

# OUR HERITAGE





# Our Heritage

A PLAN FOR ITS  
PROTECTION AND USE



**“MISSION 66”**

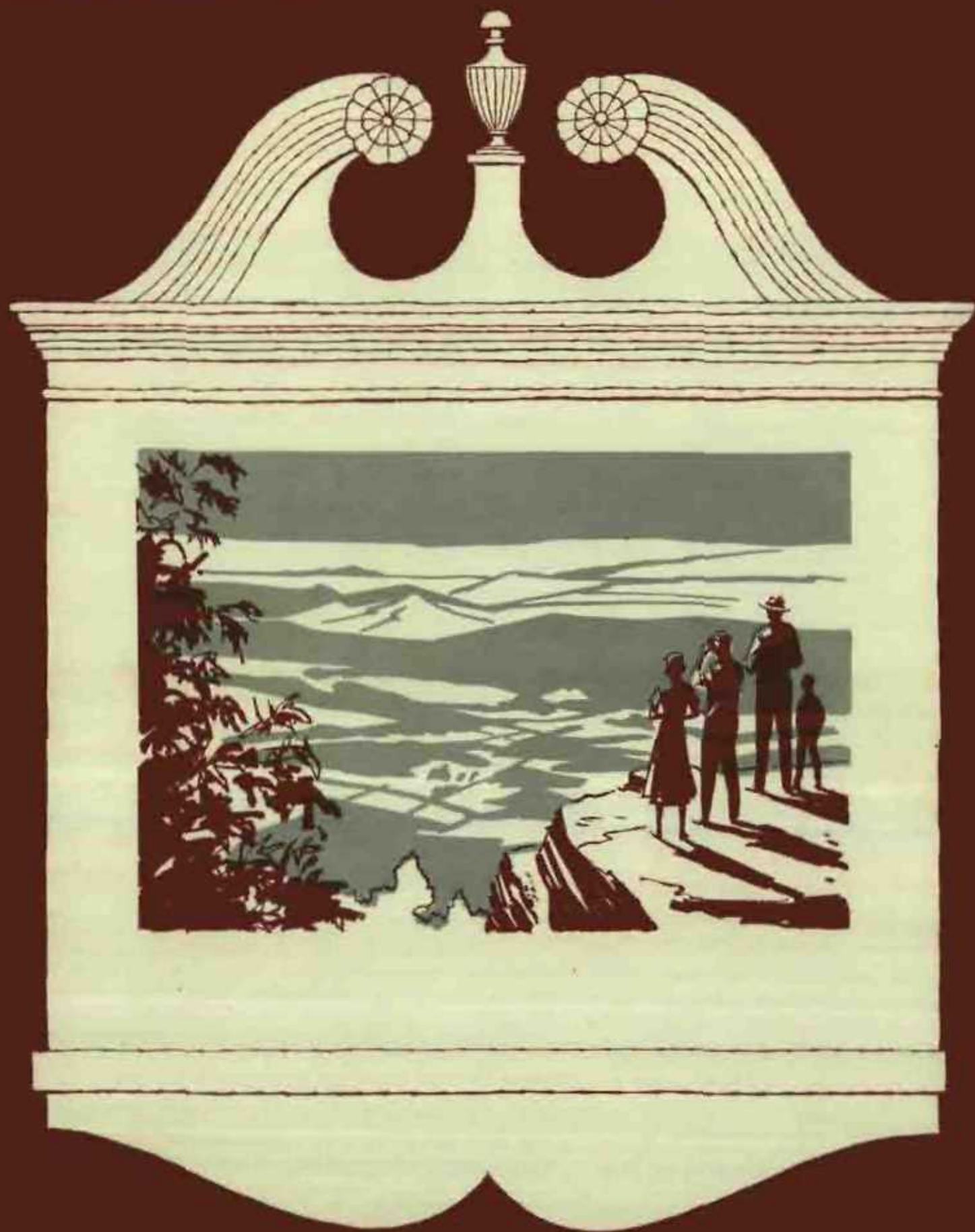


NATIONAL PARK SERVICE

DEPARTMENT OF THE INTERIOR

WASHINGTON 25, D. C.







All Americans, whoever and wherever they may be, share in that great heritage which is represented by our National Park System—our scenery and our historic shrines. As our vacation lands, they bring enjoyment and refreshment of mind, body and spirit to millions of Americans each year.

But today grave problems beset that heritage. What those problems are, and how they can be solved by prompt and vigorous actions are outlined in this booklet.

The Department of the Interior, charged by Congress with preserving and protecting our heritage for the benefit and enjoyment of this and future generations, has taken the essential first steps toward solution of these problems with a comprehensive, forward looking program developed by the National Park Service. This program is outlined in later pages.

For a moment, however, let's consider our National Park System, just as it is today.

Almost everyone knows a little something about the National Park System. But only a relative few know the whole story. How important is it? Just what does it mean to Mr. and Mrs. America and their children?

### **it is the history of america**

If Mr. and Mrs. America and their youngsters could but journey through the whole System from site to site, they would gain a deep understanding of the history of their country; of the natural processes which have given form to our land, and of men's actions upon it from distant prehistoric times.

The Grand Canyon, Glacier, Yosemite, Yellowstone, Great Smoky Mountains, Acadia, Dinosaur—these and many others exemplify the slow processes which have carved and shaped the landscape in superlative fashion, and clothed it with plant and animal life.



The cliff dwellings and mesa-top pueblos of Mesa Verde and a score of other sites in the Southwest; the effigies of Effigy Mounds; and the 10,000-year-old relics of Ocmulgee give us glimpses of peoples who lived here long before the coming of the first European.

In the System lies the whole range of our colonial and national history. There are early Spanish forts in Florida and Puerto Rico, and old Spanish missions in New Mexico and Arizona. Fort Raleigh commemorates the first English attempt to settle the New World; and not far away is Jamestown, where English settlement succeeded.





Independence Hall and its surroundings, where a Nation was born and where its Constitution was written is one—and perhaps the most significant—of the many hallowed places included in the System. On the battlefields of Yorktown, Saratoga, Gettysburg and Vicksburg, at quiet Appomattox, at Fort McHenry and Fort Pulaski, one can gain a new sense of American valor and courage.

These and scores of others, including

the park system of our nation's capitals comprise the National Park System, owned by all Americans, a priceless part of the American heritage.

The benefits of the System increase as our leisure time increases; as open spaces available for public recreation decrease; as more and more of the natural scene disappears before the march of commerce and industry and the increase of our population.

### **a national resource**

The National Park System is a national resource—natural, historical, cultural. Like other resources, it has meaning and value only when converted into products useful to man.

