

## THE INTERNATIONAL PROGRAM OF THE NATIONAL PARK SERVICE

The objectives of the international programs of the National Park Service are:

1. Internal - to insure that the Service provides the American public maximum benefit from international advances in the art and technology of perpetuating and providing for the understanding of national, cultural and natural heritage.
2. External - to insure that the Service can enter into cooperative programs, involving technical and professional assistance with other countries, and thus contribute directly to the care of the world heritage while furthering the goals of American foreign policy.

These objectives are achieved through four principal activities: professional assistance; training; information; and intergovernmental-international organization relationships.

In its assistance activities, the National Park Service, within personnel limits and subject to funding reimbursement, provided technical and professional assistance to other nations and to international organizations. These vary from individual assignments to teams made up of specialists in diverse fields. Length of assignment may also vary from a month or so to two or more years.

Training activities logically have four aspects: Service personnel sent to other countries to be trained or to give training, and personnel from abroad who come to the United States for similar purposes. Efforts range from the large cooperative effort involved in the co-sponsorship of the annual International Seminar on Administration of National Parks and Equivalent Reserves to participation by foreigners in courses at one of the National Park Service Training Centers, to individually designed on-the-job and observation programs of varying length. The training of Service employees in other countries involves formal course work (such as attendance at Canada's Mountain Rescue and Avalanche Control Courses) as well as training opportunities under various bilateral exchange programs. The fourth training aspect mentioned above, that of bringing foreign personnel to the United States to provide training, has not been developed in any formal way; but we believe it offers distinct possibilities, and we are exploring ways it might be accomplished.

In its information activities, the Service provides to citizens of other nations, to other governments, and to international organizations information of both general and technical nature upon request. The other side of the coin has been neglected in the past, but we are now making a determined effort to promulgate to National Park Service employees all data, information, and concepts received as a result of interchange with other nations. The mechanism for this is receiving our urgent attention.

The National Park Service seeks active participation with other nations in cooperative activities which are brought about by the execution of bilateral or multilateral agreements. This includes international conferences and conventions and similar activities. Bilateral activities may be illustrated by the Canada-U.S. Joint Committee on National Parks, the U.S.-Japan Panel on National Parks and Equivalent Reserves, the U.S.-U.S.S.R. Agreement on Cooperation in Environmental Protection (specifically the Workgroup on Conservation of Nature and the Management of Preserves and the Workgroup on the Enhancement of the Urban Environment), and a new cooperative venture with Spain under the Agreement of Friendship and Cooperation Between the United States of America and Spain. We are directing particular attention to such multilateral endeavors as the World Heritage Convention and UNESCO's Programme on Man and the Biosphere (MAB) Project 8, Conservation of Natural Areas and the Genetic Material They Contain.

A factor not always explicit in a discussion of international activities, and especially when they are pigeon-holed by primary aim such as professional assistance, training, etc., is the way each in practice, is integrated into and supportive of the others. This can be illustrated by a few examples. A park engineer from the U.S. might learn of new solid waste disposal methods while contributing to road design in a Japanese park that might eventually be a World Heritage site. A trainee from Chile might provide new insights into environmental education techniques while attending a course in park operations at Albright Training Center. This Joint Committee is engaged in simultaneously giving and receiving professional assistance, training, and information. It is, of course, a prime example of intergovernmental cooperation precisely because it does all these things.

The international programs of the National Park Service are administered by the Division of International Park Affairs under the direction of a Chief who is responsible to the Deputy Associate Director and Associate Director for Legislation. The Division Chief has on his staff at present, an Assistant Chief; six international cooperation specialists, one of whom is stationed at the Denver Service Center and one of whom works half time; a program analyst; and three typists and stenographers. The Chief of the Division of International Park Affairs is responsible for insuring that the full intent and scope of the stated international objectives are met. He is responsible for providing advice on policy matters, for the execution of on-going programs and the formulation of new ones, and for the continuing evaluation of international activities. See Appendix A.

It is not intended that the Division of International Park Affairs per se provide external services but to insure that the National Park Service as a whole has such capability. The internal organization and work of the Division is being studied with the view toward making it more responsive to the needs of the National Park Service and of other nations by increasing the efficiency with which it operates.

The National Park Service at present lacks direct legislative authority to expend appropriated funds outside the U.S. for the benefit of other nations. Much of our work in and for other countries therefore has been justified and funded under authorities delegated to us by the Department of State or through various Acts of Congress or Executive Orders relating to governmental operations as a whole. A list of these authorities is enclosed as Appendix B.

