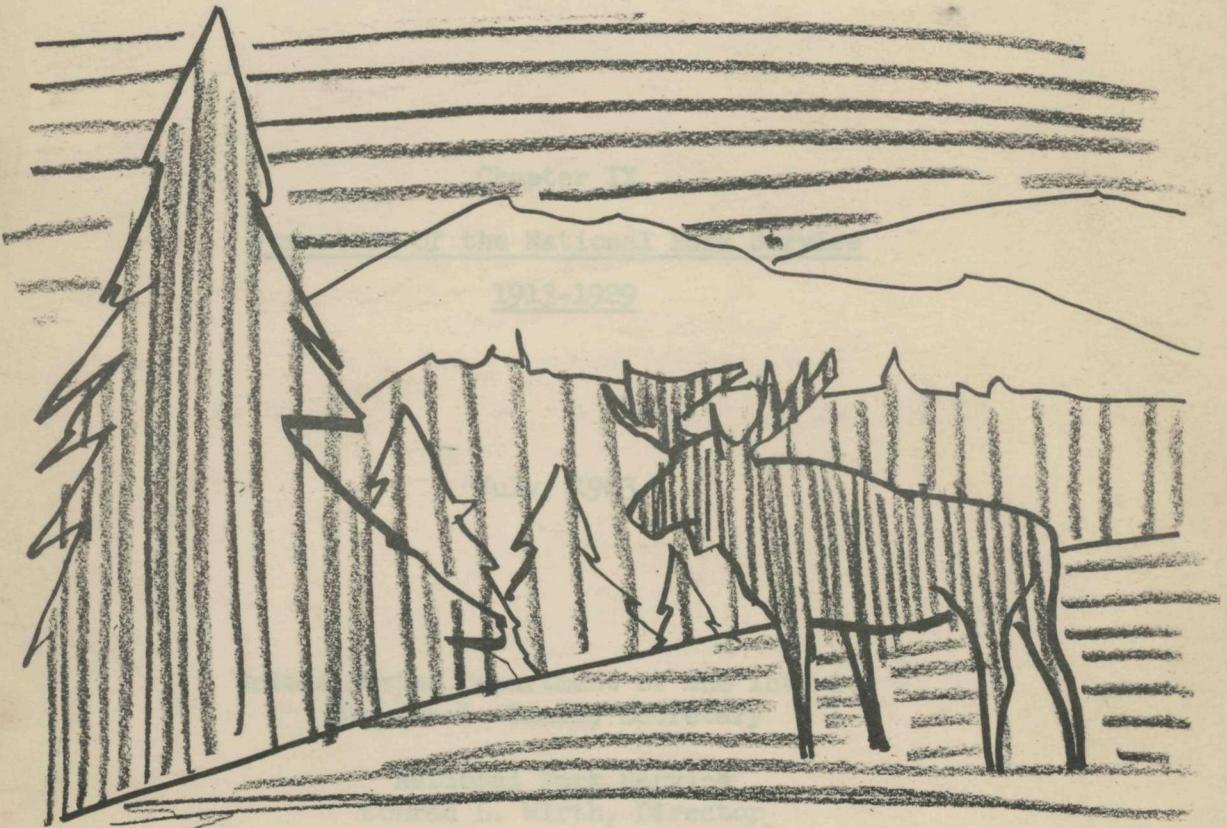


# Conservation of Natural Resources

Supplement To

Form XIX

CONSERVATION OF NATURAL RESOURCES



National Survey of  
Historic Sites and Buildings

The National Survey of Historic Sites and Buildings

Supplement To

Theme XIX

CONSERVATION OF NATURAL RESOURCES

Chapter IX

Formation of the National Park Service

1913-1929

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United States Department of the Interior  
Stewart L. Udall, Secretary

National Park Service  
Conrad L. Wirth, Director

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## P r e f a c e

The Advisory Board on National Parks, Historic Sites, Buildings and Monuments, at its 48th Meeting, held March 25-27, 1963, recommended that the Theme XIX Study - Conservation of Natural Resources, which ended in 1913 in accordance with the 50-year rule, be extended and "that an additional chapter be added to the study covering the work of the National Park Service through the administration of Stephen Mather" (1915-1929).<sup>1</sup> This chapter, prepared by Historian Charles W. Snell, Western Region, San Francisco, is submitted in response to that request.

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<sup>1</sup>  
Minutes of the 48th Meeting of the Advisory Board, Attachments 1, pp. 2-3, Attachment 4, p. 3.

## Chapter IX

### The Formation of the National Park Service 1913-1929

#### 1. 1913-1914

Outlining the need for a central bureau to manage National Parks, J. Horace McFarland, president of the American Civic Association, said in 1912: "Nowhere in official Washington can an inquirer find an office of the national parks or a single desk devoted solely to their management. By passing around through three Departments, and consulting clerks who have taken on the extra work of doing what they can for the nation's playgrounds, it is possible to come at a little information."<sup>1</sup>

This situation still prevailed in March, 1913, when President Woodrow Wilson appointed Franklin K. Lane of San Francisco as his Secretary of the Interior. After conferring with McFarland, the new Secretary announced: "The idea of a national park service strikes me favorably . . . . I will take immediate steps."<sup>2</sup> Lane selected Adolph C. Miller, Professor of Economics at the University of California and a man of independent means, as his

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<sup>1</sup> Cited in Robert Shankland, Steve Mather of the National Parks (New York, 1951), 53; also John Ise, Our National Park Policy - A Critical History (Baltimore, 1961), 185. National Monuments were then administered by the Department of Agriculture, Department of Interior, and the War Department. In 1913 the War Department had troops patrolling Yellowstone, Yosemite, Sequoia and General Grant National Parks, and Army officers served as superintendents of these parks. Army engineers were also building roads and improvements in Yellowstone, Crater Lake, and Mount Rainier, although the last two parks had civilian superintendents appointed by the Secretary of the Interior.

<sup>2</sup> Cited Shankland, 54.

Assistant to the Secretary, with responsibility for the national parks, the territories of Alaska and Hawaii, the Bureau of Education, and the eleemosynary institutions in the District of Columbia. Miller reported for duty about June 1, 1913, accompanied by one of his economics and law students, the 23-year-old Horace M. Albright, and the two men spent the summer inspecting national parks and Indian reservations. In the fall President Wilson assigned Miller to the task of drafting legislation for the proposed Federal Reserve Act, thus leaving Miller with little time for solving the national park problem. In 1914 the President next appointed Miller to the Federal Reserve Board and advised Secretary Lane to "find another millionaire with an itch for public service" to handle national parks. Before leaving for his new duties, however, Miller had the Army troops withdrawn in 1914 from Yosemite, Sequoia and General Grant National Parks. In June he appointed Mark Daniels, a landscape architect of San Francisco, as General Superintendent and Landscape Architect of all National Parks, with offices in San Francisco, and also as the first civilian superintendent of Yosemite.<sup>1</sup> A small civilian Park Ranger force, for which Daniels designed the original forest-green National Park uniform, was organized in 1914 to protect the three National Parks in California.

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<sup>1</sup> Shankland, op. cit., 6-7, 54, 105, 264; Ise, op. cit., 96, 187, 208; Carl P. Russell, One Hundred Years in Yosemite (Berkeley and Los Angeles, 1947), 161, 188.

Secretary Lane was still looking for a replacement for Miller in the fall of 1914 when he received a letter of complaint about the National Parks from a former college classmate and a self-made millionaire by the name of Stephen T. Mather. Mather criticized conditions he had recently seen in Yosemite and Sequoia: grazing in the two parks, the lack of protection, poor trails, and intrusions being made by lumbermen. Lane replied: "Dear Steve, if you don't like the way the national parks are being run, come on down to Washington and run them yourself."<sup>1</sup> After a quick trip to the nation's capital to discuss the problem in December, 1914, Mather accepted Lane's offer and on January 21, 1915, was sworn in to his new job as Assistant to the Secretary, taking as his own assistant the young Horace M. Albright. Their salaries, respectively, were \$2,750 and \$1,620 per year.<sup>2</sup>

Stephen Tyding Mather, 48 years old in 1915, was a man of prodigious and explosive energy, a tireless worker, and a high-pressure super-promoter, organizer, and salesman, who had made his fortune in the borax business. Having got what he wanted out of a business career in the preceding 22 years, he was to devote the remaining 15 years of his life to public service.

Born in San Francisco on July 4, 1867, Mather had graduated from the University of California at Berkeley with a Bachelor of

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<sup>1</sup> Shankland, op. cit., 7, 9.

<sup>2</sup> Shankland, op. cit., 10; Ise, op. cit., 193.

Letters degree in 1887. That summer he had gone to New York City, where he secured a job as a newspaper reporter on Charles A. Dana's Sun, a position that he was to hold until 1893. Marrying in 1893, Mather next took a job as advertising and sales-promotion manager for the New York City office of Francis Marion (Borax) Smith's Pacific Coast Borax Company at a salary of \$1,800 a year. From 1894 to 1896, and from 1897 to 1903, Mather headed the Pacific Borax Company's distributing office in Chicago.

During these years Mather conceived and conducted a large-scale and extremely successful nationwide advertising campaign in newspapers and women's magazines to publicize the products of Smith's Company. "20-mule team borax" was copyrighted by Mather and developed as a brand name. The success of Mather's campaign led the grateful Smith to increase his advertising manager's salary to \$2,400 a year in 1896. In June, 1903, however, when Mather suffered a nervous collapse induced by overwork, the multi-millionaire removed his advertising manager from the payroll in order to save money.

On recovering from his illness, Mather struck out into business on his own and in 1904 entered into a partnership with Thomas Thorkildsen, a mining engineer who owned large borax holdings at Frazier Mountain and Soledad Canyon near Lang, California, and also a borax refinery at Chicago. The new team was an immediate success, and between 1904 and 1915 both partners became rich men. In 1905 Mather purchased a 10-room frame house at 5638 Dorchester Avenue in Chicago, and this was to be his legal address for the remainder of his life.

Mather first became actively interested in conservation and National Parks during his illness in 1903-04. Attracted by the struggle then raging to have the State of California recede the valley floor of Yosemite to the Federal government so that it might become a part of Yosemite National Park, Mather had joined the Sierra Club in the fall of 1904 in order to support the recession plan. In 1905 Mather had his first experience in the western mountains when he climbed Mount Rainier as a member of the Sierra Club's annual mountain expedition. He was a member of each subsequent trip until 1912, when he organized and led the first of his own mountain parties. On this first trip he visited the Kern River Canyon country and Sequoia National Park in California, meeting John Muir enroute, who was then waging his final battle to save Hetch Hetchy Valley for Yosemite National Park. It had been the result of observations made on a similar expedition in 1914 that had led Mather to complain to Secretary Lane about conditions in national parks in the fall of that year.<sup>1</sup>

## 2. Mather's First Year, 1915 - Emergency Operations

Mather's charge, when he assumed his office on January 21, 1915, was comprised of 11 national parks, 18 national monuments, and 2 reservations, with a total of 4,544,552 acres.<sup>2</sup> Mather's private fortune was to prove a valuable asset during the next

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<sup>1</sup> Shankland, op. cit., 12-41.

<sup>2</sup> Ibid., 311-312, acreage adjusted to January 21, 1951.

years, for the total appropriation available in 1915 for the administration of the 11 national parks amounted only to \$253,646.80, with an additional sum of \$245,000 for park road work and maintenance in the hands of the War Department. No funds at all were available for use in the 18 national monuments.<sup>1</sup>

Mather's main problems in 1915, however, had little to do with routine Park operations - or even the creation of a National Park System; his prime concern was the fact that two great expositions would be held in California in 1915 to celebrate the recent opening of the Panama Canal.<sup>2</sup> It was certain that hundreds of thousands of citizens from all over the United States would visit California in the summer of 1915. Mather realized that this visitation would offer a tremendous opportunity to promote and publicize the national parks, particularly those in California, provided that the people could get into the parks and enjoy their visits in reasonable comfort while there.