Parks differ from other resources chiefly in the nature of their "products." Others yield material things. But parks yield the great cultural and inspirational products of knowledge, refreshment, and aesthetic enjoyment equally needed by all people.

Yet the Park System makes a direct and great contribution to the American standard of living, and to the national economy.





The American Automobile Association calls the National Parks the primary touring objective of the American public—a public which spends billions of dollars for its travel, benefiting many parts of the economy.

In 1954, visitors to Grand Canyon National Park spent over \$10,663,000 in and near the park, and over \$116,000,000 on the trips which included their visits to it. An earlier survey showed that Yellowstone visitors spent over \$20,000,000 in and near the Park in a single year. This story is repeated throughout the National Park System.

These facts mean two things: first, many large and small enterprises throughout the land benefit from preservation and proper use of the National Parks; and, second, that the System more than pays its own way in relation to the national budget.

Fortune Magazine says that leisure time spending is fast becoming a major dynamic factor in the national economy. National Park travel contributes greatly to this.

And as for contributions to the government budget, consider again the figures from just a single Park, and then recall that there are 181 different sites in the System. Since about one quarter of every dollar ultimately finds its ways into taxes, government tax agencies received about \$29,000,000 from the \$116,000,000 spent by that one group of Park visitors.

The unique paradox of the National Parks is this: To the extent that we preserve them, to the extent that we use them for their own inherent, non-commercial human values, to that same degree do they contribute their part to the economic life of the Nation.

## the problem

But at this moment, the "physical self" of the National Park System is in considerable danger of deteriorating so far that the effect could be as bad as direct consumption.

The problem is simply this: the National Parks are neither equipped nor staffed to protect their irreplaceable features, nor to take care of the increasing millions of visitors.

It would be possible, at very great cost, to delay rebuilding roads until they had completely broken down, or to wait to construct new buildings until old ones collapsed—but where inadequate protection and lack of proper roads or walkways allows too many feet to wear away a unique geological formation; where lack of supervision permits





thoughtless people to chip away "souvenirs" from the wall of an old fort; where crowding pushes people against priceless Indian ruins and causes them to collapse; where lack of sufficient personnel may allow forest fires to destroy stands of virgin forest—no money can ever repair the damage. The features are lost forever to ourselves, our children and the generations to come.

Wear and abuse of park lands are brought about simply by the crowding of people beyond the capacity of lodges and campgrounds, roads and trails. Natural features are vandalized and destroyed; ruins and natural formations worn away.

Visitor accommodations are inadequate, outmoded, and many are in a state of disrepair. As a result, some visitors are forced to sleep on the ground and in their cars, to pay more for lodging than they can afford, or to depart in frustration.

Many of the roads, designed for another travel era, are badly clogged with today's automobiles.

Visitor enjoyment is lessened by



masses of people who crowd to the same spot to see the same view at the same time—and many visitors leave with curiosity unsatisfied, enjoyment and appreciation incomplete—all because the National Park Service does not have the facilities nor the personnel to help the visitors know and comprehend what it is they see.

Many wonder why their Government displays American treasures in a manner not in keeping with their greatness.





Many National Park Service employees and their families are compelled to live in quarters little better than slums.

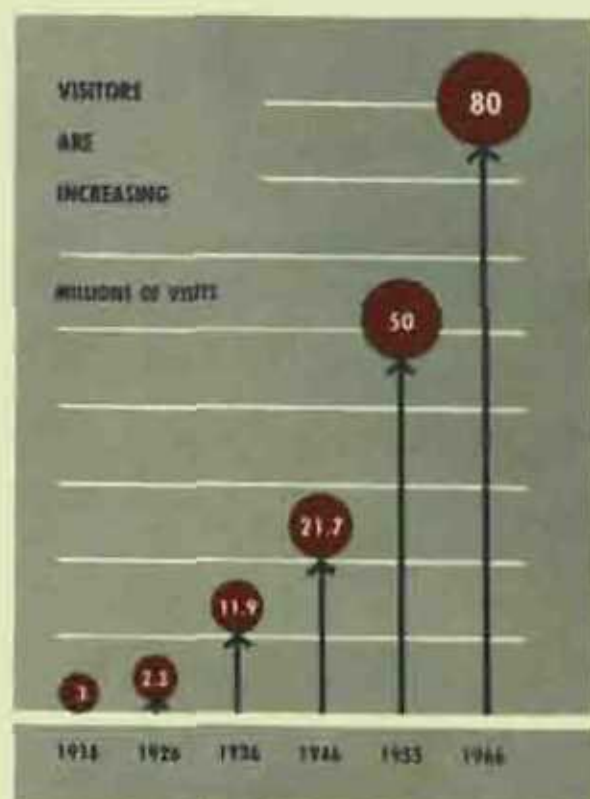
Park visitation doubled every ten years up to 1946 and has climbed even more rapidly since World War II. This is not merely an aftermath of war; it is a deep-seated thing, a revival of interest in the out-of-doors, coupled with the benefit of an expanding economy.



The National Park System that we have today was developed to care for the 21,000,000 visitors of 1941—but in 1955 the System had to cope with over 50,000,000.

During World War II, the Korean conflict, and the cold war period, the National Park Service, of necessity, had to curtail all along the line. As a result, the Service and the concessioners were unable to modernize and expand, and the facilities today are insufficient, outmoded, and are wearing out.

After fifteen years of patching, and then placing patches on the patches, there is no longer room for makeshift solutions.



## "mission 66"

Moving to meet this challenge, the National Park Service in 1955 took an unprecedented step. With the approval of the Secretary of Interior, Director Conrad L. Wirth drew key people from many parts of the Service and organized them to plan a forward-looking program—"MISSION 66"—to bring the National Park System up to the standards which the American people want and have a right to expect. Members of the group, and all

who had suggestions to offer, were instructed that they might disregard precedent, policy and present operating and management procedures. They were told to remember only the fundamental purpose of national parks, and on this basis to develop operating and development plans that would best meet the problem of park use today and in the future.

The program to which scores of Service employees contributed valuably, appears in the next section of this booklet. How conclusions were reached is briefly discussed in the final pages.

## THE MISSION 66 PROGRAM







lanned to get under way promptly when authorizations are received, the MISSION 66 program is geared to reach completion by 1966—that year because it will take that long to get everything done on a sound dollar basis; that year because 1966 will mark the 50th anniversary of the establishment of the National Park Service.

The objective is to give the American people on this golden anniversary a park system adequate in all ways necessary for their enjoyment and inspiration—a park system so developed, managed and used that our children and our children's children will enjoy the values of this, their estate.

