulations established for each particular historical area, students (from the grade school level upward), researchers, and scientific institutions may make collections, for educational or research purposes, of insects, other invertebrates, vertebrates, plants, and other objects upon receiving a permit for this purpose from the superintendent or his authorized representative. (See also *Protection of Antiquities*, p. 25, *Historic Preservation Policy* section.)

Use of Motorized Equipment

Public use of motor vehicles in historical areas shall be confined to designated park roads or other designated overland routes exclusive of foot trails and bridle trails. Public use of portable power equipment, such as generators, power saws, and the like, may be permitted in specifically designated areas.

The off-road use of motorized equipment for official purposes will be carefully planned and controlled to meet the requirements of area management with due regard for the protection of human life and park resources.

Safety and Public Health

Except for historic buildings, the recommended standards for safety and public health prescribed by Federal, State, or local authorities having jurisdiction shall be observed in providing for the health, safety, and well-being of visitors and those employed in historical areas. (See also Recreation Advisory Council Circular No. 3, Policy Governing the Water Pollution and Public Health Aspects of Outdoor Recreation, *Appendix B*; and *Historic Preservation Policy* section, p. 19.)

In historic buildings and districts, safety equipment such as fire hydrants, extinguishers, standpipes, and detection systems must be concealed to prevent the visual impairment of the integrity of the structure or district. Visitor aids, such as handrails, paint strips, etc., will be avoided in historic structures unless they were part of the historic architecture or furnishings. Moreover, facilities such as viewing platforms, outdoor stairs, trails, and railings should be as unobtrusive as possible so as to minimize or eliminate the adverse affect of such installations on the integrity and interpretation of a historic property. (See also *Historic Preservation Policy* section, p. 19.)

Religious Services

Where facilities for organized worship are not available in nearby communities, the Service should cooperate with established groups and organizations by permitting the use of Government-owned facilities for worship services, when such use does not interfere with the normal use of such facilities. Concessioners may also cooperate with such groups in similar circumstances. (See also *Concessions and Concessioners*, p. 55, this section.)

National Cemeteries

Burials in national cemeteries administered by the National Park Service will be permitted, pursuant to applicable regulations, until available space has been utilized. (See also Report of the Bureau of the Budget to the Chairman, Committee on Interior and Insular Affairs, House of Representatives, dated February 12, 1962, *Appendix F.*)

Natural Resource Interpretation

Visitor use and enjoyment of significant scenic or scientific features in historical areas by means of exhibits, nature trails, and other interpretive devices is encouraged when compatible with the primary historical purpose of the area. Wildlife observation is particularly suitable for many historical areas and should be encouraged by appropriate means.

Concessions and Concessioners

Concession and other business operations in historical areas are authorized under the Act of August 25, 1916 (39 Stat. 535), as amended, and the Act of August 21, 1935 (49 Stat. 666). The congressionally approved concession policies (P. L. 89-249, 89th Congress) are set forth in Appendix G. The standard contract language approved by the Secretary is incorporated in the Service's "Concessions Management Handbook." Administrative policies, dealing with subjects in addition to those in the congressionally approved policies, are as follows:

(a) *Site Selection and Construction of Facilities.* (See *Concession Facilities*, p. 65, *Physical Developments Policy* section.)

(b) *Government Development of Concession Facilities.* When there is no response from a prospectus, and the facilities are necessary for the accommodation of park visitors, such facilities may be provided by the Government with appropriated funds and made available to responsible private parties for operation. Except in emergency situations, the Government should not engage in the direct operation of concession facilities.

(c) *Maintenance of Government-owned Facilities.* Concessioners should be required to maintain all Government-owned facilities used in concession operations. To this end, annual maintenance programs shall be required during the term of the contract. Concessioners should not be granted possessory interest in capital improvements made to Government-owned facilities. Where capital improvements, as distinguished from maintenance, are necessary, they may be made by the Government if adequate funds are available, or, if made by the concessioner, should be amortized to avoid dual ownership interests. (See also *Maintenance*, p. 65, *Physical Developments Policy* section.)

(d) *Insurance.* Concessioners should carry such insurance against losses by fire, or other casualty of Government-owned facilities, public liability, employee liability, and other hazards as is customary among prudent operators of similar businesses under comparable circumstances.

(e) *Employees.* Concessioners should have affirmative action programs to

assure equal employment opportunities and adhere to the Department's labor standards and to applicable Federal and State labor laws.

(f) *Nondiscrimination in Service.* Concessioners and their employees may not discriminate against any individual because of race, creed, color, sex, or national origin.

(g) *Advertising Facilities and Services.* Advertising of facilities and services should be descriptive, accurate, and in good taste. Billboard advertising is discouraged.

(h) *Merchandise.* The merchandise sold in historical areas is to be limited to those items and services appropriate and necessary for public use and enjoyment of the areas. All souvenirs and other merchandise offered for sale to visitors must be in good taste. (See also *Sale of Native Handicraft and Artifacts*, p. 51, this section.)

(i) *Campground Operations.* (See *Camping and Campgrounds*, p. 52, this section.)

(j) *Alcoholic Beverages.* The sale of alcoholic beverages may be permitted in historical areas, subject to applicable Service regulations and State laws.

(k) *Conventions.* The use of concession facilities for conventions, group meetings, and the like, during seasons of heavy vacation travel, should be discouraged.

(l) *Overnight Accommodations.* The concessioners shall maintain a reasonable proportion of their accommodations as low-priced accommodations.

(m) *Establishment of Concessions.* Concession services and facilities are authorized within the historical areas only when necessary and appropriate for public use and enjoyment of the areas, consistent with their preservation. Where adequate facilities and services exist or can be developed by private enterprise outside such areas, such shall not be provided within the historical areas.

(n) *Quality of Service.* Services offered to the public by concessioners must be satisfactory as judged by recognized standards and the rates for such services must be reasonable as judged by statutory criteria.

Public Assembly

The use of historical areas for public gatherings, meetings, and other forms of expressing viewpoints on social, economic, and political questions is guaranteed by the Constitution of the United States. Solicitor Frank A. Barry expressed this guarantee of expression as follows in a memorandum of March 23, 1965 (See Appendix H for full text of memorandum):

The First Amendment of the Constitution of the United States expressly forbids legislation by Congress "abridging the freedom of speech, or of the press, or the right of the people peaceably to assemble, and to petition the Government for redress of grievances."

Any authority the Secretary of the Interior has to promulgate Regulations is by delegation from Congress. Any limitations on the power of the Congress to legislate would follow such delegation and limit the power of the Executive Branch.

The Supreme Court has recognized that governments must have police power to prevent violence and to protect the safety of persons, property, and other important public and private interests. Such police power, however, cannot justify denial to anyone of the rights guaranteed by the First Amendment merely because such denial tends to prevent the disorders feared. To hold that all speech or any speech can be suppressed or that all gatherings or any gatherings can be forbidden because speech and public gatherings might start arguments or disrupt traffic, all of which might result in someone being inconvenienced or being made uncomfortable, would make the guarantees of the Bill of Rights empty phrases without force.

Consistent with this expression of constitutionally guaranteed rights, the Service observes the following administrative policy concerning demonstrations and other forms of peaceable assembly and freedom of speech:

(a) Demonstrations in the exercise of rights guaranteed by the First Amendment of the Constitution to peaceably assemble and to speak on social, economic, and political matters will be permitted in areas administered by the Service that are open to the public.

(b) Demonstrations may include, but need not be limited to, rallies, parades, marches, speeches, or picketing with or without signs.

(c) Historical areas often include historic resources that are of a fragile character, and excessive numbers of people assembled in them could have a detrimental effect on such historical resources. Accordingly, while demonstrations may be permitted as described in paragraphs (a) and (b), the superintendent should limit the group to a number which can be accommodated without destroying the historical resources. Personnel administering areas shall cooperate with the apparent leadership of demonstrating groups regarding their use of the area. An effort may be made to get the groups to voluntarily agree to limit the number of persons involved, in the interest of minimizing public inconvenience and to limit the duration of the demonstration.

(d) Although law enforcement personnel should be available to maintain law and order, representatives of the Service should not initiate any action against demonstrators prior to a breach of the peace, such as overt physical violence against persons or property.

(e) Areas shall not be closed during the hours they are normally scheduled to be open solely to avoid an expected demonstration in the area or to attempt to restrict a demonstration in progress. Demonstrators will not be forcibly removed in the absence of any breach of the peace committed by them, except after consultation with, and approval of, the Director.

(f) Permits for the use of areas for demonstrations shall be granted on a "first come, first served" basis. Use of a permit system will allow those administering an area to be prepared to accommodate the group which may appear. The issuance of a permit would also serve to avoid possible conflict in the desire of more than one group to use a given area at the same time. Permits will not be denied upon the presumption that speeches or public gatherings would result in a breach of the peace, or would interfere with the comfort, convenience, and interest of the general public, or would disrupt the normal use of the area. Generally, the foregoing will provide every individual or group an opportunity to obtain a permit for a demonstration or assembly.

Failure to obtain a permit will not in itself be cause for action leading to prosecution, except after consultation with, and approval of, the Director.

In implementing these policy guidelines, superintendents and their key personnel will develop and maintain close and consistent working relationships with other nearby Federal, State, and local officials and the leadership of local human relations councils in the communities in which they exist. Meetings with law enforcement and other civic officials should be directed to cooperative efforts with them—(a) to exchange information concerning anticipated demonstrations or meetings; (b) to develop arrangements with the leadership of any group planning to demonstrate; (c) to provide for the protection of the rights of participants; and (d) to assure that the demonstration will be conducted in a peaceful and orderly manner. Such contacts will provide an opportunity to explain to community leaders and other officials our policies with respect to demonstrations and meetings.

The Service will be constantly mindful of the responsibility to protect the rights of all visitors and equally alert to provide for the safety of all persons, as well as public and private property, in implementing the assurance of the right of peaceable assembly and free speech. Nothing herein contained shall be construed as preventing the arrest by any peace officer of any individual committing or attempting to commit a criminal act. By the same token, Service personnel on duty at an area in which a demonstration is conducted should not in any way associate themselves either with those conducting the demonstration or with those who may oppose it. (See Title 36, Code of Federal Regulations.)

Official Records

In conformance with legal authorization and existing procedures, the Service shall make available, upon request, those official records affecting the public. (See also Title 43, Code of Federal Regulations, issued pursuant to the Public Information Act of June 5, 1967 (P.L. 90-23) and applicable volumes of the National Park Service Handbook Series.)

WILDERNESS USE AND MANAGEMENT POLICY

DISCUSSION

To become a unit of the National Wilderness Preservation System, each wilderness area must be designated by the Congress. In order to be so designated, each proposed wilderness unit must be clearly identified so that its boundaries may be legally described in the legislation. Thus, the Wilderness Act requires that the Service, hereafter, clearly identify and appropriately describe the boundaries of those lands that are to be recommended to the Congress for wilderness designation, rather than following past Service practice of referring to all undeveloped lands in a park as "wilderness" or "back country." Importantly, however, the Wilderness Act of 1964 does not establish any new standard or criteria for national park wilderness use and management. For example, the Wilderness Act specifically provides that:

Nothing in this Act shall modify the statutory authority under which units of the National Park System are created.

The Wilderness Act recognizes, moreover, that all lands which may be included in the National Wilderness Preservation System are not to be managed alike. For example, the Wilderness Act provides for certain multiple uses in wilderness areas of the national forests designated by the act, such as existing grazing; mineral prospecting until 1984 and mining (with authority to construct transmission lines, waterlines, telephone lines, and

utilize timber for such activities); and water conservation and power projects as authorized by the President.

No such lowering of park values is contemplated by the Wilderness Act for wilderness lands designated by the Congress in historical areas, since that act provides, in part, that:

* * * the designation of any area of any park * * * as a wilderness area pursuant to this Act shall in no manner lower the standards evolved for the use and preservation of such park * * * in accordance with the Act of August 25, 1916, [and] the statutory authority under which the area was created * * *.

Moreover, the status of those parklands not included by the Congress in the National Wilderness Preservation System remains unique pursuant to previously existing National Park Service legislation, for the Wilderness Act does not contemplate the lowering of park values on these remaining parklands not designated legislatively as "wilderness," nor does the management of such lands compete with any other resource use.

Of course, when Congress designates wilderness units within the historical areas for inclusion in the National Wilderness Preservation System, it may prescribe such standards and criteria for their use and management as it deems advisable.

ADMINISTRATIVE POLICIES

Management Facilities, Practices, and Uses

Only those structures, management practices, and uses necessary for management and preservation of the wilderness qualities of an area will be permitted. These would include, but need not be limited to, patrol cabins, limited facilities associated with saddle-and-pack stock control, and structures needed in programs for the protection and preservation of prehistoric ruins.