To take stock of the situation in the California parks, to size up the calibre of his park superintendents, and to generally work up enthusiasm for his 1915 plans, Mather held the third National Park Conference at the University of California at

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<sup>1</sup> Shankland, op. cit., 293.

<sup>2</sup> The Panama-Pacific International Exposition at San Francisco and the Panama-California Exposition at San Diego.

Berkeley in March. The three-day session was attended by park personnel, conservation groups, park concessioners, and representatives of the railroads and automobile clubs.<sup>1</sup> Mather had already decided that Yosemite was the national park in California that was most likely to be visited by large numbers of exposition visitors in 1915 and that it was also the park in which emergency improvements might offer the largest returns.

Prior, during, and after the Conference, Mather spoke in Northern and Southern California and was able to unite businessmen of the rival cities, and conservationists and travel industries to back his Yosemite improvement plans. The only ready means of access to Yosemite in 1915 was the Tioga Road. This was a 56-mile broken down mining road that bisected the park and was privately owned. Learning that this potential automobile route could be purchased for \$15,500, Mather secured about half of the needed amount through contributions from the California groups and then donated the balance himself. As Government funds could not be utilized to repair this privately owned road, the automobile clubs of California immediately provided enough money to make the Tioga Road passable in 1915.<sup>2</sup>

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<sup>1</sup>  
The first two days of the conference were held in the University's Chemistry Building; this structure is now being demolished.

<sup>2</sup>  
By special Act of July 1, 1916, Congress authorized the Secretary of the Interior to accept donations of land and rights of way in Yosemite; Tioga Road was then given to the government.

Having provided means of access to Yosemite, the next step was the furnishing of shelter and food for visitors while in the park. Supported by Northern and Southern California capital, Mather was able to arrange for the quick organization of the Desmond Park Service Company to provide expanded concession services in Yosemite. The Army barracks, which had been abandoned in 1914, was converted into a central service unit called the Yosemite Lodge and many cabins and tents were erected on the Valley floor; transportation facilities to and in the park were enlarged to handle the expected crowds.<sup>1</sup>

Yellowstone was another park that could expect a greatly increased visitation as people crossed the continent to visit the expositions. To make the park more readily accessible to the anticipated crowds, Mather, on August 1, 1915, ordered that automobiles be admitted to Yellowstone for the first time.<sup>2</sup> The numerous competing concessions facilities in Yellowstone were large enough in 1915, although their quality ranged from excellent to terrible. To assist the visitor, however, Mather was able to work out an agreement between the Northern Pacific and Great Northern Railroads, which made it possible for visitors to reach

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<sup>1</sup> Shankland, op. cit., 57-64.

<sup>2</sup> Shankland, op. cit., 65-66, 148; Ise, op. cit., 202. Automobiles had previously been admitted to other national parks as follows: Mount Rainier in 1908; General Grant in 1910; Crater Lake in 1911; Glacier in 1912; Yosemite and Sequoia in 1913; and Mesa Verde in 1914.

Yellowstone by one railroad and leaving by another at no extra cost, a feat that had previously been impossible.<sup>1</sup>

Believing that the promotion of National parks required an intensive and large-scale publicity campaign, Mather, in February, 1915, employed Robert Sterling Yard, Sunday editor of the New York Herald and a friend of the Sun days, to direct this programs. As no government funds were available for this purpose, Mather paid Yard's salary of \$5,000 a year out of his own pocket.<sup>2</sup> Yard, working with the Sante Fe and Union Pacific railroads, induced these lines to jointly invest one-half million dollars in national park service exhibits that included replicas of Old Faithful and Old Faithful Inn of Yellowstone at the San Francisco Exposition.<sup>3</sup>

To publicize the parks, Yard put together Glimpses of Our National Parks, an illustrated handbook intended for mass distribution. Using donated funds, 117,000 copies were printed and distributed free through the mails in 1915.<sup>4</sup>

In July, from the 14th to the 29th, Mather conducted the first of his official mountain trips. These expeditions, personally financed by Mather, were composed of carefully selected guests;

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<sup>1</sup> Shankland, op. cit., 66; Ise, op. cit., 209-211.

<sup>2</sup> Shankland, op. cit., 59-60; Ise, op. cit., 196.

<sup>3</sup> Shankland, op. cit., 63, 145; Ise, op. cit., 196.

<sup>4</sup> Shankland, op. cit., 97; Ise, op. cit., 196.

the objectives of these trips were to give influential persons a firsthand national park experience as well as a close look at park problems, in the hope that this would win powerful friends for the National Park program. The 1915 expedition was made up of 18 men and included among others an important Congressman on the Appropriations Committee; Gilbert H. Grosvenor of the National Geographic Magazine; Emerson Hough, popular Western writer and later author of The Covered Wagon; Burton Holmes, travel lecturer; Henry Fairfield Osborn, president of the American Museum of Natural History; and Ernest O. McCormick, vice president of the Southern Pacific Railroad. The party toured Kern River Canyon, Mount Whitney, and the Sequoia Park country, where Mather was able to show them National Park land, private holdings in a park that should be acquired for park purposes, and public land of national park calibre that should be added to Sequoia National Park.<sup>1</sup>

In August, Mather inspected facilities at Crater Lake and Mount Rainier. At Crater Lake he found crude roads and extremely poor concessions; at Mount Rainier he discovered one good hotel at Longmire Springs, built by the Chicago, Milwaukee and St. Paul Railroad, but only an extremely crude and uninviting tent camp up at Paradise Valley. After speaking before the Chambers of Commerce of Seattle and Tacoma, Mather led an expedition of the

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<sup>1</sup> Shankland, op. cit., 68-73.

commercial leaders on an 85-mile pack trip around Mount Rainier. Impressed by this experience, the businessmen of the two cities united to form the Rainier National Park Company for the purpose of building an inn at Paradise Valley.<sup>1</sup>

Mather next traveled east to Colorado, where he dedicated Rocky Mountain as a National Park on September 4, 1915. After a quick inspection of Yellowstone, Mather arrived at Glacier on September 11. Here he found excellent hotels and cabins, which had been built by the Great Northern Railroad, but extremely poor park roads and trails. Late in September he revisited Yosemite and in November inspected the Hot Springs Reservation in Arkansas.<sup>2</sup>

Back in Washington, D.C., in November, Mather held a conference with representatives of all railroads entering national parks, and under his leadership there was worked out the railroad-managed, bargain-rate "package tours," a system which included all important expenses in the price of the tour ticket, thus making it possible for many more people to visit the national parks.<sup>3</sup>

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<sup>1</sup> Shankland, op. cit., 75-78.

<sup>2</sup> Ibid, 79-82. Rocky Mountain had become a National Park on January 26, 1915, five days after Mather had taken office. Congress appropriated \$3,000 to administer this 229,120 acre park. With this sum Mather employed 3 civilian rangers to protect the park in 1915. Ise, op. cit., 214.

<sup>3</sup> Shankland, op.cit., 146.

On December 10, 1915, Mather appointed Robert B. Marshall, Chief Geographer borrowed from the United States Geological Survey, as Superintendent of National Parks, to replace Mark Daniels who had recently resigned. Early in 1916 the Superintendent's office was transferred from San Francisco to Washington, D.C.<sup>1</sup>

By the end of his first year, Mather had vastly intensified park-consciousness both in the Federal Government and throughout the country generally. The greatest number of people to date, 334,799, had visited national parks in 1915. For the first time national parks had become big news, and he and Yard had lined up newspapers all over the country. Traveling more than 30,000 miles, Mather had also visited most of the parks and had observed what they needed in the way of hotels, camps, roads, trails, and other services to the park. The crisis of the 1915 exposition year had also been successfully met.<sup>2</sup>

### 3. The Act Establishing the National Park Service, 1916

Early in 1916 Mather judged the time to be ripe to approach Congress in a new effort to establish a National Park Bureau. A

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<sup>1</sup> Shankland, op.cit., 83; Ise, op.cit., 187. The urgent deficiency bill of February 28, 1916 authorized the transfer of this office from San Francisco to Washington, D.C.

<sup>2</sup> Shankland, op.cit., 83-84, 294.

bill for this purpose was drafted at a number of meetings attended by J. Horace McFarland, Henry A. Baker, and Richard B. Watrous - all of the American Civic Association; by the landscape architect Frederick Law Olmsted, Jr.; Gilbert Grosvenor of the National Geographic Society; Enos Mills - naturalist, writer and "father" of Rocky Mountain National Park; Mather, Albright, and Yard - of the National Parks; and by Congressmen John E. Raker and William Kent of California.

Early in April two bills were introduced for this purpose by Kent and Raker. The Kent bill passed the House and was championed in the Senate by Senator Reed Smoot of Utah. As signed into law by President Woodrow Wilson on August 25, 1916, the Act stated that: "The Service thus established shall promote and regulate the use of Federal areas known as national parks, monuments, and reservations . . . . by such means and measures as conform to the fundamental purpose of said parks, monuments, and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wild life 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."<sup>1</sup>

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The statement defining the fundamental purpose of the National Park Service was largely drafted by Frederick Law Olmsted, Jr. Shankland, op. cit., 100-104; Ise, op. cit., 189-193.

The Act further authorized the Secretary of the Interior to make and publish such rules and regulations as he thought necessary, and violations of these regulations were to be punished as provided in the Penal Act of March 4, 1909, as amended by the Act of June 25, 1910. He was also authorized to sell or dispose of timber where the cutting was necessary "to control the attacks of insects or diseases or otherwise conserve the scenery or the natural or historic objects," and might provide "for the destruction of such animals and of such plant life as may be detrimental to the use" of the parks. He was given authority "to grant privileges, leases and permits for the use of land for the accommodation of visitors in the various parks . . . . for periods not exceeding twenty years, and grant leases for livestock grazing in all national parks and monuments except Yellowstone, "when in his judgement such use is not detrimental to the primary purpose" of the parks.

The National Park Act further specified that the Washington Office of National Park Service was to include a Director at \$4,500 per annum, an Assistant Director at \$2,500, a Chief Clerk at \$2,000, a draftsman at \$1,800, one messenger at \$600 and "such other experts, assistants and employees needed within an annual limit of \$8,100," or a total limitation of \$19,500 in annual salaries for the Washington office.<sup>1</sup>

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<sup>1</sup>Laws Relating to the National Park Service, the National Parks and Monuments compiled by Hillary A. Tolson, (Washington, D.C., 1933), 9-11.

Congress, however, neglected to appropriate the money needed to establish the new bureau and the official organization of the National Park Service was therefore delayed until April, 1917. During this interval, Robert B. Marshall continued to serve as Superintendent of National Parks.<sup>1</sup>

In the spring, while Congress was considering the National Park Service bills, Mather had the last of the Army troops in National Parks withdrawn from Yellowstone, and replaced by a civilian ranger force.<sup>2</sup>

On July 1, 1916, Mather succeeded in inducing Congress to make its first appropriation for the purpose of buying privately-owned land located within a national park: \$50,000 was voted to purchase a magnificent grove of Sequoias (the Giant Forest) situated in Sequoia National Park. When the owners of this 667-acre-tract abruptly raised their selling price to \$70,000, Mather was able to secure an extra donation of \$20,000 from the National Geographic Society in order to complete the purchase.<sup>3</sup>

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<sup>1</sup> Shankland, op.cit., 106; Ise, op.cit., 187. On July 1, 1916, Congress had authorized the Secretary of the Interior to use some of his appropriations to employ a Superintendent of National Parks with up to four assistants.