The program is in accord with views expressed by all recent Presidents of the United States. In the 1956 State of the Union Message to the Congress, President Eisenhower said: "I wish to re-emphasize the critical importance of the wise use and conservation of our great natural resources of land, forests, minerals and water, and their long-range development . . ." He also said: "During the past year the areas of our National Parks have been expanded, and new wildlife refuges have been created. The visits of our people to the parks have increased much more rapidly than have the facilities to care for them. The Administration will submit recommendations to provide more adequate facilities to keep abreast of the increasing interest of our people in the great outdoors."

The following eight objectives, to be accomplished within the limitations of the principle that preservation of park resources is an absolute requirement, comprise the basic elements of the MISSION 66 program:

1. Provide additional accommodations and related services of types adapted to modern recreational needs within and near the parks, through greater participation of private enterprise.

2. Provide the government-operated facilities needed to serve the public, to protect the park resources, and to maintain the physical plant.

3. Provide the services which will make the parks more usable, more enjoyable, and more meaningful, and thereby improve the protection of the parks through visitor cooperation.

4. Provide operating funds and field staff required to manage the areas, protect the resources, and provide a high standard of maintenance for all developments.

5. Provide adequate living quarters for the field employees of the Service.

6. Acquire lands within the parks and such other lands as are necessary for protection or use, acquire the water rights needed to insure adequate water supplies, and extinguish grazing rights and other competing uses.

7. Institute a coordinated nationwide recreation plan to produce a system of recreational developments by each level of government; Federal, State and local, each bearing its proper share of the expanding recreational load.

8. Provide for the protection and preservation of the wilderness areas within the National Park System and encourage their appreciation and enjoyment in ways that will leave them unimpaired.



The principles of development, management and use upon which the accomplishment of these objectives will be based are set forth as Guide Lines later in this booklet.

In moving ahead toward these eight objectives, the Park Service recommends that facilities be provided in sufficient quantity to keep abreast, and even slightly ahead of, visitor requirements, and such facilities should be of kinds that conform to modern travel and recreational habits of park users.

It is very important that all aspects of development and operation go forward together, and in balance. Piecemeal, unbalanced and unintegrated development and staffing are responsible for much of the National Park Service's difficulties. Provision for just one year at a time and the spreading of funds in small amounts to a great variety of projects is a highly uneconomical way to carry forward any development program.

Economical use of funds, and balanced and integrated development can be obtained only by changing to the "package" approach to include planning, development and staffing. MISSION 66 is a 10-year program based upon the expectation of being able to proceed in just that way—to the vastly greater benefit of the parks and those who use them, and at materially less cost than present procedures permit.

To go forward with such a major program will require money—money which will be well spent to protect and preserve our heritage.

FISCAL YEAR	OPERATING THE SYSTEM	CAPITAL IMPROVEMENTS	TOTAL
1957	\$22,888,000	\$43,350,000	\$66,238,000
1958	25,704,500	48,090,000	73,794,500
1959	28,193,600	48,090,000	76,283,600
1960	30,201,700	48,090,000	78,291,700
1961	31,343,100	48,090,000	79,633,100
1962	32,738,600	48,090,000	80,828,600
1963	33,820,800	48,090,000	81,910,800
1964	34,633,100	48,090,000	82,723,100
1965	35,172,200	48,090,000	83,262,200
1966	35,490,000	48,090,000	83,580,000
TOTAL COST TO YR. PROGRAM	\$310,383,600	\$476,160,000	\$786,543,600



Based on careful planning, and allowing only for efficient and economical operations, a schedule of money requirements has been developed, covering each fiscal year from 1957 through 1966. The schedule appears here in table form.

## private enterprise cooperation

The National Park Service will seek the help of private enterprise in developing more lodging and dining facilities both inside and outside the parks.

Private enterprise also will continue to be invited to provide utility services where such arrangements promise economies or improved service.

Private enterprise will be encouraged to provide trailer campgrounds where demand and prospective income are sufficient to justify the investment or may reasonably be expected to become so.

Not all areas administered by the Service require concession operations. But in the large, scenic parks of the West, distant from communities which provide lodging and dining services, concessions are so important as to be a necessity.

Concession facilities in the National Park System were becoming outmoded before World War II because of changing travel habits, but they were reasonably adequate. That is no longer true, though the cost value of concessioners' fixed assets has risen from \$30,000,000 to \$37,000,000 since the War. That 23% rise in assets produced only 16% more lodging, because of rising construction costs.

In the 26 parks that need more lodgings today, overnight capacity is 23,797 as against an average of 89,660 visitors per day during peak months—a ratio of 1 to 3.8. Assuming that visitor totals for all areas will be about 80,000,000 by 1966, proportional overnight capacity in the 26 parks will have to be increased by 16,300 to maintain even the present unsatisfactory ratio. To make the ratio a more reasonable 1 to 3 so that fewer



people will be turned away, the increase should be 28,000.

The cost of this additional capacity could hardly be less than \$50,000,000. About three-quarters would be provided by concessioners; the remaining quarter would have to be supplied by the Government for roads, walks, parking spaces, water lines, power lines and sewage disposal systems.

The concessions problem is almost wholly one of lodgings; it arises principally from the difficulty of recovering original in-





vestment and making a fair profit on investment when construction costs are high, seasons are short, and the public is seeking low-rental accommodations.

Concessioners expect their operations to return a reasonable profit; they can continue in business only if they do make a profit.

But lodging must be made available, and therefore the National Park Service will make every effort to find ways whereby concessioners may find it desirable to provide the extra facilities needed. An effort is already being made to have concessioners qualified under an existing Federal loan agency to obtain loans for necessary new construction.

## government operated facilities

Many facilities need attention and additions—and of great importance among these are the roads and trails.

The MISSION 66 program does not contemplate the construction of extensive additional road mileage in the National Park System. Neither is it a program for such modernization as will convert existing park roads into speedways.

The guiding principle has been and still is that, as a rule, sufficient roads will be provided to take the motorist to a fair assortment of interesting or distinguished features. These roads will be supplemented by good trail systems so that visitors who wish to do so can savor the wilderness that still comprises all but a small percentage of the area of any of the major parks.

With rare exceptions, road mileage added during the past ten years or now con-





templated falls in the newer areas. Approximately 90% of the money needed for park roads from now to 1966 will be required for reconstruction and realignment. Roads will be designed to increase safety and pleasure.

Much present mileage follows the routes of roads built when traffic was still by horse-drawn vehicles. Until funds for park roads were provided under the 1954 Federal Aid Highway Act, only relatively small amounts were available for modernization; most of the money had to be spent on such patch-up activities as resurfacing roads either badly located for today's demands or without adequate foundations—a highly uneconomical process.