Fire Control

Wildfire will be controlled as necessary to prevent unacceptable loss of wilderness values, loss of life, damage to property, and the spread of wildfire to lands outside the wilderness. Use of fire lookout towers, fire roads, tool caches, aircraft, motorboats, and motorized fire-fighting equipment would be permitted for such control.

Insect and Disease Control

(See *Insects and Diseases*, p. 38, *Resource Management Policy* section.)

Rescue and Other Emergency Operations

In emergency situations involving the health and safety of persons and to meet recognized management needs, use of aircraft, motorboats, or other motorized or mechanical equipment will be permitted. (See also *Aircraft Operation*, p. 37, *Resource Management Policy* section.)

Regulation of Excess Wildlife Population

Population Control through natural predation will be encouraged. Trapping and transplanting of excess animals will be practiced by park personnel as necessary. If these prove insufficient, direct reduction by park personnel would be instituted. (See also *Fish and Wildlife Management Policy* section, p. 45.)

Non-native Plants and Animals

Non-native species of plants and animals will be eliminated where it is possible to do so by approved methods which will preserve wilderness qualities.

Research

The Service, recognizing the scientific value of wilderness areas as natural outdoor laboratories, would encourage those kinds of research and data gathering which require such areas for their accomplishment.

The Service may establish reasonable limitations to control the size of the areas which may be used for varying types of research projects within national park wilderness, and projects exceeding those limitations would be subject to approval by the Director.

Fishing

(See *Fish and Wildlife Management Policy* section, p. 45.)

Visitor Use Structures and Facilities

Primitive trails for foot and horse travel are acceptable. Narrow trails which blend into the landscape will be allowed in wilderness with foot-bridges and horsebridges where they are essential to visitor safety. Stock-holding corrals or discreetly placed drift fences will be permissible if needed in the interest of protection of wilderness values. No improvement will be permitted that are primarily for the comfort and convenience of visitors, such as developed campgrounds and picnic facilities. However, trailside shelters may be permitted where they are needed for the protection of wilderness values.

Boating

Boating, except with motorboats and airboats, is an acceptable use of wilderness.

Commercial Services

Saddle and pack stock and guided boat trips in water areas are acceptable uses, but the number, nature, and extent of these services will be carefully controlled through regulations and permits so as to protect the wilderness values. (See also *Concessions and Concessioners*, p. 55, *Resource and Visitor Use Policy* section.)

Mining and Prospecting

(See *Mineral Exploration, Mineral Leasing, and Mining*, p. 38, *Resource Management Policy* section.)

Inholdings

Unless acquisition by the United States is assured, they will be excluded from the area classified as wilderness. It will be the policy to acquire such inholdings as rapidly as possible, and as they are acquired, the lands will be proposed for designation as wilderness if they otherwise meet the criteria for such areas. (See also *Land Acquisition*, p. 34, *Resource Management Policy* section.)

Water Development Projects

Such projects, whether for improvement of navigation, flood control, irrigation, power, or other multiple purposes, are not acceptable in wilderness. Where these activities are authorized by statute, the area in question will be recommended for wilderness only with the proviso that such authorization be discontinued.

Grazing

Except where grazing is conducted under permits which may be expected to expire at a fixed or determinable date in advance of legislative action on the wilderness proposal, lands utilized for that purpose will not be proposed for wilderness designation.

Timber Harvesting

(See *Forest Management*, p. 37, *Resource Management Policy* section.)

Hunting

(See *Fish and Wildlife Management Policy* section, p. 45.)

Motorized Equipment

The use of aircraft for airdrops or for other purposes, and the use of motorized trail vehicles, generators, and similar devices will not be permitted in national park wilderness, except as otherwise provided herein to meet the needs of management.

Roads and Utilities

Public-use roads and utility line rights-of-way are not permitted.

part IV

PHYSICAL DEVELOPMENTS POLICY

DISCUSSION

Physical developments are provided in historical areas to fulfill the congressional policy enunciated in the Historic Sites Act of 1935, namely: to “operate and manage historic and archaeological sites, buildings, and properties * * * together with lands and subordinate buildings for the benefit of the public, such authority to include the power to * * * grant concessions, leases, or permits for the use of land, building space, roads or trails when necessary or desirable either to accommodate the public or to facilitate administration.”

These necessary facilities should be provided under carefully controlled safeguards against unregulated and indiscriminate use so that there is the least possible disturbance and intrusion on the historic features of the area. The location, design and materials, to the highest practicable degree, should be consistent with the preservation of the historical environment.

Such appropriate facilities, if wisely located, designed, and constructed, can serve, moreover, to protect historical values by focusing and directing the use of the area. For example, a road, a trail, or a needed concession facility, can serve to channel use in specific locations, thus preventing indiscriminate use of a larger area or intrusions on historic resources which could damage or destroy some of the very values for which the park has been dedicated and set aside.

Physical developments for the foregoing purposes can be made to be compatible with the historical environment; those which are in discord with their surroundings can be avoided. It is the purpose of the administrative policies which guide the Service in its physical development programs to achieve this objective.

ADMINISTRATIVE POLICIES

Architectural Theme

Only those physical facilities needed for management and appropriate public use shall be provided in a historical area and then only at sites designated on the approved Master Plan for the area. An architectural theme (statement of design philosophy) shall be prepared for each historical area or, where desirable, for each major development site within an area. Particular attention shall be devoted to the harmonizing of such developments with their historical environment, consistent with utility and economic construction and maintenance costs. In all cases, maximum creativity in design and materials—preferably those native to the region or locality—shall be used to insure that the manmade facility is subservient to and not competitive with or dominant to the historical features of the area. (See also *Construction Materials*, this page.)

Airports

The Service encourages the location of needful airport facilities and services outside of historical areas and, to the extent permitted by law and funds, will participate in their development. (See also *Aircraft Operation*, p. 37, *Resource Management Policy* section.)

Memorials

(See *Memorials*, p. 51, *Resource and Visitor Use Policy* section.)

Construction Materials

Materials recovered from approved construction sites may be used for construction or maintenance projects within the area. If such materials are not obtainable from a construction site, they may be obtained from other sites in the area only when the recovery of such materials does not impair the historic environment or outstanding natural features that should be preserved for public use and enjoyment. (See also *Architectural Theme*, this page; and *Borrow Pits*, p. 69, *Road and Trail Policy* section.)

Residential Facilities

Except for historic structures, the use of federally owned lands in historical areas for permanent or seasonal residences shall be permitted only when required to house those persons engaged in on-site public services or protection of property. The provision of housing for Federal employees shall

be in accordance with Bureau of the Budget Policy Circular No. 18, October 18, 1957. Historic structures may be made available for permanent or seasonal residences in circumstances other than those mentioned above when such use is compatible with the primary purpose of the area and it will facilitate the management program of the area. (See also *Restoration*, p. 22, and *Compatible Use of Historic Structures*, p. 27, *Historic Preservation Policy* section; and *Recreational Activities*, p. 51, *Resources and Visitor Use Policy* section.)

Maintenance

Physical facilities shall be maintained and operated in the condition or state equivalent to that existing when the facility was completed, or the state to which subsequently modified by alteration or betterment to the end such physical facilities may be continuously used for their intended purpose.

Concession Facilities

The number of sites and the locations and sizes of the tracts of land assigned for necessary accommodations shall be held to the minimum essential to the proper and satisfactory operation of the accommodations authorized to be installed and operated. Moreover, such developments as are permitted (including use of historic structures when appropriate) shall be constructed so as to be as harmonious as possible with their surroundings. To this end, plans and specifications for buildings and other structures, including renovations and modifications of historic structures to be undertaken by the concessioners, shall be prepared at the expense of the concessioner and submitted to the Service for approval before construction is begun. Such plans, when approved, shall be adhered to by the concessioners in carrying out construction programs. (See also *Concessions and Concessioners*, p. 55, *Resource and Visitor Use Policy* section, and *Compatible Use of Historic Structures*, p. 27, *Historic Preservation Policy* section.)

Utilities

Utility lines should be placed underground except where to do so causes excessive damage to the historic environment or outstanding natural features. When placed above ground, utility lines and appurtenant structures should be carefully planned and located to minimize their impact on historical resources and outstanding natural features and visitor enjoyment and understanding of the historical theme of the area.

Non-park Uses and Developments

Except where they involve existing rights recognized in legislation or agreement prior to the establishment of the area, or where they are authorized as being clearly in the national interest after all reasonable alternatives have been exhausted, the installation of electrical power transmission lines, gas and oil pipelines, railroads, and other structures and facilities not

directly related to park management and visitor use should be discouraged. When it is necessary to authorize electrical power transmission lines, the authorization will conform with the applicable requirements and stipulations of Section 2234.4, Title 43, Code of Federal Regulations. Where such non-park uses exist, or where they may be authorized in the foregoing circumstances, they should be eliminated as rapidly as possible through orderly and cooperative procedures with the permittees concerned. (See also *Utilities*, p. 65, this section, and *Non-park Roads and Highways*, p. 70, *Road and Trail Policy* section.)

Special Uses of Government-owned Property

Authorizations for special uses of Government-owned property (lands, structures, or other facilities) administered by the Service shall be reduced to writing, utilizing forms prescribed by the Service for such purposes. (See also *Fees*, and *Cultural Facilities*, this page, and *Non-park Uses and Developments*, p. 65, this section; *Compatible Use of Historic Structures*, p. 27, *Historic Preservation Policy* section; *Concessions and Concessioners*, p. 55, *Resource and Visitor Use Policy* section; *Non-park Roads and Highways*, p. 70, *Road and Trail Policy* section; and *Appendix G*.)

Fees

Except for exclusions specifically authorized, appropriate fees shall be charged for authorizations for special uses of Government-owned property administered by the Service. (See also Bureau of the Budget Circular No. A. 25, September 23, 1959; *Concessions and Concessioners*, p. 55, *Resource and Visitor Use Policy* section; *Appendix G*; and applicable volumes of the National Park Service Handbook Series.)

Private-use and Development Zone

Where a private-use and development zone occurs within historical areas boundaries, public use and development will be planned and located so as to minimize conflicts with the private owner's use and enjoyment of private property.

Cultural Facilities

Permanent facilities for cultural events (concerts, plays, etc.) may be provided in historical areas where (1) it is clearly impracticable to use existing historic structures for such purposes (see also *Compatible Use of Historic Structures*, p. 27, *Historic Preservation Policy* section); (2) demountable or temporary facilities are not feasible; and (3) the event or program to be staged is of transcendent importance in the interpretation of the events and persons associated with the area.

ROAD AND TRAIL POLICY

DISCUSSION

The Director of the National Park Service, on September 8, 1967, asked a committee of distinguished scientists, conservationists, and park planners to undertake a study of the purposes of park roads and standards to which they should be constructed. The committee report is included as Appendix I. The report, approved by the Director and the Secretary of the Interior, deserves careful study by all park planners and managers.

ADMINISTRATIVE POLICIES

Road System

In each area there should be a "good sensible road system" to serve the needs of management and the reasonable requirements of appropriate park visitor use and enjoyment. Types of roads which may be provided within the road system are: Major park roads, minor park roads, special purpose roads, interpretive (motor history) roads, administrative roads, and parkways. Two-way roads should be deemphasized and one-way roads should be emphasized. (See also *One-way Roads*, p. 69, and *Interpretive (Motor History) Roads*, p. 70, this section.)

Traffic Management

The aim of traffic management of park roads should be to enhance the quality of a park experience and not to expedite the maximum flow of automobile traffic through an area. To this end, every effort shall be made in cooperation with the States and the Bureau of Public Roads to eliminate designated U.S. Highways from the parks and minimize the impact of cross-country through traffic. Where traffic volumes and safety standards indicate the necessity therefore, speed limits should be lowered below design speed to achieve safe travel. Moreover, existing two-way roads may be converted to one-way roads to achieve safe travel. During the short periods when automotive traffic may exceed the safe capacity of the road system, shuttle-bus service should be instituted to relieve the congestion in the places of heavy visitor concentrations. Arrangements for such service shall be made with authorized transportation concessioners. (See also *Concessions and Concessioners*, p. 55, *Resource and Visitor Use Policy* section.) To facilitate traffic movement and to achieve safe travel, special-purpose vehicles may be required by regulations to use park roads during hours other than peak travel hours. Vehicles that cannot safely negotiate park roads—either because of size or length of vehicle—should be prohibited by regulation.

Routing of Roads

In deciding upon road locations, maximum advantage should be taken of interpretive and scenic values. A professional determination must be made that the resulting effects on park values—including such aspects as historic preservation, wildlife habitat and mobility, drainage, stream flow, and the climatic effects of paved areas—will be minimal. A professional determination must be made that the means of transportation, and its location, will provide maximum opportunity for visitor enjoyment and appreciation of park resources. The encouragement of such activities as photography, hiking, and interpretive walks, will be influential in determining actual locations. The routing of all roads and the plans for construction and reconstruction of all roads shall be guided by field determinations of the Chief Scientist, Chief, Office of Archeology and Historic Preservation, and the Assistant Director for Interpretation.

