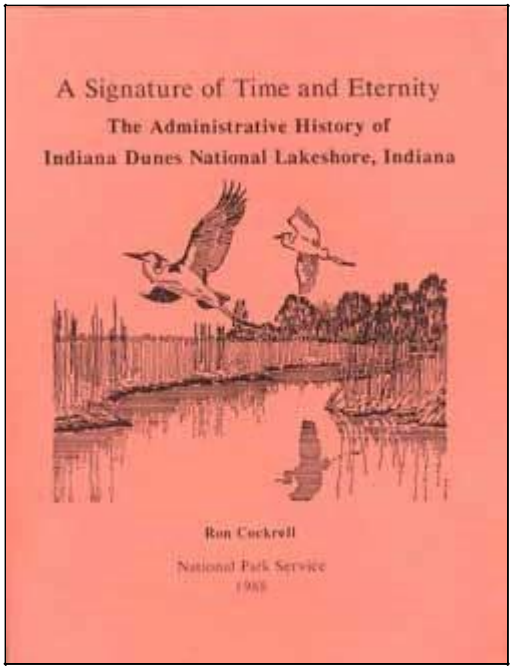


A Signature of Time and Eternity: The Administrative History of Indiana Dunes National Lakeshore, Indiana

by
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Omaha

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> The Dunes are to the Midwest what Grand Canyon is to Arizona and Yosemite is to California. They constitute a signature of time and eternity. Once lost, the loss would be irrevocable.
>
> Carl Sandburg

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DEDICATION

This administrative history of
Indiana Dunes National Lakeshore
is dedicated to its first
National Park Service superintendents:

James R. ("J. R.") Whitehouse

and

Dale B. Engquist

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PREFACE AND ACKNOWLEDGEMENTS

> To this day, I'll always feel that I had a partner at Indiana Dunes who really appreciated what we were all about.
>
> Superintendent J. R. Whitehouse recalling the role of former Assistant Secretary of the Interior Nathaniel P. Reed at Indiana Dunes.

The United States Congress' 1966 authorization of Indiana Dunes National Lakeshore represents the culmination of a movement which began in 1916 to establish a "Sand Dunes National Park." It is indeed an honor for this National Park Service historian to compile the first administrative history of this unit of the National Park System because the sand dunes of northwest Indiana were the first new area to be considered by Stephen Tyng Mather, the much revered founder and first director of what has become the nation's principal resource preservation agency. Although the Sand Dunes National Park proposal had Mather's enthusiastic support, national policies as well as world events prevented the addition of the area to the National Park System during Mather's day. The ensuing fifty years spawned an increasingly bitter battle between the forces of conservation and development which did not abate with the November 5, 1966, authorization of Indiana Dunes National Lakeshore.

Having never visited Indiana, or its beautiful lakeshore extending east from Chicago, prior to initiating this project, my perspective in this administrative history is certainly that of an outsider. Mindful of my employment with the National Park Service, I have endeavored to remain objective in this narrative. I have not refrained from reporting on any of the highly-emotional debates, what one dunes—saver aptly called "the knock—down, drag—out fights," nor have I tried to coverup or explain away the mistakes made by park managers.

There are many stories intertwined in these pages. Each one would make an interesting book on its own. The principal stories are those at the park level and those at the Midwest Region, Washington Office, Departmental, and Congressional levels. On an intersecting and parallel path are the roles of the Advisory Commission, environmentalists (especially the Save the Dunes Council), industry, State and local governments, and a wide assortment of community groups. While there are many ways this history could be presented, my challenge was to select materials from National Park Service archives and files and recount it from a Service perspective. My audience is primarily Service employees, present and future, who need to know why decisions were made and the background of developments.

Two 1983 books have documented the intense battle to establish the Indiana Dunes National Lakeshore and subsequent controversies: Sacred Sands by J. Ronald Engel and Duel for the Dunes by Kay Franklin and Norma Schaeffer. This work does not duplicate the admirable efforts of these authors. "A Signature of Time and Eternity" builds upon these two books and portrays Indiana Dunes from the Service's perspective by utilizing as many agency sources (written and oral) as possible. It is not expanded to include the history of the Indiana Dunes State Park, an entity within the national lakeshore's authorized boundaries that remains under

the State of Indiana's jurisdiction.

I accomplished preliminary research in 1985, with my first visit to the area July 22 to August 2. Upon my initial tour of the national lakeshore, Curator/Historian Marty Marciniak's enlightening commentary proved beneficial to my grasp of the complexity of Indiana Dunes. Upon beginning research, I was absolutely overwhelmed by the quantity of source materials. I have no means to substantiate it, but Indiana Dunes National Lakeshore must rank among the System's "most studied" units. While the volumes of scientific, resource management, and planning documents are impressive, I concentrated on the most significant reports and relied on file materials as basic primary sources. At the time of my research, the national lakeshore had three filing groups: Active Files (1980 to present); Inactive Files (principally the mid to late 1970s to the present); and Stored Files (those deemed unnecessary for operational purposes and stored in an outbuilding at the Bailly Administrative Area). The Superintendent's Management Library and the Visitor Center Library also proved to be excellent archival sources.

Progress on this project halted in 1986 as other Regional research priorities intervened. I resumed research and writing in March 1987, beginning with two enlightening interviews with former Superintendent J. R. Whitehouse and Assistant Secretary of the Interior Nathaniel P. Reed in their delightful Florida retirement homes. Additional oral history interviews were conducted in August with Superintendent Dale Engquist, former member and Chairman of the Indiana Dunes Advisory Commission John Schnurlein, Executive Director of the Save the Dunes Council Charlotte Read, and Save the Dunes Council Engineering Chairman Herbert Read. This latter group is to be congratulated for its fortitude and generosity because when the interview tapes were lost by the airlines in the chaotic aftermath of Chicago's flood (at great anguish to the author), all of the interviewees graciously consented to repeat the process the following month.

Part I contains the early history of the area to 1971, the year preceding establishment of the national lakeshore. Part II contains events from 1972 to 1987 and focuses on the various aspects of National Park Service administration of Indiana Dunes National Lakeshore. While this history generally presents events chronologically, certain material must be delivered topically to be understood. Similarly, in Part II, each chapter is headed by a section titled "Operations" in which important, albeit mundane, information concerning all principal aspects of Service operations (administration, development, maintenance, interpretation, resources management, planning, law enforcement, etc.) can be discussed before subsequent chapter entries delve into specific—oftentimes controversial—topics.

Many people involved in this project deserve a note of special thanks. Foremost are the interviewees listed above as well as George Palmer, Don Castleberry, and George B. Hartzog, Jr. I am forever indebted to Superintendent's Secretary Ruthanne Slamka, not only for her assistance during my research trips, numerous requests for information, and organizing (twice!) the logistics of the interviews, but for her excellent skills in meticulously recording the minutes of the Indiana Dunes Advisory Commission meetings. Ruthanne's transcripts in and of themselves present an interesting quarterly glimpse into the lakeshore's divisional operations as well as the raging controversies of the day. Other members of Superintendent Engquist's capable staff are also to be commended, including Larry Waldron, Warren Snyder, Marty Marciniak, Kora Krajcir, Betty Rinehart, and Dorothy Gambrill. In the Midwest Regional Office, Secretary Marge Poehling faithfully transcribed the many oral history interview tapes and corrected without complaint the red—inked pages from my merciless editing.

Ron Cockrell
December 30, 1987

PART I:
THE STRUGGLE TO ESTABLISH AN INDIANA DUNES NATIONAL LAKESHORE

> The people of the mills, the shops, and the stores are the backbone of the great cities. They are the producers of wealth and the human species; and the opportunity for those people to get the full value of the out of doors is made almost impossible. The great national reservations of the West are beyond their reach and the parks of the cities, valuable as they are, do not possess the wild beauty of the master's hand nor do they inspire the soul in the same degree. . . . The Dunes of Northern Indiana are almost within a stone's throw of perhaps one of the greatest industrial communities of the world. It is the only landscape of its kind within reach of the millions that need its softening influence for the restoration of their souls and the balance of their minds.
>
> Jens Jensen, arguing for the establishment of a Sand Dunes National Park in 1916.

Introduction

Chapter One, "The Early Years," discusses the historic settlement of Indiana's dunelands, the ecological discoveries of Henry Cowles, and the initial dunes preservation efforts of Chicago—based groups such as the Prairie Club. By 1916, dunes enthusiasts united under the National Dunes Park Association (NDPA) to advocate the establishment of a Sand Dunes National Park. One of their fellow conservationists and Prairie Club members, Stephen Tyng Mather, was in a powerful position to help. Mather, the first Director of the newly authorized National Park Service, led the park movement by examining the Indiana Dunes as the Service's first new area proposal. Unfortunately, World War I and its aftermath created new national goals and Mather and the NDPA turned to Richard Lieber, father of the Indiana State Park System, to preserve the dunes. Assisted by NDPA officer Bess Sheehan, Lieber successfully lobbied the Indiana Legislature to authorize the Indiana Dunes State Park in 1923. Three years later, the state park's new bathhouse opened and soon the facility became one of the most popular in Indiana.

Chapter Two, "Taking Aim in the 1950s," elaborates on Dorothy Buell's 1952 founding of the Save the Dunes Council in response to mounting development pressures which threatened to engulf the fragile dunelands. The paramount threat was the State of Indiana's long—sought goal of building a deepwater port on its small section of lakeshore. When the small citizens group was unsuccessful in converting a single member of the Indiana political establishment to save the dunes for a park, it turned to Senator Paul H. Douglas in neighboring Illinois. Douglas agreed to lead the effort and introduced legislation in 1958 for an Indiana Dunes

National Monument. The Save the Dunes Council volunteers faithfully assisted Senator Douglas by providing vital information as well as finding flaws in U.S. Army Corps of Engineers reports which advocated placing the proposed Port of Indiana in the heart of the Central Dunes—the keystone of the park initiative. Concurrent with these events was the National Park Service's Great Lakes Survey (1957—1958) led by Allen T. Edmunds. The Survey identified potential new units along the Great Lakes shoreline for Federal and State recreational areas. Not surprisingly, Indiana Dunes rated high for national park status.

Chapter Three, "Port Versus Park," records the period from 1960 to 1963 in which the struggle reached loggerheads. Variations in the legislation called for an "Indiana Dunes National Scientific Landmark" as well as various combinations of parcels in an effort to make the project more palatable to Indiana. A breakthrough came in 1961 when Congress authorized Cape Cod National Seashore. Not only did the Cape Cod bill set the Federal precedent of purchasing natural parkland, but it was an area beloved by President John F. Kennedy, a fact which Paul H. Douglas exploited to draw sympathetic parallels to the Indiana Dunes. President Kennedy orchestrated what became called the "Kennedy Compromise" in which the administration favored both a port and a park in the Indiana Dunes. One formidable opponent was House Minority Leader Charles Halleck whose district encompassed the dunes. Kennedy's assassination sent the bitter ballgame into extra innings.

Chapter Four, "Authorization of an Indiana Dunes National Lakeshore, 1965—1966," elaborates on President Lyndon B. Johnson's support and the slow progress of the Indiana Dunes legislation. While urban parks were a natural component of Johnson's Great Society, the movement was hampered by the confusing array of bills. In January 1966, the Department of the Interior's proposal advocated a twelve—unit national lakeshore of nearly 9,000 acres. In a masterful bit of parliamentary manuevering, a dunes park bill finally passed through Congress and on to Lyndon Johnson's desk. The bill Johnson signed on November 5, 1966, authorized a park of 8,100 acres (including the State Park)—a considerable difference from the original proposal of 11,700 acres. Although the Park Service's Northeast Regional Office in Philadelphia immediately dispatched a master planning team, Congress failed to appropriate funds for land acquisition and staffing. At the same time, Paul Douglas lost his bid for reelection, thus silencing the strongest dunes—saver in Congress. Because Indiana Dunes National Lakeshore was a park on paper only and threatened by hostile interests, the Save the Dunes Council resolved to remain in business to protect its hard—won prize.

Chapter Five, "The Tug of War Continues, 1967—1968," relates how efforts to get land acquisition and staffing appropriations bore fruit when the Indiana Dunes National Lakeshore Land Acquisition Office opened in June 1968. Conservationists were alarmed when the National Park Service failed publicly to silence efforts by the local railroad to build a freight marshaling yard on national lakeshore authorized lands. Instead, the Park Service's director cunningly ordered the purchase of properties along the proposed transportation corridor in order to thwart the railroad's plan. At the same time, the Northeast Regional Office continued to seek a compromise in the form of a scaled—down facility. The railroad eventually withdrew its proposal. Unaware of the behind—the—scenes manuevering and angered by the bureau's public stance, the Save the Dunes Council regarded the Park Service's motives with suspicion. Simultaneously, the Service opened a field branch of its Philadelphia Regional Office in East Lansing, Michigan, principally to oversee Indiana Dunes as well as the Apostle Islands and Sleeping Bear Dunes park proposals. Allen T. Edmunds led this Great Lakes Area Field Office and masterfully put out fires such as adverse zoning changes and presented Service policies and goals before innumerable public meetings.

Chapter Six, "A National Park Service Presence at Indiana Dunes, 1969—1971," discusses land acquisition progress as well as the disturbing absence of development funds. In 1969, Darwin E. Williams arrived as Management Assistant to supervise four seasonal rangers

during the first summer visitation season at West Beach. While the local opposition became less vociferous as land acquisition accelerated, Williams initiated a vigorous building demolition and removal program. In 1970, a small permanent staff began to come on board. In October, James R. Whitehouse became the national lakeshore's first superintendent. Whitehouse, who had never served as a superintendent and whose career included positions with the Jobs Corps, was not the traditional, so—called "National Park Service professional" dedicated to "toeing the party line." Whitehouse deftly walked the Indiana Dunes tightrope and worked closely with conservation groups as well as industry. Progress continued as the park staff moved into a headquarters and visitor center in a former church building. Whitehouse sought a declaration of taking for the historic Bailly Homestead and helped secure the first development funding for West Beach.

At the national level, the Nixon administration launched its "Parks to the People" program, but this generosity did not extend to Indiana Dunes, especially when Rogers C. B. Morton's appointment as Secretary of the Interior led to a feeble effort to deauthorize Indiana Dunes National Lakeshore. Within the National Park Service's Washington and Northeast Regional Offices there was a pervasive laissez—faire attitude toward the new national lakeshore. The Save the Dunes Council and other conservation groups only intensified efforts to secure development funding and turned to friends in Congress like Sidney Yates (Democrat—Illinois) on the Interior Appropriations Committee to get results.

In Congress, the first of many lakeshore expansion bills floated, signaling the Save the Dunes Council's intention to double the size of the park and regain parcels deleted from bills a decade previously. Predictably, the State and business community denounced it as an effort to choke—off both the Port of Indiana and lakeshore industries. To most observers, it seemed the battle over the dunes would never end.

Indiana Dunes

Administrative History

PART I

CHAPTER ONE:
THE EARLY YEARS

> Should public regard or private means procure it for the country, it will be the only national park within reach of millions of workers for weekend pleasure. The Yosemite, Yellowstone, Grand Canyon, Adirondack, White Mountain, and other national parks always will be sacred to the few who have money and plenty of time. Here is a chance for the powers that be to show regard for the working people of the middle West, who are, after all, the pillars of America. Could there not be at least one national park within reach of the masses of the citizens and their children?
>
> "Miss McCauley's Column," circa 1918 [1]

Settling the Dunes

Fur trader Joseph Bailly was one of the first known Euroamerican settlers in the Calumet region of what later became northwest Indiana and northeast Illinois. Prior to Bailly's arrival in 1822, however, the area was traversed by various peoples. Most archeological evidence of prehistoric settlement suggests the harsh topography of the Calumet—swamps and sand dunes—deterred anything but transient habitation. Indians came to the area during the summer and then migrated to the Kankakee River area to winter. By the seventeenth century, the Miami, Ottawa, Potawatomi, and Wea tribes occupied the region when French explorers arrived to claim the area as "New France." Father Jacques Marquette led one of the first groups of French fur traders and missionaries through the Calumet in 1675. In 1753, the French and their Indian allies operated a fur depot, Petite Fort, which was near the mouth of Fort Creek, within today's Indiana Dunes State Park. With Great Britain's triumph in the Seven Years' War, the entire Ohio valley became the reserve of British fur traders who used Petite Fort until reverses in the American Revolutionary War forced them to abandon it in 1779.

Post—bellum American settlers flocked to the fertile farmland of the southern Indiana Territory, avoiding the swamps and dunes of the Calumet as an inhospitable no man's land. Six years after Indiana attained statehood in 1816, Joseph Bailly and his family became one of the first known settlers of the "Indiana Dunes." Bailly, a Canadian fur trapper, was the first to recognize the area's commercial potential, but by the time of his "squatting" on Indian lands, the fur trade was in decline. Bailly built a trading post on the Little Calumet River, between the Lake Shore Trail—the trace connecting Fort Dearborn (Chicago) and Detroit—and the Calumet Beach Trail. By settling the area, Bailly hoped to prosper from the travelers along the latter trail. The continued decline in the fur trade, however, forced Bailly to open a tavern to prevent his indebtedness from further escalating.

A mail route was established in 1831, followed two years later by a stage line along the Calumet Beach Trail (present—day Highway 12). When Michigan City was platted in 1833, additional settlers arrived and land speculation boomed. The same year saw the signing of the Treaty of Chicago and the removal of the last Indian reservations in the area. Bailly, joining in the speculation fray, platted a village one mile northwest of his homestead site called "Bailly Town." The new settlement failed following Bailly's death in 1835. Joseph Bailly's legacy is physically reflected in the form of several log structures as well as the family's large home, construction of which began in 1835.