An integral part of the MISSION 66 road program will be the provision of needed signs, markers and exhibits, and of necessary turnouts, parking spaces and overlooks for safe and satisfactory use of them.

Some 2,000 miles of road construction—including reconstructed and relocated roads—costing \$156,500,000 to build, will be needed by 1966. About 300 miles will be additional road mileage.

During the 9 years starting with fiscal year 1958 and ending with fiscal year 1966, \$16,000,000 will be needed annually for adequate progress on this program, including trails.

Among the trails needing improvement are the close-in trails which lead from convenient parking areas to places of special interest, and over routes and to vantage points from which outstanding scenes are visible. Improvements will increase safety, visitor convenience, and protection of the features displayed.

Fortunately, there is no need to increase the total back-country trail mileage. In fact, improvement of some sections of existing trail and construction of connecting links are expected to reduce the total mileage requiring heavy maintenance.



Some of the trails of the western parks are essentially as they were when first beaten by sheep and cattle men or hunters. They are seldom properly located, and often much too steep. New trails, forming connecting links between existing arterial trails, are needed to permit shorter loop trips and to scatter use more evenly throughout the back country.

The MISSION 66 program totals approximately 1,500 miles of trail construction.

National Parkways, which are in truth simply narrow, elongated parks bearing a road as a major feature, will all be substantially completed, or changed in custody or



character, by 1966. Completion is planned of all but minor portions of four Parkways—Blue Ridge, Foothills, George Washington Memorial, and Natchez Trace. Maryland and the District of Columbia are being asked to take over responsibility for the Baltimore-Washington and Suitland Parkways. Colonial Parkway will be completed by 1957 with contracts already authorized. And the land of the Chesapeake and Ohio Canal Parkway, on which no road work has been authorized, will be recommended for non-parkway status.

### visitor information facilities

Construction of a number of visitor information facilities is being recommended—visitor centers, campfire circle developments, informational and interpretive displays and devices, outdoor exhibits and signs and markers.

One of the most pressing needs, and one of the most useful facilities for helping the visitor to see the park and enjoy his visit, is the visitor center.

The typical visitor center provides information service, publications, maps, general exhibits on the park, comfort stations and public telephones; and it is manned by uni-

formed personnel. It is, in fact, the center of the entire information and public service program for a park.

The MISSION 66 program plans the construction of 109 visitor centers needed within the next ten years.

More campfire circles are also planned. Because they are "in the park atmosphere," because they are fun, and because they offer a pleasant and profitable way to spend the evening, the campfire gatherings have steadily gained in popularity. They are perhaps the most effective meeting place of the Service with the visitor; they are also a most useful occasion for securing cooperation in good park use.

Facilities are simple. For small groups only a fire pit and logs or rocks to sit on may be needed. For larger numbers it becomes necessary to arrange seating in somewhat more orderly fashion—usually logs or benches in semicircles—and to provide a speaker's stand and the means of projecting slides or motion pictures.

Campfire circles and amphitheaters needed within the next ten years total 96.

An important part of the information and interpretation services is offered by dis-





plays and exhibits, in ranger stations, small wayside museums, and other buildings. These exhibits must be kept up-to-date, and replaced as they become outmoded or shopworn.

Much present material of this kind was installed prior to World War II and needs replacement; and in many places needed displays and exhibits are completely lacking.

During the next ten years, nearly all existing displays and exhibits should be replaced or revised, and a considerable number of new ones installed.

In addition to exhibits in buildings, signs, markers and exhibits along the roads and trails are an excellent way to satisfy some of the curiosity of the traveler. MISSION 66 provides these as integral and necessary parts of each complete road or trail, on the basis of this principle:

Scientific features, historic structures and objects, and the natural landscape with all its elements will be used as exhibits in the interpretive presentation of any area. Interpretive possibilities will be a major determinant in the choice of road and trail routes; and road and trail development will include facilities needed for effective interpretation.

## **campgrounds and picnic sites**

The campground problem of the National Park Service is primarily one of providing tent camping space in locations reachable by automobile; secondarily, but to an increasing extent, of providing space for trailer camping—something that is a far cry from the old concept of camping.



Use of the National Parks generally is overwhelmingly family use and this is particularly true of the use of campgrounds throughout the National Park System.

Camping is a form of free overnight accommodations, so that where it is provided, it is possible for thousands of families of limited means, who could not afford to occupy even the least expensive rented accommodations, to remain in a park for several days.

Wilderness-type camping offers those who participate in it probably the best park experience obtainable, and the National Park Service will continue to encourage it. However, it already poses certain problems.

Camping spots in the back country which are especially attractive or which are strategically situated along routes of trail travel are bringing concentrations of campers at the height of the summer season which require, or will require, at least simple toilets, the provision of safe water supplies, and better means of trash disposal. Fortunately, even by 1966 it is believed that the capital outlay required for such facilities will be small.

In the campgrounds throughout the National Park System which are reached by





road, there are approximately 12,000 campsites. Most of the campgrounds are often seriously crowded.

Probably at least 25,000 campsites will be needed by 1966; and further increases thereafter will have to be planned for.

Trailer camp sites, as mentioned earlier, will be provided through concessioners as far as possible.

Adequate and well spaced picnic areas and lunch grounds are included in this development program where needed to serve the convenience of visitors. The provision of more such areas will also localize use and will minimize impairment of landscape, the danger of fire, and the cost of supplying water and sanitation.

## reconstruction and care of historic structures

In the National Park System are approximately 340 historic structures of many kinds. In addition, the Service is guardian of the finest and most distinguished ruins of

structures erected by early inhabitants of our country. These impose on the Service an immense responsibility to keep them in repair; to reconstruct those which are beyond repair but which are important enough to justify rebuilding; and to stabilize against further deterioration those structures—principally prehistoric ruins—when reconstruction is inadvisable.

Annual development programs of the Service must include provision for an orderly program of overcoming a large backlog of several millions of dollars in this category of work. The MISSION 66 program contemplates accomplishing this at the rate of \$1,000,000 a year.





## other construction needed

Area management, maintenance and protection require a great many different types of buildings and other facilities, apart from those used directly by the public. These include administration buildings, ranger stations, park entrance stations, patrol cabins, warehouses and shop facilities, fire towers, and the like. Examples are mentioned below to indicate the scale of the program.

Some field areas now have no administrative buildings whatsoever; necessary office work is being performed in living quarters, or in makeshift buildings. More than fifty administration buildings are included in this program—new construction as well as rehabilitation and expansion of existing facilities.