Alternate Methods of Transportation

Analysis of all potentially useful modes of transportation should be continued. Feasible alternatives to road transportation should receive experimentation in areas in which serious circulation problems now exist or in which access has not yet been provided. Every opportunity should be taken, also, to encourage the safe use of waterways for access.

Road Design

An aesthetically pleasing road is one which lies lightly upon the land utilizing natural support wherever possible. Moreover, heavy cuts and fills

must be avoided. In effect, the road is molded to the terrain through which and upon which it is passing. Monotony is avoided, and maximum advantage taken of park values, by eliminating long tangents, by changes in elevation, by developing viewpoints and overlooks, as well as providing close-range views of local scenes. The road should, in fact, strive to maintain a continuing sense of intimacy with the countryside through which it is passing.

In forested terrain, clearing limits should be carefully controlled and selective cutting should be used to produce variation and indentation in the tree line. Retaining walls can reduce the height and extent of cut-and-fill slopes. In heavy mountainous terrain and under certain other conditions, serious consideration should be given to the use of trestles or bridges, tunnels, and half-viaduct sections to reduce scarring.

Ample turn-outs, scenic overlooks, and trail connections should be provided to facilitate leisurely visitor enjoyment of historic and natural features and to encourage visitors to leave their automobiles to more thoroughly experience the park.

Ditches, slopes, structures, vertical alinement, design speed, and roadway widths shall not exceed the standards set forth in Appendix I.

With respect to design speed standards, curves having a design speed of less than 25 miles per hour are to be encouraged when their use will reduce scarring or enhance visitor enjoyment of scenic or historic resources. Moreover, a design objective for roads (other than non-park roads and highways) in historical areas is to achieve a roadway that restricts speed of passenger automobiles on all sections to not more than 35 miles per hour. Creative use should be made of vertical alinement, curve layout, and other engineering techniques to accomplish this objective. Special-purpose vehicles which cannot safely and conveniently negotiate such park roads may be required by park regulation to travel at other than peak travel hours or they may be prohibited from using such roads. (See also *Road Surfaces and Materials*, this page.)

Road Surfaces and Materials

The color of materials used in road construction will be chosen to harmonize with the general character of the landscape. Chips used for periodic sealing and repair should be selected from appropriate rock material sources. A particular effort should be made to avoid "black top" in sensitive areas, such as in the vicinity of cultural resources and natural features. The above is equally applicable to parking areas.

Borrow Pits

Only when economic factors make it impractical will borrow pits be created in the parks, or present pits further utilized, unless located in washes or other places where natural factors will eradicate the scar. (See also *Construction Materials*, p. 64, *Physical Developments Policy* section.)

One-way Roads

In general, the philosophy should be followed that the primary park

purposes of preservation, enjoyment, and interpretation are collectively served better by one-way roads than by two-way roads (major and minor park roads and parkways). Accordingly, one-way roads should be constructed in preference to two-way roads wherever practicable. (See also *Road System*, p. 67, this section.)

Interpretive (Motor History) Roads

To increase visitor enjoyment, efforts should be made to convert existing roadbeds—such as abandoned roads and railroads, fire roads, administrative roads—into interpretive roads, or motor history trails. Their use for this purpose is encouraged. These low-speed, often one-way roads, with ample parking, viewing, and trail opportunities, encourage visitors to explore the scenery and features at a leisurely pace. (See also *Road System*, p. 67, this section.)

Signs

Roadside signing, whether regulatory, information, or interpretive, is an integral part of the visitor experience, as well as road design. Care should be exercised to insure that the quality and design of all signing enhances the visitor experience.

Parking Areas

The placement of parking areas where they intrude, by sight or sound, on significant features, must be avoided. Moreover, the size of parking areas should be limited to the greatest extent possible for effective operation. Where large parking areas are necessary, they should be broken up with plantings and screenings, if possible. (See also *Road Surfaces and Materials*, p. 69, this section.)

Non-park Roads and Highways

Rights-of-way from public roads across Federal land to private lands within area boundaries may be granted private parties when necessary to provide reasonable access to such private property. On this same right-of-way, where practical, private parties may provide such utility lines as may be reasonably necessary to their use and enjoyment of their property. All construction shall be in accord with plans prepared by or for the permittee at his expense and approved by the Service. Moreover, such permits shall require costs of construction, maintenance, etc., to be borne by the permittee.

Local and State roads and rights-of-way may exist in and serve visitors to historical areas. Where this is the case, the Service may enter into cooperative agreements, as legally permitted, regarding the methods, responsibilities, and sharing of costs for maintenance, rehabilitation, and reconstruction of such roads.

Where major through roads in historical areas are required to serve the primary mission of the area, the Service will cooperate with responsible local, State, and Federal officials in selecting locations and developing design standards consistent with the historic integrity of the area. (See also

Fees, p. 66, *Utilities*, p. 65, and *Special Uses of Government-owned Property*, p. 66, *Physical Developments Policy* section.)

Walks and Trails

A variety of trails—interpretive, bicycle, horse, and motor trails—are desirable. The use of historic trails, walks, and roads by visitors is encouraged when appropriate and compatible with preservation of historical integrity.

Bicycle trails, when the terrain is suitable and the demand is sufficient, may be provided when compatible with the primary purpose of the area.

Normally, bicycle trails will be separate from other trails. However, bicycles may be permitted on park roads when they do not pose a safety hazard or diminish the quality of experience for other visitors. Horse trails may be provided in historic areas when the degree of use justifies them, and they do not threaten deterioration of the historic resource or detract from the enjoyment of history by other visitors. Horseback use will ordinarily be separated from other elements of the circulatory system although horses may be permitted on less used roads and hikers' trails when they will not create a safety hazard or interfere with the enjoyment of other visitors. (See also *Interpretive (Motor History) Roads*, p. 70, this section.)

Interpretive Trails

(See *Walks and Trails*, this page.)

Trail Surfaces and Materials

(See *Road Surfaces and Materials*, p. 69, this section.) Additionally, elevated boardwalks, such as Anhinga Trail, are often effective solutions.

Trail Use

Where volume of use warrants, separate trails should be provided for foot and horse use. Moreover, where intensity of use threatens park values, limitations on size of parties and frequency of trips to specific locations may be imposed. (See also *Campground Operation*, p. 52, *Resource and Visitor Use Policy* section.)

appendix A

**UNITED STATES
DEPARTMENT OF THE INTERIOR
Office of the Secretary
Washington, D.C. 20240**

July 10, 1964

Memorandum

To: Director, National Park Service
From: Secretary of the Interior
Subject: Management of the National Park System

As the golden anniversary of the National Park Service draws near, and we approach the final years of the MISSION 66 program, it is appropriate to take stock of the events of the past and to plan for the future. The accomplishments of the past are not only a source of pride—they are also a source of guidance for the future.

The accelerating rate of change in our society today poses a major challenge to the National Park Service and its evolving responsibilities for the management of the National Park System. The response to such changes calls for clarity of purpose, increasing knowledge, speedier action and adaptability to changing needs and demands upon our diverse resources.

In recognition of this need, a year ago I approved a comprehensive study of the long-range objectives, organization and management of the National Park Service. Moreover, I was pleased to have had the opportunity to participate in the CONFERENCE OF CHALLENGES at Yosemite National Park, at which this study was discussed by the personnel of the Service.

In looking back at the legislative enactments that have shaped the National Park System, it is clear that the Congress has included within the growing System three different categories of areas—natural, historical, and recreational.

Natural areas are the oldest category, reaching back to the establishment of Yellowstone National Park almost a century ago. A little later historical areas began to be authorized, culminating in the broad charter for historical preservation set forth in the Historic Sites Act of 1935. In

recent decades, with exploding population and diminishing open space, the urgent need for national recreation areas is receiving new emphasis and attention.

The long-range study has brought into sharp focus the fact that a single, broad management concept encompassing these three categories of areas within the System is inadequate either for their proper preservation or for realization of their full potential for public use as embodied in the expressions of Congressional policy. Each of these categories requires a separate management concept and a separate set of management principles coordinated to form one organic management plan for the entire System.

Following the Act of August 25, 1916, establishing the National Park Service, the then Secretary of the Interior Franklin K. Lane, in a letter of May 13, 1918, to the first Director of the National Park Service, Stephen T. Mather, outlined the management principles which were to guide the Service in its management of the areas then included within the System. That letter, sometimes called the Magna Carta of the National Parks, is quoted, in part, as follows:

For the information of the public an outline of the administrative policy to which the new Service will adhere may now be announced. This policy is based on three broad principles: First, that the national parks must be maintained in absolutely unimpaired form for the use of future generations as well as those of our own time; second, that they are set apart for the use, observation, health, and pleasure of the people; and third, that the national interest must dictate all decisions affecting public or private enterprise in the parks.

The principles enunciated in this letter have been fully supported over the years by my predecessors. They are still applicable for us today, and I reaffirm them.

Consistent with specific Congressional enactments, the following principles are approved for your guidance in the management of the three categories of areas now included within the System. Utilizing the results of the new broad program of resource studies, you should proceed promptly to develop such detailed guidelines as may be needed for the operation of each of these categories of areas.

NATURAL AREAS

Resource Management: The management and use of natural areas shall be guided by the 1918 directive of Secretary Lane. Additionally, management shall be directed toward maintaining, and where necessary re-establishing, indigenous plant and animal life, in keeping with the March 4, 1963, recommendations of the Advisory Board on Wildlife Management.

In those areas having significant historical resources, management shall be patterned after that of the historical areas category to the extent compatible with the primary purpose for which the area was established.

Resource Use: Provide for all appropriate use and enjoyment by the

people, that can be accommodated without impairment of the natural values. Park management shall recognize and respect wilderness as a whole environment of living things whose use and enjoyment depend on their continuing interrelationship free of man's spoliation.

Physical Developments: They shall be limited to those that are necessary and appropriate, and provided only under carefully controlled safeguards against unregulated and indiscriminate use, so that the least damage to park values will be caused. Location, design, and material, to the highest practicable degree, shall be consistent with the preservation and conservation of the grandeur of the natural environment.

HISTORICAL AREAS

Resource Management: Management shall be directed toward maintaining and where necessary restoring the historical integrity of structures, sites and objects significant to the commemoration or illustration of the historical story.

Resource Use: Visitor uses shall be those which seek fulfillment in authentic presentations of historic structures, objects and sites, and memorialization of historic individuals or events. Visitor use of significant natural resources should be encouraged when such use can be accommodated without detriment to historical values.

Physical Developments: Physical developments shall be those necessary for achieving the management and use objectives.

RECREATIONAL AREAS

Resource Management: Outdoor recreation shall be recognized as the dominant or primary resource management objective. Natural resources within the area may be utilized and managed for additional purposes where such additional uses are compatible with fulfilling the recreation mission of the area. Scenic, historical, scientific, scarce, or disappearing resources within recreational areas shall be managed compatible with the primary recreation mission of the area.

Resource Use: Primary emphasis shall be placed on active participation in outdoor recreation in a pleasing environment.

Physical Developments: Physical developments shall promote the realization of the management and use objectives. The scope and type of developments, as well as their design, materials, and construction, should enhance and promote the use and enjoyment of the recreational resources of the area.

LONG-RANGE OBJECTIVES

While the establishment of management principles to guide the operation of the three categories of areas within the System is vital, I believe it is of equal consequence that we now identify the long-range objectives of

the National Park Service. The objectives developed by the Service have been recommended to me by my Advisory Board on National Parks, Historic Sites, Buildings and Monuments. I am approving these objectives, as follows:

1. To provide the highest quality of use and enjoyment of the National Park System by increased millions of visitors in years to come.
2. To conserve and manage for their highest purpose the Natural, Historical and Recreational resources of the National Park System.
3. To develop the National Park System through inclusion of additional areas of scenic, scientific, historical and recreational value to the Nation.
4. To participate actively with organizations of this and other Nations in conserving, improving and renewing the total environment.
5. To communicate the cultural, inspirational, and recreational significance of the American Heritage as represented in the National Park System.
6. To increase the effectiveness of the National Park Service as a "people serving" organization dedicated to park conservation, historical preservation, and outdoor recreation.

You should develop such goals and procedures as may be necessary to implement these objectives.

In the development of these goals and procedures, I think it is important to emphasize that effective management of the National Park System will not be achieved by programs that look only within the parks without respect to the pressures, the influences, and the needs beyond park boundaries. The report of my Advisory Board on Wildlife Management emphasizes this observation.

The concern of the National Park Service is the wilderness, the wildlife, the history, the recreational opportunities, etc., within the areas of the System and the appropriate uses of these resources. The responsibilities of the Service, however, cannot be achieved solely within the boundaries of the areas it administers.