<sup>2</sup> Shankland, op.cit., 105-106; Ise, op.cit., 208.

<sup>3</sup> Shankland, op.cit., 71; Ise, op.cit., 268, 318.

On July 1, 1916, Congress also passed two acts which authorized the Secretary of the Interior to accept donations of land or rights of way in Yosemite, and early in 1917 Mather gave the land needed for an administrative center in Glacier that he had acquired for \$8,000.<sup>1</sup>

On July 8, when President Wilson officially accepted the gift, Mather secured another remarkable donation: George B. Dorr, John D. Rockefeller, Jr., and others (acting through the State) presented the nation with 5,000 acres of land in Maine, which was established as Sieur de Monts National Monument, the first National Park area in the east.<sup>2</sup>

Mather was also able to effect some improvements in Congressional appropriations for the administration of the National Parks and Monuments. In 1916 Congress voted \$150,000 to build a much needed electric power plant to light and heat the concessioners' hotels and camps in Yosemite;<sup>3</sup> \$15,200 to build the first roads in Mukuntuweap National Monument (later Zion National Park), Utah; and \$3,500, the first money ever

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<sup>1</sup> Shankland, op.cit., 58-59, 80; Ise, op.cit., 268, 318; Laws Relating to the National Park Service, 92, 147.

<sup>2</sup> Ise, op.cit., 204-205; Shankland, op.cit., 106-107.

<sup>3</sup> Ise, op.cit., 241.

<sup>4</sup> Ise, op.cit., 191, 292.

voted for this purpose, to provide protection for the 21 national monuments administered by the Department of the Interior.<sup>1</sup>

Yard and Mather continued their efforts to publicize the national parks. In 1916 Yard published The National Parks Portfolio, a luxury picture-book designed to reach a hand-picked audience, capable, they hoped, of passing the habit of national park travel down from above. No federal funds were available for printing park literature, but Mather secured \$43,000 in donations from 17 Western Railroads and contributed the needed balance of \$5,000 himself.

The first edition was mailed out free to a carefully selected list of 275,000 Americans in 1916.<sup>2</sup> The railroad companies also distributed two million free copies of Glimpses of our National Parks in 1916.<sup>3</sup>

As a result of such promotional activities, and in spite of the closing of the California expositions, travel to national parks totaled 358,000 visitors in 1916, an increase of 13,000 over the previous record year of 1915.<sup>4</sup>

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<sup>1</sup>Ise, op.cit., 238-239; Shankland, op.cit., 167-170. This monument became Lafayette National Park, the first national park in the east in 1919 and was renamed Acadia National Park in 1929. Laws Relating to the National Park Service, 215.

<sup>2</sup>Shankland, op.cit., 97-98; 145; Ise, op.cit., 196.

<sup>3</sup>Shankland, op.cit., 145.

<sup>4</sup>See Appendix IV.

Following the pattern established the year before, Mather led the second of his mountain expeditions along the proposed route of the John Muir trail in the mountains of California in August 1916.<sup>1</sup>

Late in 1916, as the result of a difference of opinion over affairs in Yosemite, Mather let Robert B. Marshall go as Superintendent of National Parks, and Marshall returned to the United States Geological Survey.<sup>2</sup>

#### 4. Organization of the National Park Service, 1917

The primary problem confronting Mather in early 1917 was to obtain appropriations from Congress that would permit the organization of the already-authorized National Park Service Bureau. To arouse nationwide attention and enthusiasm towards this end, Mather held the Fourth National Park Conference, January 2-6, at Washington D.C. Included was an exhibit of 45 paintings of national park scenes by 27 artists, among which were noted paintings by Thomas Moran, Albert Bierstadt, and Thomas Hill. The meeting, well-attended by Senators and Congressmen, conservationists, newspapermen, writers, and the representatives of railroads and automobile clubs, succeeded in attracting the desired publicity.<sup>3</sup>

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<sup>1</sup>Shankland, op.cit., 102-103.

<sup>2</sup>Ibid, 107.

<sup>3</sup>Shankland, op.cit., 108-109; Ise, op.cit., 196.

On April 17, just eleven days after the United States entered World War I, Congress passed the desired appropriation, a small amount that permitted the National Park Service Bureau to be officially organized. By the end of April the newly formed bureau moved into the brand-new Department of Interior Building at 19th and F Streets.<sup>1</sup>

In April, Secretary Lane appointed Mather as Director of the National Park Service and Horace M. Albright as Assistant Director.<sup>2</sup> America's participation in the World War, however, necessarily delayed plans for rapidly improving the national park situation. Thus, while Congress appropriated the funds, \$235,000, necessary to complete the power plant in Yosemite, it cut the money available for protection in Yellowstone, making it necessary to recall Army troops into that park in 1917.<sup>3</sup>

Late in January, 1917, Mather suffered a severe nervous breakdown resulting from overwork and similar to his difficulty in 1903. This illness made it impossible for Mather to do much work for the next 18 months; during this period Horace Albright served as the Acting Director.<sup>4</sup>

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<sup>1</sup>Shankland, op.cit., 111-112. The 1915-1916 offices of Mather had been located in the old Patent Office at 7th and F Streets, Washington, D.C.

<sup>2</sup>Shankland, op.cit., 111; Ise, op.cit., 193.

<sup>3</sup>Shankland, 105-106, 110; Ise, op.cit., 205, 208.

<sup>4</sup>Shankland, op.cit., 109-110; Ise, op.cit., 195. From May 1922 to February 1923, Mather was incapacitated by a third breakdown. During this third period Arno B. Cammerer served as Acting Director; Albright was then Superintendent of Yellowstone. Shankland, 223-224.

The task of creating an efficient and devoted National Park Service staff had been begun by Mather in 1915. At the Third National Park Service Conference, he had seen that the spoils system was a blight on the National Parks: many of the park superintendents and employees were political hacks. As opportunity offered, Mather and Albright worked to improve the quality of their personnel and also to establish civilian control over the parks. Able men were drawn from the Army, the U. S. Geological Survey, and other sources; and gradually a complete roster of non-political superintendents was built up. In 1918 Army troops were removed from Yellowstone for the last time and a civilian ranger force again organized, permanently this time. In 1919 the Army engineers left the last national park, Crater Lake, and it was in this same year that the National Park Service staff really began to fill out.<sup>1</sup> In 1921, when a change in national administration occurred, Mather was able to keep the National Park Service free of political appointments. The Park Service ranger forces went under Civil Service in 1925 and the park superintendents in 1931.<sup>2</sup>

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<sup>1</sup> Shankland, op.cit., 105-106, 110; Ise, op.cit., 205, 208.

<sup>2</sup> Shankland, op.cit., 243-256; Ise, op.cit., 194, 208.

## 5. National Park Policy in 1918

Mather returned to duty as Director of the National Park Service in May, 1918. On the 13th of that month, he received a letter, undoubtedly drafted by either Albright or himself, signed by Secretary of the Interior Franklin Lane, that quite clearly reveals the point to which thinking had evolved concerning the policy that should be applied to National Parks.

In administrating the National Parks, Secretary Lane informed Director Mather: "First, that the national parks must be maintained in absolutely unimpaired form for the use of future generations as well as those of our time; second, that they are set aside 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."

Lane further stated that grazing by cattle but not sheep, might be permitted in all parks but Yellowstone, in areas not frequented by visitors; that there should be no leasing of land for summer homes; and there should also be no cutting of trees except for park buildings, and then only where it would not injure the forest or landscape.

Park roads should harmonize with the landscape; the Service should urge cessions of exclusive jurisdiction by the states in all parks where it had not been granted. Private holdings in parks should also be acquired.

In the visitor use of parks, Secretary Lane directed that all outdoor sports, including water sports, should be encouraged as well as the educational uses.

Both low-priced camps and first-class hotels should be maintained in Parks for visitor use.

Park concessioners should be protected against competition if they provide good services, and the concessioners should pay a revenue to the government for their special privileges, but the development of the revenue was not to impose a burden on park visitors.

Mather was further instructed to reduce auto entrance fees to parks as motor travel to parks increased.

In promoting the Service, Mather was to use the facilities of the Federal Railroad Administration to advertise the parks and was also to cooperate with Chambers of Commerce, tourist bureaus, and auto highway associations for the same purpose.

In the general park field, the Director was ordered to keep informed as to developments in municipal, county, and state parks, and also to cooperate with these organizations and with the Canadian Park Service.

In the study of new national park projects, Mather was to consider for addition to the system only areas with "scenery of supreme and distinctive quality or some natural features so extraordinary or unique as to be of national interest and importance";

the existing park system "should not be lowered in standard, dignity, and prestige by the inclusion of areas which express in less than the highest terms the particular class or kind of exhibit which they represent."

Finally, the Director was to study existing national parks with the idea of improving them by adding adjacent areas comprised of superlative scenery or features. Mather was instructed to cooperate with the U. S. Forest Service in planning such enlargements of national parks.<sup>1</sup>

From this point on, Mather's application of these basic principles of park policy and management in the period 1917-1928, will be discussed under a series of general topics headings.

## 6. Application of Park Policy 1917-1929

### A. Promoting the National Parks

Robert Yard continued intensive efforts to advertise the national parks. Using donated funds, 250,000 copies of the booklet, Glimpses of Our National Parks, were distributed free in 1917. This booklet proved to be so popular that finally, in 1923, Congress provided the first public money necessary for printing, and thereafter the publication was sold for one dollar a copy by the Superintendent of Documents.

Yard sent out a steady stream of press releases devoted to park subjects, keeping the newspapers all over the country in

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<sup>1</sup> Report, Secretary of the Interior, 1918, 110, as cited in Ise, op. cit., 194-195.

constant supply of all that any of them could use. He also wrote numerous magazine articles and induced magazine editors to assign some of their top writers to national park topics. Between 1917 and 1919, a total of 1,050 magazine articles were published on national park topics in the leading publications of the nation.

In July, 1918, when Congress passed a law prohibiting the use of private funds to pay government workers, Mather had to let Yard go.<sup>1</sup> In May, 1919, however, Yard helped organize the National Park Association and became executive-secretary of the new organization. In this position Yard continued to publicize the national parks.

In June, 1918, the United States Railroad Administration, which had taken over the management of the country's railroads during World War I, established a Bureau of Service, National Parks and Monuments, for the purpose of promoting travel to the parks. In the first 9 months of 1919 this Railroad bureau issued and distributed some 2,500,000 pieces of park-related printed matter. Such intensive promotion and advertising was reflected in national park travel figures: travel rose to 491,000 in 1917, fell slightly to 452,000 with war rationing in 1918, leaped to 812,000 in 1919, passed the one million mark in 1920, and totaled 3,134,000 in 1929.<sup>2</sup>

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<sup>1</sup>Yard's annual salary exceeded that of Mather as Director.

<sup>2</sup>Shankland, op.cit., 95, 97-98, 145-46, 167; Ise, op.cit., 196, 197, 200. Travel figures, see Appendix IV.

## B. Protecting the Parks from Commercial Exploitation

The entry of the United States in World War I brought on a wave of proposals by commercial interests to exploit the natural resources of the National Parks as a part of the war effort.

Lumber, livestock, and mining industries held that such development was necessary to increase the nation's food supply and stock of "scarce materials."

Sheepmen attempted to graze their herds of "hoofed locusts" in Crater Lake, Glacier, Mount Rainier, and Yosemite National Parks, but their demands were successfully resisted. Cattlemen succeeded in grazing a few head in Glacier, and during the last months of 1918 a herd of 5,000 cattle was turned loose in Yosemite.