Field surveys show needs for 76 new district ranger stations and 102 new stations at park entrances. In addition, approximately 800 other buildings are needed. The rehabilitation and reconstruction of 225 ranger stations, shops, storage and warehouse buildings is proposed.

To provide water supply for the parks, some \$20,000,000 will be needed. And over 300 sewerage systems are needed, ranging from a simple unit costing \$1,500 in one area to 34 separate systems totalling \$1,200,000 in another.

A multitude of other types of construction must be undertaken—communications facilities, comfort stations, boundary fencing, landscaping, screen planting, docks and marinas, beaches, barns and corrals, for instance.



## managing and operating the system

The success of the Service in discharging its responsibilities rests almost wholly on the effectiveness of management at the area level.

The park staffs serve as the first line of defense against threats of destruction of park resources and facilities. They act as official hosts to Mr. and Mrs. America—to all the millions of guests each year; they look after the comfort and safety of visitors; and they make possible maximum understanding and enjoyment.

In parks with relatively large staffs, a considerable degree of specialization in functions performed by employees is possible—but not in a smaller or less visited area where the staff is small. There, an employee may find it necessary to greet and guide visitors, clean a comfort station, paint a building, dispose of garbage, repair a road or a road-grader, and write reports.











Personnel needs are not determinable simply by a mathematical formula based on visitor totals or the size of the area. The nature of the protection and operations problems and the kinds and extent of visitor services necessary are other major factors that must be considered.

The ratio of National Park Service employment to visitor numbers will decrease



with the complete development of the right kinds of facilities, with the increased use of self-service interpretive methods, and with greater utilization of the resources of private enterprise for utilities, repair, supply, and research services.

The ratio of seasonal to permanent employees will increase, as will the average length of seasonal employment.

Any park having daily, year-round use should be sufficiently staffed to assure the

presence of a Service representative at all times, not just when temporary personnel is hired in peak seasons. In any park, at least three year-round employees are necessary for essential visitor services, park protection, and necessary maintenance.

## visitor services

The extent to which public use of the National Park System can safely increase is largely dependent upon an effective program of visitor services.

If the impact of 50,000,000 visitors creates serious preservation problems, 80,000,000 visitors obviously will create far more. These problems multiply when travel includes more city-bred people unfamiliar with wilderness ways; more children and more older people requiring special attention; more people whose rising level of education demands more knowledge and guidance; and more citizens accustomed through the press, radio, television and motion pictures to the professional and graphic presentation of knowledge.

This changing, growing body of visitors holds in its hands the future of the National Park System.

If these visitors appreciate and understand the National Parks, and use them with wisdom and restraint, the parks can benefit great numbers of people and still be passed on unimpaired. On the other hand, if these visitors do not understand the parks; if they yield to habits of litter, vandalism, and abuse of public property; and particularly if they attempt to use them in ways inconsistent with their high purpose, the parks will inevitably deteriorate and ultimately be lost.



The information and interpretation program helps visitors enjoy the parks and use them wisely. This phase of park presentation deserves greater emphasis than has been possible in the past.

## ranger services

The park ranger in uniform is the National Park Service symbol of public service and assistance to visitors.

While the primary job of the park rangers is to protect park values and the public, they also man entrance and ranger stations, collect fees, and serve visitors throughout the park, providing many indispensable services. It is estimated that half the park ranger's time is devoted to direct visitor services.

Although labor saving techniques, including automatic audio-visual devices, bulletin boards and other visitor aids are used, the need to increase ranger-information services during the next ten years will be substantial. Increases in the ranger staff are provided for in new budget requests.

Also in uniform are the park naturalists and park historians, who interpret the rich resources of the parks in popular language for the visitor.

Park naturalist and historian services are used by millions of persons each year who seek a clearer and deeper understanding of the natural and human history of their country. In 1954 a total of 2,138,592 visitors participated in guided naturalist and historian trips; audiences at talks, lectures, campfires, and similar programs totalled 3,969,084.

The MISSION 66 program envisions serving more people better with increased facilities, equipment and personnel.



## audio-visual aids

The parks must be supplied with the mechanical equipment and audio-visual aids that permit large bodies of people to be served at one time, with continuing repeat performances during the day. For this, an audio-visual device costs much less than personal services and is better suited to the task.

The Service needs a workable audio-visual staff and laboratory to study and adapt to park use the latest devices, such as tape recorders, slide projectors, animated pictures, short motion pictures for orientation lectures, etc.

The few audio devices already installed have demonstrated their practical success and a saving in manpower.

The new program provides for a central audio-visual staff in Washington.

## **public information—publications**

The deep and growing interest of the American public in the areas of the National Park System is reflected in steadily increasing demands for informative and educational material.

These demands are met through free descriptive leaflets and other material distributed to visitors at the park areas; through historical, scientific and natural history handbooks which are sold by the Government Printing Office, and by cooperating with such media as the press, periodicals, and radio and television stations.

An effective information program, including the important task of providing prompt, adequate, and courteous responses to all individual inquiries, brings the Federal Government closer to the public it serves, and develops mutual understanding and respect.

The expansion of public information and educational service envisioned for the next 10 years is needed so that the Service may meet its obligations satisfactorily.

Service publications are an essential tool of management, and they play an important part in the program of interpretation which enables the public to understand and appreciate the natural wonders and historic significance of the 181 areas administered by the Service.

The MISSION 66 publications program is designed to provide adequate quantities of free publications as well as additional needed sales publications.

In the past, revenues accruing to the U.S. Treasury from sales of such publications have greatly exceeded printing costs.

To meet the needs of 80,000,000 visitors in 1966, about 22,000,000 pieces of free literature should be available. At current costs, this could be produced for about \$260,000 a year, or about one-third of a cent per visitor.

## **knowledge from research**

The park scientists and historians who conduct the interpretive services, operate the museums, and prepare the literature, not only interpret the parks to the public with scientific accuracy, but also contribute their specialized knowledge to the solution of many pressing problems of park management.

Guess-work is not good enough for America's national heritage. Exact knowledge and understanding based on sound scientific and historical research is essential, for example, to preserve rare and vanishing species of wildlife, to protect unique geysers and other fragile thermal features, to stabilize ancient Indian ruins, and to restore and furnish priceless historic structures.



It is Service policy to enlist the assistance of other Federal agencies and of interested research institutions and universities whenever possible, to provide basic knowledge. Sometimes such help can be secured without cost; sometimes the Service is able to negotiate contracts with cooperating institutions. But often it must do the job itself.

The MISSION 66 plan provides for a modest program of scientific and historical investigations and studies, essential to the management of park resources.