The Service has an equal obligation to stand as a vital, vigorous, effective force in the cause of preserving the total environment of our Nation. The concept of the total environment includes not only the land, but also the water and the air, the past as well as the present, the useful as well as the beautiful, the wonders of man as well as the wonders of nature, the urban environment as well as the natural landscape. I am pleased that among its contributions, the Service is identifying National Historic and Natural History Landmarks throughout the country and is cooperating in the Historic American Buildings Survey.

It is obvious that the staggering demand for outdoor recreation projected for this country will eventually inundate public park areas unless public and private agencies and individuals join in common effort. National park administrators must seek methods to achieve close cooperation with all land-managing agencies, considering broad regional needs, if lands for public outdoor recreation sufficient to the future needs of the Nation are to be provided.

The national parklands have a major role in providing superlative opportunities for outdoor recreation, but they have other "people serving" values. They can provide an experience in conservation education for the young people of the country; they can enrich our literary and artistic consciousness; they can help create social values; contribute to our civic consciousness; remind us of our debt to the land of our fathers.

Preserving the scenic and scientific grandeur of our Nation, presenting its history, providing healthful outdoor recreation for the enjoyment of our people, working with others to provide the best possible relationships of human beings to their total environment; this is the theme which binds together the management principles and objectives of the National Park Service—this, for the National Park Service, is the ROAD TO THE FUTURE.

STEWART L. UDALL, *Secretary of the Interior*

GEORGE B. HARTZOG, JR.,
Director, National Park Service

appendix B

ADMINISTRATIVE CRITERIA FOR HISTORICAL AREAS

National Significance

A. National significance is ascribed to buildings, sites, objects, or districts which possess exceptional value or quality in illustrating or interpreting the historical (history and archeology) heritage of our Nation, such as:

1. Structures or sites at which events occurred that have made a significant contribution to, and are identified prominently with, or which outstandingly represent the broad cultural, political, economic, military, or social history of the Nation, and from which an understanding and appreciation of the larger patterns of our American heritage may be gained.
2. Structures or sites associated importantly with the lives of persons nationally significant in the history of the United States.
3. Structures or sites associated significantly with an important event that outstandingly represents some great idea or ideal of the American people.
4. Structures that embody the distinguishing characteristics of an architectural type specimen, exceptionally valuable for a study of a period, style, or method of construction; or a notable structure representing the work of a master builder, designer, or architect.
5. Objects that figured prominently in nationally significant events; or that were prominently associated with nationally significant persons; or that outstandingly represent some great idea or ideal of the American people; or that embody distinguishing characteristics of a type specimen, exceptionally valuable for a study of a period style or method of construction; or that are

notable as representations of the work of master workers or designers.

6. Archeological sites that have produced information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites are those which have produced, or which may reasonably be expected to produce, data affecting theories, concepts and ideas to a major degree.

7. When preserved or restored as integral parts of the environment, historic buildings not sufficiently significant individually by reason of historical association or architectural merit to warrant recognition may collectively compose a "historic district" that is of historical significance to the Nation in commemorating or illustrating a way of life in its developing culture.

B. To possess national significance, a historic or prehistoric structure, district, site, or object must possess integrity. For a historic or prehistoric site, integrity requires original location and intangible elements of feeling and association. The site of a structure no longer standing may possess national significance if the person or event associated with the structure was of transcendent historical importance in the Nation's history and the association consequential.

For a historic or prehistoric structure, integrity is a composite quality derived from original workmanship, original location and intangible elements of feeling and association. A structure no longer on the original site may possess national significance if the person or event associated with it was of transcendent importance in the Nation's history and the association consequential.

For a historic district, integrity is a composite quality derived from original workmanship, original location, and intangible elements of feeling and association inherent in an ensemble of historic buildings having visual architectural unity.

For a historic object, integrity requires basic original workmanship.

C. Structures or sites which are primarily of significance in the field of religion or to religious bodies but are not of national importance in other fields of the history of the United States, such as political, military, or architectural history, will not be eligible for consideration.

D. Birthplaces, graves, burials, and cemeteries, as a general rule, are not eligible for consideration and recognition except in cases of historical figures of transcendent importance. Historic sites associated with the actual careers and contributions of outstanding historical personages usually are more important than their birthplaces and burial places.

E. Structures, sites, and objects achieving historical importance within the past 50 years will not as a general rule be considered unless associated with persons or events of transcendent significance.

Suitability

A. Each historical area should contain sufficient land to preserve all the significant historic or prehistoric features associated with this site and such

additional lands as may be needed to protect the historic scene and provide unobtrusive sites for necessary developments for management and public use.

B. The site and its authentic historically related environment should lend itself to effective preservation and interpretation.

Feasibility

The test of feasibility involves weighing all of the values and public needs served by the proposal.

appendix C

ADMINISTRATIVE CRITERIA FOR HISTORIC LANDMARKS

National Significance

A. National significance is ascribed to buildings, sites, objects, or districts which possess exceptional value or quality in illustrating or interpreting the historical (history and archeology) heritage of our Nation, such as:

1. Structures or sites at which events occurred that have made a significant contribution to, and are identified prominently with, or which outstandingly represent the broad cultural, political, economic, military, or social history of the Nation, and from which an understanding and appreciation of the larger patterns of our American heritage may be gained.
2. Structures or sites associated importantly with the lives of persons nationally significant in the history of the United States.
3. Structures or sites associated significantly with an important event that outstandingly represents some great idea or ideal of the American people.
4. Structures that embody the distinguishing characteristics of an architectural type specimen, exceptionally valuable for a study of a period style, or method of construction; or a notable structure representing the work of a master builder, designer, or architect.
5. Objects that figured prominently in nationally significant events; or that were prominently associated with nationally significant persons; or that outstandingly represent some great idea or ideal of the American people; or that embody distinguishing characteristics of a type specimen, exceptionally valuable for a study of a period, style, or method of construction; or that are

notable as representations of the work of master workers or designers.

6. Archeological sites that have produced information of a major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites are those which have produced, or which may reasonably be expected to produce, data affecting theories, concepts and ideas to a major degree.

7. When preserved or restored as integral parts of the environment, historic buildings not sufficiently significant individually by reason of historical association or architectural merit to warrant recognition may collectively compose a "historic district" that is of historical significance to the Nation in commemorating or illustrating a way of life in its developing culture.

B. To possess national significance, a historic or prehistoric structure, district, site, or object must possess integrity. For a historic or prehistoric site, integrity requires original location and intangible elements of feeling and association. The site of a structure no longer standing may possess national significance if the person or event associated with the structure was of transcendent historical importance in the Nation's history and the association consequential.

For a historic or prehistoric structure, integrity is a composite quality derived from original workmanship, original location and intangible elements of feeling and association. A structure no longer on the original site may possess national significance if the person or event associated with it was of transcendent importance in the Nation's history and the association consequential.

For a historic district, integrity is a composite quality derived from original workmanship, original location, and intangible elements of feeling and association inherent in an ensemble of historic buildings having visual architectural unity.

For a historic object, integrity requires basic original workmanship.

C. Structures or sites which are primarily of significance in the field of religion or to religious bodies but are not of national importance in other fields of the history of the United States, such as political, military, or architectural history, will not be eligible for consideration.

D. Birthplaces, graves, burials, and cemeteries, as a general rule, are not eligible for consideration and recognition except in cases of historical figures of transcendent importance. Historic sites associated with the actual careers and contributions of outstanding historical personages usually are more important than their birthplaces and burial places.

E. Structures, sites, and objects achieving historical importance within the past 50 years will not as a general rule be considered unless associated with persons or events of transcendent significance.

For the purpose of the National Survey of Historic Sites and Buildings, which is the research program that identifies National Historic Landmarks, United States history has been divided into 22 themes as follows:

- Theme
- I *Prehistoric Hunters and Gatherers*
 - II *Early Indian Farmers*
 - III *Indian Villages and Communities*
 - IV *Spanish Exploration and Settlement*
 - V *French Exploration and Settlement*
 - VI *English Exploration and Settlement to 1700*
 - VII *Dutch and Swedish Exploration and Settlement*
 - VIII *Contact with the Indians*
 - IX *Development of the English Colonies 1700-1775*
 - X *The War for Independence*
 - XI *The Advance of the Frontier 1763-1830*
Subtheme: The Lewis and Clark Expedition
 - XII *Political and Military Affairs 1783-1830*
 - XIII *Political and Military Affairs 1830-1865*
 - XIV *The Civil War 1861-1865*
 - XV *Westward Expansion and Extension of the National Boundaries to the Pacific 1830-1898*
Subthemes:
The Santa Fe Trail
The Mining Frontier
The Farmers Frontier
The Cattlemen's Empire
Military and Indian Affairs
The Texas Revolution and the War with Mexico 1820-1853
The Fur Trade Era
Overland Migrations of the Trans-Mississippi West
Great Explorers of the West
Transportation and Communication
 - XVI *Indigenous Peoples and Cultures*
 - XVIIa *Agriculture and the Farmers Frontier*
 - XVIIb *Commerce and Industry*
 - XVIII *Travel and Communication*
 - XIX *Development and Conservation of Natural Resources*
 - XX *The Arts and Sciences*
Subthemes:
Education—American Education
Literature, Drama, and Music
Scientific Discoveries and Inventions
Painting and Sculpture
Architecture
 - XXI *Political and Military Affairs after 1865*
Subthemes:
Alaska History
Alaska Aboriginal Culture
Hawaii History
Hawaii Aboriginal Culture
 - XXII *Social and Humanitarian Movements*

appendix D

RECREATION ADVISORY COUNCIL—POLICY GOVERNING THE WATER POLLUTION AND PUBLIC HEALTH ASPECTS OF OUTDOOR RECREATION, WASHINGTON, D.C.

April 9, 1964, Circular No. 3

P R E A M B L E

The conservation, development, and wise use of outdoor recreation resources are of great importance in satisfying the social and health goals of our population. For many people, outdoor recreation involves water; they swim and fish in it, hunt and boat on it, picnic beside it. The demands for water-based recreation are expected to expand materially in the next few years and more and more people will be competing for the privilege of using available water areas.

There is no question that increasing pollution is a major factor making water areas unsuitable for recreation and other uses. Pollution not only drives people away, it also destroys large areas of fish and wildlife habitat. There is also no question that the increasing number of visitors to outdoor recreation areas emphasizes the need for planning and constructing adequate sanitary facilities at public recreation areas, including the need for research which will assist in the solution of sanitary engineering problems peculiar to outdoor recreation activities.

The Recreation Advisory Council, recognizing the demand for water-oriented outdoor recreation and the need for immediate and positive action to protect not only the resource being used, but more importantly, the health and safety of the American people, hereby sets forth the guidelines it believes necessary (1) to prevent and control future water pollution and to restore existing bodies of polluted water to the highest

quality practicable, and (2) to govern the planning, provision, and maintenance of sanitary facilities at outdoor recreation areas.

I. WATER POLLUTION

A. Declaration of Policy

It shall be the Recreation Advisory Council policy that (1) recreation be recognized as a full partner with other beneficial water uses in water quality management policies and programs, (2) the water resources of the Nation be maintained as clean as possible in order to provide maximum recreation opportunities, and (3) all users of public water have a responsibility for keeping these waters clean. This Declaration of Policy recognizes the primary responsibility of the Department of Health, Education, and Welfare for the enforcement of Federal laws relating to the prevention of water pollution.

All Federal agencies having responsibilities in the field of water pollution should coordinate such activities with each other. In turn, these activities should be coordinated wherever possible with State and local agencies having responsibilities in the field of water pollution in order to further a unified and effective effort in the following endeavors:

1. Development of comprehensive river basin water pollution control programs that protect outdoor recreation water uses;
2. Development of a set of principles for water quality standards for outdoor recreation, wildlife, fish, and other aquatic uses which could be applied where appropriate for the particular use involved;
3. Development of water quality monitoring systems for the protection of outdoor water recreation areas;
4. Development of water pollution research programs benefiting outdoor recreation, wildlife, fish, and other aquatic life;
5. Provision of technical services in water pollution prevention and control relating to outdoor recreation, wildlife, fish, and other aquatic life; and
6. Development of a set of principles as guides to the adoption of local standards by the appropriate State agencies to protect outdoor recreation uses and Federal investments for recreation in water resource developments.

B. Policy Implementation

Federal, State and local governments should assume their respective responsibilities for controlling water pollution to conserve and improve water for all uses, including recreation.