The Bailly family subsequently began a sawmill business to supply the area's building boom. In the 1860s, this logged—over land was sold to Swedish immigrants such as the Chellbergs (Kjellberg) who established productive farms along the periphery of the Indiana Dunes. The Swedes were followed by an influx of German settlers. [2]

By the turn of the century booming communities on Indiana's lakeshore included Whiting, Hammond, East Chicago, Woods Mill, Crown Point, Chesterton, and Porter. In LaPorte County, Michigan City prospered with its harbor and a growing number of industries. To the west, Porter County was principally agrarian with small towns built along several railroad lines which gave farmers access to the vast Chicago marketplace. Along the lakeshore dune ridges towered nearly 200 feet above Lake Michigan. The area featured interdunal ponds and blowouts stretching nearly a mile inland. Behind these dunes was the "Great Marsh," a band of swampy terrain extending from Michigan City across Porter County to what is now Lake Street in Lake County. Further to the south was another band of dunes where the Chicago, South Bend, and South Shore Railroad and a series of roads were built, and beyond that were the farm fields. In Lake County, a low ridge of dunes skirted the lakeshore and abutted the wetlands of the Grand and Little Calumet rivers. There were very few people who lived in these desolate areas. [3]

The Early Preservation Movement

Henry C. Cowles' investigations while a botany student at the University of Chicago formed the foundation of the dunes preservation movement. In 1899, the Botanical Gazette published Cowles' work, "Ecological Relations of the Vegetation on Sand Dunes of Lake Michigan," and set the course of modern botany. Cowles meticulously documented the intricate microcosm of plant life amidst the bogs, woodlands, dunes, and swamps in an area between Mount Tom and Mount Holden in present—day Indiana Dunes State Park. Cowles' efforts established a new discipline of plant ecology; early animal ecologists also adapted Cowles' methodology. Henry Cowles' concentration on the Indiana Dunes brought international attention to its intricate ecosystem. [4]

As early as the 1880s, a decade preceding Cowles' study, commercial interests began exploiting the lakeshore. Sand mining companies hauled huge quantities of sand from the dunes for use in Chicago landfills and building industries. In one unpopulated area near the mouth of the Grand Calumet River, the Illinois Steel Company, a subsidiary of U.S. Steel, purchased land in 1905 and began constructing a new steel manufacturing plant the following year. A new community, named after the corporation's finance committee chairman, Elbert H. Gary, thrived nearby. Woodlands, swamps, and dunes were eradicated to accommodate the new structures. [5]

By the end of the first decade of the twentieth century, it was apparent that the urban industrial sprawl from Chicago would continue its rapid encroachment on the Indiana Dunes. Hoosier Slide, just west of Michigan City, at 200 feet high was the largest sand dune on Indiana's lakeshore and a popular attraction for climbing and sliding. In twenty years, the Ball Brothers of Muncie, Indiana, manufacturers of glass fruit jars, and the Pittsburgh Plate

Glass Company of Kokomo, Indiana, carried Hoosier Slide away in railroad boxcars. Northern Indiana Public Service Company (NIPSCO) bought the denuded site to build a power generating station. [6]

From Gary to Michigan City, industry ringed Indiana's lakeshore. Local residents and some Chicagoans recognized the threat and organized to meet it. In 1908, the Playground Association of Chicago initiated the "Saturday Afternoon Walks" in the dunes. The popularity of the weekly event prompted Thomas W. Allinson, Jens Jensen, and Henry C. Cowles to form the Prairie Club of Chicago in 1911. All three men served on the club's conservation committee with industrialist Stephen T. Mather, future first Director of the National Park Service. For the Midwest, the Prairie Club became the counterpart of the Appalachian Trail Club in the East and the Sierra Club in the West. The Prairie Club was the first group to propose that a portion of the Indiana Dunes be protected from commercial interests and maintained in its pristine condition for the enjoyment of the people. [7] The following year club president Jens Jensen purchased "the Beach House" east of Mount Tom in Tremont where the group could assemble and strategize. For thirteen years, Jensen, the "Dean of American Landscape Architects" and Superintendent of the Chicago Park System, spoke throughout the region promoting the dunes and earning for himself the title "Apostle of the Dunes." Friends of Our Native Landscape, founded in 1913 by Jensen and dedicated to the "spiritual power in the American landscape," joined the Prairie Club for the weekend walks in the dunes. [8]

The idea of establishing a park in the Indiana Dunes germinated for several years, and the concept blossomed in the spring of 1916. Rumors circulated about the impending dredging of Fort Creek at Waverly Beach to accommodate Lake Michigan ships loading sand directly from railroad cars. Many were convinced Mount Tom was to go the way of Hoosier Slide. When Prairie Club members staged their annual picnic at the Beach House, they decided to take the offensive against the industrial interests despoiling the Indiana Dunes. They voted to form the National Dunes Park Association (NDPA) to promote the establishment of a national park on Indiana's lakeshore. On July 16, a mass meeting at Waverly Beach to inaugurate the effort resulted in three special trains from Chicago carrying 5,000 people to the dunes. With a theme of "A National Park for the Middle West, and all the Middle West for a National Park," a principal goal was to raise money to buy enough duneland to turn over to the Federal Government for a national park. Elected officers of the NDPA were Armanis F. Knotts, Thomas H. Cannon, and Mrs. Frank (Bess) Sheehan. On the board of directors were Jens Jensen, Henry C. Cowles, John O. Bowers, and George M. Pinneo.

The popular appeal of the NDPA's message was phenomenal. Less than two months later, on September 7, U.S. Senator Thomas Taggart (Democrat—Indiana) successfully presented Resolution 268 before the Senate calling on Secretary of the Interior Franklin K. Lane to explore the feasibility of obtaining segments of three Indiana counties for a Sand Dunes National Park.* The stage was set for the opening round of the battle for a park in the Indiana Dunes. [9]

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*Thomas Taggart served as Mayor of Indianapolis (1895—1901) and Chairman of the Democratic National Committee (1900—1908). On March 20, 1916, Taggart was appointed to the United States Senate to fill the vacancy caused by the death of Senator Benjamin F. Shively. On November 7, 1916, following the general election in which he ran to fill the position, Taggart resigned upon his defeat. The first national legislative heralder of the save the dunes movement died in Indianapolis on March 6, 1929. See U.S. Senate Document No. 92—8, Biographical Directory of the American Congress, 1774—1971 (Washington, D.C.: U.S. Government Printing Office, 1971), p. 1786.

Stephen T. Mather and the Sand Dunes National Park

Stephen Tyng Mather left Chicago in 1915 to serve as an assistant to his friend, Franklin K. Lane, President Woodrow Wilson's Secretary of the Interior. Mather, a wealthy Chicago borax manufacturer imbued with a deep appreciation of the environment, went to Washington to manage the neglected national parks. On August 25, 1916, President Wilson signed the National Park Service Act, and Lane later appointed Mather the first director of the new bureau. As a member of two organizations promoting a Sand Dunes National Park, Mather found himself in an ideal position to promote just such an entity to benefit his native Chicago and the Midwest. Within two weeks of the National Park Service Act, Mather met with Senator Taggart to draft a resolution authorizing an investigation of the "advisability of the securing, by purchase or otherwise, all that portion of the counties of Lake, Laporte, and Porter, in the State of Indiana, bordering upon Lake Michigan, and commonly known as the 'Sand dunes,' with a view that such lands be created a national park." While Congress made no appropriation for the study, local preservation groups assumed Mather's expenses, including a one—week trip to the dunes, Chicago, and Michigan City. [10]

Mather held hearings on October 30 to gauge local sentiment on the proposed national park. Meeting in a courtroom in the Chicago Federal Building, 400 people attended and forty—two spoke in favor of the park to "save the dunes." There were no opponents. Individuals testifying were Henry C. Cowles, University of Chicago botanist; Earl H. Reed, artist and writer; Otis Caldwell, Chicago Historical Society president; Lorado Taft, sculptor (and future father—in—law of U.S. Senator Paul H. Douglas); T. C. Chamberlain, University of Chicago geologist; and Julius Rosenwald, founder of Sears, Roebuck, and Company. Some other organizations represented were the Prairie Club, Indiana Academy of Science, Chicago Association of Commerce, and the Illinois Audubon Society.

The most convincing testimony was that of Henry Cowles. The botanist had dedicated twenty years of his life to the Indiana Dunes and still took his students there for intensive academic study. The dunes were known throughout the world for their ecological importance. Cowles related the story of a group of European scientists with only two months in the United States who compiled a list of places to spend their time: the Grand Canyon, Yosemite, Yellowstone, and the dunelands of southern Lake Michigan. [11]

Mather's assistant, Horace M. Albright, accompanied him to the dunes and compiled the National Park Service's report to Congress, [12] which was submitted to Secretary Lane on December 20. The document represented a potential turning point for Federal land acquisition policy for the Park Service director proposed the government purchase the land for a national park from private interests, a practice hitherto verboten by Congress. He cited the example of the $50,000 appropriation to buy a tract in Sequoia National Park which was insufficient to meet the $70,000 price tag, the deficit amount coming from the National Geographic Society. Mather identified a strip of lakeshore twenty—five miles long and one mile wide for acquisition. This represented 9,000 to 13,000 acres at a price of $1.8 to $2.6 million. The park should be "contiguous and dignified," with no isolated tracts outstanding, Mather believed.

Federal developments in the Sand Dunes National Park would be scant. Four or five roads connecting the lakeshore with the state highway would take motorists to the lake. A road along the shore itself was also a possibility, but development was not pressing because of the convenient rail lines traversing the dunes. As for Park Service administration, a superintendent and two permanent rangers were all the personnel needed for visitor protection and interpretation with additional seasonal help during the summer. Estimated cost for the manpower would not exceed $15,000 a year. [13]

Mather declared that the Indiana Dunes were unmatched anywhere in the United States, if not the world. The area was convenient to five million people in the Chicago metropolitan area as well as millions of other Americans in the center of the nation. The principal segment of the proposed national park stretched from Miller to Michigan City, the northeast corner of Lake County to Porter County. Mather wrote:

> The beauty of the trees and other plant life in their autumn garb, as I saw them recently, was beyond description.
>
> Here is a stretch of unoccupied beach 25 miles in length, a broad, clean, safe beach, which in the summer months would furnish splendid bathing facilities for thousands of people at the same instant. Fishing in Lake Michigan directly north of the dunes is said to be exceptionally good. There are hundreds of good camp sites on the beach and back in the dunes. [14]

Mather discounted the value of land near Gary for the park either because the dunes were less spectacular or the land was too near industrial areas. Mather discussed the unique values for which Yellowstone, Yosemite, Crater Lake, Sequoia, Mount Rainier, Glacier, Rocky Mountain, Mesa Verde, and Grand Canyon (at the time pending) merited national park status. The Sand Dunes of Indiana, Mather believed, deserved the same designation:

> The sand dunes are admittedly wonderful, and they are inherently distinctive because they best illustrate the action of the wind on the sand accumulated from a great body of water. No national park or other Federal reservation offers this phenomenon for the pleasure and edification of the people, and no national park is as accessible. Furthermore, the dunes offer to the visitor extraordinary scenery, a large variety of plant life, magnificent bathing beaches, and splendid opportunities to camp and live in the wild country close to nature.
>
> If the dunes of this region were mediocre and of little scenic or scientific interest, they would have no national character and could not be regarded as more than a State or municipal park possibility. My judgment is clear, however, that their characteristics entitle the major portion of their area to consideration as a national park project. [15]

Because opponents were not present at the Mather hearing does not mean there was no serious opposition to the park proposal. The center of this opposition was in Porter County, Indiana. Led by the press, business and political leaders, and the Valparaiso Chamber of Commerce, the critics attacked the immense area under consideration and charged it would undermine the tax base of the region and permanently close the lakeshore to industry. Many believed U.S. Steel Corporation was the power behind the park movement because it wished to keep its competitors out. [16]

PART I

CHAPTER ONE:
THE EARLY YEARS (continued)

"First Save the Country, Then Save the Dunes," 1917—1919

On December 20, 1916, Mather submitted his report to Secretary Lane who approved the report and forwarded it to Congress in early 1917. To help promote the park cause, Stephen Mather used his own money to publish and distribute the report. Thereafter, the outlook appeared bleak. Senator Taggart, the champion of the dunes in Congress, left office following his electoral defeat. Another vocal champion, Stephen T. Mather, was silenced when he suffered a nervous breakdown in the spring of 1917 and could not lobby for the park. The crippling blow came on April 6 when national priorities inexorably changed as the United States entered World War I. With revenues targeted for the national defense, any Congressional expenditure for the establishment of a Sand Dunes National Park appeared doomed. The popular slogan "Save the Dunes!" became "First Save the Country, Then Save the Dunes!" [17]

Undaunted, the National Dunes Park Association and other preservation groups were determined to continue the save the dunes campaign. Supporters took the Prairie Club's annual outdoor festival concept and expanded it into a historical pageant called "The Dunes Under Four Flags." The dunes pageant would tie the area to American history while portraying the beauty of the duneland through dance, music, and poetry. The Dunes Pageant Association, incorporated in Chicago in February 1917, commissioned Thomas Wood Stevens, president of the American Pageant Association, to compose a pageant similar to his other successful shows in Newark and St. Louis. Memorial Day 1917 was the first performance at the Waverly Beach blowout—a natural amphitheatre amidst the sand dunes—in the present—day state park. It was rained out, but the following weekend, 25,000 people jammed into the area for an unforgettable pageant with 600 actors. It was capped by a stirring grand finale, singing the national anthem. [18]

The pageant enjoyed widespread publicity thanks to area women's clubs. Newsreels spread the event throughout the country. Petitions proliferated. Each member of Congress received a copy of the pageant brochure. One author contends the pageant spawned a civil religion and a formidable political constituency for saving the dunes by creating a "community united by mutual sympathy." [19]

As United States involvement in the war deepened, NDPA members acknowledged their inability to halt the despoiling of the dunes during the conflict. They vowed to renew the fight "the minute the war is over." [20] They kept the issue before the public, however, as witnessed by what one Chicago columnist wrote in 1918:

> Unless the State of Indiana or the United States takes the matter in hand, commercial plants will crowd the entire lake frontage. The matter resolves itself into a decision of humanity. Shall the million[s] of mill workers be condemned

> to the slavery of labor without recreation in the big plants on the lake shore, or shall they be given the privilege of open—air spaces and pure air in which to renew strength and courage in their brief hours away from the mills? [21]

While the war ended in late 1918, the Sand Dunes National Park initiative floundered badly in 1919, faced by the post—war prosperity and the mounting opposition of politicians and business interests. [22] Evidence of this fatal NDPA pessimism can be seen in the May 15, 1919, meeting of the Chicago committee. The group conceded that a prolonged educational campaign was needed to convince Congress to "purchase" the national park. After that arduous process, there would be no dunes left to save. The group admitted the NDPA should drop the national park struggle and pursue administration of the Indiana Dunes by the State of Indiana itself. [23]

Establishment and Development of the Indiana Dunes State Park

In 1919, William P. Gleason, superintendent of the Gary Steel Works and president of the Gary Park Board, succeeded A. F. Knotts as NDPA president. Gleason convinced U.S. Steel to donate 116 acres of lakeshore near Miller Woods (first called Lake Front Park, later Marquette Park) which became the first tract of the Indiana Dunes to be reserved for the public good. [24]

This success was accompanied by a feature in National Geographic magazine which showed the intricate beauty of the pristine dunes, but warned: "under commercial occupancy the growth of centuries could be destroyed in a short time. It would be a catastrophe if this opportunity for preserving an incomparable breathing spot on Lake Michigan should be neglected." [25] In addition, the Chicago chapter of the General Federation of Woman's Clubs convinced the national organization to designate November as "Save the Dunes Month" with each chapter devoting one program to study the Sand Dunes National Park proposal. Their rallying call was "Women of the East, let us join together to secure the first National Park east of the Mississippi River! Women of the West, who realize the advantages of the preservation of Natural Scenery, help us to save the finest specimens of Dune formation in the world!" [26]

The movement away from Federal involvement accelerated nevertheless. Origins of Indiana's interest in establishing its own State Park System began in 1916, when an Indianapolis business leader and municipal reformer recommended the State establish its own park system. A member of the Indiana Historical Commission (IHC—overseer of the State centennial), Richard Lieber found himself chairman of the IHC's State Park Memorial Committee. By the end of the year, Lieber succeeded in raising private funds to purchase McCormick's Creek Canyon and Turkey Run which became Indiana's first state parks. Lieber also called for the acquisition of a portion of the Indiana Dunes for a state park. In 1919, the Indiana Legislature approved the formation of the Department of Conservation and Republican Governor James P. Goodrich appointed Lieber its first director. [27]

By late 1920 or early 1921, National Park Service Director Stephen Mather and Assistant Director Horace Albright were convinced the fight for establishment of the Sand Dunes National Park was fruitless. Combined with scant political support in Indiana, the new Federal administration of Warren G. Harding ushered in a new era of Republican conservatism which nixed the plan. No dunes park bill was introduced before Congress. More importantly, Mather and Albright no longer believed in the cause. With industry's relentless push on each end of the lakeshore, Indiana Dunes was "unacceptable for National Park status." Albright recalled, "Mr. Mather was just too busy to get back to the Dunes project and he gradually came to the conclusion that the only hope for them lay in the state park movement." [28]

Mather abdicated saving the dunes to his friend Richard Lieber. Both men organized the first national meeting of state park employees in 1921. Two years later, they reassembled at Turkey Run State Park where the National Conference on State Parks formed with Mather the first president and Gary's Bess Sheehan (NDPA officer) its secretary. Indiana's park system was the model in the United States and its leader redoubled his efforts to add the Indiana Dunes to its fold. [29]

Lieber had the full cooperation of the preservation groups who favored Federal involvement, namely the National Dunes Park Association, Prairie Club of Chicago, and the Nature Study Club of Indiana. In January 1921, Governor James P. Goodrich left office, but not before he endorsed the Indiana Dunes State Park proposal. In his inaugural address, Governor Warren McCray likewise embraced the concept. McCray proposed that if Calumet interests could raise $1 million, he would ask the Legislature for matching funds. Senators Robert Moorhead and Charles Buchanan were sent to visit the dunes. Highly enthusiastic, Buchanan introduced a bill to establish the Indiana Dunes State Park.