## **protection of people, park features, facilities and buildings**

Every National Park Service employee shares the responsibility for park protection and preservation. However, the primary responsibility falls on the park rangers.

Many park visitors, particularly those to the great natural areas, are in a strange wilderness environment and need guidance to keep them from danger, including such hazards as dangerous mountain climbing trips, exposure to extremes of temperature, shortage of water, unfamiliar wild animals, and the like. Rangers enforce traffic regulations, search for lost persons and make rescues when required, often at great personal danger to themselves. Managing campgrounds, picnic grounds, and particularly winter use areas within the parks present serious visitor protection problems.

Prevention and control of vandalism is a major problem in many areas, and prevention, detection and control of forest fires are also vitally important.

Damage to cave features, poaching of wildlife or plant life, timber trespass, illegal fishing, forest diseases or insect infestations, thoughtless damage to irreplaceable historic or prehistoric features, are all exam-



ples of the problems on which protection is required.

Protection of buildings and facilities is provided through policing, making inspections and patrols, and organizing, directing and training fire brigades of the Service and the concessioners.

Some types of protection require full-time specialists. These include forest fire prevention and control men, guards for certain valuable properties, life guards for water recreation developments, and wildlife management specialists.

MISSION 66 plans do not include any great extension of the protection function of the Service, but they do provide for needed increases in personnel, equipment



and facilities for meeting protection responsibilities. Adequate protection today and the increase necessary to meet 1966 problems require a greatly enlarged protection organization, much of it seasonal.

Modern and suitable equipment for protection work is needed, too, such as over-snow vehicles, emergency and rescue equipment, specialized boats, up-to-date communications facilities, and fire-fighting vehicles.

All modern developments which may facilitate protection work should be adopted. Streamlining and use of mechanical aids can reduce manpower needs in many instances.

Provisions are made in the MISSION 66 program for improved and increased wildlife conservation operations within the National Park System. Likewise, provisions are made for intensive soil and moisture conservation activities, since some 3,900,000 acres of the lands administered by the Service have been seriously eroded or are badly depleted because of unnatural erosion or prior misuse.

## **maintenance**

The physical plant requiring maintenance and operation in the 181 areas administered by the Service is enormous. It includes virtually all of the varied facilities found and required in the normal operation of a large urban area, as well as others more typical of the out-of-doors. Buildings and other structures, utilities of nearly every kind, road and trail systems, campgrounds and picnic facilities, etc., must be maintained and operated under every climatic condition found throughout the United States and its territories.

In addition to problems normal to all road maintenance, the Park Service faces the special difficulties of short seasons in high elevation parks, and the problems of recruiting labor for short season work. Snow removal is also necessary in many high altitude areas.

The Service is continuing efforts to transfer to States maintenance responsibility for roads leading to parks, with some success.

## **care of valuable objects**

One highly specialized feature of maintenance required within the National Park System is the care of valuable objects.

The Service has a major responsibility in preserving valuable and historically important artifacts of various types. There are also valuable archeological and scientific objects requiring preservation for public benefit. These are as much a part of our heritage as such physical features as lands and structures.

The Independence Hall collections alone are worth at least \$1,000,000, and some items are beyond price. The Lloyd Smith collection of Washingtonia recently donated for Morristown National Historical Park has been valued at more than \$500,000. These are but two examples among many.

Such materials warrant the attention of preservation specialists. The small organization handling this work for the past several years cannot keep up with the work and should be expanded. Funds need also to be provided to overcome a backlog of more



than \$500,000 in preservation work during the next 10 years.

### **quarters for employees**

The employee housing problem is of such serious proportions that the MISSION 66 program proposes completing the construction necessary to solve it within five years.

Approximately 1,000 new family quarters are required to meet present needs and the increase in park staffs expected in the next few years. This program will include replacement of 500 existing substandard units.

Building will be at a rate of 200 family units a year annually for 5 years, at an average cost of \$18,000 per house unit. This will require \$3,600,000 per year; \$18,000,000 for the whole program. Houses will be constructed to comply with Bureau of the Budget requirements as to location, standards, and size. Rental rates for all employee

housing will be in accordance with prevailing policies established by the Bureau.

For reasons of economy all the housing required in any area would be built at one time. This will permit contracting for a maximum number of units at considerable saving.

### **acquisition of lands and water rights**

Non-federal lands within the boundaries of national parks cause problems which suggest the need of acquiring them as rapidly as possible.

The development of pockets of land within the parks as commercial sites of various types; the hindrance such pockets present to orderly park development; and the problems they present to management and protection all justify rapid acquisition.

The Federal Government, recognizing this problem, began in 1948 to provide modest sums annually for land acquisition. Congress in 1954 authorized appropriations to be matched by donated funds, with a limit of \$500,000 to be appropriated in any one year; and it has appropriated \$500,000 for each of the 1955 and 1956 fiscal years. A larger amount is proposed for 1957 fiscal year. Matching donations are expected.

Since some 363,000 acres of these privately owned lands stand in high priority for acquisition at this time, it is proposed to step up the buying program to \$1,500,000 a year, of which \$1,000,000 would be Federal funds and \$500,000 donated funds.

Acquisition activities must also in-





clude securing water rights which will assure adequate water supply to parks. Efforts must also be made to find sources of unappropriated water, and to protect existing rights.

Some \$60,000 a year will be needed for the next 10 years for water-rights studies, and purchase of water-rights will require \$865,000, for the 10-year period.

## **nationwide recreation planning**

The rapidly increasing population, and the increasing interest in outdoor recreation, require the provision of a greatly expanded system of public recreation areas throughout the States and territories, involving Federal, State and local governments. But such development must not be on a haphazard basis—it is essential that the planning for adequate systems of parks be brought up to date and kept current.

The Historic Sites Act of 1935 directed the Secretary of Interior, through the National Park Service, to make a survey of historical and archeological sites, buildings and objects to determine which possess exceptional value as commemorating or illustrating the history of the United States. Then, in the Park, Parkway and Recreational Area Act of 1936, Congress recognized the need for "developing a plan for coordinated and adequate public park, parkways and recreational area facilities for the people of the United States." The Act authorized the National Park Service to "make a comprehensive study of such programs . . . and . . . to cooperate with other Federal, State and local agencies in planning their . . . programs."



Under the 1936 act, 37 of the States, cooperating with the Service, developed preliminary park and recreation plans before World War II. It is now 15 years since the preliminary report was developed. To be effective and useful, the nationwide plan should be kept sufficiently current to permit its publication at five year intervals.

Such a nationwide study will focus attention on the growing need for additional recreational facilities, and enable the States and local governments to do their share of meeting it.