A brief summary of immediate objectives would include:

1. Obtain direct authority to provide technical assistance outside the U.S. upon request and obtain adequate appropriations for same.
2. Develop internal and external priorities for selecting international projects.
3. Develop a system for disseminating relevant international information within the National Park Service.
4. Develop an effective evaluation system for international projects.
5. Encourage increased international exchanges in the area of Park Management and Operations.
6. Development of International Seminars on other continents with specific themes (i.e. Marine Parks, Wildlife Management Outdoor Recreation, perpetuation of culture and landscapes, etc.)



## APPENDIX B

### AUTHORITIES FOR INTERNATIONAL PROGRAMS

#### Act Establishing the National Park Service, August 25, 1916 (39 Stat. 535)

The National Park Service provides citizens of other countries with information, advice, and literature to assist them to visit National Park System areas, as it does U.S. citizens, under the authority of this act and corollary laws relating to visitor services.

#### Public Law 87-195, Foreign Assistance Act of 1961 as amended

Administration of this Act has been delegated to the Secretary of State by Executive Order 10973 (November 3, 1961, as amended) and is carried out by the Agency for International Development (AID).

Section 625(d) (1) authorizes the employment or assignment of personnel to perform functions under the Foreign Assistance Act outside the United States by any agency of the U.S. Government. Under a General Agreement between the Department of the Interior and AID, the Service may enter into special project agreements with AID covering the services to be rendered. AID supplies the funds to cover the costs of each project.

Section 607 authorizes U.S. Government agencies to furnish services and commodities on an advance of funds or reimbursement basis to friendly nations, international organizations, and certain voluntary non-profit agencies. This section requires a determination by the Administrator of AID that the requested services would be in furtherance of the Foreign Assistance Act before the Service can deal directly with the requesting organization. Once such determination is made, the Service can enter into an agreement with the requesting organization to perform the desired services, and funds are furnished by the requesting organization.

#### Public Law 80-402, U.S. Information and Educational Exchange Act of 1948

This act authorizes U.S. Government agencies, upon approval of the Department of State, to enter into an agreement with a foreign government to provide specific technical or other services. The foreign government advances U.S. dollars to the Department of State to cover costs of the services rendered. The funds are then transferred to the Service for disbursement.

#### Public Law 85-795, Federal Employees International Organization Service Act of 1958 as amended and Executive Order 11552, Providing for Details and Transfers of Federal Employees to International Organizations, 1970.

Under this Act and Executive Order the Service may detail or transfer

personnel, with or without reimbursement of costs, to international organizations of which the United States is a member, e.g. UN organizations and the Organization of American States.

Public Law 85-507, Government Employees Training Act of 1958 and Executive Order 11348, Providing for the Further Training of Government Employees, 1967.

This Act and Executive Order authorize the training of U.S. Government agency personnel in other countries, and permit participation in technical meetings and conferences in the United States and abroad.

Public Law 87-256, Mutual Educational and Cultural Exchange Act of 1961.

The Service has been designated the sponsor of an exchange-visitor program under authority of this Act to provide persons from other nations opportunities for training and observing at facilities of the Service and areas of the National Park System, and to coordinate other training opportunities as required.

Role, Function and Staffing  
Division of International Park Affairs  
National Park Service

Introduction

The National Park Service (NPS) has an historical, traditional and legal basis for participating in international park activities. The Service has responded to both Administration (US-bilateral environmental and economic agreements), and Congressional (conventions, treaties, and acts) direction to provide information, technical assistance, training and advice to nearly all the 104 nations of the world that now have or are in the process of establishing national park systems to protect their national heritage of endangered species, ecosystems, historic and archeological sites, and unique natural features. The national park idea, a truly American idea, has often transcended cultural, geographic, and political differences to bridge gaps in understanding between peoples of the world. While each year the Service responds to hundreds of requests and inquiries from foreign park professionals and managers, there is increasing potential for many park systems of the world to assist U.S. parks. This year NPS has materially benefitted from international professional interchanges on such topics as marine park management and historical preservation that represent advances beyond the U.S. in the technology of protecting and managing specific national resources. Of primary concern is the demonstrated necessity to plan and manage cooperatively with Canada and Mexico to achieve full protection of our many parks on the north and south borders of the U.S.

To date, the technical assistance that the Service has been requested to provide outside the U.S. has been on a reimbursable basis and has not used Interior appropriations. Plans, programs, and budgets must be prepared and coordinated with the requesting country, U.S. Department of State, and international organizations for implementation. Such activities annually generate financial contributions brought into the United States (private and Government sectors) in the order of ten times more than the Service allocates for Division staff salaries.



For effective coordination and management of these diverse activities, this program is centralized in Washington to avoid overlapping or contradictory efforts within the Service or between it and other branches of government. The Division of International Park Affairs provides an administrative and facilitative service internally and externally. The Division advises the Service on specific matters regarding international concerns relating to U.S. boundary parks, international advances in park management, and priorities for international park assistance as related to existing conventions, agreements, U.S. environmental concerns and international conservation needs.