In a 1921 speech to a duneland gathering of Hoosier newspaper editors, Lieber explained that nowhere else in the Midwest could the working class better relate to its American heritage. Lieber, a German immigrant, saw the dunes in the shadow of Chicago and Gary as a safety valve on the ever—boiling social melting pot. Reserving the beautiful dunes as parkland could only further the "Americanization" process. [30]

When the Gary chapter of the NDPA voted in 1922 to abandon the effort for a national park in favor of a smaller state park, the organization, except for some of its stalwart members, effectively died. Gloomily acknowledging the collapse of hopes for National Park Service involvement and the Indiana Legislature's reluctance to act on the state park bill, Lieber declared in his 1922 annual report that it was now "the privilege and duty of Indiana, with private assistance, to preserve this heritage and God—given spot." [31] Lieber proposed purchasing 2,000 acres along three miles of lakeshore. To finance the venture, he called for a two mill tax increase on each $100 of personal property over seven years.

To assist Lieber's campaign, a new champion emerged to save the dunes: Bess Sheehan, NDPA secretary. Sheehan was also the energetic head of the Dunes Park Committee of the Indiana Federation of Women's Clubs which represented 600 units. With this powerful lobby group behind her, Sheehan personally took the issue directly to each legislator. The capstone was a January 26, 1923, stereopticon lecture before a special joint evening session of the Legislature to which the solons' wives were invited. Sheehan spoke for two hours, eloquently presenting the argument and showing the beauty of the area. The effort paid off. On the last day of the session, the senate passed the bill with some help from former U.S. Senator Thomas Taggart. In a letter, Bess Sheehan confided her previously hidden apprehension to her friend, Catharinne Mitchell:

> The people here [NDPA Gary chapter members] all gave up the struggle; seemed I was the only one who stuck. Had I known how discouraged the others were I guess I would have given up too. I only began to sense it about the time I began to dare to hope for success, and that was the eleventh hour. [32]

On March 6, 1923, Republican Governor Warren McCray signed the bill authorizing the Indiana Dunes State Park. A new battle, however, was about to begin. The Indiana Dunes had changed considerably since Stephen Mather issued his national park proposal in 1916. The Dunes Highway, or U.S. Highway 12, now provided Chicago motorists fast, easy access to the area. The new roadway, agitation over which segment of lakeshore the State intended to purchase for the park, and the platting of two resort communities (Dune Acres and Ogden Dunes) caused land speculation to escalate. Land prices skyrocketed as real estate interests

acquired large tracts of land.

With the prices escalating, Lieber realized it would require more time to raise enough funds for the park. Compounding the problem, no Indiana tax money could be used until the two mill assessment expired in 1930. To save the dunes from complete commercial exploitation, Lieber could not wait that long. He and Bess Sheehan began an ambitious fund raising drive which concentrated on wealthy Calumet citizens and industrialists. Indiana schoolchildren also sent in their pennies, but for the next two years, the results were disappointing.

Lieber broke the stalemate when he invited Indiana's new Republican governor, Edward Jackson, on a dunes tour in May 1925. Jackson was so impressed by what he saw and by Lieber's plea that the area might soon be lost that the governor authorized the Dunes Purchasing Board (a division of the State Conservation Commission) to expend some of the $200,000 in tax revenue to purchase 500 acres of duneland. Both Lieber and Jackson hoped this action would induce the Calumet's entrepeneurs to take notice of Indiana's determination to establish the new park. On August 29, 1925, Mount Tom, 110 acres owned by John O. Bowers (a Gary attorney), became the first tract acquired. Bowers sold at half the market value to set a precedent. The same month, the boundaries of the new park were announced. This act was followed in early 1926 by a generous $250,000 donation from U.S. Steel's Judge Elbert H. Gary. Sears and Roebuck president Julius Rosenwald gave $50,000. [33]

On July 1, 1926, four years ahead of original plans, the Indiana Dunes State Park opened to the public. In the first three months, nearly 63,000 people came. In tribute to the man who first placed the save the dunes issue before the American people a decade before, Richard Lieber erected a bronze plaque of Stephen Mather on a stone memorial in the center of the new park. [34] Reflecting on their long struggle, Bess Sheehan, in a letter to Lieber, declared the Federal park effort had not failed, but simply took a new form:

> What did happen, as I have analyzed it, was, that the encouragement and interest then gathering momentum in state officials, state organizations and a few Indiana men and women of vision, induced the Indiana leaders to believe that it would be easier and quicker to create a state park, than a federal, and with the rapidly encroaching civilization, time was very precious. I should therefore prefer this statement to convey the thought that the encouragement forthcoming from Indiana people was the determining factor in the change from the federal to the state park idea. [35]

Modest physical development of the state park took place rapidly following opening day. State workers enlarged the existing parking lot at Waverly Beach to an 850—car capacity and Fort Creek in this vicinity was channeled into a culvert. Nearby Duneside Inn, a converted farmhouse, was fashioned into a tourist hotel. By far the greatest development was the pavilion. Completed in the fall of 1929, the limestone structure included a bathhouse on the second level and a restaurant and store (to service tourists and area cottagers) on the lower level. A fire lookout tower stood at the summit of Mount Jackson as did the "State Cottage," a summer home for Indiana's governors. A campground was available to the public as were a series of trails which linked the three "mountains" of the park—Mts. Tom, Holden, and Jackson—collectively called "Tremont."

Roads were scarce in the park area. Two were in the vicinity, but only one connected to the park. Constructed in 1931, the main entrance from Highway 12 was six—tenths of a mile long amidst a 500—foot wide right—of—way donated by Samuel Insull, Jr., owner of the Chicago, South Bend, and South Shore Railroad. [36]

Other development pressures necessitated the construction of Burns Ditch (1923—26). This

large drainage canal which connected the Little Calumet River to Lake Michigan decimated much of the "Great Marsh" by drying the landscape out and permitting forestation of the area. [37]

Established and developed before the onset of the Great Depression, the 2,182-acre Indiana Dunes State Park was indeed a reality. Richard Lieber intended to keep it simple; the lakeshore would be developed in one area and the interior dunes kept as near pristine as possible, "serviceable [largely] for public welfare organizations; a place where we can bring the weary and hopeless ones, especially bring the little orphans into the sunlight." [38]

CHAPTER ONE:
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PART I

CHAPTER TWO:
TAKING AIM IN THE 1950s

> I felt we were in the grip of an almost irreversible force, which would overrun those who loved the dunes and sweep on to Michigan City and beyond. Then we would have a continuous jungle of asphalt and steel, with pollution of air and water, with no place for the millions of pent—up city folk to seek refuge, quiet and renewal. It seemed impossible to stop this movement, but one moonlit evening [in the Indiana Dunes] I made a secret pledge that if I could help to do so I would.
>
> Senator Paul H. Douglas [1]

Dorothy Buell's Save the Dunes Council

For two decades, the Great Depression and World War II and its aftermath pushed the issue of saving any more duneland into the background. These two momentous events, however, did nothing to halt the progression of industrial and commercial development in the dunes. As a result of Indiana Dunes State Park's enormous popularity, one realty company developed a large tract on the park's east boundary into a resort community called Beverly Shores. (A component of the realtor's promotion was the 1935 acquisition and relocation of six model homes from Chicago's 1933—34 Century of Progress International Exposition) as well as other structures modeled after famous American buildings. [2] Pleased by the wide appeal and revenues generated by the Dunes State Park, the State of Indiana did not seek to expand or make any substantial developments to it. Rather, the state began exploring ways to induce more industry into its sliver of lakeshore.

The Indiana political and business communities were encouraged by the growth of Chicago steel industries in the direction of the south shore of Lake Michigan and sought to entice them to jump the Illinois—Indiana border. Built in the 1880s, United States Steel Corporation's South Works was the first and largest of the steel plants on the lakeshore. Soon after three other steel mills located on the Calumet River in Illinois: Acme Steel, Wisconsin Steel Works of International Harvester, and Republic Steel. The old Youngstown Steel and Tube Company mill at the mouth of the Calumet River was already planning to abandon its Illinois facility in favor of a new site at Indiana Harbor (built in 1916) to the west of Gary where Inland Steel Company also had a plant. The largest steel mill complex in Indiana and second largest producer in the nation was none other than U.S. Steel's Gary Works. Within this complex were its subsidiaries, American Bridge Company and Universal Atlas Cement Company, for which U.S. Steel constructed two harbors: Gary Harbor and Buffington Harbor. All of this development was in Indiana's Lake County. With the continuous expanse of steel mills the only prospect for further industrial expansion between Chicago and Gary

along Lake Michigan's south shore was to reclaim land from the lake by use of fill. Another option was to expand industrial development into neighboring Porter County. This latter scenario excited Hoosier developers.

As early as 1929, Midwest Steel Company, a subsidiary of National Steel Company, purchased 750 acres in the vicinity of Burns Ditch in Porter County for a future plant. Midwest Steel officials determined that they would not follow U.S. Steel's precedent and build its own harbor. Instead, the company began lobbying for Federal funding. U.S. Army Corps of Engineers reports in 1931 and 1935 recommended against using tax dollars to build a harbor at Burns Ditch because it would only benefit one company. A similar 1944 Corps study evaluated all Indiana sites, but determined that existing Illinois and Indiana harbors were sufficient. Midwest Steel Company, therefore, shelved its plant construction plans yet again. [3]

Meanwhile, conservation forces, sated by the state park victory, dwindled. Following its 1940 annual meeting, the National Dunes Park Association, purposeless and disillusioned by the seemingly inevitable industrial onslaught, quietly faded away.

While the dunes preservation flame flickered, it did not go out. In 1949, an Ogden Dunes family visited White Sands National Monument. Dorothy Richardson Buell, while moved by White Sands' grandeur, thought her own Indiana Dunes possessed greater qualities. As a young girl, Buell had performed in the Prairie Club—sponsored dunes pageants. Returning home, the Buells stopped for diner in Gary where Dorothy Buell spotted a fateful sign announcing the formation of a citizens group to save the dunes. Led by a University of Chicago professor, the Indiana Dunes Preservation Council (IDPC) identified unspoiled areas and recommended nearly seven miles of lakeshore for preservation. The IDPC garnered few positive developments. In early 1952, during a meeting of the Chicago Conservation Council, Dorothy Buell advised that historical precedent be followed to reignite the dunes preservation movement. Buell recounted Bess Sheehan's struggle and recommended that the effort be heralded by women. After the meeting, Buell decided to follow Sheehan's example and lead the revived movement herself.

On June 20, 1952, twenty-one women congregated in the Buell home and listened to Bess Sheehan relate events of thirty years past. The group discussed an alarming 1949 Corps of Engineers report which advocated a deepwater port for Indiana. While not opposed to the port, the group called for adding nearly five miles of lakeshore to the Dunes State Park. The women announced to journalists they would dedicate their lives to saving the dunes. With that assertion, the Save the Dunes Council was born. [4]

Indiana's opposition to adding more land to the Dunes State Park soon became apparent to the Save the Dunes Council. A united front of the political and business communities sought to maximize economic development along the limited lakeshore. The idea of setting aside more parkland was anathema to the economic planners who were working to secure Federal funds to construct a gigantic "Port of Indiana" at Burns Harbor (or Ditch). Expanding the existing mills and attracting still other steel companies to the area were other top priorities.

Instead of despairing at the overwhelming opposition, the sacred mission of saving the dunes inspired the women to redouble their efforts. The Council's purpose was to preserve the natural environment and recreational potential of the dunes. To attain the goal, the Council launched a nationwide membership and fund—raising drive. One of its first successes was the purchase of Cowles Tamarack Bog, fifty—six acres in Porter County. Sold for delinquent taxes, it is ironic that the difference of the balance—beyond the meager donations—came from Bess Sheehan. Sheehan, the guardian of the National Dunes Park Association's treasury, donated the fund's total of $751.68 to attain the $1,730 purchase price. Thanks to the

organization which first formed decades before to save the dunes, Cowles Bog was secure. [5]

Besides expanding its membership, the Council began establishing links with other conservation organizations, cultivating contacts with women's clubs throughout Indiana, meeting with legislators and chambers of commerce, lobbying editorial boards of regional newspapers, encouraging local preservation zoning, and delivering public programs. The Council also organized a "Children's Crusade to Save the Dunes."

Buell looked to historical precedent once again. If Stephen Mather once pushed for a Sand Dunes National Park, what was the attitude of the contemporary National Park Service? Director Conrad L. Wirth and his Region II Director in Omaha,* Howard W. Baker, supported a potential national monument in the Central Dunes as well as a one—mile stretch of 830 acres owned by Inland Steel adjacent to Ogden Dunes. In June 1953, Region II Director Baker participated in "A Day in the Dunes" sponsored by the Save the Dunes Council. Baker spoke in favor of an expanded state park or new national park. [6]

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*In 1937, when the National Park Service's Region II headquarters was established, Indiana fell under the jurisdiction of the Omaha office. When the Region V office opened in 1955, Indiana came under the supervision of the Philadelphia office. See Harold P. Danz, ed., Historical Listing of National Park Service Officials (Washington, D.C.: National Park Service, Department of the Interior, May 1986), p. 20.

In 1954, Save the Dunes Council established an advisory board composed of scientists Edwin Way Teale and Myron Reuben Strong; Bess Sheehan; artist Frank V. Dudley; writers Donald Culross Peattie and Harriet Cowles; conservationist Richard Pough; and philanthropists Mrs. Charles Walgreen and Mrs. Norton W. Barker. With increasing press coverage, the activities of the Council and its advisory board gained wide notoriety and support.

Buell was reluctant to jeopardize the Council's tax-exempt status by delving into the political arena. She worked hard to keep the effort a largely female movement focused on educating the public. The primary educational issue involved the proposed port. Buell wanted to avoid confrontation and political machinations. Council attorney Leonard Rutstein determined to change this platform by inviting environmentalist and public relations specialist Thomas Dustin to a meeting. Rutstein and Dustin informed the women that they would never win the battle unless the Council broadened its base and worked in political circles. The move worked. Thereafter, men were welcomed as members and a new strategy emerged concerning industrial development: separate the proposed port from the favored site in the Central Dunes at Burns Ditch. The Council argued that Indiana already had two ports at Indiana Harbor and Michigan City, and that those could be expanded. Additionally, they pounded away at whether it was ethical to use tax dollars for the benefit of the two area steel companies. [7]

Soon after taking office in 1953, Indiana Republican Governor George N. Craig announced initial plans to construct a harbor for ocean—going boats between Ogden Dunes and Dune Acres by selling $35 million to $70 million in bonds. While the Indiana Legislature rejected a state financing plan in bonds. While the Indiana Legislature rejected a state financing plan in 1955, it did approve funding to purchase 1,500 acres at Burns Ditch. The state intended to secure Federal funding for the new port and begin development quickly before the opponents had a chance to mobilize. Governor Craig also encouraged private funding for the harbor.