There were also proposals to prospect for "scarce" minerals in all parks, but Yellowstone was the area most generally favored. Acting Director Albright was able to defeat most of these proposals for exploitation because of the firm stand taken by the United States Food Administrators, Ralph Merritt and Herbert Hoover, who found that the nation's food and other requirements could readily be met without exploiting the resources found in the national parks.<sup>1</sup>

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<sup>1</sup> Shankland, op.cit., 202-205; Ise, op.cit., 301-302.

Following the War, the National Parks were subjected to a new series of proposals for commercial exploitation, this time chiefly advanced by the irrigation and water power interests. These attacks, particularly in 1919-1920, were especially dangerous because Secretary Lane, who had approved of the transfer of Hetch Hetchy Valley in Yosemite to the City of San Francisco in 1913, generally favored and supported such proposals. Thus the bill introduced early in 1920 by Congressmen from Idaho, which would have authorized the construction of two dams and reservoirs in the Falls River Basin of Yellowstone to irrigate land in Idaho, had been drafted in part and was strongly supported by Secretary Lane. Director Mather opposed the project and was driven to the verge of resigning when Lane himself retired because of reasons of health. The Yellowstone reservoir bill passed the Senate on April 6, 1920, but was defeated in the House when the new Secretary of the Interior, John Barton Payne of Chicago, reversed the Interior Department's stand and supported Mather's position.<sup>1</sup>

On July 10, 1920, however, Congress did pass a bill that had been favored by Secretary Lane and which seriously threatened national parks. The Federal Water Power Act of 1920 created a Federal Power Commission with authority to permit water development

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Ise, op. cit., 307-310; Shankland, op. cit., 211-214.

on all federally controlled lands, including national parks and monuments. The City of Los Angeles immediately submitted plans for building reservoirs in Virginia and Tuolumme Canyons of Yosemite, for several dams in Sequoia, and also filed power applications for sites in the Kings Canyon area, which Mather hoped to add to Sequoia National Park.<sup>1</sup>

Mather rallied the conservation organizations of the nation to amend the Federal Water Power Act. This was done on March 3, 1921, in the Jones-Esch Act, which exempted all established national parks and monuments from the terms of the Federal Water Power Act, but left unresolved the fate of future national parks that might be created.<sup>2</sup>

In December, 1920, a Senator from Montana introduced a bill to build a dam on Yellowstone Lake for irrigation purposes.<sup>3</sup> When defeated in Committee in March, 1921, the Montana Senator decided to try his luck under the new national administration and in April, 1921, introduced two reworded bills to achieve the same end. Albert Fall, the new Secretary of the Interior, opposed these bills, and they were finally defeated in 1922.<sup>4</sup>

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<sup>1</sup>Ise, op.cit., 286-287, 311; Shankland, op.cit., 214-216.

<sup>2</sup>Ise, op.cit., 288-289; Shankland, op.cit., 214.

<sup>3</sup>Ise, op.cit., 312-313.

<sup>4</sup>Ise, op.cit., 313-315; Shankland, op.cit., 217-18.

A proposal, made in October, 1921, to build an irrigation dam in Glacier, was also rejected.<sup>1</sup>

The indefatigable Senator from Montana returned to the attack in December, 1923, introducing two bills to build a "weir" on Yellowstone Lake for irrigation purposes. The opposition of the next Secretary of the Interior, Hubert Work, however, was enough to stop these efforts in 1924.<sup>2</sup>

Finally, in March, 1926, the Congressmen from Idaho made a last and unsuccessful attempt to enact laws approving the erection of dams in the Great Falls Basin of Yellowstone National Park.<sup>3</sup>

In 1925 and 1926 two Senators, one from Oregon and the other from Arizona, acting on behalf of the western livestock industry, subjected the Departments of Agriculture and Interior to severe investigations in an effort to force a lowering of federal fees for grazing on public lands. While the U. S. Forest Service was the main object of this attack, the National Park Service was also intensely investigated. These attacks halted when both Senators failed to win re-election.<sup>4</sup>

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<sup>1</sup> Ise, op.cit., 316.

<sup>2</sup> Ise, op.cit., 315-316.

<sup>3</sup> Ise, op.cit., 316.

<sup>4</sup> Ise, op.cit., 303-307; Shankland, op.cit., 238-240.

### C. Adding New National Parks

Between January 21, 1915, and January 12, 1929, nine national parks and 14 monuments totaling some 3,728,000 acres were added to the national park system. Of the new parks, only three (Lafayette or Acadia, Zion, and Bryce Canyon) were "pure" parks--that is, established by laws free of objectionable terms that threatened undesirable commercial uses of the parks. The "pure" parks had all been originally established as national monuments and were later elevated to park status. Lafayette was comprised of entirely donated lands,<sup>1</sup> while both Zion<sup>2</sup> and Bryce Canyon<sup>3</sup> were situated on public lands in such wild and inaccessible locations that settlers and commercial interests had not intruded on their scenes when these two areas first became monuments. These fortunate circumstances appear to explain the original "purity" of these three parks.

The original legislation creating the other six new parks (Rocky Mountain, Hawaii, Lassen Volcanic, Mount McKinley, Grand Canyon, and Hot Springs), however, contained numerous clauses that threatened to open these parks to commercial exploitation. These

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<sup>1</sup>Ise, op.cit., 240; Laws Relating to the National Park Service, 215.

<sup>2</sup>Ise, op.cit., 242; Laws, op.cit., 217.

<sup>3</sup>Ise, op.cit., 247; Laws, op.cit., 260-61. Bryce Canyon did have 640 acres of privately owned lands within its boundaries.

concessions in the establishment laws were apparently made out of political necessity and for the purpose of mustering sufficient support in Congress to pass the bills creating these parks.

Examples of undesirable provisions in the establishment legislation include the following:

1. The United States Reclamation Service was given the authority to enter and utilize for flowage and other irrigation purposes any area within Rocky Mountain, Lassen Volcanic, and Grand Canyon National Parks, which might be necessary for the development and maintenance of a federal reclamation project.<sup>1</sup>

2. The Secretary of the Interior was given the authority to grant rights of way for steam and electric railways, and for automobile and wagon roads across Rocky Mountain, Hawaii, Lassen Volcanic, and Grand Canyon National Parks.<sup>2</sup>

3. In Lassen Volcanic the Secretary of the Interior was also authorized to grant leases of one acre of land for a 20-year period to individuals for summer cottage use.<sup>3</sup>

4. Mount McKinley and Grand Canyon were both open to unrestricted mining, and miners and prospectors were also given the right to kill game for "food" in Mount McKinley.<sup>4</sup>

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<sup>1</sup>Laws Relating to the National Park Service, 154, 188, 209.

<sup>2</sup>Ibid., 154, 172, 188, 209.

<sup>3</sup>Laws, op.cit., 189; Ise, op.cit., 223.

<sup>4</sup>Laws, op.cit., 201, 202, 209; Ise, op.cit., 227, 234.

5. The law establishing Grand Canyon also contained special provisions to protect local interests' control of the Bright Angel Toll Road and Trail and to safeguard William Randolph Hearst's private view of the Grand Canyon rim.<sup>1</sup>

6. Finally, the Park Service's ability to administer and protect certain parks was seriously curtailed by special clauses in the establishment laws that limited the annual appropriations for Rocky Mountain, Hawaii, and Mount McKinley National Parks to not more than \$10,000 a year and that of Lassen Volcanic no more than \$5,000 a year.<sup>2</sup>

Once the "impure" parks had been officially established, however, Mather worked unceasingly to remove the "impurities." Thus between 1915 and 1931, nearly all of these undesirable provisions were eliminated by subsequent legislation that amended the original establishment laws. A series of individual laws were also obtained to exempt Rocky Mountain, Lassen Volcanic, Grand Canyon, Acadia, and Bryce Canyon National Parks from the terms of the Federal Water Power Act of 1920.<sup>3</sup>

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<sup>1</sup> Laws Relating to the National Park Service, 208-209; Ise, op.cit., 234-235; Shankland, op.cit., 181-182, 226-238;

<sup>2</sup> Laws, op.cit., 155, 173, 189, 201.

<sup>3</sup> Laws, op.cit., 162, 194, 213, 216, 262.

Exclusive jurisdiction of the United States in most national parks was also obtained by a similar series of acts during this same period.<sup>1</sup>

D. Enlarging Existing National Parks

The Secretary of the Interior's letter of May 13, 1918, on Park Service policy instructed Mather to study existing national parks with the idea of improving them by adding adjacent areas that contained superlative scenery or features.

Mather's first success in this field had already taken place in 1917, when Rocky Mountain had been enlarged by the addition of some 25,000 acres.<sup>2</sup> His next accomplishment occurred in 1922, when Mount McKinley, established originally as a 25 square mile park, was enlarged by the addition of 445 square miles.<sup>3</sup>

In 1916, 1920, and 1921, Mather had also strongly supported bills introduced into Congress for the purpose of enlarging Sequoia and Yellowstone National Parks.<sup>4</sup> As the enlargement of these two parks could only be accomplished by inclusion of

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<sup>1</sup> Exclusive jurisdiction in the national parks was ceded to the United States as follows: Mount Rainier--1901; Glacier--1914; Crater Lake--1915; Yellowstone--1917; Yosemite, Sequoia, and General Grant--1919; Hot Springs--1922; Mesa Verde and Lassen Volcanic--1928; Rocky Mountain--1929; Hawaii--1930. Prior to 1933, exclusive jurisdiction was not ceded in Platt, Wind Cave, Grand Canyon, Acadia, Zion, and Bryce Canyon. Mount McKinley, Alaska, was located in a U. S. Territory when established in 1917.

<sup>2</sup> Ise, op.cit., 215; Laws Relating to the National Park Service, 155.

<sup>3</sup> Ise, op.cit., 227-228; Laws, op.cit., 202.

<sup>4</sup> Ise, op.cit., 271-273, 283.

considerable land already forming parts of adjacent national forests, these proposals revived the long-standing rivalry between the Park Service and the U. S. Forest Service. The feud between these two services soon became so bitter that the President's recently organized Committee of the National Conference on Outdoor Recreation, in the winter of 1924-25, appointed a committee of five, called the President's Coordinating Committee on National Parks and Forests, to survey and make recommendation regarding the proposed expansion of all parks.<sup>1</sup>

After extensive field investigation and many hearings, the Coordinating Committee submitted a report, in September, 1925, approved by the Secretaries of the Interior and Agriculture, recommending a series of compromises. In March, 1926, a series of bills was introduced into Congress to implement the Coordinating Committee's recommendations.<sup>2</sup>

These became laws, and park boundaries were changed as follows:

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<sup>1</sup> Ise, op.cit., 273-274; Shankland, op.cit., 173-179. Serving on the Coordinating Committee were Representative Henry W. Temple of Pennsylvania, Charles Sheldon of the Boone and Crockett Club of New York City, Major W. A. Welch, manager and chief engineer of the Palisades Interstate Park Commission of New York, Chief Forester William B. Greeley of the U. S. Forest Service, and Stephen Mather. The National Conference on Outdoor Recreation had been organized in May 1924.

<sup>2</sup> Ise, op. cit., 274-75.

1. On May 28, 1926, Mount Rainier was enlarged slightly by the addition of 640 acres.<sup>1</sup>

2. On June 2, 1926, Rocky Mountain's boundaries were revised to exclude private land from the park and to include some Forest Service land.<sup>2</sup>

3. On July 3, 1926, the size of Sequoia was doubled by the addition of 225,280 acres of land mostly from the Forest Service; this enlargement, however, was less than Mather had hoped for.<sup>3</sup>

4. On February 25, 1927, 51 square miles were added to the north side of Grand Canyon.<sup>4</sup>

5. Finally, on March 1, 1929, the boundaries of Yellowstone were revised by the addition of 157 square miles and the exclusion of 79 square miles.<sup>5</sup>

In the opinion of John Ise, "Mather was able to get important extensions of some existing parks."<sup>6</sup>

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<sup>1</sup>Ise, op.cit., 285; Laws Relating to the National Park Service, 108.