Federal agencies shall make every effort to implement the President's policy that "* * * Government should set an example in the abatement of water pollution * * *" by:

1. Demonstrating leadership in adopting pollution control programs to as-

sure that Federal activity, or other activities on federally owned lands, does not pollute waters associated with such areas;

2. Promulgating effective rules and regulations for controlling water pollution on lands under their management;
3. Including adequate safeguards in comprehensive water resource developments to enhance and protect recreation waters and to assure that the recreation benefits assigned to the developments will not be impaired by pollution;
4. Utilizing acceptable principles of water quality standards in programing water pollution control measures and managing water pollution control programs benefiting recreation;
5. Establishing reliable monitoring systems to provide the data needed to make the water quality management decisions required to protect water recreation uses and investments;
6. Informing the public of damages to recreation values resulting from water pollution; and
7. Encouraging and supporting adequate State, interstate, and local water pollution control programs and cooperating fully with the appropriate agency *in their implementation and management.*

To discharge their responsibilities, State and local governments are encouraged to:

1. Enact and enforce adequate water pollution control legislation;
2. Develop programs to control pollution originating on publicly owned lands under their jurisdiction;
3. Participate in interstate or regional compacts to develop pollution control programs for intersate waters;
4. Cooperate with the responsible Federal water pollution control agency in the adoption and vigorous enforcement of adequate water quality standards for recreation and fish and wildlife; and
5. Develop and sustain a program of public information so that an enlightened public opinion can be brought to bear on the problems of pollution abatement and control.

II. PUBLIC HEALTH

A. Declaration of Policy

It shall be the Recreation Advisory Council policy that it is incumbent upon agencies responsible for the planning, development, and operation of outdoor recreation areas to provide the health and sanitation safeguards required to protect the health, safety, and well-being of the recreation users.

To achieve that objective, agencies responsible for the management of outdoor recreation areas shall utilize the recommended health standards of the Federal, State, or local public health authority having jurisdiction; and they shall maintain close cooperation and consultation with the appropriate public health authority. At the Federal level, the broad respon-

sibility and legislative authority of the Public Health Service, Department of Health, Education, and Welfare, for protecting the public health, is recognized.

B. Guidelines

The following guidelines describe the measures which Federal agencies developing, operating, and maintaining outdoor recreation facilities should adopt to protect the health and safety of the recreation user.

1. New Recreation Developments

Plans and specifications covering health and sanitation facilities and services in outdoor recreation areas must satisfy the requirements of the health agency having jurisdiction. The plans shall include provisions for the following:

a. Investigating and identifying health information and environmental problems relating to the acquisition, planning, and development of outdoor recreation areas.

b. Developing and providing necessary treatment of all sources of water supply for domestic and culinary purposes to meet Public Health Service Drinking Water Standards or equivalent.

c. Preparing and maintaining grounds and facilities to assure adequate vector control.

d. Proper sewage collection, treatment and disposal facilities to prevent defilement of land and water areas, and to prevent pollution of surface or underground water or other conditions conducive to the transmission of communicable diseases.

e. Proper storage, collection, and disposal of refuse and other wastes accumulated in outdoor recreation areas.

f. Proper buildings, equipment, and facilities for storage, preparation, and serving of food and drink to the public.

g. Plan for and delineate responsibilities for a system of policing and inspecting recreation developments.

h. Facilities which would protect the safety of recreation users.

2. Operation and Maintenance of Recreation Areas.

The agency having administrative responsibility for an area should consult and cooperate with qualified health personnel of the health agency having jurisdiction to:

a. Insure that the operation and maintenance of sanitary facilities are in accordance with applicable requirements or regulations of Federal, State, and local health departments.

b. Certify the quality of all food and drink products served to the visiting public.

c. Control animals and insects harboring disease vectors or capable of transmitting diseases to humans.

d. Control environmental factors relating to communicable diseases.

e. Provide accident prevention services.

f. Prevent air and water pollution arising from recreation facilities.

g. Detect and control all other environmental hazards.

h. Train and periodically inspect personnel responsible for the operation and maintenance of concessioner and sanitary facilities in order to insure compliance with applicable health regulations.

i. Assure implementation of adequate water safety measures.

There are guides available which list health standards or codes relating to the management of outdoor recreation areas. Several of these are [in the attached list.] Environmental Health Practice in Recreation Areas, reference No. 1 in [the list, contains] information on health problems and guidelines, not currently available in a single publication. The other codes and guides are in general use by Federal, State, and local agencies.

In addition to the internal inspections by the administering agency, sanitary surveys of proposed developments and periodic inspection of existing areas by health authorities having jurisdiction are recommended to detect and eliminate existing or potential environmental health hazards.

Reports, including recommendations covering these activities, should be referred for action to authorities responsible for the administration and operation of the outdoor recreation areas.

III. ACTIVATION OF POLICY

Under authority bestowed upon the Council by Executive Order 11017, as amended, the Council commends this policy to all concerned Federal agencies. Upon approval of this statement, the member agencies of the Recreation Advisory Council become responsible for observing the foregoing policy and for giving it force and effect.

Approved by:

STEWART L. UDALL

Secretary of the Interior, Chairman

ORVILLE L. FREEMAN

Secretary of Agriculture

ANTHONY J. CELEBREZZE

Secretary of Health, Education, and Welfare

LUTHER M. HODGES

Secretary of Commerce

NORMAN S. PAUL

Assistant Secretary of Defense

ROBERT R. WEAVER

Administrator, Housing and Home Finance Agency

LIST OF GUIDES AND REFERENCE MATERIALS ON ENVIRONMENTAL HEALTH ASPECTS OF RECREATION

1. *Environmental Health Practice in Recreation Areas*. [Reprinted 1966. Public Health Service Publication No. 1195, U.S. Department of Health, Education, and Welfare, Public Health Service, Washington, D.C.]

2. *Public Health Service Administrative Guide Covering National Park Service Activities*, 1956. U.S. Department of Health, Education, and Welfare, Public Health Service, Washington, D.C.
3. *Public Health Service Drinking Water Standards*, 1962 [reprinted 1967]. Public Health Service Publication No. 956, U.S. Department of Health, Education, and Welfare, Public Health Service, Washington, D.C.
4. *Manual of Individual Water Supply Systems*, 1962 [reprinted 1963]. Public Health Service Publication No. 24 U.S. Department of Health, Education, and Welfare, Public Health Service, Washington, D.C.
5. *Manual of Recommended Water Sanitation Practice*, 1958. Public Health Service Publication. No. 525, U.S. Department of Health, Education, and Welfare, Public Health Service, Washington, D.C. [Out of print].
6. *Manual of Septic-Tank Practice*, reprinted 1963 [revised 1967]. Public Health Service Publication No. 526, U.S. Department of Health, Education, and Welfare, Public Health Service, Washington, D.C.
7. *The Sanitary Privy—Construction Plans and Specifications of Earth-Pit Privy with Concrete Slab and Diagonal Riser*, reprinted 1963. U.S. Department of Health, Education, and Welfare, Public Health Service, Washington, D.C.
8. *Refuse Collection and Disposal for the Small Community*, 1953. American Public Works Association, 1313 East 60th Street, Chicago, Ill.

appendix E

UNITED STATES
DEPARTMENT OF THE INTERIOR
Board of Geographic Names
Washington, D.C. 20240

STATEMENT OF POLICY FOR APPLYING NAMES OF PERSONS TO NATURAL FEATURES

This statement of policy is for the guidance of the Board in deciding cases and for the guidance of organizations and individuals who propose personal names for natural features. The policy with reference to place names in Antarctica is stated elsewhere.

It should be understood that the various factors involved in the policy outlined below are relative. Peaks which are major features in eastern United States would be secondary features in western United States and minor features in Alaska.

Features which are prominent in the public mind by reason of accessibility, outstanding natural beauty, or other special attribute should be placed in the category next higher than their magnitude alone would warrant.

Features in areas where many features are unnamed should be considered in the category next lower than their magnitude alone would warrant.

An existing name should not be replaced unless it is a duplicate or is inappropriate.

Names of men who qualify for features of one order of magnitude may be applied to features of a lower order if such application is particularly appropriate.

I. MAJOR FEATURES

With the following qualifications, the Board will consider applying the name of a deceased person to a natural feature of the first order of

magnitude, such as a mountain range or group; a high, massive, or spectacular mountain, summit, peak, or ridge; a large river, a major island; or a prominent cape:

1. Only one major feature of a kind should be named for a particular individual, and few features of first order of magnitude of different kinds should be named for any individual.
2. Only one whose public service, achievements, and fame are likely to be enduring should have his name applied to a feature of first order magnitude.
3. A feature of first order of magnitude, except in an area where few features are named, should be named only for a person whose public service and achievements are likely to be more than regional in effect, though his work and reputation may be only regional in scope.
4. In applying the name of an individual to any feature, and particularly to a first-order feature, a clear distinction should be made between honorable fame and mere notoriety.
5. The importance of the public service or achievements of the person whose name is proposed should be commensurate with the magnitude or grandeur of the feature.
6. In areas where few features are named, a major feature may be named for a person associated with it or with the region in one or more of the following ways:
 - a. Through exploration, survey, or scientific investigation resulting in contributions to the knowledge of the feature in question or of the region that encompasses it.
 - b. Through personal efforts resulting in conservation of the natural heritage of the place or region or in its long-range development.
 - c. Through long association with the feature, such as residence or work in the locality.
 - d. Through outstanding public service to the residents and the region.

II. SECONDARY FEATURES

With the following qualifications, the Board will consider applying the name of a deceased person to a natural feature of the second-order of magnitude, such as a mountain other than that of the greatest size, a ridge, a small glacier, a valley, a medium-to-small island, a medium-sized river.

1. The person whose name is proposed should have been associated with the feature or region in one or more of the following ways:
 - a. Through exploration, survey, or scientific investigation resulting in contributions to the knowledge of the feature in question or of the region that encompasses it.
 - b. Through personal efforts resulting in conservation of the natural heritage of the place or region or in its long-range development.
 - c. Through long association with the feature, such as residence or work in the locality.

- d. Through outstanding public service to the residents and the region.
2. The name of a deceased member of the armed forces will be considered for application to a feature on or near which he met death in line of duty or engaged in heroic action. The name of a member of the armed forces who died in line of duty anywhere will be considered for application to an unnamed feature with which he was associated.

III. MINOR FEATURES

With the following qualifications, the Board will consider applying the name of a person, living or deceased, to a relatively small natural feature, such as a hill, watercourse, or cove:

1. If the name is well established in local usage.
2. Name of an early occupant or owner.
3. The name of a member of the armed forces who died in the line of duty anywhere will be considered for application to a feature with which he was associated.
4. The name of a person who died on or near the feature.

GUIDELINES FOR GEOGRAPHICAL NAMES

**UNITED STATES
DEPARTMENT OF THE INTERIOR
National Park Service
Washington, D. C. 20240**

NATIONAL PARK SERVICE GUIDELINES FOR MAKING RECOMMENDATIONS ON GEOGRAPHIC NAME PROPOSALS

**Supplementing United States Board on Geographic Names Guidelines
of March 5, 1946**

These guidelines are intended to supplement the United States Board on Geographic Names guidelines of March 5, 1946. The Board, cojointly with the Secretary of the Interior, formulates Federal Government principles, policies, and procedures related to both domestic and foreign geographic names and determines the choice, spelling and application of these names for official use.

The Service guidelines consist essentially of two sets of criteria and some general principles designed to guide the National Park Service Committee on Geographic Names in formulating its recommendations to the United States Board on Geographic Names on proposals to name geographic features in the areas administered by the Service for individuals, including its former or deceased employees. The two sets of criteria are subdivided for convenience into Classifications A and B. The numbered criteria under Classification A closely relate to those correspondingly numbered under Classification B, differing principally in the higher degree of importance of those in Classification A.

CLASSIFICATION A

A proposal will, as a general rule, be recommended by the Service Committee for adoption by the Board on Geographic Names if the individual qualifies under *one* or more of the following criteria:

1. His public service, achievements, or fame are of transcendent national importance and are recognized as enduring in character.

2. He contributed in substantial degree to the knowledge of the feature itself, or the general area in which it is located, through discovery, exploration, survey, or scientific investigation.

3. His personal efforts resulted in the conservation of the feature or the area in which it is situated, or both, or contributed to their proper long-range preservation, or development for appropriate public enjoyment and use.

4. He died in the line of duty while performing an act of heroism resulting in the granting of a posthumous Valor Award or for which the Valor Award in all probability would have been granted had provision for it existed at the time the act of heroism was performed.

5. He was an early occupant or owner of recognized historical note himself, particularly in relation to the feature proposed to be named for him.

6. His name is already firmly established by local usage and tradition with respect to the feature.

CLASSIFICATION B

If the individual does not qualify under at least *one* of the criteria under Classification A, his name may receive further consideration if it meets *two* or more of the following requirements under classification B:

1. His public service, achievements, or fame are recognized and will likely endure in the locality or region in which the feature proposed to be named for him is located.

2. He donated land, structures, or historical or scientific objects or collections of recognized value to the administration, management, or interpretation of the area in which the feature proposed to bear his name is located.