To combat the governor's plan, the Save the Dunes Council launched a one million dollar

fund—raising campaign targeted against the proposed mills, grain elevators, chemical plants, and coal shipping facilities which were expected to flock to the new port area. [8] The campaign had barely begun when, in 1957, Bethlehem Steel Company pledged itself to the proposed port at Burns Ditch and began purchasing land in the Central Dunes through its realty agent, the Lake Shore Development Corporation. Land values skyrocketed to almost $3,000 an acre. Allegations abounded in which state and local officials allegedly encouraged the speculation to benefit the port project over the park. [9]

Save the Dunes Council repeatedly solicited the Indiana Congressional Delegation to introduce legislation preserving the lakeshore by incorporating the dunes into the National Park System. A resounding "no" came from the industry—minded solons. It was in this context that the Save the Dunes Council looked outside Indiana for a champion of the dunes, namely Paul H. Douglas, U.S. Senator from neighboring Illinois. [10]

CHAPTER TWO:
TAKING AIM IN THE 1950s (continued)

"Indiana's Third Senator" Takes the Dunes Battle to Congress

Approaching Paul H. Douglas to herald the dunes preservation movement in Congress proved to be an excellent move. Although from Illinois, Douglas was no stranger to the Indiana Dunes. Following his 1931 marriage to Emily Taft, daughter of sculptor Lorado Taft, the couple built a summer cottage in the dunes. Summertime and weekends in the dunes with his family left an indelible mark on Douglas' soul. He regarded those times as "one of the happiest periods of our lives":

> Like Anateus, I retouched the earth and became stronger thereby. We had rare privacy, with mornings of quiet study and work, afternoons of swimming and walks along the magnificent beach and in the fascinating back country.... What remained was idyllic and an ever—present source of physical and spiritual renewal. I seemed to live again in the simplicities of my boyhood. [11]

Dorothy Buell first approached Douglas to sponsor a bill to authorize an "Indiana Dunes National Park" in the spring of 1957. Douglas, familiar with the negative stance of the Indiana Congressional Delegation, targeted Senator Homer Capehart. Douglas suggested that Capehart could become a hero by leading the dunes effort and thereby have the Federal park bear his name. Intrigued, Capehart told Douglas he first had to consult with the "boys in Indianapolis." The inevitable answer came: the boys "have other plans." Douglas decided he would introduce the legislation himself. Fittingly, he unveiled the bill to establish "Indiana Dunes National Monument" in Dorothy Buell's home on Easter Sunday 1958. He cited the popularity of the Save the Dunes Council as an indication of widespread public support enabling him to go against the wishes of Indiana's political and business community. [12]

Few could have predicted the magnitude of the vehemence unleashed on Senator Douglas. Media, industry, and political organizations combined accusing Douglas with interfering in Indiana's affairs, serving as a Chicago carpetbagger plotting against Indiana's economic development, and working to establish a park to placate the minorities of Chicago. Douglas' opponents derisively referred to him as the "Third Senator from Indiana." [13] Indignant Hoosiers pointed to an underground coalition of Illinois politicians and industrialists who were hiding behind Senator Douglas' "Save the Dunes" movement in order to stop the Port of Indiana. Douglas' nefarious coalition was also believed to be joined by dunes area industry which hoped to keep competitors out. [14]

Nevertheless, Paul Douglas introduced his bill, S. 3898, on May 26, 1958. The stirring speech delivered on the Senate floor was a forerunner of the conservation movement which blossomed in the late 1960s. It provided for an Indiana Dunes National Monument composed of 3,800 acres in the Central Dunes. On the same day, Representative John Saylor of Pennsylvania—the home state of Bethlehem Steel—submitted a companion bill in the House,

H.R. 12689. [15]

The Council undertook a nationwide petition drive to support the legislation. They produced a dramatic film depicting the impending industrial peril facing the dunes. Council members developed lobbying skills by visiting all House and Senate members, preparing testimony, and learning the ropes of the legislative process. Their efforts began paying off as the national press corps and conservation groups such as the Izaak Walton League endorsed the movement. [16]

The key players on both sides of the issue realized the battle would be bitter and protracted. It soon became apparent to Douglas and the Save the Dunes Council that formidable political opposition would succeed in bottling the legislation up in the respective Interior and Insular Affairs subcommittees. Close cooperation with the Federal Government's principal preservation agency, the Department of the Interior's National Park Service, was vital in the fight to save the dunes.

The Save the Dunes Council already had an advocate with the Department of the Interior. Earl H. Reed, Jr., a Council member, also served on the Secretary of the Interior's Advisory Board on National Parks, Historic Sites, Buildings and Monuments. It was largely through Reed's prodding that the Advisory Board in April 1958 unanimously called for preserving the dunes by incorporation into the National Park System. [17] Simultaneous with the dunes controversy in Congress was the initiation of the National Park Service's Great Lakes Survey which would evaluate the feasibility of Federal park areas on the shores of the Great Lakes, including Indiana's embattled lakeshore.

The Great Lakes Survey

The greatest difficulty dunes conservationists had to address was to justify preserving an urban recreation area in light of the traditional American ideal of a national park. Comparing the model of Yellowstone National Park, reserved from the public domain in a wilderness setting, to Indiana Dunes was difficult for many citizens. United States Government policy since the inception of the republic was to encourage private, capitalist development and settlement of the continent. The 1872 authorization of Yellowstone itself was a milestone in that a significant segment of nature was reserved for the public good. The Yellowstone ideal tended to preclude less spectacular, recreational areas like the Indiana Dunes where population and development pressures threatened to envelop the land. [18]

Although omitted from its scope, the roots of the 1957—58 Great Lakes Survey can be found in the National Park Service's seashore preservation study conducted with Civilian Conservation Corps workers in 1934—35. The study identified potential national and state recreation areas along the Atlantic, Gulf, and Pacific coasts. Fifteen possible Park Service areas were targeted with Cape Hatteras, North Carolina, atop the list. Authorization for Cape Hatteras National Seashore came on August 17, 1937, and included seventy miles of seashore and 28,500 acres. Largely owned by the state, the remaining areas North Carolina purchased and donated to the National Park Service.

With the disruption of World War II, no more seashore legislation was successful until interest was revived in the initiative in the 1950s. By this time, few shoreline areas remained unspoiled and an incredible eighty—five percent of shoreline was privately owned. With dwindling shoreline available for public access and recreational purposes, it became clear the Federal Government had to act. Reviving the former 1934—35 study, those remaining potential park areas were re—evaluated. A separate aspect of this project, which was sponsored under the Park Service's MISSION 66 program, included the Great Lakes. Funded by entrepeneurs Paul Mellon and sister Alisa Bruce, the Great Lakes Survey began under the

direction of Director Conrad L. Wirth. [19] Wirth called on Allen T. Edmunds to organize the effort. Edmunds relocated from the Washington Office to the Region V Office in Philadelphia to evaluate the remaining shoreline opportunities of the Great Lakes. Director Wirth cautioned Edmunds not to be overly optimistic. The effort to include Cape Hatteras in the National Park System had taken fifteen years. Wirth advised Edmunds not to get discouraged if nothing came out of the Great Lakes Survey. [20]

Survey activities took place in the summers of 1957 and 1958 to determine what segments of remaining shoreline qualified for preservation as natural, scenic, or recreation areas. Sixty—six units were identified. Five were targeted for potential inclusion in the National Park System: Pigeon Point (Minnesota), Huron Mountains and Pictured Rocks (both in the Upper Peninsula of Michigan), Sleeping Bear Dunes (lower Michigan), and Indiana Dunes (Indiana). The report cited the industrial and residential expansion in northwest Indiana. Outside of the Dunes State Park, five—and—a—half—miles of undeveloped lakeshore remained, but the area was targeted for expansion by three steel companies and the proposed deep—water harbor. The survey recommended that the Indiana Dunes merited further evaluation. Compilation and editing of the report delayed publication and distribution until early 1960. The preface of Our Fourth Shore: Great Lakes Shoreline Recreation Area Survey contained a message from Secretary of the Interior Fred A. Seaton. Reflecting the conservative position of the Eisenhower administration, Secretary Seaton stated the primary objective of the shoreline surveys was to help state and local governments identify new park areas. He instructed the Park Service to recommend no more than three areas as National Shoreline Recreation Areas. The three units, Seaton stated, would be selected from all of the candidates nominated from the Great Lakes, Pacific, Gulf, and Atlantic shorelines. [21]

In response to an inquiry from Senator Paul Douglas, the Park Service's Region V Office in Philadelphia dispatched a team in September 1958 to evaluate an area of undeveloped duneland west and south of Ogden Dunes. The team identified an additional 850 acres [22] which Douglas incorporated into a new 1959 bill, S. 1001. Park Service comments to the Department on S. 1001 were favorable, but there were a few amendments suggested. Park Service officials believed the designation of "National Seashore" was more appropriate than "National Monument." The Service also questioned the excluded areas around Dune Acres, Ogden Dunes, and Johnson Beach, preferring to consider all available land in order to have an area of sufficient size to accommodate heavy use. While the towns themselves should be excluded, the Service wanted unspoiled Johnson Beach to fall within the acquisition area. [23]

With the opening of the St. Lawrence Seaway in 1959, the dunes controversy intensified. Hoosier politicians and businessmen were eager to exploit the economic prosperity promised by the linking of the Great Lakes to the Atlantic Ocean shipping lanes. The Advisory Board on National Parks, Historic Sites, Buildings and Monuments reaffirmed that the Indiana Dunes should be incorporated into the National Park System. Senate hearings in May 1959, saw Douglas and a large group of supporters pleading in vain for swift action on the dunes park bill. An equal number of opponents, from Indiana's Governor to the President of Midwest Steel Corporation, testified against the proposed park. Even as Douglas spoke, an increasing number of power—shovels were decimating the Central Dunes. The same spring, Midwest Steel dusted off its thirty—year—old construction documents and began building a finishing plant on 750 acres at Burns Ditch. Simultaneously, Northern Indiana Public Service Company (NIPSCO) began clearing a 350—acre parcel to build a coal—fired generating plant west of Dune Acres. Douglas accused the industrialists of denuding as much duneland as possible in an effort to make the preservation argument moot. [24]

Despite the acrimony, Senate committee members expressed the desire for compromise, to find a way to accommodate both sides. They wanted to devise a formula whereby the Indiana

Dunes could have a port and a park.

CHAPTER TWO:
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PART I

CHAPTER THREE:
PORT VERSUS PARK

> If they don't let us have the park I will fight them to the death on the harbor appropriation.
>
> Senator Paul H. Douglas, quoted by the New York Times, March 11, 1962. [1]

Three Years of Struggle, 1960—1962

A key element in the port versus park battle involved a U.S. Army Corps of Engineers report commissioned in 1960 to study Indiana's proposed deep—water port at Burns Ditch. The artificial channel, built by a contractor named Burns who was commissioned in 1926, drained the marshlands of the upper valley of the Little Calumet River for development as well as reduced the threat of flooding. For three decades, although not supporting the appropriation of public funds, a series of Corps studies evaluated the Burns Ditch site.

Realizing what the outcome of the 1960 report would likely be, the National Park Service presented its position on the proposed harbor to the Corps in January 1960. The proposed park included the few remnants of untouched beaches, dunes, and marshes in the region with exceptional natural scenic values with great accessibility to a metropolitan population in excess of six million people. Therefore, by leveling a mile of tree—covered dunes and "the finest sand beach on the Great Lakes," only four miles of lakeshore would remain. After the port was built, further industrial development and its resulting pollutants would ensue to make beach activities unsafe along the entire lakeshore, including the popular Dunes State Park. [2]

To no one's surprise, the October 1960 Corps report concluded that the mouth of Burns Ditch was the ideal location for the Indiana port and recommended that Congress appropriate the funds. The report called for dredging the lake approach channel to a depth of thirty feet and the outer harbor to twenty—seven feet. With breakwaters and shoreline facilities, the total cost came to $34,500,000. [3] The Corps set the benefit—cost ratio at 5.66 to 1.

When the report arrived for approval at the Board of Engineers for Rivers and Harbors in Washington, D.C., Senator Douglas was ready. He asked why no other alternate sites were evaluated and why the public interest in parkland was not addressed. Until these questions were addressed, Douglas successfully urged the Board to return the report to the Chicago office.

Douglas' move deeply angered Indiana politicians who had boasted that the report's approval would be routine. An aide to Governor—Elect Matthew E. Welsh urged Welsh to "get to the bottom of it." He warned:

> It appears to me that the entire project is in jeopardy and the situation is serious. Normally, the Corps of Engineers is considered immune to political pressures but in this instance it would appear from the known facts that Senator Douglas was able to exert considerable influence in securing this latest action by the Corps. [4]

An important ally of Douglas was Save the Dunes Council member Herbert Read, son of artist and Council publicity director Philo B. Read. Read, a dunes advocate who worked for a Chicago architectural firm, became chairman of the Council's Engineering Committee after educating himself on harbors through reading a borrowed technical manual. The self—taught "harbor expert" was able to decipher the Corps of Engineers' formula for calculating benefit—cost ratios. The Engineering Committee demonstrated the Council's resolve to take the offensive. Ogden Dunes resident George Anderson, a railroad research engineer, assisted Read in identifying various harbor alternatives and technical report errors. Chaneling the information to Senator Paul Douglas, the result saw the Corps agree to a series of restudies. [5]

Interestingly enough, pre—1949 Corps of Engineers' evaluations recommended against a Federally—funded Indiana harbor. As early as 1930, the Corps reported:

> The harbor, if constructed, will be entirely surrounded by the plant of the Midwest Steel Corporation, which would make its use by the general public impracticable. The District Engineer recommends that no work be done by the United States at that harbor until it can be shown conclusively that it is of direct benefit to the general public. [6]

Political agitation from Indiana forced another report in 1935 which garnered the same result. The district engineer found the commerce projections "highly speculative" and that the "existing facilities are adequate to supply demand for some years to come." [7] Yet another restudy in 1937 resulted in a report issued in 1943 with an identical conclusion. The Corps recommended that "selection of the site for such an improvement should be based on a comprehensive review of the whole available frontage rather than the consideration of the site of Burns Ditch alone." The report concluded, however, that an evaluation of Indiana's shoreline was unmerited because there was no proof that a deepwater port was needed. [8]

In 1960, for the third consecutive year, the Secretary's Advisory Board recommended Indiana Dunes as a new unit of the National Park System. Life magazine sympathetically displayed a photographic essay in the context of nature against industry. Revealing the destruction of Midwest Steel and NIPSCO bulldozers, one caption warned, "Over the dunes hangs the smoky specter of steel." [9]

Nineteen sixty—one, the first year of President John F. Kennedy's administration and the Eighty—seventh Congress, was the first year in which more than one Indiana Dunes bill was introduced. In the first sign of compromise, Indiana Senator Vance Hartke introduced S. 2317 which provided for both port and park. Paul Douglas submitted S. 1797 which provided for an "Indiana Dunes National Scientific Landmark" of 5,000 acres which he subsequently amended to 9,000 acres. In the House, H.R. 6544 provided for an Indiana Dunes National Monument. Park Service comments, however, favored adopting the language of S. 1797 because the Secretary could lease the lands to the State of Indiana to preserve and manage. The National Scientific Landmark could be administered in conjunction with the Dunes State Park. The bill was designed to allay Indiana's concerns about Federal appropriation of the land. Protection of the leased land could be assured by careful monitoring of State management and protection. [10]

Douglas coaxed Alan Bible, Chairman of the Parks Subcommittee of the Committee on Interior and Insular Affairs, to accompany him and Secretary of the Interior Stewart Udall to the dunes to see the proposed park firsthand. On July 23, 1961, Douglas, Bible, and Udall arrived before the Bethlehem Steel property accompanied by an impressive entourage: Director Conrad Wirth; Chicago Mayor Richard Daley; the mayors of Gary, East Chicago, Hammond, and Whiting; and Dorothy Buell. After enjoying a day of hiking and interpretive talks sponsored by the Save the Dunes Council, the participants were converted to the park cause. [11]

In a widely publicized interview, Secretary Udall affirmed his desire to preserve the dunes as a national park and urged prompt Congressional action: "It is my hope that we might preserve as large an area of national significance, not only to serve Chicago or Indiana, but to serve the whole country and future generations as well." To Paul Douglas, Udall asserted, "We ought to make a last ditch fight to save the dunes as a national park. Our great National Park System has no major unit in the midwestern heartland; your people need something above all. I hope that we can take a walk through the dunes again soon, and that it then will be a great national park." [12]

A Congressional authorization in the summer of 1961 for Cape Cod National Seashore, Massachusetts (44,600 acres with forty miles of seashore), provided added support to the dunes park fight. Not since Cape Hatteras in 1937 had a seashore entered the National Park System. More importantly, Cape Cod represented a radical change in the Federal Government's land acquisition policy. For the first time Congress approved significant park enabling legislation which included the right to use Federal money to purchase natural park land. The old "beg, borrow, or steal system"—where new park land had to be either already Federally—owned or donated to the government—was gone forever. [13]

Before the Senate hearings on S. 1797 began in February 1962, the newly—established Indiana Port Commission (IPC) issued a critical statement on the bill charging Douglas with trying to kill all port planning and sabotage Indiana's economic development. In effect, the IPC declared, the Federal park would encompass and strangle the state's own popular park. The IPC further accused Douglas and his park proponents of spreading malicious propaganda, a "vicious campaign" of heralding a "tourist mecca" to prevent the public port under the "guise of conservation." Down—playing the tourist potential of the Federal park, IPC cited Secretary Udall's own words: "There will be very little public recreational development. It will, rather, be a preservation of the natural state of the dunes land area. The National Park System is not in the bathing beach business." [14]

The IPC as well as other park opponents painted a sinister picture of the dune savers' coalition and refused to recognize it for what it was. Rather, they saw the national park movement as a smoke screen; the real objective of Douglas and his cohorts in opposing Porter County's harbor could only be to protect Chicago's port traffic. When IPC met with the Chicago port authorities and discovered no insurmountable problems, it naively believed the save the dunes movement would dissolve. When it did not, IPC and other port proponents believed the Lake County steel companies were the real powers behind the conservation effort. To confirm this position, they pointed at Herbert Read's active promotion of the "Tri—City Harbor" proposal in Lake County which had the support of the mayors of Hammond, Whiting, and East Chicago. It promised to become the "Quad—City Harbor" with the endorsement of Gary's mayor who advocated the extension of the breakwater to serve his city. When Lake County state legislators succeeded in Indianapolis in defeating an appropriation for the Porter County harbor, park opponents were doubly convinced Herbert Read was on U.S. Steel's payroll.

Gradually, port proponents used incentives to "neutralize" the Quad—City Harbor boosters.