<sup>2</sup>Ise, op.cit., 216; Laws, op.cit., 158.

<sup>3</sup>Ise, op.cit., 283-84; Laws, op.cit., 58.

<sup>4</sup>Ise, op.cit., 237; Laws, op.cit., 211.

<sup>5</sup>Ise, op.cit., 276-77; Laws, op.cit., 43.

<sup>6</sup>Ise, op.cit., 322.

#### E. National Parks for the East

The first national park area in the East was Lafayette (later Acadia), which was established as Sieur de Monts National Monument on July 8, 1916, and elevated to national park status on February 26, 1919.<sup>1</sup>

Proposals to create national parks in the East had been made as early as 1894,<sup>2</sup> and the Roosevelt Administration, 1901-09, had actually made several unsuccessful efforts to establish eastern national parks and forests.<sup>3</sup> In 1917 Congress authorized the Secretary of the Interior to accept land in western North Carolina, including Grandfather Mountain, for park purposes. This proposed park, however, never materialized.<sup>4</sup>

In 1918 Mather threw his support behind the program for eastern national parks, urging in particular the creation of Mammoth Cave National Park in Kentucky.<sup>5</sup> By 1922 a considerable number of bills were being introduced in Congress to establish eastern parks. To insure the quality of the new parks, Mather,

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<sup>1</sup> Ise, op.cit., 238; Shankland, op.cit., 167-170.

<sup>2</sup> Ise, op.cit., 251.

<sup>3</sup> Ise, op.cit., 249-250.

<sup>4</sup> Ise, op.cit., 252; Laws Relating to the National Park Service, 283.

<sup>5</sup> Ise, op.cit., 264, 252.

in 1924, persuaded Secretary of Interior Hubert Work to appoint a Southern Appalachian National Park Commission to survey the East for suitable possible national parks locations.<sup>1</sup>

The Advisory Commission first established a set of criteria for any eastern area to be recommended for park status and then proceeded to make many field investigations of possible sites in the southeastern United States.<sup>2</sup>

In the meantime, Congress, on February 21, 1925, passed a law to provide for the securing of lands in the Southern Appalachian Mountains and in the Mammoth Cave region for perpetual preservation as national parks. The act directed Secretary Work to appoint a commission of five experts to study suitable boundaries for the proposed parks and also authorized the Secretary to receive definite offers of donations of lands and moneys for these areas.<sup>3</sup> This law indicated that Congress definitely

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<sup>1</sup>Ise, op.cit., 252-253; Shankland, op.cit., 282-283. This commission was composed of the following 5 men: Representative Henry W. Temple of Pennsylvania as Chairman; Major William A. Welch, general manager and chief engineer of the Palisades Interstate Park Commission of New York; Colonel Glenn S. Smith, division engineer of the U. S. Geological Survey; and from the Council on National Parks, Forests and Wildlife, Harlan P. Kelsey - also a former president of the Appalachian Mountain Club - and William C. Gregg, also of the National Arts Club. Expenses of the Commission were paid by Gregg, Mather, and John D. Rockefeller, Jr.

<sup>2</sup>Ise, op.cit., 253. The criteria for eastern parks were as follows: 1) the park should cover not less than 500 sq.miles; 2) a substantial part of this area should have forests, vegetation, and streams in a natural state; 3) it should have springs and streams for camping and fishing; 4) it should offer opportunities for wildlife protection, so as to serve as a natural museum preserving the outstanding features of the Southern Appalachians as they were in pioneer days; 5) these areas should be readily accessible by rail and highways.

<sup>3</sup>Ise, op.cit., 255; Shankland, op.cit., 283; Laws Relating to the National Park Service, 287.

intended to establish national parks in the East, and Secretary Work immediately set a second commission--financed by government funds--to work on the problem.

In 1925 the first commission, the Southern Appalachian National Park Commission, submitted its final report, recommending Great Smoky Mountains in North Carolina and Tennessee, and Shenandoah in Virginia, as the two areas in the Southeast most suitable for national park status.<sup>1</sup> The commission's recommendations were embodied in a law passed on May 22, 1926, which provided for the establishment of Great Smoky Mountains and Shenandoah National Parks whenever certain minimum amounts of land should have been secured by the states of North Carolina, Tennessee, and Virginia and donated to the federal government.<sup>2</sup> Three days later, May 25, 1926, Congress passed a second law that authorized the Secretary of the Interior to acquire by donation 70,618 acres for Mammoth Cave National Park and set the minimum area needed for federal administration and protection at 45,309 acres.<sup>3</sup>

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<sup>1</sup> Ise, op.cit., 253-254; Shankland, op.cit., 283.

<sup>2</sup> Ise, op.cit., 256-257; Laws Relating to the National Park Service, 271, 284. Minimum area set for Great Smoky Mountains was 417,000 acres and 385,000 acres for Shenandoah. The acreage requirements for Shenandoah was reduced to 327,000 acres in 1928.

<sup>3</sup> Ise, op.cit., 264-65; Laws, 288-89; Shankland, op.cit., 184.

By 1925 the various states concerned and the interested conservation organizations had set about the task of raising the funds needed to acquire the land to be donated to the federal government for national park purposes. In 1928 John D. Rockefeller, Jr. donated \$5,000,000 to the cause, on condition that his gift be matched by donations from other sources. By 1929, when Mather retired as Director, these three areas were definitely on the road to national park status: about one-half of the minimum area required for Great Smoky Mountains had been bought or optioned for purchase, a little over half of the funds needed for Shenandoah had been pledged, and slightly less than one-half of the funds needed for Mammoth Cave had been donated.<sup>1</sup>

#### F. Warding Off Inferior Parks

The Secretary of the Interior's letter of May 13, 1918, instructed Mather to see that the existing national parks "should not be lowered in standard, dignity, and prestige by the inclusion of areas which express in less than the highest terms the particular class or kind of exhibit which they represent." Each year many bills were reported in Congress proposing the establishment of new national parks. While a few of these proposed areas were more or less worthy of national park status, the

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<sup>1</sup> Ise, op.cit., 258, 259, 265-66. These areas were finally established as national parks as follows: Great Smoky Mountains in 1934, Shenandoah in 1935, and Mammoth Cave in 1941.

vast majority were not; and one of Mather's major duties was to fend off inferior parks before they were established by law.

The most notorious of the proposed inferior parks, and also the one that caused Mather the greatest difficulty, probably was Albert Fall's "Mescalero" or "All-year" park in New Mexico. This proposed park was to be comprised of a dozen or more small, widely-scattered, and isolated tracts of land possessing little scenic value, and mostly located within the Mescalero Indian Reservation. The proposed national park was also to remain open to mining, grazing, hunting, and also to irrigation and power development. This park plan, conceived by the local Chambers of Commerce in New Mexico, had been first introduced by Senator Fall in 1911. But in the early spring of 1922, Fall renewed the project, and acting as the new Secretary of Interior, subjected Mather to intense pressure to approve the area for national park status. The Director resisted strongly, and in May 1922 suffered a recurrence of the nervous illness that had incapacitated him in 1917-18. Conservation organizations from all over the country rallied to oppose Fall's proposed park as its features were gradually revealed, and his project failed to achieve success when Fall resigned as Secretary of the Interior in March, 1923.<sup>1</sup>

Other inferior parks that Mather was able to keep out of the National Park System in the 1920's include "Appalachia" in Virginia and "Nena" or "Ouachita" in Arkansas.<sup>2</sup>

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<sup>1</sup>Shankland, op.cit., 221-233; Ise, op.cit., 296-297.

<sup>2</sup>Ise, op.cit., 297-98; Shankland, op.cit., 184-85.

## G. Appropriations for National Parks

One of the major problems confronting Mather, and preventing the proper administration, protection, and development of the national parks, was the lack of appropriations. As has been noted, the total appropriation available for use in 11 national parks in 1915 was only \$253,646.80, plus an additional sum of \$245,000 in the hands of the War Department for road work and maintenance in the parks. No funds at all were available for use in the 18 national monuments administered by the Department of the Interior in 1915.<sup>1</sup>

The scope of this problem is perhaps most startlingly revealed by the lag in dates between when new parks were officially established and when the Park Service actually began administering them. This situation can be demonstrated briefly as follows:

1. Rocky Mountains: Established 1915 with annual appropriation limitation of \$10,000. Received \$3,000 in 1915, \$8,000 in 1916, and \$10,000 in 1917. Appropriation limitation of \$10,000 finally repealed in 1919.<sup>2</sup>

2. Hawaii: Established 1916 with annual appropriation limitation of \$10,000. First appropriation, \$10,000, in 1921, and park dedicated in 1921. Appropriation limitation of \$10,000 repealed in 1924.<sup>3</sup>

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<sup>1</sup>Shankland, op.cit., 293; Ise, op.cit., 292.

<sup>2</sup>Ise, op.cit., 214-15, 216; Laws Relating to National Park Service, 155.

<sup>3</sup>Ise, op.cit., 154-155; Laws, 173.

3. Lassen Volcanic: Established 1916 with annual appropriation limitation of \$5,000. No appropriation for Park Service administration until 1920, when \$2,500 provided. Park administered by U. S. Forest Service 1916-1920, and then jointly by Forest and Park Services. Appropriation limitation of \$5,000 repealed in 1922. Appropriation reached \$3,000 in 1925 and finally \$25,300 in 1929.<sup>1</sup>

4. Mount McKinley: Established 1917 with annual appropriation limitation of \$10,000. No appropriations until 1921, when \$8,000 was provided. First camp and visitors in park in 1924. Annual appropriation limitation repealed in 1928.<sup>2</sup>

5. Lafayette (Acadia): Established 1919, received its first appropriation, \$10,000, in 1921.<sup>3</sup>

On the other hand, Grand Canyon, Zion,<sup>4</sup> Hot Springs, and Bryce Canyon received large appropriations promptly on their establishments and thus escaped some of these early difficulties.

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<sup>1</sup>Ise, op.cit., 224-25; Laws Relating to National Park Service, 189.

<sup>2</sup>Ise, op.cit., 228-229; Laws, 201, 202.

<sup>3</sup>Ise, op.cit., 240.

<sup>4</sup>Zion, however, established in 1919, was virtually inaccessible until about 1925. The first appropriations for roads in Zion, \$133,000, was made in 1923. Ise, op.cit., 243.

Mather began making some headway in obtaining more adequate appropriations until 1917, when World War I intervened, but by 1919 Congress again began to loosen up and provide more money for the national parks.<sup>1</sup> The possibility of using moneys collected from park entrance fees, concession leases, and camp grounds to improve the parks was eliminated in 1917 and 1922, when Congress passed two laws that required that all revenues from national parks must be deposited in the general funds of the United States Treasury.<sup>2</sup>

By 1924, however, Mather had largely overcome the problem of inadequate appropriations. Among the first appropriations that marked the beginning of important new programs in the parks, the following might be noted:

1. 1916 - first appropriation, \$3,500, for the protection of National Monuments, reaching \$20,750 by 1924, and \$35,000 by 1928.<sup>3</sup>

2. 1921 - first appropriation, \$25,000 specifically for fighting forest fires.<sup>4</sup>

3. 1923 - first appropriation to print Park Service literature, Glimpses of our National Parks.<sup>5</sup>

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<sup>1</sup>Ise, op.cit., 205.