3. He, as a former or deceased employee of the Service, made lasting contributions for transcending the normal requirements of his position.

4. He died upon, or in proximity to, the feature, or met death in line of duty, including service in the armed forces, through no negligence of his own, and was formerly associated with the feature, or its immediate vicinity.

5. He was an early occupant or owner of, or was associated in some other manner such as through work or residence with, the feature or the immediate area for a considerable period of time.

GENERAL PRINCIPLES

Several compelling reasons exist as to why proposals to name features in areas administered by the Service for its former or deceased employees should be critically evaluated. The simple fact that the unnamed geographic features yet available are becoming progressively more scarce is one good reason for this. Another is that a highly sensitive matter of propriety is involved in taking actions which tend to preempt the remaining unnamed features in areas the Service administers for its former or deceased employees at the exclusion of other individuals.

It is also important to recognize that it is not an objective of the program on geographic names proposals to name features in the areas administered by the Service for every individual whose qualifications meet the criteria. Moreover, an individual may already be adequately memorialized in other ways and in other locations. For example, the great naturalist, John Muir, has probably been sufficiently memorialized, though not every area the Service administers with which John Muir was significantly associated contains a feature named for him.

Some additional general principles which will prove helpful to the committee in its deliberations appear in the numbered sections below:

1. *Suggested Five-year Waiting Period.* The Board on Geographic Names adheres to the following quoted policy statement in connection with proposals to name geographic features for individuals:

An existing name of a geographic feature should not be replaced unless it is a duplicate or is inappropriate. Descriptive names or names associated with nearby features are preferred in naming unnamed natural features. These features may be named for individuals when the association between the area or feature and the individual is of transcending importance. The individual should not be so honored during his lifetime, or, except in extremely unusual situations, within the five-year period after the death of the individual.

Observance of a five-year waiting period after the death of an individual before considering proposals to name geographic features for him resolves some of the inherent difficulties. In any event, the waiting period should extend beyond the emotion-charged interval which usually follows an untimely death.

A minimum of five years generally allows sufficient time for a sober evaluation of the contribution the individual has made and of the other aspects relating to his overall worthiness for memorialization.

2. *Use of Unnamed Category.* Opportunities exist in some areas to promote an atmosphere of complete naturalness by retaining single natural features, or clusters of such features, in a nameless category. As an illustration, it has been found that the "Unnamed Wilderness Peaks" of the Alaskan Range rival Mount McKinley in visitor interest. The fact that the peaks are unnamed, and that they are so designated, contributes much to the feeling and atmosphere of wilderness associated with them.

3. *Latitude in Naming Manmade Features.* The jurisdiction of the Board on Geographic Names does not cover proposals for the naming of manmade features. Therefore, considerable latitude exists in the choice of names for features such as buildings, bridges, roads, and trails except for those officially named in legislation pertaining to them. The dedication of suitable memorial markers or plaques erected for features in this category can be made the occasion for appropriate ceremonies. Whether it be a proposal to name a manmade or a natural feature, a reasonable degree of consistency should prevail between the significance or magnitude of the feature on the one hand and the qualifications of the person for whom it would be named on the other.

The Statement of Policy for Applying Names of Persons to Natural Features, issued on March 5, 1946, is used by the United States Board on Geographic Names in considering proposals.

Approved:
12-12-66

GEORGE B. HARTZOG, JR.,
Director

appendix F

EXECUTIVE OFFICE OF THE PRESIDENT
Bureau of the Budget
Washington 25, D.C.

February 12, 1962

Honorable Wayne N. Aspinall
Chairman, Committee on Interior and
Insular Affairs
House of Representatives
Washington 25, D.C.

Dear Mr. Chairman:

Reference is made to your letters of May 2 and subsequent letters concerning various bills * * * which would either establish new, or expand present national cemeteries.

While opposition to specific bills with similar objectives has been expressed heretofore, no overall reexamination of policies respecting national cemeteries had been undertaken by this Administration. Now, however, the letters referred to above requested this Administration to recommend an overall policy statement with respect to a national cemetery program. In response to this request, a thorough review of this subject has been conducted within the executive branch. As a result of this review, the Administration has determined that it is opposed to any further expansion of the present national cemetery system. The only exception to this policy should be the Arlington National Cemetery which, for obvious reasons, should be treated as a special case.

The facts, considerations, and reasons underlying the Administration's position are set out in Enclosure B to this letter. In essence, this position is based on the inherent discrimination against the large numbers of veterans who, under any system, would be living in areas not conveniently accessible to a national cemetery, as well as the enormous cost which would be

attendent on the provision of burial facilities for even a fraction of the more than 40 million presently eligible individuals. The Administration firmly believes that burial benefits such as those now payable by the Veterans' Administration and under the social security system are far preferable to the furnishing of interment facilities by the Government.

In view of the foregoing, the Bureau of the Budget is opposed to any bill which would run counter to the policy outlined above and advises that enactment of such legislation would not be in accord with the program of the President.

Sincerely yours,
PHILIP S. HUGHES
*Assistant Director for
Legislative Reference*

Enclosures

Enclosure B

NATIONAL CEMETERY POLICY BASIC CONSIDERATIONS

The National Cemetery System, consisting of 117 cemeteries and smaller burial plots and monument sites, is administered by the Quartermaster General of the Army. Burial in national cemeteries is provided for those who have served honorably in the Armed Forces, and their spouses and certain dependent children. The Quartermaster General also procures and furnishes headstones and markers free, on request, for the graves of persons buried in national cemeteries and for active duty personnel and veterans who are buried in private cemeteries. These programs were originally established at the time of the Civil War to provide for "soldiers who die in the service of their country." Eligibility has since been widened, and now over 90% of the clientele are veterans and their families.

Over 40,000,000 persons, about $\frac{1}{4}$ of our total population, are potentially eligible for burial in a national cemetery. Studies show that 83% of the persons buried in a national cemetery lived within a 50-mile radius of the cemetery. This fact working with the haphazard location and limited number of national cemeteries has served to keep the burial rate at a fraction of those eligible. The close relationship between proximity and use of cemeteries is also shown by the fact that 87% of all the burials in the National Cemetery System occur in nine cemeteries located close to large metropolitan areas. Under the present system, the privilege of burial in a national cemetery is effectively available to only a small part of those who are legally eligible; for example, there are 17 national cemeteries in Virginia but none in New England, Michigan or Ohio. Less than 12% of the veterans who died in 1960 were buried in national cemeteries. Even

at this rate, available space in the present cemeteries will soon be exhausted. By 1975 the five cemeteries which now account for 53% of the burials will be full. The courses of action open are:

(1) Planned general expansion of the cemetery system. A planned general expansion would be extremely costly and could never make the privilege of burial equally available to all eligibles. It is estimated that, at present prices, expansion of the system which would provide space for less than half of the eligibles would cost about \$3 billion or more for construction, interments and maintenance over the next 40 years, with a maintenance cost of about \$85 million a year thereafter.

(2) Piecemeal expansion through occasional land acquisition for existing cemeteries or the creation of specific new cemeteries by Congress (bills for this purpose have been increasing in recent years although the last new cemetery was established in 1950). Piecemeal expansion will only perpetuate the present inequities where eligibility is governed by the change of cemetery location instead of logical criteria.

(3) No further expansion of the system. Even with the gradual elimination of this burial privilege, there will still be significant death benefits available to veterans. Wartime veterans and those with peacetime disabilities now receive a burial allowance of up to \$250 granted by the Veterans Administration. This allowance would continue if the burial privilege were discontinued. In addition, almost all veterans would be eligible for burial benefits under the social security program. Both of these burial allowance programs are more equitable than the cemetery program, since they are most equally available to all eligibles. This is shown by the fact that the VA burial allowance is requested for practically all eligible veterans.

Since expansion of the national cemetery system would be discriminatory and very expensive, the logical choice among the above courses of action is the third one, no further expansion of the system, except for Arlington National Cemetery which should be excluded from the policy because of its unique characteristics.

appendix G

PUBLIC LAW 89-249
89th CONGRESS, H.R. 2091
OCTOBER 9, 1965

AN ACT

Relating to the establishment of concession policies in the areas administered by National Park Service and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in furtherance of the Act of August 25, 1916 (39 Stat. 535), as amended (16 U.S.C.1), which directs the Secretary of the Interior to administer national park system areas in accordance with the fundamental purpose of conserving their scenery, wildlife, natural and historic objects, and providing for their enjoyment in a manner that will leave them unimpaired for the enjoyment of future generations, the Congress hereby finds that the preservation of park values requires that such public accommodations, facilities, and services as have to be provided within those areas should be provided only under carefully controlled safeguards against unregulated and indiscriminate use, so that the heavy visitation will not unduly impair these values and so that development of such facilities can best be limited to locations where the least damage to park values will be caused. It is the policy of the Congress that such development shall be limited to those that are necessary and appropriate for public use and enjoyment of the national park area in which they are located and that are consistent to the highest practicable degree with the preservation and conservation of the areas.

SEC. 2. Subject to the findings and policy stated in section 1 of this Act,

the Secretary of the Interior shall take such action as may be appropriate to encourage and enable private persons and corporations (hereinafter referred to as "concessioners") to provide and operate facilities and services which he deems desirable for the accommodation of visitors in areas administered by the National Park Service.

SEC. 3. (a) Without limitation of the foregoing, the Secretary may include in contracts for the providing of facilities and services such terms and conditions as, in his judgment, are required to assure the concessioner of adequate protection against loss of investment in structures, fixtures, improvements, equipment, supplies, and other tangible property provided by him for the purposes of the contract (but not against loss of anticipated profits) resulting from discretionary acts, policies, or decisions of the Secretary occurring after the contract has become effective under which acts, policies, or decisions the concessioner's authority to conduct some or all of his authorized operations under the contract ceases or his structures, fixtures, and improvements, or any of them, are required to be transferred to another party or to be abandoned, removed, or demolished. Such terms and conditions may include an obligation of the United States to compensate the concessioner for loss of investment, as aforesaid.

(b) The Secretary shall exercise his authority in a manner consistent with a reasonable opportunity for the concessioner to realize a profit on his operation as a whole commensurate with the capital invested and the obligations assumed.

(c) The reasonableness of a concessioner's rates and charges to the public shall, unless otherwise provided in the contract, be judged primarily by comparison with those current for facilities and services of comparable character under similar conditions, with due consideration for length of of season, provision for peakloads, average percentage of occupancy, accessibility, availability and costs of labor and materials, type of patronage, and other factors deemed significant by the Secretary.

(d) Franchise fees, however stated, shall be determined upon consideration of the probable value to the concessioner of the privileges granted by the particular contract or permit involved. Such value is the opportunity for net profit in relation to both gross receipts and capital invested. Consideration of revenue to the United States shall be subordinate to the objectives of protecting and preserving the areas and of providing adequate and appropriate services for visitors at reasonable rates. Appropriate provisions shall be made for reconsideration of franchise fees at least every five years unless the contract is for a lesser period of time.

SEC. 4. The Secretary may authorize the operation of all accommodations, facilities, and services for visitors, or of all such accommodations, facilities, and services of generally similar character, in each area, or portion thereof, administered by the National Park Service by one responsible concessioner and may grant to such concessioner a preferential right to provide such new or additional accommodations, facilities, or services as the Secretary may consider necessary or desirable for the accommodation and convenience of

the public. The Secretary may, in his discretion, grant extensions, renewals, of new contracts to present concessioners, other than the concessioner holding a preferential right, for operations substantially similar in character and extent to those authorized by their current contracts or permits.

SEC. 5. The Secretary shall encourage continuity of operation and facilities and services by giving preference in the renewal of contracts or permits and in the negotiation of new contracts or permits to the concessioners who have performed their obligations under prior contracts or permits to the satisfaction of the Secretary. To this end, the Secretary, at any time in his discretion, may extend or renew a contract or permit, or may grant a new contract or permit to the same concessioner upon the termination or surrender before expiration of a prior contract or permit. Before doing so, however, and before granting extensions, renewals or new contracts pursuant to the last sentence of section 4 of this Act, the Secretary shall give reasonable public notice of his intention so to do and shall consider and evaluate all proposals received as a result thereof.