Establishment of a Lake County crime commission purged others, including the mayor of Gary. With the Lake County alternative fading, Herbert Read and George Anderson focused on a proposal to limit facilities to the east arm of Burns Ditch, thereby preserving the dunes along the lakeshore. [15]

The February 1962 hearings evolved into a heated debate on the proposed Burns Ditch port. Proponents cited the revised January 1962 Corps of Engineers report which recommended Burns Harbor. Opponents featured a recommendation of President Kennedy's Outdoor Recreation Resources Review Commission calling for the preservation of shoreline areas near urban centers. The Department and Service's report was again pro—park, calling for the maximum acreage possible and asking for a National Lakeshore or National Seashore designation. The cost estimate for the roughly 9,000 acres was $8 million. [16]

In early March, President John F. Kennedy took a stand on Indiana Dunes in an important New Frontier speech on conservation. Kennedy outlined a program to link the nation's economic vitality to a movement for conservation of the natural environment. He recommended the establishment of additional national parks, monuments, and seashores and called for the authorization of park units at "Point Reyes (California), Great Basin (Nevada), Sleeping Bear Dunes (Michigan), Ozark Rivers (Missouri), Prairie Lands (Kansas), Lakeshore Dunes (Indiana), and Sagamore Hill (New York)." In a speech before the National Wildlife Federation, Secretary Udall hailed the president's message as "but one highlight of the greatest decades in the conservation history of the United States." [17]

On March 23, 1962, the Corps of Engineers approved the report endorsing Burns Ditch Harbor. The State of Indiana immediately concurred and anxiously awaited the expected approval from the Bureau of the Budget.

On the heels of President Kennedy's speech, however, Senator Douglas did not believe Kennedy's subordinates would approve the harbor before Congress decided on the park. While Douglas openly criticized the flaws in the Corps' report, Governor Matthew Welsh's administrative aide, Clinton Green, who was also the Secretary—Treasurer of the Indiana Port Commission, went to Washington, D.C., for one week to lobby for the harbor. In a discussion Green arranged between his boss and Secretary of the Interior Udall, Udall accepted the idea of a harbor in the proposed park area. [18]

While the park appeared for the first time on the administration's priority list, the port also enjoyed White House support. Indiana had a Democrat in the governor's mansion pledged to securing a public port, and the minority leader in the House of Representatives, Charles A. Halleck (Republican—Indiana), had most of the lakeshore area in his district and had launched his political career decades previously based on securing a public harbor for Indiana. Like most Hoosier politicians, Halleck was a self—declared enemy of the proposed park. On March 30, the Indiana Port Commission gleefully declared that Bethlehem Steel contracted for the removal of more than two million cubic yards of sand for use in a landfill at Northwestern University in Evanston, Illinois. The activity marked the first step in Bethlehem Steel's plans to break into the Chicago steel market by building a new $250 million facility, a move officially unveiled on December 2, 1962. [19]

Fearing that the industrial—political coalition might succeed in decimating the Central Dunes, Senator Douglas vowed to oppose appropriations for Burns Harbor until the park became a reality. [20] At this point, Douglas knew the Kennedy White House wanted the port more than the park. He observed that the President's advisors exhibited typical Eastern arrogance in that they considered nothing in the Midwest worthy of preservation.

Douglas' suspicions proved correct when he learned in early October 1962 that President

John F. Kennedy had approved the Bureau of the Budget's inclusion of Burns Harbor in the 1962 Public Works Bill. Paul Douglas immediately went to the White House to speak to President Kennedy. He shared with the President his well—worn photographs of the dunes, comparing the area's beauty and uniqueness to that of Kennedy's own beloved Cape Cod National Seashore. Douglas seized the opportunity to raise doubts about the validity of the fluctuating cost—benefit projections contained in the Corps of Engineers report, which had been revised from 5.66 to 1 in 1960 to 1.47 to 1 in 1962.* He argued that the issue transcended politics. The dunes had to be preserved at all costs.

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*The errors were uncovered by Herbert Read and George Anderson of the Save the Dunes Council's Engineering Committee. When first informed of the Corps report which initially caused President Kennedy to sanction the Burns Ditch Harbor project, Read knew the report contained errors without even having read it. This perception was based on prior experience with Corps reports. When called to the capital the following day, Read and Anderson took the evening train and dissected the report, making copious notes. Before a meeting in Douglas' office where White House and Bureau of the Budget representatives, Corps of Engineers generals, the Secretary of the Army, and members of the Indiana Congressional Delegation were present, the two private citizens recounted a list of errors, including double—counting benefits. See Herbert Read, Engineering Chairman, Save the Dunes Council, Inc., interview transcript, 22 September 1987, Bailly Ranger Station, Indiana Dunes National Lakeshore, Porter, Indiana.

The meeting with Kennedy resulted in the President rescinding his approval of the port project. Additionally, he instructed the Bureau of the Budget to re-evaluate the economic potential of the harbor as well as to seek an avenue of compromise to establish both a port and a park. [21] On October 3, 1962, an emergency meeting took place in Senator Douglas' office with Bureau of the Budget (BOB) and Corps of Engineers officials listening to a recitation of errors contained in the Corps' Burns Harbor report. Such in—depth analysis to dispute the Corps' findings was a shockingly unprecedented act. The result saw BOB reject the port proposal. [22] The elimination of the port from the administration's agenda outraged port proponents who universally denounced Douglas' interference. New battle lines were drawn in early 1963 as the highly charged port versus park struggle entered a new stage.

CHAPTER THREE:
PORT VERSUS PARK (continued)

The Kennedy Compromise, 1963-1964

While bulldozers were leveling the middle of the Central Dunes in order to build the new Bethlehem Steel plant, Senator Douglas introduced yet another park bill—S. 650—to save the remainder of the dunes. Boundaries were adjusted to include unsold tracts in Dune Acres as well as land west of Ogden Dunes owned by Inland Steel. For the fourth time the Advisory Board on National Parks, Historic Sites, Buildings and Monuments recommended that the area be preserved through the establishment of a national park. [23]

The Park Service's and Department's position on the Douglas bill remained the same, but Acting Director Hillory A. Tollson interjected a warning:

> We feel that, unless action is taken soon to protect and preserve this nationally significant resource for the enjoyment of future generations, it will be gradually, but surely, denuded and destroyed. Pressures to devote this area to development or uses that are inconsistent with the preservation objectives of S. 650 will continue to increase. [24]

Douglas privately felt the National Park Service was no longer as staunchly committed to the proposed park now that the largest unspoiled area outside the Dunes State Park was gone. While he had the tacit support of the administration, Douglas repeatedly encountered only lukewarm Interior Department approval. He believed this new attitude was dune in large part to tremendous political pressures as well as to the fear of harmful pollutants from the increasing number of area blast furnaces. Douglas later wrote disdainfully of the Service (by referring to it incorrectly) and its Director: "The Eisenhower—appointed head of the Bureau of Parks, Conrad Wirth,* who had endorsed the Dunes proposal, reversed himself in public before the opposition of Capehart and his merry men. He is regarded as a great conservationist." [25]

> *No documentation was found to substantiate Senator Douglas' assertion. A solicitation to former Director Conrad L. Wirth to discover Wirth's position was made via correspondence. No response, however, was received. Also, Wirth was appointed during the Administration of President Harry S Truman.

In a repeat of the October 3, 1962, emergency meeting in Senator Douglas' Washington office, officials of the Department of the Army, Corps of Engineers, and Bureau of the Budget met with Douglas and Save the Dunes Council Members Herbert Read and George Anderson on June 28, 1963. The Council members detailed three alternatives for Burns Ditch Harbor designed to save the shoreline dunes of the Bethlehem Steel tract, also known as

"Unit 192." This meeting led to a Save the Dunes Council—led tour of the area for Senator Douglas and George B. Hartzog, Jr., Associate Director of the National Park Service. [26]

In August 1963, a Park Service report identified new areas to replace that lost to the steel mill. The report, compiled by an inter-disciplinary team from the Washington Office and Northeast (formerly called Region V from 1955 to 1962) Regional Office, excluded both the Bethlehem Steel and Burns Ditch Harbor areas from consideration, but did target areas to the immediate south for inclusion in the park. The report identified a national lakeshore composed of four distinct units with a combined shoreline total of eight and three—quarters miles. [27]

In yet another high—level meeting in Senator Douglas' office with the same cast of players on September 5, 1963, the Corps of Engineers responded to the three harbor alternatives proposed by the Save the Dunes Council. Ominously, despite Douglas, Read, and Anderson's best arguments, the Bureau of the Budget (BOB) concurred with the overall Corps position. The proposals were "not acceptable to local interests," i.e., the two steel companies. In a last—ditch effort, the Council appealed to Bethlehem Steel officials themselves. Although the corporation agreed that the alternatives for preserving the lakeshore dunes were feasible, it had already made up its corporate mind. [28]

In September 1963, BOB completed its study as requested by President Kennedy. The so—called "Kennedy Compromise" ensued. BOB recommended the establishment of an 11,700-acre national lakeshore. Under BOB direction, the Corps of Engineers report included alternate port sites, but for the recommended Burns Ditch Harbor site, the Corps listed reservations in accordance with the Save the Dunes Council view. Before Federal money could be expended, environmental and economic considerations had to be satisfied.* The "Kennedy Compromise Bill," drafted by the National Park Service, provided for an Indiana Dunes National Lakeshore in accordance with the August 1963, Park Service report. In a conference call to the Save the Dunes Council, Douglas recommended acceptance of the compromise even though the Central Dunes would be lost. To continue the fight, Douglas believed, would extend the deadlock indefinitely and then no duneland would be left to save. After much agonizing, the Council concurred.

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*In retrospect, most of the Save the Dunes Council's projections for the harbor proved to be more accurate than the Corps' position. As for the stipulated BOB conditions that had to be satisfied before Federal appropriations were justified, according to the Council, most of these were never met. See Herbert Read to Ron Cockrell, letter, 26 March 1988, Cultural Resources Management files, Midwest Regional Office.

On October 21, Senator Henry M. Jackson, Chairman of the Committee on Interior and Insular Affairs, introduced S. 2249 on behalf of Paul H. Douglas, Clinton P. Anderson, Vance Hartke, Birch Bayh, and a score of other cosponsors. The support of both Indiana Senators Bayh and Hartke was a heartening testimonial to the spirit of compromise. In the House, Rep. Morris Udall of Arizona introduced a similar bill, H.R. 8927, which was cosponsored by, among others, Rep. J. Edward Roush of Fort Wayne, Indiana. [29]

Despite the hopeful outlook engendered by the compromise, swift Congressional action was not to be. With the assassination of John F. Kennedy in Dallas the following month, the transition to the administration of President Lyndon B. Johnson, and the frenzied enactment of many of the New Frontier programs kept the Congress from considering the dunes park bills. Hearings were held in the Senate Public Lands Subcommittee from March 5 to 7, 1964.

Approximately fifty witnesses testified. It became apparent on the first day of hearings that not all of Indiana's Congressional Delegation was willing to ride on the bandwagon of compromise.

The stalwart leader of the opposition was Representative Charles A. Halleck. Halleck recounted the effort since 1935 to secure a public port to "open Indiana as a gateway of the greatest agricultural and industrial area" in the nation. Halleck objected to surrounding the port and steel mills with parkland because it would destroy the area's economic potential, thereby depriving his constituents of thousands of jobs. He cited the overwhelming local opposition to the Federal Government preserving the dunes when the State of Indiana had already incorporated a prime dunes tract into the State Park System—a unit which Halleck affirmed Indiana would never give away. He criticized the National Park Service for advocating the inclusion of land which did not even feature dunes. As for Park Service plans to establish nature trails near the industrial zones, Halleck scoffed, "I can't conceive of anyone even walking across the street to explore some of those parcels." [30]

A spokesman from the Gary Chamber of Commerce expressed his displeasure over the wide expanse of the park. [31] A resolution from the Porter County Board of Commissioners stated unalterable opposition to any Federal park in northern Porter County. [32] Another resolution from the town board of Beverly Shores also expressed opposition as did the Beverly Shores Citizens Commission which questioned the apparent discrimination in excluding "wealthy and powerful" Ogden Dunes and Dune Acres from the park. [33] Other Beverly Shores representatives asked the committee to either include all of the town within the national lakeshore or compensate the town for the loss of sixty percent of its tax base. [34]

Donald E. Foltz, Director of the Indiana Department of Conservation, testified that his organization favored the national lakeshore's authorization. Foltz reported Indiana parks were overused, that no new public lands had been acquired since the Depression, and the state's population had doubled since 1945. While he could not agree to relinquishing all or part of the Indiana Dunes State Park, he could support "a cooperative management arrangement" in the area. [35]

The testimony of Secretary of the Interior Stewart L. Udall was decidedly favorable. Secretary Udall declared that to his knowledge the twenty—six Senators cosponsoring S. 2249 were the largest number of patrons for the establishment of any unit in the history of the National Park System. Udall recognized the national support base for the preservation of the dunes. He expressed disappointment in the preceding negative testimony in light of the best efforts initiated by John F. Kennedy in early 1963 to secure a compromise. Udall praised the committee for approving Point Reyes National Seashore on the Pacific Coast, Cape Cod National Seashore on the Atlantic Coast, and for considering the pending Fire Island National Seashore in New York. The Secretary pointed out that Mid—America was also a prime area for a national park unit in the form of Indiana Dunes National Lakeshore. [36]

Augmenting Secretary Udall's testimony was Allen T. Edmunds, Assistant to the Regional Director of the Northeast Region and "father" of the Great Lakes Survey. Edmunds outlined for the committee with maps and illustrations the proposed boundaries. When asked about the problems of administering a disjointed park, Edmunds assured the committee that the inherent difficulties would not be insurmountable. [37]

The highlight of the hearings was the well—delivered plea of Senator Paul Douglas. Calling the establishment of Indiana Dunes National Lakeshore the "most important conservation issue before the nation," Douglas lauded the efforts of the Save the Dunes Council: "This is undoubtedly one of the most public spirited, courageous, and self—sacrificing volunteer

groups in the nation." [38] Among the organized supporters of the national lakeshore, Douglas recognized the Izaak Walton League, Wildlife Management Institute, Sport Fishing Institute, National Wildlife Federation, Nature Conservancy, National Council of State Garden Clubs, Wilderness Society, Sierra Club, National Parks and Conservation Association, Citizens Committee for Natural Resources, American Planning and Civic Association, and Garden Clubs of America. Alongside the scientific community stood northern Indiana and Illinois blue collar workers represented by key labor unions: United Steelworkers of America and the United Auto Workers. [39]

Douglas condemned the proposed Federal harbor as infeasible and an unfair subsidy of the steel companies which were conspiring to block the creation of a national park. He outlined the Kennedy Compromise providing for both port and park. He warned the committee, "[Do] not lose sight of the fact that this compromise plan gave up to the bulldozers the most beautiful section of the Indiana Dunes. The loss is tragic. No words and no amount of profit to anyone can possibly justify the inability or failure of our society and Government to preserve the irreplaceable 'Unit 2' section of the park." [40]

Dorothy Buell added her own statement to that of Paul Douglas. Praising Douglas' commitment in contrast to the shunning of the dunes by Indiana politicians, Buell presented stacks of petitions demonstrating the widespread popularity of the proposed national lakeshore. [41]

In August 1964, the Senate Interior and Insular Affairs Committee reported S. 2249 favorably and it passed the Senate on September 29, 1964. With the 88th Congress facing its closing months, the conservationists remained hopeful as Representative J. Edward Roush presented a companion bill, H.R. 12096, in July 1964. They were realistic, however, faced by the powerful coalition of park opponents led by the uncompromising Charles A. Halleck and Inland Steel. [42]

CHAPTER THREE:
ENDNOTES

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14. Clinton Green, Secretary—Treasurer, Indiana Port Commission, "A Memorandum to Interested Citizens," 16 February 1962, Governor Matthew E. Welsh Papers, Folder 3 Indiana Dunes, Box 22, Indiana State Library, Indiana Division.

15. Herbert Read, Chairman, Engineering Committee, Save the Dunes Council, to Ron Cockrell, letter, 7 April 1988, Cultural Resources Management files, Midwest Regional Office.

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32. Ibid., pp. 29.

33. Ibid., p. 27-8.

34. Ibid., pp. 114-5.

35. Ibid., p. 251.

36. Ibid., pp. 35-8.

37. Ibid., pp. 85, 87.

38. Ibid., pp. 47, 49.

39. Ibid., pp. 51-2.

40. Ibid., pp. 52-3.

41. Ibid., pp. 123-4.

42. Engel, Sacred Sands, p. 276.

PART I

CHAPTER FOUR:
AUTHORIZATION OF AN INDIANA DUNES NATIONAL LAKESHORE, 1965—1966

> To my mind, this is a very important gain for conservation because it was won in spite of tremendous pressure from industrial groups and local interests. The loss of this proposal would have had its influence on many areas now under consideration and conservation would have suffered a severe setback.
>
> Indiana Dunes Project Keyman Allen T. Edmunds, November 9, 1966, following President Johnson's signing of the Indiana Dunes National Lakeshore bill. [1]

Lyndon Johnson's Program

By the end of 1964, the Roush bill effectively died, bottled up in the House Interior committee. With the convening of the 89th Congress, Roush reintroduced the bill in early 1965 and it received the designation H.R. 51. Senator Paul Douglas and Representative Charles Halleck continued their port versus park political machinations. For his part, Douglas worked for the Senate to approve the Public Works Omnibus Bill of 1965 which included a stipulation providing that no funds be appropriated for Burns Ditch Harbor until Congress designated the Indiana Dunes a national lakeshore. When the bill reached the House, Halleck not only saw that the measure was deleted, but he inserted a clause forbidding any linkage between port and park. In conference committee, Senator Birch Bayh of Indiana worked for a compromise. In the final bill, Douglas prevailed when Congress approved the Burns Waterway Harbor (Port of Indiana), but appropriations could only come with the authorization of an Indiana Dunes National Lakeshore by the adjournment of the 89th Congress in late 1966. [2]

From his years of experience in Congress, President Lyndon B. Johnson knew the history of the port versus park battle well. He adopted his predecessor's stand on the dunes, the so—called "Kennedy Compromise," without pause. In his February 8, 1965, State of the Union speech, President Johnson declared that the number of parks, seashores, and recreational areas did not satisfy the needs of an expanding population. Johnson proposed that maximum appropriations from the newly implemented Land and Water Conservation Fund (LWCF) be utilized to make the 1960s a "Parks—for—America" decade. He listed twelve proposed national park areas he intended to target LWCF monies to acquire. Two Great Lakes units were on the list: Sleeping Bear Dunes National Lakeshore, Michigan, and Indiana Dunes National Lakeshore. [3]

Several factors combined to facilitate a more advantageous outlook for the park bill. In concert with the President's Great Society program was the growing acceptance of urban

parks and the success of the outdoor recreation movement. President Johnson established the Bureau of Outdoor Recreation within the Department of the Interior and two presidential recreation commissions. Also critical to the dunes park movement was the growing concern to protect scarce coastal areas for public use. [4]

In the Senate, hearings on S. 360 resulted in a favorable report by the Interior and Insular Affairs Committee. Debate centered on the inclusion of noncontiguous marshy areas which the minority view saw as unrelated geographically and better suited to development. The dissenters added:

> Our further concern is that the patchwork taking authorized by this bill may later be used as a precedent to take the best part of a landowner's holdings and leave him with only the scraps. It is our belief that the many problems of administration that are present without the inclusion of these noncontiguous tracts are simply compounded by their inclusion, and this is amplified by the fact that they are located many miles from the main body of the national lakeshore. The map of this proposed national lakeshore has the appearance of a crazy quilt. [5]

In accordance with the majority view, the Senate subsequently approved on S. 360 on June 21, 1965.