The Division has a dual role: (1) to insure the Service and American public receive maximum benefit from international advances in the art and technology of park management, and (2) to insure the Service effectively and efficiently carries out Congressional and Administration direction involving assistance to other countries.

#### Summary of Activities:

Four general categories of responsibility are covered by the Division of International Park Affairs: (1) Liaison; (2) Management and Coordination of International Agreements and Conventions; (3) Training; (4) Foreign Travel.

##### 1. Liaison

The Washington diplomatic community and foreign governments have directly and through the Department of State provided to and requested assistance from the Service in increasing numbers. Historical documents and objects (including Spanish colonial uniforms and equipment), technical papers, plans and reports, have been sought and received through the Division. International organizations including the Organization of American States, the Food and Agricultural Organization, United Nations Environment Program, United Nations Educational, Scientific and Cultural Organization, and the World Bank have also provided direct assistance to the Service at our request. Cooperation on the protection of Organ Pipe Cactus National Monument (Arizona) and Big Bend National Park (Texas) was sought this year from the Federal Republic of Mexico and was received; without this cooperation ecosystem deterioration as the result of hotel and highway construction in Mexico would have occurred that would have



adversely affected these areas. This effort was initiated and coordinated successfully by the Division. Sensitive negotiations to protect Glacier National Park from the adverse effects of coal extraction in British Columbia, Canada, are being currently conducted by the U.S. Department of State, with agency coordination being handled by this Division. The total material benefits to the Service for liaison activity have far exceeded the portion of Division salary costs that have been committed to this activity.

## 2. Management and Coordination of International Agreements and Conventions:

The Service carries out international activities under and in accordance with park-related portions of agreements signed at the Presidential (i.e., US/USSR Agreement for Environmental Protection) and Departmental (State, Treasury and Interior, i.e. US/Japan, US/Saudi Arabia, US/Mexico, etc.) levels. Congressionally ratified Conventions including the Endangered Species Convention, the World Heritage Convention, and the Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere indicate and/or direct international Service involvement. The Secretary of the Interior was mandated responsibility for the protection of endangered species and ecosystems on an international scale with the passage of the Endangered Species Act of 1973: (Public Law 93-205, Sec. 8 b - Encouragement of Foreign Programs).

The Division is responsible for participating in, coordinating, and guiding Service involvement in these agreements and conventions. As a US-initiated document and continuation of the national park concept, the World Heritage Convention responsibility leans heavily and specifically on Service leadership.

At no time has the Service sponsored, hosted, or provided grants to foreign nationals from Interior appropriated funds, nor has the Service provided direct on-site technical assistance to foreign governments with these funds. All such costs have been met with funds from host country governments, international organizations, or U.S. Department of State (A.I.D.);

## 3. Training:

Upon request, the Service provides training in the U.S. for foreign park administrators and managers. Professional

discussions, briefings, schedules, itineraries, participation in formal park-related training courses and on-site observations are coordinated and arranged by the Division. In FY 1976 (to date) 18 different countries have requested such training programs for 22 individuals which have lasted for up to eight weeks per person. These arrangements are handled by the Division. All actual costs for such training and related travel/subsistence costs are provided by the sending foreign government, international organizations, or the U.S. Department of State; the Agency for International Development (A.I.D.) reimburses the Service (.9 my/\$11,500) in salary for this assistance to foreign nationals on behalf of the U.S. Government. In FY 1975, 56 foreign nationals were trained in this manner. The U.S. is the only country capable of providing this level of park training for foreign nationals and is therefore largely responsible for park establishment and development in the lesser developed countries.

A variety of printed park materials and publications are distributed by the Division upon request to park directors and managers around the world. Conversely, many park systems provide the Service with such materials; these materials are received and distributed internally by the Division.

A five-week International Seminar on Administration of National Parks and Equivalent Reserves is held annually with the co-sponsorship of the Service, Parks Canada, the University of Michigan, and Mexican national parks. This Seminar is for foreign park leaders of the world to exchange information and share expertise. Over 90 countries and 300 professional park administrators and managers have participated to date. All participants' costs are borne by their own governments or by multinational agencies. The Division provides a portion of U.S. staff contributions and coordinates the Seminar.

#### 4. Foreign Travel

The Division reviews justifications, secures agency and Departmental clearances and official passports and visas, provides briefings and debriefings and obtains trip reports on Service international travel. Information obtained from trip reports is disseminated internally by the Division. The Division advises the Service on foreign training opportunities that are unavailable in the U.S., and assists in the selection of Service representatives for foreign travel related to reimbursed foreign technical assistance programs.