SEC. 6. A concessioner who has heretofore acquired or constructed or who hereafter acquires or constructs, pursuant to a contract and with the approval of the Secretary, any structure, fixture, or improvement upon land owned by the United States within an area administered by the National Park Service shall have a possessory interest therein, which shall consist of all incidents of ownership except legal title, and except as hereinafter provided, which title shall be vested in the United States. Such possessory interest shall not be construed to include or imply any authority, privilege, or right to operate or engage in any business or other activity, and the use or enjoyment of any structure, fixture, or improvement in which the concessioner has a possessory interest shall be wholly subject to the applicable provisions of the contract and of laws and regulations relating to the area. The said possessory interest shall not be extinguished by the expiration or other termination of the contract and may not be taken for public use without just compensation. The said possessory interest may be assigned, transferred, encumbered, or relinquished. Unless otherwise provided by agreement of the parties, just compensation shall be an amount equal to the sound value of such structure, fixture, or improvement at the time of taking by the United States determined upon the basis of reconstruction cost less depreciation evidenced by its condition and prospective serviceability in comparison with a new unit of like kind, but not to exceed fair market value. The provisions of this section shall not apply to concessioners whose current contracts do not include recognition of a possessory interest, unless in a particular case the Secretary determines that equitable considerations warrant recognition of such interest.

SEC. 7. The provisions of section 321 of the Act of June 30, 1932 (47 Stat. 412; 40 U.S.C. 303(b)), relating to the leasing of buildings and properties of the United States, shall not apply to privileges, leases, permits, and contracts granted by the Secretary of the Interior for the use of lands and improvements thereon, in areas administered by the National Park

Service, for the purpose of providing accommodations, facilities, and services for visitors thereto, pursuant to the Act of August 25, 1916 (39 Stat. 535), as amended, or the Act of August 21, 1935, chapter 593 (49 Stat. 666; 16 U.S.C. 461-467), as amended.

SEC. 8. Subsection (h) of section 2 of the Act of August 21, 1935, the Historical Sites, Buildings, and Antiquities Act (49 Stat. 666; 16 U.S.C. 462 (h)), is amended by changing the proviso therein to read as follows: "Provided, That the Secretary may grant such concessions, leases, or permits and enter into contracts relating to the same with responsible persons, firms, or corporations without advertising and without securing competitive bids."

SEC. 9. Each concessioner shall keep such records as the Secretary may prescribe to enable the Secretary to determine that all terms of the concession contract have been and are being faithfully performed, and the Secretary and his duly authorized representatives shall, for the purpose of audit and examination, have access to said records and to other books, documents, and papers of the concessioner pertinent to the contract and all the terms and conditions thereof.

The Comptroller General of the United States or any of his duly authorized representatives shall, until the expiration of five (5) calendar years after the close of the business year of each concessioner or subconcessioner have access to and the right to examine any pertinent books, documents, papers, and records of the concessioner or subconcessioner related to the negotiated contract or contracts involved.

Approved October 9, 1965, 6:35 a.m.

LEGISLATIVE HISTORY:

HOUSE REPORT NO. 591 (Comm. on Interior & Insular Affairs).

SENATE REPORT NO. 765 (Comm. on Interior & Insular Affairs).

CONGRESSIONAL RECORD, Vol. 111 (1965):

Sept. 14: Considered and passed House.

Sept. 23: Considered and passed Senate.

appendix H

UNITED STATES
DEPARTMENT OF THE INTERIOR
Office of the Solicitor
Washington, D.C. 20240

March 23, 1965

Memorandum

To: Secretary of the Interior
From: Solicitor
Subject: Regulations prohibiting public gatherings: 36 CFR sec. 3.22

I gave my opinion orally that it would be contrary to law to refuse to grant a permit for a public meeting in Lafayette Park in the City of Washington on Sunday afternoon, March 14, 1965. This memorandum is for the purpose of giving that opinion in writing and stating my reasons therefor.

36 CFR sec. 3.22 reads as follows:

Parades, public gatherings of any kind, and the making of speeches are prohibited in the following places because of traffic conditions, or because the particular purpose to which the area is primarily devoted makes its use for public gatherings contrary to the comfort, convenience and interest of the general public:

- (a) Lafayette Park.
- (b) . . .

The First Amendment of the Constitution of the United States expressly forbids legislation by Congress "abridging the freedom of speech, or of the press, or the right of the people peaceably to assemble, and to petition the Government for redress of grievances."

Any authority the Secretary of the Interior has to promulgate Regulations is by delegation from Congress. Any limitations on the power of the Congress to legislate would follow such delegation and limit the power of the Executive Branch.

The Supreme Court has recognized that governments must have police power to prevent violence and to protect the safety of persons, property, and other important public and private interests. Such police power, however, cannot justify denial to anyone of the rights guaranteed by the First

Amendment merely because such denial tends to prevent the disorders feared. To hold that all speech or any speech can be suppressed or that all gatherings or any gatherings can be forbidden because speech and public gatherings might start arguments or disrupt traffic, all of which might result in someone being inconvenienced or being made uncomfortable, would make the guarantees of the Bill of Rights empty phrases without force.

The Regulation forbidding meetings in Lafayette Park in Washington has been supported on the ground that Lafayette Park is too close to the White House, and good taste requires more reverence and decorum in that place.

But the White House is the residence and office of the President of the United States, head of the Executive Branch of the Government referred to in the First Amendment. It is reasonable to suppose that the First Amendment was intended to include just such assemblies and it cannot be fairly construed to defeat their purpose by requiring them to be held out of sight and hearing of the very person to whom such petitions are directed.

A general revision of National Park Service Regulations has been underway for some time. New Regulations respecting public gatherings will eventually be submitted for your approval. Meanwhile, 36 CFR sec. 3.22 must be held to be unconstitutional. Permits must be granted—on terms substantially in accord with those included in the permits issued for the meeting last March 14th, and meeting the standards of Sec. 3.23 (a) and (b).

FRANK J. BARRY, *Solicitor*

appendix I

UNITED STATES
DEPARTMENT OF THE INTERIOR
National Park Service
Washington, D.C. 20240

April 11, 1968

Memorandum

To: Secretary of the Interior
Through: Assistant Secretary, Fish and Wildlife and Parks
From: Director, National Park Service
Subject: Park Roads Standards Committee Report

You will recall that on September 8, 1967, I appointed a Committee of distinguished conservationists and members of my immediate staff to review the status of road construction in the National Parks, to define the purposes of such roads and to establish guidelines for their design and construction.

Serving on the Committee were: Joseph Penfold, Conservation Director, Izaak Walton League of America; Ira Gabrielson, President, Wildlife Management Institute; Ansel Adams, Photographer and NPS Collaborator; Charles Krueger, Assistant Director for Design and Construction; Robert Linn, Deputy Chief Scientist; and William C. Everhart, Assistant Director for Interpretation, who served as Chairman.

I believe this report will prove a significant contribution to National Park philosophy, and of enormous value to us at a time when road construction decisions constitute one of our most critical management problems.

If you are in agreement, I would like to make this report available for distribution to interested conservationists and park organizations, and to begin immediately implementation of its recommendations within the National Park Service.

GEORGE B. HARTZOG, JR.

Concurred:

STANLEY A. CAIN

Assistant Secretary, Fish and Wildlife and Parks

Approved:

STEWART L. UDALL

Secretary of the Interior

**UNITED STATES
DEPARTMENT OF THE INTERIOR
National Park Service
Washington, D.C. 20240**

April 11, 1968

Memorandum

To: Director, National Park Service
From: Chairman, Park Road Standards Committee
Subject: Final Report

On September 8, 1967, as a result of your deep concern "that the National Park Service develop standards which will guide and control the the construction and use of park roads," you appointed a Committee on Park Road Standards: Joseph Penfold, Conservation Director, Izaak Walton League of America; Ira Gabrielson, President, Wildlife Management Institute; Ansel Adams, Photographer and NPS Collaborator; and from the National Park Service, Charles E. Krueger, Assistant Director, Design and Construction; Robert Linn, Deputy Chief Scientist; and as Chairman, William C. Everhart, Assistant Director, Interpretation.

The Committee was asked to review the status of road construction, to define the purposes of such roads, and to establish guidelines for their design and construction. The report which follows expresses our conviction on the philosophy which should guide those responsible for policy decisions, as well as those who have design and construction responsibility.

In the quest to insure that National Parks remain places to which people go for a special kind of experience, rather than merely places for viewing famous natural wonders, the park road system is an essential key.

It is our hope that this report will be of help to you in a most difficult and complex area of park management. The opportunity to serve on the Committee, we believe, was a distinct honor.

WILLIAM C. EVERHART,
Assistant Director, Interpretation

UNITED STATES
DEPARTMENT OF THE INTERIOR
National Park Service
Washington, D.C. 20240

September 8, 1967

Memorandum

To: Messrs. Ansel Adams, Ira Gabrielson, Joe Penfold, Deputy Chief Scientist Linn, and Assistant Directors Everhart and Krueger

From: Director, National Park Service

Subject: Park Roads

I have discussed with each of you my concern that the National Park Service develop standards which will guide and control the construction and use of park roads. I deeply appreciate your willingness to undertake a study of this critical segment of park management.

In most of our parks the essential key to visitor use is the park road system. It is both means and end; it enables one visitor to reach his goal, for another it is the goal.

As in the case of the management of our park resources, we find that park boundaries are not barriers. The expanding network of Federal, state, and interstate highways increasingly designates park roads as connecting links, and demands appropriate standards. Some parks, traversed by a single road, are fated for inevitable strangulation.

I do not wish to restrict your field of inquiry, but I do suggest that most careful consideration be given to the following basic elements of the problem:

1. The basic purpose of park roads.
2. Guidelines for the speed limits, design, location and standards of park roads.
3. Criteria which will define consideration of transportation systems other than park roads.

It is my hope that your study will help provide us with answers to these basic questions: What is a *park* road? When, where, how and *why* do we build a park road? And under what circumstances do we consider adoption of other means of transportation?

I am asking Assistant Director Everhart to serve as Chairman of this group, and Assistant Director Krueger to serve as liaison officer with the Bureau of Public Roads. Mr. Lowell Bridwell, Federal Highway Administration, is being invited to designate a representative to work with you on the study.

I hope that you may be able to complete your work and submit your recommendations to me by December 1.

GEORGE B. HARTZOG, JR.

PARK ROAD STANDARDS

A REPORT TO THE DIRECTOR OF THE NATIONAL PARK SERVICE

THE PURPOSE OF PARK ROADS

Among all public preserves, those of the National Park System are distinguished by the quality of their natural, historical, and recreational resources—dedicated and set aside unimpaired for the benefit and enjoyment of the people.

These national parklands—mountains, deserts, seashores, lakes, forests—increasingly have become places of escape from the monotony and frustrations of urban life. And the astounding mobility of vacation travellers has brought the most remote wilderness areas within reach of millions.

Major destination points for this seasonal migration are the well-known National Parks, which are now asked to serve a volume of visitors that seemed inconceivable as recently as 10 years ago.

In 1956, there were 61 million park visits; in 1966, 103 million; in 1977, the total will be more than 300 million.

This flood of park users represents either a profound threat to park values—or an extraordinary opportunity to make those values a more meaningful part of this nation's cultural inheritance.

The single abiding purpose of National Parks is to bring man and his environment into closer harmony. It is thus the *quality* of the park experience—and not the statistics of travel—which must be the primary concern.

Full enjoyment of a National Park visit is remarkably dependent on its being a leisurely experience, whether by automobile or on foot. The distinc-

tive character of the park road plays a major role in setting this essential unhurried pace.

The design and location of park roads must be in accordance with the philosophy that *how* a person views the park can be as significant as *what* he sees, thereby insuring that National Parks remain places to which people go for a special kind of experience, rather than merely places to view famous scenic wonders.

Since 1915, when the early motorists in Yellowstone were no longer required to chain their cars to logs and turn over their keys to the park superintendent, visitor activities in the parks have been geared to the automobile. Although, by an accident of history, the National Park concept reached its development stage at about the same time as did the automobile, there is no everlasting and indissoluble relationship between the two.

But in some ways, the National Parks stand at the same crossroads as do the American cities—some of which seem on the verge of choking on their automobiles. Just as noise, congestion, and pollution threaten the quality of urban life, they have begun to erode the quality of the park experience.

Many park roads are now congested, particularly around points of great interest; others have a predictably brief grace time.

There is no reason to expect that the construction of a new park road, by itself, will always relieve this congestion.

The effective size and capacity of the parks is diminished or expanded by the means of access. Paul Brooks put it this way:

If you are in a canoe traveling at three miles an hour, the lake on which you are paddling is ten times as long and ten times as broad as it is to the man in a speedboat going thirty—every road that replaces a footpath, every out-board motor that replaces a canoe paddle, shrinks the area of the park.

In many locations it is impossible to construct roads—of whatever standard—without damaging, enduring scars and obstructing the natural movement of wildlife. While many park administrators and conservationists in the past have been unalterably opposed to replacing roads with tramways, funiculars, and other such developments, in many cases these would have done far less permanent damage to the park environment.

The Service is presently conducting extensive research into the capabilities, cost, and possible effects on the terrain and equilibrium of nature, of many different methods of transporting people, including tramways, monorails, rail conveyor systems, buses, helicopters, and hydrofoils. Research on this technology—and the development of pilot programs—should be given high priority.