Charles A. Halleck, leader of the opposition, testified during the October 2 hearings at Valparaiso University in Indiana. He criticized the number of dunes park bills, declaring it was difficult to remember from bill to bill what was included and what was excluded from the lakeshore.* Chairman Ralph J. Rivers limited discussion to consideration of H.R. 51 and S. 360. [6] Congressman J. Edward Roush, sponsor of H.R. 51, reiterated the critical need for recreational areas by saying while there may never be a local consensus, Indiana Dunes National Lakeshore was certainly in the national interest. Roush lauded Lyndon Johnson's recent signing of the Assateague Island National Seashore bill and adopted the President's own words as applicable to the dunes: "If future generations are to remember us more with gratitude than with sorrow, we must achieve more than just the miracles of technology. We must also leave them with a glimpse of the world as God really made it, not just as it looked when we got through with it." [7]

> *The list of bills follow: H.R. 51 introduced by J. Edward Roush of Indiana; H.R. 4412 introduced by Roman C. Pucinski of Illinois; H.R. 4789 introduced by Barratt O'Hara of Illinois; H.R. 3833 introduced by Morris K. Udall of Arizona; and H.R. 6985 introduced by John P. Saylor of Pennsylvania. (H.R. 51, 3833, and 4789 were effectively the same). In addition the committee considered S. 360 as passed by the Senate in June.

Department of the Interior's Proposal

In early 1966, the Department of the Interior produced an updated feasibility proposal to Congress on Indiana Dunes. Ten thousand copies were printed for the Department, made possible through the use of private funds. The Izaak Walton League ordered 7,000 copies direct from the printer for its own distribution. [8] Needless to say, Indiana, Washington, D.C., and other areas were saturated with the positive report.

The Department saw a real need for the lakeshore with six and a half million people within a fifty—mile radius and nine and a half million people with a one hundred—mile radius. Within fifteen years, the dunes region population would approach nearly twelve million

people. The report stated:

> Located adjacent to Gary, Indiana, and only 35 miles from Chicago on the south shore of Lake Michigan, the proposed lakeshore presents a rare opportunity to improve the environment of millions of crowded city dwellers and to insure the enjoyment of this unusual lakeshore for future generations... Nowhere on the Great Lakes is the need for additinal shoreline recreation greater. It is expected that these people with increased population, higher income and more leisure—will demand more in the future in the way of recreation opportunities. [9]

The proposal predicted an annual visitation of 1.2 million visitors to a developed park. By 1980, visitation could surpass two million. There was no time to waste in the effort to preserve the remaining dunes. The report continued:

> Few other places on the Great Lakes exhibit a greater need for additional recreation sites than the vast Chicago metropolitan area. This remaining portion (Indiana Dunes) of Lake Michigan shoreline represents a potential major contribution towards the fulfillment of these recreational needs. Its early acquisition for park use would be in the best interest of public recreation.
>
> Few spots on the Great Lakes have factors more favorably aligned for combined recreational use of the water, the lakeshore and the hinterland than the area of the proposed National Lakeshore.
>
> Because of the low latitude and shallow depth, the waters along the Indiana shoreline are the warmest in Lake Michigan, rising above 60 degrees during the latter part of June and staying above that point until late September. Wide, gently sloping beaches of clean, light colored and fine grained sand are free of debris. This combination provides ideal conditions for pleasant swimming, strolling barefoot along the waterline, sunbathing, beachcombing or just relaxation in the refreshing breezes.
>
> The Indiana Dunes region is an unusual complex of exceptional sand dunes, numerous marshes, swamps and bogs, white sand beaches, and widely diversified flora and fauna—a natural, scientific and scenic asset so diverse that it is difficult to equal anywhere in the country. [10]

The proposal divided the dunes into three zones—shoreline, inland, and wetland—and comprised twelve units totaling 8,894 acres. Within the zones were 950 improved properties (590 were permanent residences, 240 summer homes, 63 commercial installations, and 100 other residences built since 1961). The State of Indiana owned one—quarter of the land; the remainder was in private hands, including Inland, Bethlehem, and National Steel. The estimated acquisition price tag was set at $23 million, with boundaries carefully drawn in order not to hinder other developments. [11]

The 1966 report clearly defined the home ownership policy for the proposed park. Owners of a single—family home could retain ownership and as much as three acres of land indefinitely provided they satisfied two criteria: the home must have been built before October 21, 1963, and homeowners must adhere to local zoning laws approved by the Secretary of the Interior within one year of the lakeshore's enactment. All homeowners willing to sell could receive an independent appraisal and a fair market price. The property owner could then reserve a right of non—commercial use and occupancy for periods of up to twenty—five years. The Secretary of the Interior would be empowered to secure easements to allow public access to beaches. Even outside the lakeshore boundaries, the Secretary could obtain (but not through

condemnation) easements to ensure visitor access to the Little Calumet River. [12]

The report included the following six recommendations for development and land use:

> The Lakeshore Dunes Unit in its entirety be considered an inviolate natural area to be left free of any intrusions other than trails and such ungraded and unpaved maintenance roads as may be needed.
>
> The West Beach Unit be used for intensive recreation pursuits such as swimming, sunbathing, picnicking and camping.
>
> Camping, picnicking, and minor swimming areas be provided at the east end of Beverly Shores near Michigan City in the East Beach Unit.
>
> The appropriate portions of the Bailly Homestead Unit, the Burns Bog Unit and the Inland Dunes Unit be devoted to hiking, picnicking, camping, horseback riding, nature study and any other uses that appear compatible with wise use of the Unit.
>
> ...wetland areas (Billington Lake, Mud Lake, Little Calumet River, Blue Heron, and the Pinhook Bog Units) be used for hiking, nature study, and wildlife sanctuaries.
>
> To achieve consistency in overall planning, development, operation and conservation of the National Lakeshore and Indiana Dunes State Park, the National Park Service work in close cooperation with the State of Indiana, and that, with the concurrence of the State of Indiana, the Indiana Dunes State Park be included as part of the National Lakeshore. [13]

In conclusion, the Department's 1966 report acknowledged that the proposed National Lakeshore met the criteria for a "National Recreation Area" as defined by the President's Recreation Advisory Council.* [14] The report left no doubt about the Department of the Interior's enthusiastic endorsement of Indiana Dunes National Lakeshore.

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*The definition of a national recreation area is "a spacious area, developed for high carrying capacity, offering significant recreation opportunities in answer to high priority needs, and conveniently located to urban areas in an area requiring Federal involvement."

CHAPTER FOUR:
AUTHORIZATION OF AN INDIANA DUNES NATIONAL LAKESHORE, 1965—1966 (continued)

A Legislative Miracle

When House Interior and Insular Affairs Committee hearings resumed in April 1966, the National Park Service was confident that finally the dunes bill would be reported out of committee. Of notable importance, the State of Indiana's position had mellowed. It sought to capitalize on the proposed park out of its own self—interest. While Indiana welcomed the Federal Government acquiring lands immediately bordering on the Dunes State Park, the State remained diametrically opposed to donating its parkland. Rather, it wished to lease the new Federal areas and thereby forego National Park Service management. The State frowned upon acquisition of noncontiguous areas, such as the Inland Steel property, as an attempt to "strangle" the harbor and other industrial development. [15]

The slow trend in acceptance for the park also gained momentum in 1966 because of the approaching Congressional elections. While the port versus park issue had always split along partisan lines, this dichotomy was especially acute in 1966. The proposed Indiana Dunes National Lakeshore was perceived as a "Democratic" program. Senator Douglas himself was facing a tough re—election campaign against Republican challenger Charles Percy. United in favor of the park by the top Democrat in the White House, Indiana's five Democratic representatives used their influence to promote the park bill as did Democratic Governor Roger Branigan, and Democratic Senators Vance Hartke and Birch Bayh. With the opening of the second session of the 89th Congress, Senator Paul Douglas personally called on members of the House Interior committee to enlist their support. These collective efforts bore fruit. The favorable committee report came in July 1966. [16]

Park opponents engineered a crafty last—minute plan to kill the bill by inserting the Ogden Dunes beach into the boundaries of the proposed park. They were convinced that Save the Dunes Council members were interested in protecting the private beaches of their communities. Focusing on Ogden Dunes where Dorothy Buell was a resident, opponents persuaded Charles Halleck to get the beach included and then gloated to reporters that the bill was "dead" because the Council would find it "unacceptable." It was a classic example of underestimating a foe. According to Herbert Read:

> We had a Save the Dunes Council Board meeting and unanimously passed a resolution in support of including not only the Ogden Dunes beach, but all the remaining privately owned beaches as well. Our opponents were confounded again and Charlie Halleck was in trouble with a number of his Republican friends who really didn't want the beach in. Oh, how we laughed at that episode. To this day some of our old enemies can't believe that our publicly stated objective was our actual objective. [17]

Help getting the bill out of the House Rules Committee and scheduled for a vote came from the White House. Vice—President Hubert H. Humphrey called committee members and Speaker of the House John McCormack to urge progress. President Lyndon B. Johnson, aware that polls indicated Douglas was trailing Percy, also called Speaker McCormack and reiterated his firm support for the park bill. Save the Dunes Council members joined with professional lobbyists representing labor, civil rights, and other liberal causes to promote the national lakeshore to each member of Congress.

On October 11, 1966, the park bill went before the Committee of the Whole. Throughout the afternoon and again the following morning, Charles Halleck, Joe Skubitz (Republican—Kansas), and Rogers C. B. Morton (Republican—Maryland) led a concentrated attack against H.R. 51. [18] In its defense, Interior Committee Chairman Wayne Aspinall declared:

> Exhaustive hearings were held by the National Parks and Recreation Subcommittee both in the field and in Washington. Every conceivable argument for and against the proposal was heard. I can honestly say no other park proposal has been given more intense consideration in this session of Congress than has been given H.R. 51. [19]

Speaker John McCormack, polling for votes on the floor, discovered that the measure would fail if it came to a vote. Entire delegations were absent, back in their districts campaigning. In a cunning political move, McCormack proposed to House Minority Leader Charles Halleck that the park bill be rescheduled for later in the week in order that more important business be discussed. Believing that even more Democrats would be absent, thereby ensuring a humiliating defeat for the bill, Halleck readily agreed. The Indiana Dunes vote was postponed until Friday, October 14.

The brilliance of McCormack's move soon became apparent. One of the Great Society's pivotal programs was up for a vote on the same day. Ironically, Senator Paul Douglas' other bill, the Demonstration Cities and Metropolitan Development Act (or Model Cities Act) was scheduled for consideration. The White House had used every avenue to ensure that all Democrats would be in attendance. [20] So, too, had the conservationists who launched a massive telegram drive. According to Save the Dunes Council member and President of the Indiana Division of the Izaak Walton League Thomas E. Dustin, "If there is anything we could have done besides hiring a sky—writer to spell out "save the dunes" over the Capitol building, I don't know what it could be." [21]

The proposed Indiana Dunes National Lakeshore reaped the benefits of the shrewd, top—level political manuevering. On October 14, 1966, a legislative miracle occurred when the House of Representatives passed H.R. 51 with an impressive 204—141 vote. On October 18, the conference committee sent the bill back to the Senate which promptly concurred with the House amendments. Another irony involved the simultaneous approval of H.R. 50, which provided for an appropriation for Burns Harbor. The port versus park struggle, almost nine years in the making, had come to a draw.

The park bill, authorizing $28 million for 8,100 acres, went to 1600 Pennsylvania Avenue for President Johnson's signature. Indiana Dunes was not to become the first National Lakeshore, however, as President Johnson signed the Pictured Rocks National Lakeshore, Michigan, bill on October 15. Indiana Dunes National Lakeshore came into being on November 5, 1966, with the approval of Public Law 89—761. [22] Signed into law at the LBJ Ranch in the Texas hill country, the President heralded the Indiana Dunes National Lakeshore Act as a great victory for the United States. A statement from the President, released by the Office of the White House Press Secretary from San Antonio, read:

> The bill to establish the Indiana Dunes National Lakeshore has been 50 years in the making. In 1916, the National Park Service first cited the need to preserve for public use the strip of uninhabited, tree—covered dunes, and white sandy beaches stretching along the south shore of Lake Michigan from East Chicago to Michigan City.
>
> Over the years many bills were introduced in the Congress. But it took the foresight and determination of the 89th Congress—and the tireless work of Senator Paul Douglas—to save the last remaining undeveloped portion of this lakeshore area. Thirteen miles of dunes and shoreline will be preserved for public use and enjoyment.
>
> Its beaches and woodlands will provide a haven for the bird lover, the beachcomber, the botanist, the hiker, the camper, and the swimmer.
>
> Within a 100—mile radius of the Indiana Dunes there are 9—1/2 million people crowded into one of the greatest industrial areas of our country. For these people, as well as for millions of other visitors, the Indiana Dunes National Lakeshore offer[s] ideal recreational opportunities. Here man can find solace and relief from the pressures of the industrial world.
>
> The Members of Congress who have worked with dedication for so many years toward enactment of this bill deserve great credit. In addition to Senator Douglas, I particularly commend the diligence of Senators Hartke, and Bayh, and Representatives Roush, Madden, and Udall.
>
> During the Administration more than 980,000 acres in 24 States have been added to the National Park System by the Congress. Twenty major conservation measures were passed by the 89th Congress. None gives me greater satisfaction than this bill to preserve the Indiana Dunes.
>
> The great scenic and scientific attractions of the Dunes moved poet Carl Sandburg to say "the Indiana Dunes are to the Midwest what the Grand Canyon is to Arizona and Yosemite is to California."
>
> Our entire country is made richer by this Act I have signed today. [23]

Among park proponents, the victory was tempered by the defeat of Senator Paul H. Douglas by Charles Percy three days later in the general election. Even before the President signed the legislation, the Northeast Regional Office in Philadelphia planned for the first meeting of the Indiana Dunes Master Plan team for mid—November. Northeast Region Project Keyman for Indiana Dunes was none other than Allen T. Edmunds who organized the multidisciplinary master plan team. [24] The team professionals included: John Wright and Richard Ketchum, Office of Lands and Water Rights, both from the Washington Planning and Service Center; Frank Barnes, Historian and Chief of Interpretation and Visitor Services, and Elmer C. Martinson, Park Planner and Chief of Federal Agency Assistance, both from the Northeast Regional Office; John J. Longworth, Civil Engineer, Development Planning and Project Control, Philadelphia Planning and Service Center (PPSC); and David Turello, Park Planner, Carl P. Schreiber, Resource Manager, Robert W. Carpenter, Naturalist, and Jeanne A. Fistere, Landscape Architect, all from the Office of Resource Planning, PPSC.

David Turello served as team captain. From November 13 to 20, 1966, the team made an initial survey of the new park, gathered data, and contacted local and state officials to learn of their myriad array of development plans. Turello's team encountered strong opposition to the national lakeshore. Turello recounted the paranoia and recommended a permanent Park

Service presence be established as soon as possible:

> Rumors are being circulated that the beaches in front of the excluded towns within the proposal will be overrun with Chicago negroes. Also, that the National Park Service is planning to fence off the towns from the beach. Individuals have been told that the Service will insist that swimming will be restricted to designated areas and the residents of Beverly Shores, Ogden Dunes and Dune Acres will have to drive or walk to these designated beaches.
>
> Of course, many are sure we will physically eject everyone who lives within the proposal out of their homes, etc.
>
> In view of all the activity and plotting now underway or proposed which will have tremendous effect on planning and operation of the Lakeshore, we urge that a National Park Service representative be assigned to the area as soon as possible. Such a representative on the site could allay many of the local day—to—day fears and act as a liason with the various planning elements in the area. [25]

While Park Service officials in Philadelphia sympathized with the need for an established area presence, there were no operating funds for Indiana Dunes and no authorized Full Time Equivalency (FTE)* immediately available. Still, Allen Edmunds recommended that a National Park Service employee be detailed to Indiana Dunes "at the earliest opportunity." [26]

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*Full Time Equivalency is the authority to hire one person for one year.