<sup>2</sup>Ise, op.cit., 206; Laws Relating to National Park Service, 12.

<sup>3</sup>Ise, op.cit., 191, 292.

<sup>4</sup>Ibid, 205.

<sup>5</sup>Shankland, op.cit., 99; Ise, op.cit., 196, 206.

4. 1924 - first appropriation, \$7,500,000, for a major three-year park road building program.<sup>1</sup>

5. 1924 - first appropriation, \$20,000, to provide for unusual catastrophies and emergencies.<sup>2</sup>

6. 1926 - first appropriation, \$20,000, to fight forest insects.<sup>3</sup>

7. 1927 - first appropriation, \$50,000, to a general fund to provide for the acquisition of privately-owned land within parks. One such appropriation of \$50,000 had been made in 1916, but the 1927 funds marked the beginning of annual appropriations for this purpose.<sup>4</sup>

In the 1929 fiscal year, marking the end of Mather's administration, appropriations had been increased to \$4,754,015 for the administration and maintenance of 20 national parks and 32 monuments, and an additional \$4,000,000 had been made available for the construction of park roads and trails.<sup>5</sup>

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<sup>1</sup> Shankland, op.cit., 156; Ise, op.cit., 205, Gives the 1924 appropriation for roads at \$2,500,000.

<sup>2</sup> Ise, op.cit., 206.

<sup>3</sup> Ibid, 206.

<sup>4</sup> Ibid, 319.

<sup>5</sup> Shankland, op.cit., 294.

In 1917 Mather had reduced the park entrance fees for automobiles: fees at Yellowstone were cut from \$10.00 to \$7.50; at Yosemite from \$8.00 to \$5.00; and at Mount Rainier from \$6.00 to \$2.50. The Secretary of the Interior's letter of May 13, 1918, instructed Mather to further reduce entrance fees to the parks as motor travel to the parks increased. This Mather did in 1926, when fees at Yellowstone were cut from \$7.50 to \$3.00, from \$5.00 to \$2.00 at Yosemite, and from \$2.50 to \$1.00 at Mount Rainier, Glacier, Crater Lake, and Sequoia.<sup>1</sup>

#### H. Park Roads and Trails

It has been estimated that a total of only \$3,500,000 had been spent on park roads and trails in the period between 1872 and 1924. Total mileage of park roads in 1924 amounted to 1,060 miles, of which 12 miles were paved. The total mileage was roughly divided as follows: Yellowstone had 356 miles of road, Yosemite had 138 miles, Sequoia had 50 miles, and General Grant 40 miles of road. Mount McKinley, Hawaii, and Zion had almost no roads in 1924.<sup>2</sup>

On April 9, 1924, Congress passed an act that gave the Secretary of the Interior the authority to construct, reconstruct, and improve roads and trails in national parks and monuments under the jurisdiction of the Interior Department; the Secretary

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<sup>1</sup>Ise, op.cit., 203.

<sup>2</sup>Shankland, op.cit., 153-54; Ise, op.cit., 205, 220-21, 229, 243.

thus took over the function that had been previously directed by the Army Engineers.<sup>1</sup> Congress also granted \$7,500,000 in 1924 for a three-year road building program in the parks. With this sum Mather planned to improve the 1,060 existing miles of park road and also build a total of 360 miles of new park roads. Because of the high costs of construction in difficult park terrain, this 1924 program did not include the paving of park roads.<sup>2</sup>

In 1926, working in cooperation with the Federal Bureau of Public Roads, a long-range road building program was laid out for the entire national park system.<sup>3</sup> As has been noted, appropriations for the construction of park roads and trails reached \$4,000,000 in the 1929 fiscal year.<sup>4</sup>

#### I. Park Concessions

In 1917 Mather succeeded in cleaning up the troublesome concession situation in Yellowstone. Previously there had been a chain of five hotels and two lunch stations, two stage lines, three permanent camp systems, each offering five camps, two lunch stations, and transportation to the camps from the northern and western park entrances, and also several traveling camps operating in Yellowstone. Mather ended this highly

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<sup>1</sup> Laws Relating to the National Park Service, 14; Ise, op.cit., 209.

<sup>2</sup> Shankland, op.cit., 156-57; Ise, op.cit., 205 gives the 1924 appropriation for roads as \$2,500,000.

<sup>3</sup> Shankland, op.cit., 159.

<sup>4</sup> Ibid, 294.

competitive and chaotic situation by granting a concession to a single transportation company and a single hotel company; and the two camping companies combined and dropped their transportation business.<sup>1</sup>

The Secretary of the Interior's letter on park policy of May 13, 1918, instructed Mather to protect park concessioners against competition if they provided good services, and the concessioners were to pay a revenue to the government in return for the special privileges that they enjoyed. This policy was extended to all the parks. Thus in 1923, as these areas first became accessible, the Utah Parks Company, an agency of the Union Pacific Railroad, was granted the concessions for touring accommodations in Zion, Bryce Canyon, and the north rim of the Grand Canyon.<sup>2</sup> By 1924 Mather had the concession problem pretty well under control and monopolized except for a few general stores and minor concessions.<sup>3</sup>

To ease the problem of selecting responsible concessioners who would afford adequate services to the public, Mather, in 1928, secured from Congress a law that authorized the Secretary of the Interior to grant leases and contracts to responsible concessioners without advertising and without competitive bids.<sup>4</sup>

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<sup>1</sup>Shankland, op.cit., 120-125; Ise, op.cit., 210-211.

<sup>2</sup>Ise, op.cit., 243.

<sup>3</sup>Shankland, op.cit., 126; Ise, op.cit., 211.

<sup>4</sup>Laws Relating to the National Park Service, 11-12; Ise, op.cit., 211.

## J. Park Interpretation and Museums

The Secretary of the Interior's letter of May 13, 1918, instructed Mather to encourage the educational uses of national parks. A temporary museum at Mesa Verde appears to have been in existence in 1918,<sup>1</sup> but the real effort to develop an educational-use program for the national parks was launched in 1920, and centered around activities conducted in Yosemite.

In the summer of 1919 Mather heard of a nature-study program being conducted at Lake Tahoe under the patronage of Mr. and Mrs. Charles M. Goethe of Sacramento, who were paying the vacation salaries of Dr. Harold C. Bryant and Dr. Loye H. Miller, both professors from the University of California at Berkeley, to construct and mark nature trails and to conduct a program of nature study for summer vacationists in this resort area. Mather visited the nature program on a flying trip to Lake Tahoe, and greatly impressed, arranged with Dr. Bryant and Dr. Miller to have this operation transferred to Yosemite National Park the following summer.

In 1920 the two professors instituted a full-scale nature program, giving nature study trips and camp fire lectures in

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<sup>1</sup> Ise, op.cit., 169, 201.

Yosemite. In 1921 several other national parks put on similar programs, and by 1927 there were few parks that did not have some type of naturalist program.<sup>1</sup>

In 1920, Ansel F. Hall, employed the previous year as a ranger, became the first Park Naturalist for Yosemite and conceived of the idea of establishing a Yosemite museum to serve as a public contact center and general headquarters for the interpretative program. His temporary museum was opened in Yosemite in 1921. Yellowstone, Mesa Verde, and Casa Grande also opened similarly improvised museums in the same year. The museum movement then spread rapidly to other parks.<sup>2</sup>

The swift spread of these activities led to the appointment of Ansel Hall as Chief Naturalist in 1923, with headquarters at Berkeley, California, to coordinate and direct the interpretative work being conducted in national parks. In 1924, working with Dr. Frank R. Castler, a New York physician, Hall organized a comprehensive plan of educational activities for the National Park Service and defined the objectives of the naturalist group.<sup>3</sup>

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<sup>1</sup>Carl Russell, 100 Years in Yosemite, 138-39; Shankland, op.cit., 258-59; Ise, op.cit., 200. The nature guide idea originated in Europe and was introduced to America by C. M. Goethe, who had been impressed by such work being conducted at Switzerland's "Lake of the Four Forest Cantons" prior to 1914.

<sup>2</sup>Russell, op.cit., 140-141; Shankland, op.cit., 259-61. A Park Naturalist Department was formally organized in Yosemite in 1922.

<sup>3</sup>Russell, op.cit., 141; Shankland, op.cit., 260, 262.

In 1923, Hall also drew the attention of Chauncey Hamlin, president of the American Association of Museums, to the possibilities opened up by the development of national park museums. Impressed, Hamlin induced the Laura Spelman Rockefeller Memorial to donate \$70,500 toward the construction of the permanent museum building for Yosemite, which was completed in 1925.<sup>1</sup> The Rockefeller Memorial Fund next gave \$10,000 toward a permanent museum in Grand Canyon and \$118,000 for a similar structure in Yellowstone in 1927. Other groups, also in 1927, donated an observatory and branch museum at Kilauea for Hawaii National Park, while a museum of stone age antiquities was given to Lafayette (Acadia) National Park.<sup>2</sup>

By 1925 the demand for trained naturalists to conduct the nature programs in the national parks had become so great, that the Yosemite School of Field Natural History was established that year under the leadership of Dr. Harold C. Bryant to produce the much-needed naturalists.<sup>3</sup>

The next step in the evolution of an educational program for national parks occurred in 1928, when utilizing funds donated for

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<sup>1</sup> Russell, op.cit., 141; Shankland, op.cit., 260; Ise, op.cit., 201.

<sup>2</sup> Ise, op.cit., 201, 237, 240; Shankland, op.cit., 261; Russell, op.cit., 142.

<sup>3</sup> Russell, op.cit., 143; Shankland, op.cit., 262-63.

this purpose by Rockefeller Memorial Fund, Secretary of the Interior Ray L. Wilbur appointed a committee of educators to study and advise on the broad educational possibilities of the national parks.<sup>1</sup> Reporting in 1929, the committee recommended that an educational branch, with headquarters in Washington, D. C., be established to direct and coordinate all educational programs. They further recommended that an "Educational Advisory Board of the National Park Service be set up on a permanent basis to advise the Director of National Parks on matters pertinent to educational policy and developments." Both of these suggestions were placed in effect by 1930.<sup>2</sup>

K. Private Lands (Inholdings) in National Parks

The Secretary of the Interior's letter of May 13, 1918, directed Mather to acquire private lands or inholdings located within the boundaries of the national parks. Mather found it extremely difficult to execute this policy because of the reluctance of Congress to appropriate funds for this purpose.

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<sup>1</sup> The members of this first educational committee were as follows: Dr. John C. Merriam, President of the Carnegie Institution of Washington, D.C., Chairman; Dr. Harold C. Bryant, Dr. Frank R. Oastler, Dr. Herman C. Bumpus, President of Tufts College, and Dr. Vernon B. Kellogg.

<sup>2</sup> Russell, op.cit., 142; Ise, op.cit., 199; Shankland, op.cit., 262.

As has been noted, Congress made its first appropriation for the purpose of buying private lands in national parks on July 1, 1916, when \$50,000 was voted to acquire the Giant Forest in Sequoia National Park.<sup>1</sup> Unfortunately, 11 years were to pass before Congress repeated such a grant.

Finally, in 1927, Congress made its second general appropriation: \$50,000, to be matched 50-50 by donated money, for the purchase of privately owned lands in parks. Congress made its third general grant of \$50,000 for the same purpose in 1928,<sup>2</sup> and, on May 18, 1928, also provided \$150,000 to be matched on a 50-50 basis by donated funds, for the specific purpose of acquiring inholdings in Yellowstone National Park.<sup>3</sup>

Finally, in March, 1929, shortly after Mather's resignation as Director, Congress allotted \$250,000 on a 50-50 matching basis for the general purpose of buying inholdings in National Parks, and also authorized the Secretary of the Interior to contract up to \$2,750,000 for land on a matching basis.<sup>4</sup>

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<sup>1</sup> Shankland, op.cit., 71; Ise, op.cit., 318.