It is proposed that an adequate, permanent staff of planners be employed to make possible publication of the national plan no later than 1961, and to keep it current thereafter.

There must also be careful planning within the National Park System itself. The System should embrace the broad outlines of our national heritage and of man's career on this continent. However, there are types



of areas of national significance that are unrepresented or inadequately represented in the System. As park use grows, grave questions arise as to whether the System may not be deficient also in the total number of areas it contains. And as the public need for parks increases, the supply of areas worthy of preservation as national parks continues to shrink.

System planning would be directed not toward the wholesale expansion of the System, but toward the inclusion or retention in it of only those areas that are of outstanding interest to the people of the Nation, adequate for their foreseeable needs, and worthy of preservation by the Federal Government. Such a plan would also help the Government to resist the increasing pressures for



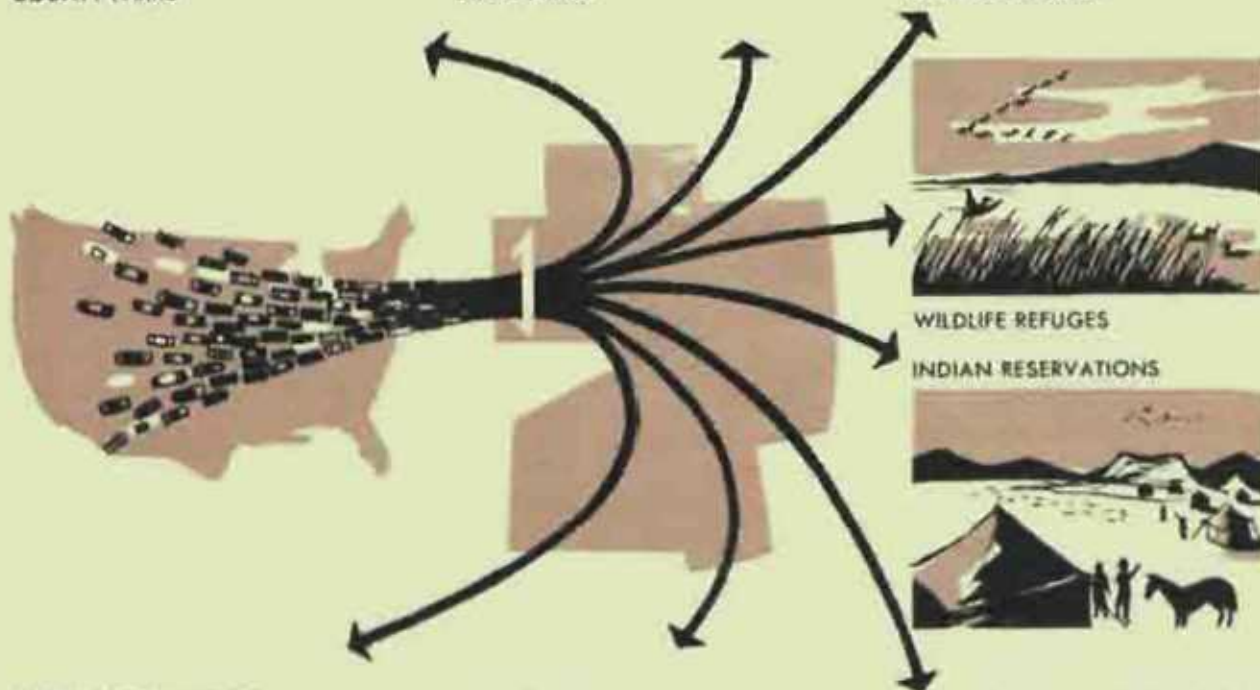
COUNTY PARKS



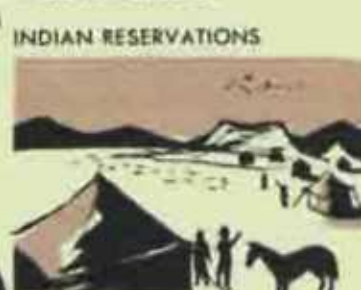
STATE PARKS



NATIONAL PARKS



WILDLIFE REFUGES



INDIAN RESERVATIONS



RECREATIONAL AREAS



PUBLIC LANDS



NATIONAL & STATE FORESTS

establishment of substandard or doubtful parks with their resulting drain on the Federal Treasury.

There is need also to complete comprehensive studies of existing parks to determine long-term boundary needs for protection, development and use in keeping with the primary purposes for which each park was established.

There is an urgent need to encourage the States to bring their own park system plans up-to-date so that the required areas and facilities may be provided before the opportunity to do so is lost.

In the conduct of its cooperative planning activities with the States, the National Park Service has constantly encouraged the States to establish and maintain adequate planning staffs of their own. Its role in working with the park agencies of the several States has been that of a consultant, analyzing the needs of the States, suggesting programs, advising on the development of individual areas, and offering constructive criticism of development plans.

In addition to this cooperation with the States, there is need for more manpower to permit fuller cooperative planning with other Federal Agencies. Such cooperation is required under the 1936 Act.

It is advisable, too, to revive the Historic American Buildings Survey, on which the active recording work was stopped in 1941 and which has not been resumed because of lack of funds. The Survey recorded in some form 7,600 buildings. It needs to be completed by recording historically important

structures that are in danger of being razed, or collapsing from age, or scheduled for such basic changes as will alter the historic features. Unless this recording is done promptly, adequate information about such important historic buildings may be lost forever. The Survey should be completed within the ten years covered by MISSION 66.

### **executive direction and administrative service**

Moderate increases in staff and supporting funds will be needed to permit the central staff and that of the five regional offices of the National Park Service to cope with the additional workload as the Park System's visitor totals grow.





There are now 117 employees performing executive direction and administrative services in Washington, and 63 in the five Regional Offices in Richmond, Omaha, Santa Fe, San Francisco and Philadelphia. This total of 180 will increase to approximately 215 by 1966—an increase far below the ratio of general fund increases.



## **HOW THE PROGRAM WAS DEVELOPED**







Upon its organization, the MISSION 66 planning group rapidly moved into an examination of present day operations, development, staffing, programming, park use and protection problems. In this, they sought and received invaluable counsel and suggestions from Service employees everywhere.

Looking into the future, the staff considered the best information available on what conditions the Park System may be expected to face in the next few years. On the basis of this information, and the results of surveys on current conditions, the program which has been outlined in these pages was developed. Certain details are constantly being perfected.