During this interim period, the Save the Dunes Council acted in response to plans by the Indiana Highway Department to widen U.S. Highway 12 into a four—lane expressway, in direct conflict with conservationists' plans to make Highway 12 a scenic parkway. The Council succeeded in blocking the move by persuading several area residents to donate parcels in the right—of—way to the new Indiana Dunes National Lakeshore. [27] The Council also advocated the prompt establishment of a land acquisition office from which to negotiate land transactions as well as to explain the terms of the bill. Herbert P. Read, the Council's engineering chairman, called for such an office to counter the "ugly untruths" maliciously spread by park opponents. Read believed only a vigorous land acquisition program aimed at a wide cross—section of the populated Inland Zone (including Tremont, Furnessville, Porter, and the Bailly Homestead) could blunt the opponents' misinformation campaign. The public needed positive signs that the park was indeed a reality, Read reasoned, and this could only be done by moving forward with land acquisition. By acquiring strategically located parcels, the move would also short—circuit any move by Charles Halleck to introduce legislation reducing the size of the lakeshore. [28]

A response to the Save the Dunes Council came from the Washington Office in mid—December 1966 from Assistant Director Howard W. Baker. Baker stated that the land acquisition program would be targeted toward preserving the dunes and providing public recreational opportunities. Undeveloped lands had first priority, especially tracts which provided access to Lake Michigan. The scope of the program, Baker advised, depended upon Congress and the availability of funds. [29]

Wishing to alleviate problems through suggesting positive National Park Service actions, Senator Paul Douglas offered his own advice. Before he left office, Douglas wrote to Secretary of the Interior Stewart L. Udall to express his concerns which mirrored those of the

Save the Dunes Council. In addition, Douglas called for the immediate purchase of the Inland Steel tract. Douglas declared: "Whatever it costs, this unit will prove one of the most extraordinary valuable rescues of open land ever achieved in a metropolitan area." To reduce the number of Congressional inquiries and complaints, the program should also accommodate hardship cases, especially the elderly and low income homeowners. Further, Douglas advised, members of the Secretary's Indiana Dunes Advisory Commission provided for in the authorizing act should be recommended by the Save the Dunes Council. [30]

With all of the advice being offered from different quarters, chances of reaching a consensus for the future development of Indiana Dunes National Lakeshore appeared as dim as before the park's authorization. With the euphoria of 1966 fading, few in the National Park Service could realize that the battle of the dunes had only just begun.

CHAPTER FOUR:
ENDNOTES

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2. J. Ronald Engel, Sacred Sands: The Struggle for Community in the Indiana Dunes (Middletown, Ct.: Wesleyan University Press, 1983), pp. 276-7.

3. House of Representatives, 89th Congress, 1st Session, Document No. 78, "Natural Beauty of Our Country," Message from The President of the United States, February 8, 1965, Referred to the Committee of the Whole House on the State of the Union, p. 4, book on Indiana Dunes Congressional Hearings in the Office of the Superintendent.

4. The Indiana Dunes Story: How Nature and People Made a Park (Beverly Shores, Indiana: Shirley Heinze Environmental Fund, 1984), p. 39.

5. "Committee on Interior and Insular Affairs Report together with Minority Views to accompany S. 360," Senate Report 334, 89th Congress, 1st Session, Calendar Number 322, Providing for the Establishment of the Indiana Dunes National Lakeshore, June 16, 1965, pp. 4, 10, book on Indiana Dunes Congressional Hearings in the Office of the Superintendent.

6. Hearings Before the Subcommittee on National Parks and Recreation of the Committee on Interior and Insular Affairs, House of Representatives, 89th Congress, 1st Session on H.R. 51, H.R. 4412 and related bills. Hearing Held in Valparaiso University, Indiana, October 2, 1965, pp. 2-3, book on Indiana Dunes Congressional Hearings in the Office of the Superintendent.

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9. Indiana Dunes, A Department of the Interior National Lakeshore Proposal, 1966 (Washington, D.C.: National Park Service, U.S. Department of the Interior, 1966), p. 2.

10. Ibid., p. 3.

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15. Fritz Kessinger to Chief, Division of Legislation and Regulations, "Confidential," 11 April 1966, folder—L58 Indiana Dunes, P-435859, 4-28-049-7-1, Records of the Northeast Regional Office, Federal Records Center, Philadelphia.

16. House of Representatives Report No. 1782, 89th Congress, 2nd Session, Indiana Dunes National Lakeshore, July 29, 1966, Committee on Interior and Insular Affairs Report to accompany H.R. 51, pp. 1-5, book on Indiana Dunes Congressional Hearings in the Office of the Superintendent; Paul H. Douglas, In The Fullness of Time: The Memoirs of Paul H. Douglas (New York: Harcourt, Brace, Jovanovich, Inc., 1971), p. 542; and Engel, Sacred Sands, p. 277.

17. Herbert Read, Chairman, Engineering Committee, Save the Dunes Council, to Ron Cockrell, letter, 7 April 1988, Cultural Resources Management files, Midwest Regional Office.

18. Douglas, In The Fullness of Time, p. 542, and Engel, Sacred Sands, pp. 277-8.

19. Report together with Dissenting Views to Accompany H.R. 11455, 94th Congress, 2nd Session, Report No. 94-818, February 10, 1976, book on Indiana Dunes Congressional Hearings in the Office of the Superintendent.

20. Douglas, In The Fullness of Time, p. 543, and Engel, Sacred Sands, p. 280.

21. Thomas E. Dustin to Allen Edmunds, 14 October 1966, file L58 Indiana Dunes, P-435859, 4-28-049-7-1, Records of the Northeast Regional Office, Federal Records Center, Philadelphia.

22. Douglas, In the Fullness of Time, p. 543, and Engel, Sacred Sands, p. 280.

23. "Statement by the President on Approving S. 360, Establishing the Indiana Dunes National Lakeshore," Press Release, Office of the White House Press Secretary, San Antonio, Texas, 5 November 1966, from National Park Service History Collection, Harpers Ferry Center, West Virginia.

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25. David Turello, Park Planner and Master Plan Team Captain, to Allen T. Edmunds, Chief, Office of Resource Planning, PPSC, 29 November 1966, file A2623 Indiana Dunes, P-332927, 4-16-033-4-2, box 1, Records of the Northeast Regional Office, Federal Records Center, Philadelphia.

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27. Herbert Read, Engineering Chairman, Save the Dunes Council, Inc., interview transcript, 22 September 1987, Bailly Ranger Station, Indiana Dunes National Lakeshore, Porter, Indiana.

28. Herbert P. Read to Merrill Ormes, Vice-President, Save the Dunes Council, 14 November 1966, folder I1425, INDU 10/66 to 12/66, P-422229, 4-16-033-4-2, Records of the Northeast Regional Office, Federal Records Center, Philadelphia.

29. Ibid., Assistant Director Howard W. Baker to Merrill D. Ormes, Vice-President, Save the Dunes Council, letter, 13 December 1966.

30. Ibid., Senator Paul Douglas to Stewart Udall, Secretary of the Interior, letter, 22 December 1966, folder I1425, Indiana Dunes Correspondence No. 1, 1/67 to 6/67.

PART I

CHAPTER FIVE:
THE TUG OF WAR CONTINUES, 1967-1968

> Greetings and congratulations to one of the most unselfish groups of men and women who it has ever been my pleasure to know. It has been an inspiration to have had the chance to work with you and it has given us all keen and durable pleasure at having saved some of the magnificent dunes for this and for future generations. I think I should warn that the enemies of the Dunes have not given up the battle and will probably seek to throw obsticle [sic] after obsticle [sic] by trying to cut appropriations and by other means. We have won the important battle but have not yet won the war and we need to consolidate our gains to keep together and to push on. While I am now leaving public life forever, I want to work with you as a citizen and I hope I may be permitted to continue as a member of the Save the Dunes Council. Thank you dear friends, for all you have done. Let us finish the job.
>
> Senator Paul Douglas, telegram to Dorothy Buell and the Save the Dunes Council, December 2, 1966. [1]

A Park, But No Money

Following the November 5, 1966, park authorization, the National Park Service submitted a $200,000 reprogramming request for fiscal year 1967 funds for preliminary land acquisition at Indiana Dunes, Pictured Rocks, and San Juan Island National Historical Park. While the House Subcommittee on Appropriations for Interior and Related Agencies approved the other requests, it denied Indiana Dunes. The House subsequently endorsed the action, thereby crippling development programs for 1967. The Park Service request for $125,000 in the fiscal year 1968 budget also appeared doubtful. [2]

With the loss of Paul Douglas in the Senate, Indiana Dunes sorely lacked a staunch advocate in Congress. Some Indiana members, angered by the lakeshore's authorization, voted against appropriations. Funding priorities in the Northeast Region continued to be Cape Cod and Delaware Water Gap National Recreation Area, both of which enjoyed powerful Congressional backers. Regional funding priorities for Indiana Dunes could not be supported by the Service as long as the national lakeshore was perpetually in the Master Planning process. [3]

Project Keyman Allen T. Edmunds attributed the reversal of progress to the "tug of war" between the park loyalists and those sworn to oppose Park Service acquisition and development of the area. He continued to urge that a realty officer be dispatched to help squelch the rumor—mongering. While the local squabbling did not abate, Mother Nature helped to minimize visitation in 1967 as Edmunds explained: "We have been fortunate in one

respect this summer; the millions of alewives that have washed upon the shores of Lake Michigan within the area have made it an extremely uninviting place to be. The rush to invade private property has not come as was anticipated by so many." [4]

In July, thousands of mini—folders were distributed throughout the national lakeshore region. One of the Park Service publication's weaknesses was the need to emphasize to a greater extent the lack of Federally—owned land and facilities for public use, especially along Lake Michigan. [5] The possibility of a turnaround in this situation, however, occurred on October 5, 1967, when Secretary of the Interior Stewart L. Udall and Inland Steel Company announced reaching an agreement to purchase a 385—acre Inland Steel tract. Secretary Udall agreed to purchase ninety acres, which comprised the bulk of the West Beach unit, immediately for $1,250,000 with an eleven—month option to acquire the remainder. Inland Steel granted to the Park Service the right of entry to its land for survey and exploration in order to conduct preliminary designs for public use facilities. Udall cited the acquisition as critical to the national lakeshore's development because as the largest single tract, it was closest to Chicago and Gary and featured an outstanding beach. [6]

According to the Park Service's Chief of Land Acquisition Philip O. Stewart who later acknowledged that the purchase of the Inland Steel tract appeared to many as excessive at the time, the transaction soon proved to be "a steal." Six months later, a condemnation action in the Burns Harbor area garnered an enormous court award which, had the result come earlier, would have tripled the cost of the Inland Steel property. [7]

President Johnson's Fiscal Year 1968 line item requests under the Land and Water Conservation Fund included $6,500,000 to purchase the entire West Beach Unit. The House Interior Appropriations Subcommittee expurgated the line item request. The National Park Service appealed to the Senate counterpart subcommittee to restore the entire amount, but succeeded in obtaining only two million dollars. The House—Senate conference committee reduced that amount by $500,000. [8]

Another request for funds came on November 6, 1967, when the Service asked for $752,000 in Fiscal Year 1968 funds under the emergency acquisition clause of the Department of the Interior and Related Agencies Appropriation Act. Although the Bureau of Outdoor Recreation approved the request, the Bureau of the Budget (BOB) cleared it without recommendation. The BOB action, which was applied across the board, was consistent with the administration's fiscal restraint policy. In January 1968, the Service requested an additional $1,245,000 in emergency funds to acquire the "corridor area" in order to assist in the relocation of a proposed railroad marshaling yard (see the following section). The combined two—million-dollar request would all but deplete the special emergency fund. Further, the Fiscal Year 1969 line item request in the President's budget for Indiana Dunes land acquisition was ten million dollars. It represented the largest single land acquisition request for the National Park System, engulfing twenty percent of the Service's land acquisition budget. [9]

Park proponents were determined to help secure the funding. Save the Dunes Council and other groups sent members to Washington, D.C., to testify before the appropriation hearings to support the Park Service's funding requests. Indiana Dunes Project Keyman Al Edmunds praised their tireless efforts, declaring: "Their enduring spirit and loyalty is a never ceasing wonderment to me." [10] In April 1968, the Congressional committees succumbed to the coordinated, massive lobbying effort. Al Edmunds gleefully reported:"The allotment of $2 million in emergency funds was a great booster to the morale of those who have fought so hard and long for this project, and was a blow to the prestige of those opposed who have predicted no funds for 15 years." [11]

The favorable press coverage and local goodwill toward the national lakeshore multiplied with the assignment of a land acquisition office to Indiana Dunes. Adjacent to Ed's Trading Post on Highway 12 in Porter, the office opened on June 3, 1968, with Land Acquisition Officer James Sewell and Chief Appraiser Morris Spencer facing a deluge of calls and letters to negotiate property sales. Eighteen months following authorization, Indiana Dunes National Lakeshore finally had a viable land acquisition program and an office from which to provide valuable information to lakeshore property owners. [12]

By November, five new staff members were added, including an appraiser, cartographer, and three clerical workers. Seventy—nine tracts representing 442 acres were in Federal ownership. One of these tracts, featuring the former Ed's Trading Post, was the new location for the expanding land acquisition office. [13] Clearly, the park proponents were gaining ground in the tug of war over the Indiana Dunes.

The Marshaling Yard Controversy

On May 4, 1967, Al Edmunds and David Turello met with representatives of the Washington Office, Senator Birch Bayh's office, and the Chicago, South Shore and South Bend Railroad Company (locally referred to as the South Shore Railroad) to discuss a proposed freight marshaling yard within the national lakeshore. The National Park Service vigorously expressed its objections to the proposal. [14] The Northeast Regional Office had already evaluated the proposal and recommended against it to the Washington Office. Nevertheless, the railroad's parent company, Chesapeake and Ohio (C&O) Railroad, pressed on with its plan to build the 750—car yard on twenty—six acres between U.S. Highway 12 and the existing South Shore tracks, and U.S. Highway 20.

In September 1967, David Turello and Civil Engineer John J. Longworth of the Philadelphia Planning and Service Center investigated all of the proposed marshaling yard sites. They found no other sites outside of the lakeshore boundaries for a large, flat area required to meet minimum requirements for such a facility. Because the South Shore Railroad loomed large in the Service's future transportation and visitation plans, it was important not to deal the company a potentially fatal economic blow. Any marshaling yard, while inconsistent with the purposes of the national lakeshore, would have to be scaled down considerably. [15]

In the meantime, National Park Service Director George B. Hartzog, Jr., met with railroad officials to continue the Northeast Regional Office's efforts to convince the company to move curtail, or abandon the yard. Hartzog subsequently requested that the Northeast Regional Office draft an agreement through the Regional Solicitor to accommodate the company. Associate Regional Director George Palmer then hired Philadelphia environmentalist Jac McCormick to devise the least objectionable facility. McCormick chose ballast granite for the yard's base in order to be compatable chemically with the sand, no nighttime lighting, and extensive vegetative screening. Several meetings were held with railroad lawyers before the proposal went to the Washington Office.

The negotiations proved to be very difficult as the company demanded a facility which in no way could "blend" with the national lakeshore. Nevertheless, Director Hartzog held the trump card. One of Hartzog's first actions following the 1966 authorization was to authorize the Washington Office's Chief of Land Acquisition, Philip O. Stewart to send in his staff in order to thwart the yard. [16] Director Hartzog later credited this move as the "turnaround in fortunes" for Indiana Dunes National Lakeshore. Hartzog recalled that it was:

> ...a silent coup engineered by Phil Stewart and his intrepid troops in closing off the transportation corridor. While we had to plan and negotiate for compromise, we also prepare[d] for battle, namely: acquire control of the transportation

corridor by optioning all the private property in a straight line from boundary to boundary. [17]

The Save the Dunes Council had already warned Park Service officials that C&O appraisers were contacting landowners in the proposed marshaling yard area. Stewart sent his "best troubleshooter appraiser" Waverly S. Wheeler to determine all the ownership within the U.S. Highway 12 and 20 corridor. Wheeler acquired options on several key tracts and appraised several others. Appraiser Brooks Hamilton from Midwest Region's Herbert Hoover National Historic Site, Iowa, arrived to acquire a large parcel strategically spanning land between the two highways. Ironically, Hamilton arrived at the owner's residence simultaneous with the C&O appraiser. The owner, Owen Crumpacker, was no friend of the new national lakeshore, but given the choice between the two, he favored selling to the government in order that the beauty of his land would be preserved. The frenzied action by Service appraisers netted the bulk of the key parcels within the transportation corridor within ten days. [18]

The day following the "coup," Director Hartzog received a telephone call from the president of the South Shore Railroad who remarked, "I don't know what you're up to, but if you're trying to get my attention, you have." [19] Ironically, Hartzog's crafty move almost came to naught had Great Lakes Area Office Secretary Barbara Jenkins and future Advisory Commission member Celia Nealon not acted quickly. The women, upon learning the thirty—day option was about to expire, telephoned the Washington Office which hurriedly dispatched a courier with a check to purchase the property. In short, with some of the land already in Park Service ownership, any deal struck would have to meet with the bureau's approval. If not, the Service would acquire the area through a declaration of taking.