<sup>2</sup> Ise, op.cit., 319.

<sup>3</sup> Ise, op.cit., 319; Laws Relating to the National Park Service, 40.

<sup>4</sup> Ise, op.cit., 319.

Mather also endeavored to solve the inholding problem by means of donation and exchange of lands. On July 1, 1916, Congress passed a law which authorized the Secretary of the Interior to accept donations of lands or rights of way in Glacier, Sequoia, and Yosemite National Parks.<sup>1</sup> On June 17, 1917, Congress extended the donation provisions to Crater Lake, Mesa Verde, Mount Rainier and Rocky Mountain National Parks.<sup>2</sup> Finally, on June 5, 1920, Mather secured from Congress a law that authorized the Secretary of the Interior to accept donations of patented lands, rights of ways, buildings, and moneys for all national parks and monuments.<sup>3</sup>

The policy of trading or exchanging privately owned lands within national parks for publicly owned lands or timber outside of the parks was instituted by Mather in 1917. On March 3 of that year Congress authorized the Secretary of the Interior to acquire private and state-owned lands located along roads in the scenic portion of the Glacier National Park by exchanging for dead, decadent, or matured timber of equal value on park-owned roads situated in the less scenic parts of the park, or, with the consent of the Secretary of Agriculture, to trade for timber of equal value on lands in national forests located in Montana.<sup>4</sup>

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<sup>1</sup>Laws Relating to the National Park Service, 52, 92, 147.

<sup>2</sup>Laws, 108, 116, 131, 157.

<sup>3</sup>Laws, 13.

<sup>4</sup>Laws, 148-149; Ise, 284.

In 1923, Congress passed a second law that permitted the Secretary of the Interior to exchange unreserved publicly-owned lands in Montana on an equal value basis, for privately-owned lands in Glacier National Park.<sup>1</sup>

In 1924 Congress authorized an exchange of 640 acres of privately-owned land within Bryce Canyon National Park for unreserved public land of equal value in Utah.<sup>2</sup> Timber trading for inholdings in Yellowstone National Park and public land outside the Park in Montana, with the joint consent of the Secretaries of Agriculture and Interior, was next authorized in 1926.<sup>3</sup>

In 1928 and early 1929, Congress passed two laws permitting the exchange of land and timber in Lassen Volcanic National Park.<sup>4</sup> Finally, in 1928 and early 1929, Congress also passed two laws authorizing the exchange of land and timber in Yosemite National Park, for the purpose of saving some 13,000 acres of privately-owned giant sugar pine.<sup>5</sup> Some progress was made under the donation and exchange laws, but the failure of Congress to provide appropriations to purchase inholdings in parks remained as a serious

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<sup>1</sup>Laws Relating to the National Park Service, 149-50; Ise, op.cit., 318-19.

<sup>2</sup>Laws, 260-61; Ise, op.cit., 247.

<sup>3</sup>Laws, 38-39.

<sup>4</sup>Laws, 194-95, 197; Ise, op.cit., 225.

<sup>5</sup>Laws, 98-99; Ise, op.cit., 337.

obstacle to major progress in this field during the Mather administration.

L. Management of Park Wildlife

In summing up Mather's policy toward the management of wildlife in national parks, John Ise has commented: "He did save some species of wildlife from decimation, or even perhaps from extinction; but he never was able to solve the problem of animal surpluses which soon emerged. He did not understand the balance of nature principle of wildlife; but," as Ise notes, "not many others understood it at the time."<sup>1</sup>

Mather kept hunters out of the parks and in 1916 employed two special rangers to kill predators, such as mountain lions, wolves, and coyotes, to protect the herds of park deer, bison, and elk. This policy of reducing the number of predators was carried out in many parks in this early period.<sup>2</sup> By 1919, due to overprotection, Yellowstone was confronted with the problem of surplus population among the deer and elk. In the heavy winter of 1916-17, between 25 and 30 per cent of the Yellowstone elk herd had perished, because the range was not sufficient to support such a heavy population.

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<sup>1</sup> Ise, op.cit., 322; Shankland, op.cit., 273-274.

<sup>2</sup> Ise, op.cit., 319; Shankland, op.cit., 269-270.

Thus the early heavy snow storms of the 1919-20 winter threatened to wipe out the remaining elk. In this emergency the National Park Service began winter-feeding the animals to save them from extinction. Congress supported this action in 1920 by making special appropriations of \$35,026 for fire fighting and feeding elk and bison in Yellowstone, with an additional \$8,000 more for hay, to pay for these emergency actions.<sup>1</sup>

Mather made similar efforts to save the California Tule elk from extinction. In this case he introduced a herd of 12 animals into Yosemite National Park in 1920. When finally relocated in Owens Valley, California, in 1933, this herd had increased to 27 animals.<sup>2</sup> One means adopted in the effort to reduce the large herds at Yellowstone was live-trapping. This method, authorized by Congress in 1923, was a difficult and dangerous task; under it, surplus game animals were removed to areas of scarcity, or donated to state parks and zoos. Live-trapping in practice, however, was never able to make any significant reduction in the size of the Yellowstone herds.<sup>3</sup>

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<sup>1</sup> Ise, op.cit., 205, 319-20; Shankland, op.cit., 86-87.

<sup>2</sup> Shankland, op.cit., 270-71; Russell, op.cit., 189, 191.

<sup>3</sup> Laws Relating to the National Park Service, 37; Ise, op.cit., 321.

The park wildlife problem therefore persisted throughout Mather's administration, and indeed, for years afterward. A start in the development of a more scientific wildlife research program began at Yosemite National Park in 1928, when George M. Wright, ranger and assistant park naturalist, instituted a series of biological research studies in that park. In 1929 Wright was placed on special field status so that he could organize a central unit of wildlife investigation to survey the Service-wide wildlife problems and also suggest a broad policy for wildlife management. A Wildlife Division on the Director's staff in Washington, D.C. was subsequently organized in 1933 as a result of Wright's work.<sup>1</sup>

M. Cooperation With State's Parks and Recreation

The Secretary of the Interior, in his letter of May 13, 1918, had instructed Mather to keep informed as to developments in the municipal, county and state park movements and to cooperate with these organizations.

Prior to this, and while still recovering from his illness, Mather had decided in March, 1918, to join in the project of creating a national conservation organization to preserve the great coastal redwoods of northern California, which were then

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<sup>1</sup> Russell, op.cit., 136, 190; Shankland, op.cit., 274. Most of this research work, 1929-1931, was entirely supported by donated funds provided by Wright himself.

being rapidly devastated by the lumber industry. The Save-the-Redwood League, founded in 1918 by John C. Merriam, then professor of paleontology at the University of California and later president of the Carnegie Institution of Washington, D.C.; Madison Grant, president of the New York Zoological Society; Henry Fairfield Osborn, president of the American Museum of Natural History; Newton B. Drury, a public relations man and later a Director of the National Park Service; and Mather, had as its two main objectives: (1) the acquisition for state park purposes of the best redwood acreage available along the northern coastal highway that was soon to be built from San Francisco to Oregon (this road is now U.S.101); and (2) to acquire as broad a spread of redwood forest as possible to form a Redwood National Park. In August, 1919, Mather, serving on the League Committee, personally led the first public fund raising drive through northern California.<sup>1</sup>

By the end of 1920 the Save-the-Redwoods League had acquired more than 4,000 members and collected some \$96,000, with which they purchased four redwood tracts in Humboldt County. In 1921 the League secured an appropriation of \$300,000 from the California State legislature for the acquisition of redwood land.<sup>2</sup>

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<sup>1</sup>Shankland, op.cit., 190-95; Ise, op.cit., 294-95; in 1918 only 5 small groves of redwoods were being preserved by private, local, state, and federal efforts.

<sup>2</sup>Shankland, op.cit., 197-98.

In 1927 the League also played a prime role in the establishment of a California State Park Commission.<sup>1</sup> The second objective of the Save-the-Redwood League, creating a Redwood National Park, has not yet been fulfilled.

In 1920 Mather called for a national conference of all people interested in park development, including city, county, and state parks as well as national parks. At that time there were only about 20 states that had any state parks at all, and only about half of these had anything that could be called a state park system.<sup>2</sup>

Having issued the invitation, Mather also arranged for the first such national convention, which met at Des Moines in 1921. Two hundred delegates representing 25 states and 84 towns attended this meeting. A permanent organization, called the National Conference on State Parks was established with John Barton Payne, Secretary of the Interior, as Chairman and Mather as Vice-Chairman.<sup>3</sup>

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<sup>1</sup> Shankland, op.cit., 199; Ise, op.cit., 295. Much of the planning work for the California State Park system was done by the landscape architect Frederick Law Olmsted, Jr. In 1928 the people of California next approved a \$6,000,000 bond issue to purchase land for state parks.

<sup>2</sup> Shankland, op.cit., 185.

<sup>3</sup> The National Conference on State Parks met subsequently almost every year. Mather served as Vice Chairman of this organization from 1921 to 1927, and as Chairman from 1927 to his death in 1930.

Mather informed the first Conference that the National Park Service intended to cooperate by: (1) providing a clearing-house for state park information; (2) by supplying fund-raising publicity; (3) by spotting state parks on National Park Service maps; (4) advising on administrative problems; (5) providing game for state parks from Yellowstone National Park; (6) assisting in the procurement of federal lands for state parks; and (7) assisting in timber preservation.<sup>1</sup>

In 1926 Congress granted the Secretary of the Interior the authority to withhold from entry all unreserved nonmineral land chiefly valuable for recreational purposes, and to sell or lease such lands to states, or to exchange them for other lands. Under this act, all mineral rights were reserved to the United States, and if the states failed to use them as parks for 5 years, the lands reverted to the federal government. In 1928 Congress gave some public land to Wisconsin for state park purposes.<sup>2</sup>

By 1930, 29 states are reported to have established state park agencies of one type or another.<sup>3</sup>

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<sup>1</sup> Shankland, op.cit., 186-88; Ise, op.cit., 295.

<sup>2</sup> Ise, op.cit., 296.

<sup>3</sup> Ise, op.cit., 295.

In May, 1924, the first National Conference on Outdoor Recreation met in Washington, D.C., at President Coolidge's request. This Conference, attended by 309 delegates from 128 organizations, also decided to organize as a continuing body.<sup>1</sup> Chief Forester William B. Greeley informed this meeting that recreation had become scarcely less valuable than timber production in national forests and was rising in value faster. In 1925 the National Conference on Outdoor Recreation, the American Forestry Association, and the National Parks Association cooperated through the Joint Commission on Recreational Survey of Federal Lands to study the recreational opportunities on all federal lands. In 1927, the Joint Subcommittee on Bases of Sound Land Policy, organized at a conference called by the Federal Societies on Planning and Parks, also took up the problem of land utilization in all its various aspects. The recreational use of public land, however, was to become a more important movement in the period after Mather's death.<sup>2</sup>

#### 7. End of the Mather Administration, 1929-30

On November 5, 1928, in his 61st year, Stephen Mather was stricken with paralysis. Aware that his active life was over,

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<sup>1</sup> Shankland, op.cit., 178.

<sup>2</sup> Isd., op.cit., 293-94; Shankland, op.cit., 178.