In order to keep the goal firmly in sight, early basic statements of purpose were drawn upon, among them a letter of 1918 sent by the then Secretary of the Interior, Franklin K. Lane, to the first Director of the National Park Service, Stephen T. Mather. The fundamentals stated in that letter, warmly accepted by national park advocates, are among those to which the Service still adheres faithfully:

"This policy," Secretary Lane declared, "is based on three broad principles: First, that the national parks must be maintained in absolutely unimpaired form for the use of future generations as well as those of our own time; second, that they are set apart for the use, observation, health, and pleasure of the people; and third, that the national interest must dictate all decisions affecting public or private enterprise in the parks."

Secretary Lane insisted that all developments were to be in harmony with the

landscape; that each area have a comprehensive plan and that developments be in accordance with it; that private holdings in the parks should be acquired by the Government; and that the educational as well as recreational use of the parks be strongly encouraged.

The importance of anticipating future needs was kept firmly in mind in developing each part of the MISSION 66 program. In the past, the volume and the pattern of park use have been considerably affected by the economic growth and strength of the Nation,



and there is no reason to suppose that they will not be similarly affected in the future. President Eisenhower has expressed his conviction that our economy will continue to grow in strength. In an annual Economic Report to the Congress he declared:

"Many factors favor a continuation of our vigorous economic growth. The population is increasing rapidly, educational levels are rising, work



skills are improving, incomes are widely distributed, consumers are eager to better their living standards, businessmen are starting new enterprises and expanding old ones, the tools of industry are multiplying and improving, research and technology are opening up new opportunities, and our public policies generally encourage enterprise and innovation . . .

"Our country can within a decade increase its production from the current annual level of about 360 billion dollars to 500 billion, or more, expressed in dollars of the same buying power."

It is safe to assume that the country will become economically stronger, and there is equally good reason to expect that leisure time, which has increased so greatly during the past two or three decades, will continue to increase.

Against this prospect of increased leisure time, there is the certain prospect that many opportunities for outdoor enjoyment now available will diminish or disappear, as lands not specifically dedicated for recreation are put to other uses.

Planning proceeded with eight assumptions about what may be expected in future years:

1. The demand for public parks and for opportunities for outdoor recreation will continue to increase.

2. This increase in demand will be at a greater rate than the increase in population.



3. With respect to the National Park System, it is anticipated that there will be about 80,000,000 visitors a year by 1966.

4. With adequate development in the proper places, the further increasing use can be accommodated in the National Park System of the future.

5. The private automobile will continue to be, by far, the major means both of reaching and seeing the parks, though air transportation, as a means of reaching the vicinity of the parks from distant points, will increase.

6. Day use, in contrast with that involving overnight stays within the parks, will be both absolutely and proportionately greater than is now the case; improved roads and increased provision of accommodations for travelers near the parks will both contribute to this change as in the past.

7. The trend toward use of the parks during longer periods of the year will continue.

8. The period from mid-June to Labor Day will continue to be the period of heaviest use of the parks, since family use is, and will continue to be, predominant.



## guide lines to govern the accomplishments of MISSION 66

The program detailed here will further the basic purpose of the National Parks:

- ▶ TO CONSERVE the scenery and the natural and historic objects and the wildlife therein, and
- ▶ TO PROVIDE FOR THE ENJOYMENT of the same in such manner and by such means as will
- ▶ LEAVE THEM UNIMPAIRED for the enjoyment of future generations.

Underlying conclusions in addition to the eight foregoing assumptions are these:

- Preservation of park resources is a basic requirement underlying all park management.

- Substantial and appropriate use of the National Park System is the best means by which their basic purpose is realized and is the best guarantee of perpetuating the System.

- Adequate and appropriate developments are required for public use and appreciation of any area, and for prevention of over-use. Visitor experiences which derive from the significant features of the parks, without impairing them, determine the nature and scope of developments.

- An adequate information and interpretive service is essential to worthwhile park experience. The principal purpose of such a program is to help the park visitor enjoy the area, and to obtain appreciation and under-

standing of it; which leads directly to improved protection through visitor cooperation in caring for park resources.

- Concession type services shall be provided only in those areas where required for proper and appropriate park experience, and where these services cannot be furnished satisfactorily in neighboring communities. Exclusive franchises for concessioners' services within a park should be granted only where necessary to insure provision for dependable public service.

- Large wilderness areas shall be preserved undeveloped except for simple facilities required for access, back-country use and protection, and in keeping with the wilderness atmosphere.

- All persons desiring to enter a park area may do so; however, it may be necessary to place a limit on the number of visitors who may enter certain prehistoric and historic ruins and structures because of limitations of space, or because only a restricted number may safely pass over or through them at one time. Lodging, dining, and camping facilities cannot be guaranteed every visitor.

- Operating and public use facilities of both government and concessioners which encroach upon important park features should be eliminated or relocated at sites of lesser importance, either within or outside the park.

- Needed airports should be located outside the park boundaries, and use of aircraft within the areas of the System should be restricted to investigations, protection, rescue, and supply services.

- Camping is a worthwhile and important visitor use in many parks, and every effort should be made to provide adequate facilities for this use.

- Picnic grounds should be provided in areas where picnicking is an important element in the visitor day-use pattern.

- Living quarters for government and concessioner employees, when located within

a park, shall be concentrated in a planned residential community out of public view.

- The use of a park for organized events, organized competitive sports, or spectator events which attract abnormal concentrations of visitors and which require facilities, services, and manpower above those needed for normal operations should not be permitted.

## RETURNS FROM THE INVESTMENT







park system requires physical development if it is to be appropriately used and preserved. But roads and trails, lodges and campgrounds, protection and interpretive service are only a means to an end—the full realization by the American People of the true values of their National parks.

National Parks are an investment in the physical, mental, and spiritual well-being of Americans as individuals. They are a gainful investment contributing to the economy of the nation. They are, moreover, an investment in something as simple, yet as fundamental as good citizenship—love of country, and appreciation of the natural and historic fabric of America.

Our national parks can set a national pattern for the most wholesome and the most beneficial kinds of recreation. Where else do so many millions of Americans, under such satisfying circumstances, come face to face with their Government? How else can that Government better promote the unity of the family than through experiences in which every member shares? Where else but on historic ground can Americans better renew the idealism that prompted the patriots to their deeds of diplomacy and valor? Where else do they have such opportunity to recapture the spirit and something of the qualities of the pioneers?

The scenery and the wildlife preserved in the national parks are a part of America, and the historic sites reflect our own image. The very idea behind the parks is America—that the country belongs to the people for the enrichment of all.

Pride in their Government, love of the land, and faith in the American tradition—these are the things the national parks can give the people of America. To assure them these products of national parks is more than an obligation, it is a national necessity. It is a task worthy of the highest measure of dedication.





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