These forms of transportation are adaptable to park use, and many can be built without damaging resources or even tree cutting. They can also provide experiences for visitors otherwise unobtainable. The intrusiveness of roads—their cuts and fills, traffic noise and the consequent ecological barrier—can often be avoided completely.

When the Service is faced with a choice between creating a severe road scar in order to bring visitors close to a destination point, or requiring visitors to walk a considerable distance—or considering an alternate transportation system—the decision should be against the road scar.

It is quite possible that, at this point in the history of National Parks, new roads should be considered the last resort in seeking solutions to park access.

In the older parks, the road systems have been established, and solutions to circulation problems must start with this situation. Desirable solutions do exist: speed limits can be reduced; two-way roads may convert into a total or partial one-way system; existing administrative or service roads may provide for leisurely one-way nature roads or other uses; automobiles may be limited to certain portions of a park, and bus, mini-train, or other transportation furnished.

The search for new solutions is imperative, and must not be crippled by those well worn shibboleths dealing with human behavior: “people won’t walk,” “they won’t leave their cars,” “they won’t accept restrictions.” The good humor of those who stood in the long, long lines at EXPO 67, and the acceptance of an advance reservation system for guided tours of the Mesa Verde cliff dwellings in 1967, effectively contradict such assertions.

Inevitably, if the park experience is to maintain its distinctive quality, the number of people and their methods of access and circulation will necessarily have to be more closely controlled.

Park roads cannot accommodate all types of vehicles. While the travel industry continues to develop new kinds of mobile camping vehicles, the Service must not be obligated to construct roads, or to manage traffic in order that modern transportation technology can be accommodated. The development of parking areas for trailers at park entrances and the exclusion of these vehicles from those park roads not capable of handling them are appropriate solutions.

Existing park roads should be analyzed to determine the size and type of vehicles that can be accommodated. Vehicles exceeding these standards must be excluded, rather than reconstructing the roads to ever higher standards.

In this era of enormously increasing vacation traffic, it must be assumed that those who visit the National Parks do so for the purpose of enjoying a unique experience, and are therefore willing to accept necessary restrictions, including those regulating numbers of people and their means of travel. Such regulations, as necessary, may deepen the awareness of visitors that they are truly in places of special importance.

Today the facts are these: unless an open-end road-construction program were to be carried out, the National Parks cannot indefinitely accommodate every person who wants to drive an automobile without restriction through a National Park.

This does not constitute a value judgment that those who seek a hurried trip through a park are less desirable visitors and should be excluded. Obviously, many who first visited a National Park in haste have returned to enjoy leisurely visits.

The Service needs to communicate widely that parks are for leisurely travel and that park roads are purposely designed for low speeds. This information should appear on oil company road maps and in automobile association literature, as well as NPS signs and publications.

People need also to appreciate that the purposes of park roads are completely different from those of the Federal and State systems. Park roads are not continuations of the State and Federal network. They should neither be designed—nor designated—to serve as connecting links. Motorists should not be routed through park roads to reach ultimate destinations.

Within parks, no road or other circulation system should be designed simply as a connecting device to link points of interest. Every segment of every park road should relate to the environment through which it passes in a meaningful way, and should, to the extent possible, constitute an enjoyable and informative experience in itself.

For this reason long tangents which encourage faster speeds—and fleeting views of kinetic “scenery”—should always be avoided. The horizontal and vertical alinement should respect the terrain, so that the road is laid lightly onto the land. In deciding upon road locations, maximum advantage should be taken of interpretive and scenic values.

And, the design and location of the road should constantly encourage people to leave their automobiles to more thoroughly experience the park, by providing pullouts, parking, scenic overlooks, and trail connections.

Every opportunity should be taken also to encourage the safe use of waterways for access to park features. Few resources lend themselves so well to human use, and sustained penetration of natural areas, without serious impairment of natural values. Careful consideration must be given to regulation of motorboats, for sound pollution is as destructive to the values of natural waterways as are water pollution and waterfront buildings.

The purposes of roads differ in the natural, historical, and recreational areas of the National Park System, and design standards must recognize these differences. However, the damaging effects of road construction are generally as disruptive to the historical scene as they are to the natural setting—and the effects of roads on integral values of natural features in recreational areas must be fully considered.

In summary, a road should not be considered until a most thorough and thoughtful determination has been made of the most meaningful way in which people can experience the park.

APPROVAL OF DESIGN AND CONSTRUCTION

To insure that all National Park roads, or other circulation systems, are in harmony with fundamental park purposes, the following considerations

must precede approval of design and construction:

1. A professional ecological determination must be made that the resulting effects on park values—including such aspects as wildlife habitat and mobility, drainage, stream flow, and the climatic effects of paved areas—will be minimal.
2. A professional determination must be made that the means of transportation, and its location, will provide maximum opportunity for visitor enjoyment and appreciation of park resources. The encouragement of such activities as viewing wildlife, photography, and hiking and nature walks, will be influential in determining actual locations and standards.

A park road is not one that merely conforms to standards of technical road-building excellence. Preserving the integrity of the landscape, respecting ecological processes, insuring a fully rewarding visitor experience—these are the elements which dictate the means of visitor access and the development of design standards.

DESIGN STANDARDS

Five types of park roads exist: major, minor, special-purpose, interpretive (motor nature), administrative, and parkways.

Park roads, of these varying types, are built over terrain and under climatic conditions which approach the infinite in variety: On high mountain ridges in rugged terrain—along seashores and lakeshores—from the permafrost of Alaska to the deserts of the Southwest and the Everglades of Florida—over lava fields and through rain forests. Each road problem must be influenced by the specific local conditions of climate and topography, as well as ecological and interpretive factors.

This requires maximum flexibility in working out design features, which does not permit the establishment of arbitrary standards. Instead, the following guidelines are provided, within which necessary flexibility can be reached.

Design

An aesthetically pleasing road is one which lies lightly upon the land utilizing natural support wherever possible. Moreover, heavy cuts and fills must be avoided. In effect, the road is molded to the terrain through which and upon which it is passing. Monotony is avoided, and maximum advantage taken of park values, by eliminating long tangents, by changes in elevation, by developing viewpoints and overlooks, as well as providing close-range views of local scenes. The road should, in fact, strive to maintain a continuing sense of intimacy with the countryside through which it is passing.

In forested terrain, clearing limits should be carefully controlled and selected cutting should be used to produce variation and indentation in the tree line. Retaining walls can reduce the height and extent of cut-and-fill slopes. In heavy mountainous terrain and under certain other conditions,

serious consideration should be given to the use of trestles or bridges, tunnels and half-viaduct sections to reduce scarring and permit movement of wildlife.

Ditches and Slopes

The immediate roadside setting must exemplify the highest design quality in terms of blending ditches and shoulders and related tree and other vegetative cover. The objective should be a natural and attractive setting. To minimize maintenance problems, cut-and-fill slopes should be rounded, warped at the ends for transition, and properly seeded, fertilized, and mulched for early recovery and to control erosion.

Roadway Structures

The design of all structures—bridges, tunnel portals, grade-separation structures, and retaining walls—should be aesthetically pleasing as well as functional and easily maintained.

Engineering

Working within the guidelines established by scientific, interpretive, and aesthetic considerations, the engineer is responsible for providing expert engineering advice in road planning, and for constructing a road which is safe, has adequate foundation and drainage, and will require a minimum of maintenance. Engineering also includes thorough soils analysis by borings and other necessary geological determinations to assure roadbed stability.

Vertical Alinement

On parkways, major and minor park roads, and administrative two-way roads, grades of 7 percent are normally a desirable maximum, but grades of 8, 9, or even 10 percent should be considered for relatively short distances to avoid excessive cuts and fills or to reach desirable points of interest. On one-way roads where vertical sight distance is not a problem, these requirements can be further relaxed and a more undulating grade-line used to reduce cuts and fills to a minimum and to provide for leisurely driving.

Design Speed

The maximum degree of curvature permitted on a road is generally expressed in terms of “design speed” which represents the maximum speed at which a curve can be safely driven. Thus a road with a 25-mile-per-hour design speed has no curves which cannot be safely negotiated at 25 miles per hour.

Except in special cases approved by the Director, major and minor roads in natural and historical areas should have a design speed not to exceed 25 miles per hour, parkways and major roads in recreation areas, 45 miles per hour, and special-purpose or interpretive roads, 15 miles per hour.

Rigidity in laying out horizontal alinement to a uniform design speed should be avoided, by reducing the design speed to fit the terrain, with the proviso that drastic reductions in design speed should be properly signed for the safety of the driver.

Roadway Widths

Roadway width constitutes the width of the final completed roadway extending from edge of shoulder to edge of shoulder. A road having 22 feet of pavement and 3-foot shoulders would have a roadway width of 28 feet.

Selection of the proper roadway width is made on the basis of numerous factors including existing and anticipated traffic volumes, safety, type of terrain, engineering requirements, design speed—and the purpose for which the road is being built. Pavement widths that are too narrow can defeat their own function.

The extreme outer edge of the pavement, the weakest point, carries the wheel load and tends to break down and create a raveled edge which requires constant patching and maintenance.

The width of shoulders is equally important. Shoulders which are too narrow do not provide good support for the edge of the pavement nor adequate space for pull-off in case of emergency.

Except as may be approved by the Director, roadway widths in natural areas shall be as follows:

1. Major two-way park roads should have a pavement not to exceed 22 feet plus shoulders not to exceed 3 feet.
2. Minor two-way park roads should have a pavement width not to exceed 20 feet with shoulders not to exceed 3 feet.
3. Major, minor, and special-purpose one-way park roads should have a pavement width not to exceed 12 feet with shoulders not to exceed 2 feet.
4. Interpretive (motor nature) roads should have an overall width not in excess of 14 feet.
5. Administrative roads should be of the minimum width necessary to serve the purpose of the road. In no event may they exceed the guidelines for minor park roads.
6. Where guardrails or guideposts are required for reasons of safety two additional feet of shoulder will be permitted.

The foregoing standards will not permit certain oversize vehicles to use such roads safely, and such vehicles should be prohibited by regulation.

Recreation Areas

As a rule, two-way parkways and two-way major roads in recreation areas serve functions broader than roads in natural areas, such as driving for pleasure and providing access for recreational vehicles and boats. Accordingly, where necessary to accommodate such use, roadway widths for two-way roads in recreation areas may be 24 feet of pavement and shoulders not to exceed 4 feet. Roadway widths in excess of the

foregoing should be approved by the Director. In those recreation areas where the road is part of a through highway, no higher standard should be approved within the area than exists for the roadway outside the area.

Other type roads (minor two-way roads, interpretive and administrative roads) in recreation areas should be of widths specified for similar roads in natural areas.

Parking

Parking areas, either within the system or at terminal points, are an integral part of the circulation system. The placement of parking areas where they intrude, by sight or sound, on significant features, must be avoided. Moreover, the size of parking areas should be limited to the greatest extent possible for effective operation. Where large parking areas are necessary they should be broken up with plantings and screenings, if possible.

Signs

Roadside signing, whether regulatory, informational, or interpretive, is an integral part of the visitor experience, as well as road design. Care should be exercised to insure that the quality and design of all signing enhances the visitor experience.

Road Surfaces and Materials

Wherever appropriate, the color of materials used in road construction will be chosen to harmonize with the general character of the landscape. Chips used for periodic sealing and repair should be selected from appropriate rock material sources. The above is equally applicable to parking areas.

Trail Surfaces and Materials

A particular effort shall be made to avoid the construction of black top trails in sensitive areas such as Indian ruins and natural features, and the above guidelines for road materials will apply to trails. Elevated boardwalks, such as the Anhinga Trail, are often effective solutions, and methods of stabilizing soils should be investigated.

Borrow Pits

Only when economic factors make it greatly impractical will borrow pits be created in the parks, or present pits further utilized, unless located in washes or other places where natural factors will eradicate the scar.

One-way Roads

In general, the philosophy should be followed that the primary park purposes of preservation, enjoyment, and interpretation are collectively served better by one-way roads than by two-way roads (major and minor park roads and parkways). Accordingly, one-way roads should be con-

structed in preference to two-way roads wherever practicable, when in keeping with the purpose of the road and these guidelines.

Interpretive (Motor Nature) Roads

An often overlooked opportunity to disperse the traffic load and to increase visitor enjoyment is to convert existing roadbeds—such as abandoned roads and railroads, fire roads, and administrative roads—into interpretive roads or motor nature trails. Their use for this purpose is encouraged. These low-speed, often one-way roads, with ample parking, viewing, and trail opportunities, encourage visitors to explore the scenery and features at a leisurely pace.

Alternate Methods of Transportation

The Service must avail itself of an up-to-date, continuing analysis of all potentially useful modes of transportation. Feasible alternatives to road transportation should receive experimentation in parks or recreation areas in which serious circulation problems now exist or in which access has not yet been provided.