Mather chose Horace M. Albright as his successor. The second Director of the National Park Service assumed his new duties on January 12, 1929, almost 14 years to the day from the day when Mather had first taken on the National Park problems.<sup>1</sup>

In May, 1929, Mather left Washington D.C. for the last time and settled at the old Mather Homestead at Darien, Connecticut.<sup>2</sup> In November, 1929, he was removed to the Corey Hill hospital at Brookline, Massachusetts, where he died on Wednesday afternoon, January 22, 1930. Funeral services were held at St. Mark's Episcopal Church in New Canaan, Connecticut, and Mather was buried in the family cemetery at Darien on January 25, 1930.<sup>3</sup>

On January 15, 1930, a week before Mather's death, Representative Louis C. Cramton of Michigan arose in the House to "pay tribute to this outstanding figure in the public service who has sacrificed his money, his health, his time, his opportunity for wealth, in order that he might promote that which will mean so much to the people of this country in the future."<sup>4</sup> As a memorial

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<sup>1</sup> Shankland, op.cit., 284; Ise, op.cit., 321.

<sup>2</sup> Shankland, op.cit., 286; Mather's father, Joseph Mather, had purchased the Mather Homestead at Darien in 1887. The house had been built by Mathers in 1778 and has been in the family since that date. Shankland, op.cit., 13, 18.

<sup>3</sup> Shankland, op.cit., 287; Ise, op.cit., 321.

<sup>4</sup> Ise, op.cit., 321.

to Mather, it was decided to erect a total of 56 bronze plaques in the 23 national parks and 33 national monuments then comprising the National Park system.<sup>1</sup> The inscription on each of these plaques aptly sums up the contributions made by Mather during his 14 years of public service:

"He Laid The Foundation Of The National Park Service

Defining And Establishing The Policies

Under Which Its Areas Shall Be Developed And

Conserved Unimpaired For Future Generations.

There Will Never Come An End To

The Good He Has Done."<sup>2</sup>

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<sup>1</sup> Shankland, op.cit., 290. These bronze plaques are 30 by 35 inches. At the right, against a mountain background, is a Mather profile in bas-relief, facing a group of trees.

<sup>2</sup> Shankland, op.cit., 291.

Appendix I

U. S. Department of the Interior  
National Park Service:

	<u>Jan. 21, 1915</u>		<u>Jan. 12, 1929</u>	
	No. of Areas	No. of Acres	No. of Areas	No. of Acres
National Parks	11	4,457,940	20	5,878,025
Natl. Monuments	18	85,731	32	2,383,165.08
Reservations	2	1,460	0	-0-
<b>TOTALS</b>	<b>31</b>	<b>4,544,552</b>	<b>54</b>	<b>8,261,190.08</b>

Summary of Changes Jan. 21, 1915, to Jan. 12, 1929:

23 new areas added to National Park System and acreage increased by 3,728,060.28 acres.

Proposed National Park Additions under way by Jan. 12, 1929:

1. Grand Teton National Park (added Feb. 26, 1929).
2. Great Smoky Mountains National Park (added June 15, 1934).
3. Shenandoah National Park (added Dec. 26, 1935).
4. Mammoth Cave National Park (added July 1, 1941).

Appendix II

National Parks, Monuments and Reservations Administered by U. S.  
Department of Interior.

	<u>January 21, 1915</u>	<u>Established</u>	<u>Acres</u>
<u>National Parks</u>			
1. Crater Lake, Oregon	1902		159,360
2. General Grant, California	1890		2,560
3. Glacier, Montana	1910		981,760
4. Mesa Verde, Colorado	1906		49,280
5. Mount Rainier, Washington	1899		207,360
6. Platt, Oklahoma	1906		853
7. Sequoia, California	1890		161,280
8. Sully Hill, North Dakota	1906		768
9. Wind Cave, South Dakota	1903		10,240
10. Yellowstone, Wyoming-Montana-Idaho	1872		2,142,720
11. Yosemite, California	<u>1890 &amp; 1906</u>		<u>720,000</u>
TOTAL Number, 11 Parks	1915		4,445,940

	<u>January 1915</u>		
<u>National Reservations</u>			
1. Hot Springs, Arkansas	1878		989
2. Casa Grande Ruin, Arizona	<u>1892</u>		<u>480</u>
TOTAL Number, 2 Reservations			1,460

	<u>January 1915</u>		
<u>National Monuments</u>			
1. Chaco Canyon, New Mexico	1907		20,629
2. Colorado, Colorado	1911		13,883
3. Devils Tower, Wyoming	1906		1,152
4. El Morro, New Mexico	1906		160
5. Gran Quivira, N.M.	1909		160
6. Lewis and Clark Cavern, Montana	1908		160
7. Montezuma Castle, Arizona	1906		160
8. Muir Woods, California	1908		295
9. Mukuntuweap, Utah	1909		15,840
10. Natural Bridges, Utah	1908		2,740
11. Navajo, Arizona	1909		360
12. Papago Saguaro, Arizona	1914		2,050
13. Petrified Forest, Arizona	1906		25,625
14. Pinnacles, California	1908		2,080
15. Rainbow Bridge, Utah	1910		160
16. Shoshone Cavern, Wyoming	1909		210
17. Sitka, Alaska	1910		57
18. Tumacacori, Arizona	<u>1908</u>		<u>10</u>
TOTAL Number, 18 Monuments	1915		85,731

Grand Total, 31 Areas - January 21, 1915 . . . . . 4,544,552

Appendix III

National Park System - January 12, 1929.

National Parks and Monuments, added January 21, 1915 - January 12, 1929.

National Parks, January 21, 1915: Total, 11 Parks with 4,445,940 Acres.

<u>New National Parks</u>	<u>Established</u>	<u>Acres</u>
1. Bryce Canyon	June 7, 1924 & Feb. 25, 1928	14,080
2. Grand Canyon (1)	Feb. 26, 1919	645,760
3. Hawaii, T. H.	August 1, 1916	158,720
4. Hot Springs, Arkansas (2)	March 4, 1921	960
5. Lafayette (Acadia), Maine	July 8, 1916 - Feb. 26, 1919	7,680
6. Lassen Volcanic, California (3)	Dec. 6, 1916	79,360
7. Mount McKinley, Alaska	Feb. 26, 1917	2,645
8. Rocky Mountain, Colorado	Jan. 26, 1915	220,160
9. Zion, Utah (4)	Nov. 19, 1919	76,800
Mount Rainier, Washington	Enlarged May 28, 1926 by	640
Sequoia, California	Enlarged June 3, 1926 by	<u>225,280</u>
TOTAL Acreage Added to January 1929		1,432,085

Total Parks, January 1929: 20 Parks with 5,878,025 Acres.

- (1) Grand Canyon first established as N.M. in 1908 with 806,400 acres, under Department of Agriculture.
- (2) Hot Springs first established as Interior Reservation in 1878.
- (3) Lassen Volcanic first established as Lassen Peak N.M. - 1,280 acres, and Cinder Cone N.M., - 5,120 acres in 1907 under Dept. of Agriculture.
- (4) First established as Mukuntuweap N.M. with 15,200 acres in 1909, under Department of Interior.

17 National Monuments in 1915 - with 69,891 acres.<sup>1</sup>

New National Monuments added to January 12, 1929:

<u>National Monuments</u>	<u>Established</u>	<u>Acres</u>
1. Aztec Ruins, New Mexico	Jan. 24, 1923	17.2
2. Capulin Mountain, New Mexico	Aug. 9, 1916	681
3. Carlsbad Cave, New Mexico	Oct. 25, 1923 (became a Nat'l. Park in 1930)	719.22

<sup>1</sup>

One Monument and 15,840 acres have been deducted from the 1915 totals for Mukuntuweap, which became Zion National Park in 1919.

<u>National Monuments (Cont'd.)</u>	<u>Established</u>	<u>Acres</u>
4. Casa Grande, Arizona <sup>1</sup>	Aug. 3, 1918	472.50
Chaco Canyon, New Mexico	Enlarged 1928 by	880.40
5. Craters of the Moon, Idaho	May 2, 1924	51,200.00
6. Dinosaur, Utah	Oct. 4, 1915	80
El Morro, New Mexico	Enlarged 1917, by	80
7. Fossil Cycad, South Dakota	Oct. 21, 1922	320
8. Glacier Bay, Alaska	Feb. 26, 1925	1,164,800
Gran Quivira, New Mexico	Enlarged 1919, by	400
9. Hovenweep, Utah-Colorado	March 2, 1923	285.8
10. Katmai, Alaska	Sept. 24, 1918	1,087,990
Muir Woods, California	Enlarged 1928, by	128.20
Papago Saguaro, Arizona	Reduced 1930, by	109.57
Pinnacles, California	Enlarged 1923, 1924, by	899.06
11. Pipe Springs, Arizona	May 31, 1923	40
12. Scotts Bluff, Nebraska	Dec. 12, 1919	1,893.83
13. Verendrye, North Dakota	June 29, 1917	253.04
14. Wupaki, Arizona	Dec. 9, 1924	2,234.10
15. Yucca House, Colorado	Dec. 19, 1919	<u>9.6</u>
TOTAL, 15 New National Monuments Added . . . . .		2,313,274.08

Total National Monuments on Jan. 12, 1929 - 32 Monuments with 2,383,165.08 acres.

Grand Total, 1929, in National Park System: 54 areas with 8,261,190.08 acres.

Between 1915 and January 1929 there were also 16 other National Monuments established with a total of 74,944.01 acres, that were administered by the Department of the Agriculture and the War Department (see Appendix V).

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<sup>1</sup>  
 Changed from an Interior Reservation with 480 acres in 1915.

Appendix IV

Source: Bureau of the Census, U.S. Department of Commerce, Historical Statistics of the United States, 1789-1945 (Washington, D.C., 1949), 119.

National Park System 1915-1929

<u>Year</u>	<u>Acres Administered by National Park System</u>	<u>Visitors to National Parks Per Travel Year (1)</u>
1916	4,746,000	358,000
1917 *	4,863,000	491,000
1918 *	4,924,000	452,000
1919	5,537,000	812,000
1920	5,540,000	1,058,000
1921	5,540,000	1,156,000
1922	5,540,000	1,189,000
1923	5,541,000	1,453,000
1924	5,567,000	1,619,000
1925	5,569,000	1,991,000
1926	5,785,000	2,277,000
1927	5,814,000	2,757,000
1928	5,862,000	2,942,000
1929	6,038,000	3,134,000
1930	6,237,000	3,153,000

(1) Travel year is October 1 - September 30. Estimates for 1915 travel year are 334,799 people.

\* (World War I)

Appendix V

Other National Monuments established 1913-1929, and under jurisdiction of Department of Agriculture and War Department.

<u>Name</u>	<u>Established</u>	<u>Agency</u>	<u>Original Acreage</u>
1. Cabrillo, California	1913	War Dept.	0.50
2. Walnut Canyon, Arizona	1915	Agriculture	960.00
3. Bandelier, N.M.	1916	Agriculture	22,400.00
4. Old Kasaan, Alaska	1916	Agriculture	38.00
5. Lehman Caves, Nevada	1922	Agriculture	639.31
6. Timpanogos Cave, Utah	1922	Agriculture	250.00
7. Mound City Group, Ohio	1923	War Dept.	57.00
8. Chiricahua, Arizona	1924	Agriculture	4,287.10
9. Castle Pickney, S. C.	1924	War Dept.	3.50
10. Fort Marion, Florida	1924	War Dept.	18.09
11. Fort Matanzas, Florida	1924	War Dept.	1.00
12. Fort Pulaski, Georgia	1924	War Dept.	20.00
13. Statue of Liberty, N.Y.	1924	War Dept.	2.50
14. Meriwether Lewis, Tenn.	1925-1927	War Dept.	300.00
15. Father Millet Cross, N.Y.	1925		0.01
16. Lava Beds, California	1925	Agriculture	<u>45,967.00</u>
TOTAL, 16 National Monuments . . . . .			74,944.01