In a meeting between Northeast Regional Director Lon Garrison, Al Edmunds, and George Nelson of the Indiana Port Commission (Burns Port Authority), Garrison and Edmunds became "fighting mad" by the attitude of the State of Indiana. Nelson wanted to speed up the realignment of U.S. Highway 12 to accommodate the marshaling yard, a tremendous asset for the port in that the railroad could supply the prodigious amounts of coal needed by the nearby industries. Edmunds recalled that Nelson "uttered in no uncertain terms that he and the Burns Port Authority and everybody else was against us and would fight us every step of the way." [20] Both Park Service men were determined that the yard would never be built—even if the last resort, a declaration of taking, had to be used. [21] In November 1967, Director George Hartzog concurred with this position. [22]

It was the National Park Service's quick foot work in thwarting the marshaling yard that convinced Inland Steel Company to abandon its dune development plans. In a telephone call to George Hartzog, Inland lawyer J. Edward Day (former Kennedy Administration Postmaster General) declared his client was ready to stop fighting the Park Service, settle all differences, and sell its lakeshore property to the Federal Government. [23]

Political pressure from industry and the State of Indiana, however, dictated that steps continue to be taken publicly to reach a compromise. Additionally, the railroad threatened to abandon all passenger service if it could not have at the minimum a three—mile marshaling yard. For the next two years, extensive meetings were held and the Save the Dunes Council and other conservation groups joined the fray. Environmentalists argued that the alkaline from the yard's gravel base would cause an imbalance in the acidity levels of nearby Cowles Bog. Council member Herbert Read, the engineering chairman, identified alternative sites, all of which were rejected. Upon the Save the Dunes Council's demand that the South Shore contract go before the Indiana Dunes National Lakeshore Advisory Commission, the Commission voted to amend the language to include environmental guarantees. The railroad protested the action and soon after scuttled the project. [24]

The passage of time and the park supporters' stubborn persistence in advocating the national lakeshore's raison d'etre had again saved the dunes. A benefit of the controversy was the ignition of concern by the Northeast Regional Office towards Indiana Dunes, recognizing it as a park which required constant vigilance to protect.

CHAPTER FIVE:
THE TUG OF WAR CONTINUES, 1967-1968 (continued)

Support from the Great Lakes Area Field Office

In the early post—1966 period, Northeast Associate Regional Director George Palmer was the preeminent Park Service heralder of Indiana Dunes. The native Hoosier loved the dunes and in his position of coordinating day—to—day Northeast Region operations, Palmer kept intensely involved in Indiana Dunes affairs. Palmer, supported by Regional Director Lemuel (Lon) Garrison, headed an office which was almost totally unenthusiastic about the new Great Lakes parks, which experienced little activity following their authorization. With the exception of popular Isle Royale National Park, the Northeast Regional Office staff, in the absence of appropriations for the Great Lakes parks, concentrated its attention on parks in its eastern states. [25] Regional Director Garrison never visited the park. Garrison and his successors, Henry G. Schmidt and Chester L. Brooks, abdicated all Indiana Dunes—related matters to Palmer. Telephone calls from Sylvia Troy, for example, were automatically referred to George Palmer. [26]

Perhaps to counterbalance this attitude, upon the urging of Senator Phillip A. Hart (Democrat —Michigan) an auxillary office opened in East Lansing, Michigan, on July 3, 1967. The Great Lakes Area Office primarily served to help organize the two national lakeshores authorized by the 89th Congress, Indiana Dunes and Pictured Rocks, as well as to help administer Isle Royale National Park in Lake Superior. While the Philadelphia Office still held sway over the entire sixteen—state Northeast Region, the East Lansing Office was better equipped geographically to oversee the five Great Lakes States to the west: Wisconsin, Illinois, Indiana, Michigan, and Ohio. The Great Lakes Area Office was also established to help with the other Congressionally—pending National Lakeshores (notably Apostle Islands and Sleeping Bear Dunes). Adding to the significance of this office, within these five states were twenty—four existing, authorized, or proposed National Park Service units.

With the concurrence of Director George Hartzog, Regional Director Lon Garrison chose Allen T. Edmunds to head the Great Lakes Area Office. Edmunds, who held the title of Associate Regional Director, possessed extensive credentials in the planning of the Tennessee and Cumberland River basins and establishing shoreline parks. Because of the great distance from Philadelphia, Edmunds operated like a director of a sub—Region. Edmunds was a native of Michigan and an alumnus of Michigan State University, where the Park Service office was headquartered. Edmunds counted the Governor of Michigan among his wide circle of friends; a former classmate was Michigan's Director of the Department of Natural Resources. With his intimate familiarity with the region garnered through the Great Lakes Survey, Edmunds was indeed an ideal choice.

Additional duties of the Great Lakes Area Office included coordination with other agencies in the on—going River Basin studies and the Registered National Historic Landmark

Program. In Indiana and Michigan, the office inspected recreation areas relinquished to the states under the former Recreation Demonstration Area Program. Edmunds also became State Coordinator for Indiana, Illinois, Michigan, and Wisconsin, reporting to Philadelphia significant events and contacts with these states. Edmunds oversaw a small support staff: Management Assistant James L. McLaughlin and Secretary Barbara J. Jenkins. [27]

One of the Great Lakes Area Office's earliest duties involved review of the State of Indiana's Outdoor Recreation Plan as it related to the Indiana Dunes State Park. One troubling provision was the future goal of expanding the boundaries to the east to connect with Beverly Shores,* conflicting with the national lakeshore's authorized boundaries. The Park Service criticized the lack of action to correct the deficiency in camping sites in the Dunes State Park. The Service disagreed with Indiana's desire for it to assume stewardship of camping activities, even to the extent of taking over the state park's campground. The position was in keeping with an early draft of the National Lakeshore's Master Plan which called for camping in the Tremont area. Director George Hartzog, however, vetoed the proposal, thus establishing the Park Service's no camping policy in the national lakeshore. [28]

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*The proposed expansion of the Dunes State Park to abut Beverly Shores had some local residents up in arms. The National Park Service received numerous offers to donate land in the area to the national lakeshore in order to block the move.

Park Service meetings with Indiana officials were held in the spring of 1968 to discuss these concerns. On the camping issue, both sides agreed to look to private enterprise to furnish camping facilities. As for the expansion of the Dunes State Park, Department of Natural Resources Director John Mitchell indicated the plan had low priority and probably would be reassessed. Negotiations on the donation of the Dunes State Park, however, were fruitless. Indiana was not interested in discussing it, [29] but Director Mitchell privately predicted that a favorable atmosphere for such a transfer would some day materialize.

The greatest amount of time the Great Lakes Area Office committed itself to was resolving land acquisition problems at Indiana Dunes. Local residents provided tremendous assistance in this regard. Whenever public meetings were announced in the local media—particularly zoning board sessions in hostile Porter County—prompt telephone calls to East Lansing brought Al Edmunds driving south to protest any zoning changes. [30] In Porter, for example, Edmunds repeatedly protested the zoning board's approval of petitions to rezone tracts within the authorized boundaries from residential to industrial. Written requests from the Secretary and the Director and pleas from Edmunds before the town planning commission and town board still resulted in unanimous votes against the Park Service position. In private discussions, Edmunds learned of the town's deep resentment that the Service gave priority to purchasing the Inland Steel tract rather than the 180 acres within Porter. [31] Edmunds reported:

> The petitions for rezoning of properties within the Lakeshore from residential to industrial or commercial will continue. They will be based on a hope for increased values, quicker purchase through condemnation, and a continuing hard core resentment of the action taken by Congress. The strength of the Service will be tested many times in the immediate future and I sincerely hope we will have the "financial muscle" available to meet the tests. [32]

By October 1968, Edmunds' hard work began to pay off. A new spirit of cooperation emerged in Portage in Porter County. Unfavorable rezoning petitions were rejected. [33] The

Michigan Office also sponsored numerous public meetings. Edmunds or other park planners were present to keep the public informed of progress on appropriations, Service plans, and to answer landowners' questions. [34]

Another controversy Al Edmunds helped resolve was in Beverly Shores, a town whose core was omitted from the lakeshore under the 1966 Act. Known as "the Island" because the park surrounded the small enclave, Beverly Shores' tax base was heavily impacted. It even lost its town hall and fire station which fell within the boundaries. The park's legislative history indicates the Congressional subcommittees wanted an uninterrupted eleven—mile stretch of shoreline from the west end of Dune Acres to Michigan City upon which visitors would not trespass on private property. Whereas a series of dunes separated Lake Michigan from Ogden Dunes and Dune Acres, no barriers existed at Beverly Shores. Homes appeared on the front line of dunes, some even were built over the beach. The boundary designation in the beach areas, "from the toe of the dune to the water's edge," was not feasible at Beverly Shores and therein lay the controversy.

A sizeable number of homeowners with properties north of Lake Front Drive faced losing possession of their homes under the Park Service policy to establish the unimpeded stretch of public beach. Thirty—two homes were along the beach north of Lake Front Drive. In a November 15, 1968, meeting with 150 Beverly Shores residents, Edmunds listened to the homeowners' complaints. They asserted that during the years prior to park authorization, many proponents, including Senator Paul Douglas, assured them that all residents could sell and lease back their homes for a retention of fifteen years. (Douglas informed the Service that this was indeed his understanding which, when conveyed to the people of Beverly Shores, helped blunt opposition to the park bill.) To allay their fears, Edmunds promised to recommend to Director Hartzog that the property owners along Lake Front Drive be permitted to sell their homes to the government and select a use and occupancy reservation for a period of up to fifteen years on homes where construction began prior to January 4, 1965. In fact, Edmunds believed, the action was advantageous to the government. The area was not needed immediately for development; considerable savings could be realized through the lease backs as well as eliminate potential condemnation actions; and public perceptions of an unyielding Park Service could be allayed. [35]

Edmunds' proposal met with Director Hartzog's and Secretary Udall's approval. Through mitigating adverse public tensions, the event marked yet another example of the wisdom of opening the Great Lakes Area. [36]

Birth of the Indiana Dunes Advisory Commission

One of the provisions of the 1966 act was for the convening of an "Indiana Dunes National Lakeshore Advisory Commission" to assist the Secretary of the Interior in carrying out the wishes of Congress. According to the bill, specified state and local governments submitted nominees to the Secretary for his consideration. To the considerable dismay of the Save the Dunes Council and other conservation groups, five of the seven Commission members were originally opposed to the national lakeshore. The two members who helped in the pre—park lobbying effort were Chairman Thomas Dustin and William Lieber. [37] The other members were John R. Schnurlein, William J. Tobin, John Hillenbrand II, Mrs. Celia Nealon, and Harry Frey.

On November 4, 1967, the Indiana Dunes Advisory Commission first assembled in Washington, D.C., to receive instructions from Secretary of the Interior Stewart Udall. Also present were key National Park Service officials from the Washington and Northeast Regional Offices. Secretary Udall told the Commission that Indiana Dunes was a pioneer, the first of many more National Park Service areas in the Midwest. Udall offered some advice of

his own: "The best way to resolve our problems is not to create conflicts. You will find that there is a high degree of acceptability by the people as they see [the park] grow, as they see the way [the] National Park Service interprets it." [38] Director George Hartzog added:

> You are going to be faced with hard choices on this Commission. We expect this Commission to be creative. Indiana Dunes was the very first area Director Stephen Mather recommended be established as a national park. It has great meaning to the National Park Service. We are glad to have the people of Indiana represented by you. As we work with you, we expect to seek your counsel, guidance, and advice. Advisory commissions are of great benefit to park management. [39]

Three principal topics were discussed which resulted in an equal number of recommendations to the Secretary. First, in considering the marshaling yard controversy, the Commission recommended the Indiana State Highway Department, South Shore Railroad, and National Park Service meet to consider alternatives in which park values and transportation needs could both be accommodated. Chairman Thomas Dustin supported an electrically—operated yard further west in the area bordering Bethlehem Steel and NIPSCO in an effort to lessen the encroachment on the national lakeshore. Second, it called for expedited funding for the orderly establishment of the national lakeshore. Finally, the Commission encouraged good relations between the Service, Department of Natural Resources, and local communities and utility companies in determining area land use. [40] Upon viewing the Advisory Commission in action, Edmunds later commented: "It would be difficult to find a more enthusiastic group than this Commission, and the feeling of responsibility for the role it is playing in effectuating the establishment of the National Lakeshore." [41]

The infant Commission floundered as members struggled to understand their individual and collective roles. Members like John Schnurlein perceived that he represented the constituency from whom he received his appointment, the Porter County Board of Commissioners. Therefore, Schnurlein acted as the Commission's spokesman for the business community of Porter County, not an advocate for the entire Indiana Dunes region. Schnurlein, a businessman, soon learned that the antagonism was not between the Park Service and area industry because he observed only a high level of professionalism and mutual respect. Animosities existed at the union, chamber of commerce, and environmental group level. While land acquisition concerns dominated most of the early meetings, answers were provided by Edmunds and/or Palmer. [42]

Conservation groups remained wary and critical of the Commission. Although it was a good tool for keeping the public informed, many viewed the Commission as a waste of time and thought it was slanted toward industry. Some grumbled [unfairly] that members like John Schnurlein served only to protect the interests of Bethlehem Steel, the principal employer in Porter County. [43]

During a September 1968 meeting in Indianapolis, the Commission discussed a proposed third Chicago regional airport to be built near Chesterton. The airport would be of prime importance to the Port of Indiana's development. With an approach over Lake Michigan, however, the passage of heavy jets over the national lakeshore would significantly diminish the visitors' park experience. The adverse noise factor would impact the entire lakeshore, but especially the West Beach and Cowles Bog areas where the jets would pass directly overhead. Substantial developments related to the airport would also impact the area. The Commission voiced its opposition to the proposed facility as damaging to both the state and national parks. [44]

The Advisory Commission's adamancy on the proposed Chesterton jetport bolstered the

Department of the Interior's own position as the controversy continued through the following year. When the jetport planners proposed altering the runways to an east—west orientation with secondary routes pointed toward the lakeshore, Secretary of the Interior Walter J. Hickel appealed to Secretary of Transportation John A. Volpe to use his influence to veto the Chesterton location: "We are fearful that planning of this jetport near the Lakeshore by the local authorities and sponsors may gain momentum and establish commitments in site selection and land acquisition similar to the situation related to Everglades National Park." [45]

The growing number of opponents stemmed the developer's enthusiasm. The jetport proposal never went beyond the drawing board stage.

CHAPTER FIVE:
ENDNOTES

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3. George A. Palmer, former Associate Northeast Regional Director, letter to Ron Cockrell, 11 October 1987, transcript of correspondence, Midwest Regional Office Files.

4. Project Keyman Allen T. Edmunds to Regional Director Lemuel Garrison, 3 August 1967 (July 1967 report), unnumbered boxes of Indiana Dunes Files in Building No. 103, stored files, Office of the Superintendent.

5. Ibid., Indiana State Coordinator Edmunds to Regional Director Garrison, 4 August 1967.

6. Press Release from the Office of the Secretary, Department of the Interior, "Interior Department to Purchase Tract from Inland Steel for Indiana Dunes National Lakeshore," 5 October 1967, folder—Land Acquisition Program, Personal Files of Allen T. Edmunds, Office of the Superintendent.

7. Philip O. Stewart, former Chief of Land Acquisition, Washington Office, National Park Service, to Ron Cockrell, letter, 24 February 1988, Cultural Resources Management files, Midwest Regional Office.

8. Leslie P. Arnberger, Acting Assistant Director, to Thomas E. Dustin, Chairman, Indiana Dunes National Lakeshore Advisory Commission, 8 December 1967, file—L1425 Indiana Dunes Correspondence 1/68—8/68, P—119120, 4—29—019—3—4, Records of the Northeast Regional Office, Federal Records Center, Philadelphia.

9. George Hartzog, Director, to Thomas E. Dustin, Chairman, Indiana Dunes National Lakeshore Advisory Commission, 1 March 1968, file—A18 Indiana Dunes 1966—1968, P—31420, 4—25—021—7—1, Records of the Northeast Regional Office, Federal Records Center, Philadelphia.

10. Project Keyman Allen T. Edmunds to Regional Director Lemuel Garrison, 29 March 1968, unnumbered boxes of Indiana Dunes Files in Building No. 103, stored files, Office of

the Superintendent.

11. Ibid., 30 April 1968.

12. Ibid., and 27 June 1968.

13. Edward A. Hummel, Assistant Director, to Thomas E. Dustin, Chairman, Indiana Dunes National Lakeshore Advisory Commission, 7 August 1968 and 21 October 1968, folder—Land Acquisition Program, Personal Files of Allen T. Edmunds, Office of the Superintendent.

14. Project Keyman Allen T. Edmunds to Regional Director Lemuel Garrison, 2 June 1967 (May 1967 report), folder L58 INDU NL Proposal, 1962—66, (Misc. and FY 1973, Expansion Files), Inactive stored files, Office of the Superintendent.

15. John J. Longworth to Chief, Development Planning and Project Control, Philadelphia Planning and Service Center, 11 September 1967, folder—A2623 Indiana Dunes, P—332927, 4—16—033—4—2, box 1, Records of the Northeast Regional Office, Federal Records Center, Philadelphia.

16. J. R. Whitehouse Conversation with Allen T. Edmunds, Special Assistant to Regional Director, Midwest Region, 19 August 1975, at Indiana Dunes National Lakeshore, transcript, Personal Files of Allen T. Edmunds, Office of the Superintendent; George A. Palmer, former Associate Northeast Regional Director, to Ron Cockrell, letter, 11 October 1987, transcript of correspondence; and George B. Hartzog, Jr., to Ron Cockrell, letter, 24 November 1987, H1417, Cultural Resources Management files, Midwest Regional Office.

17. George B. Hartzog, Jr., to Ron Cockrell, letter, 15 February 1988, Cultural Resources Management files, Midwest Regional Office.

18. Ibid., Philip O. Stewart, former Chief of Land Acquisition, 17 February 1988.

19. Hartzog letter, 15 February 1988.

20. Whitehouse Conversation with Edmunds, 19 August 1975.

21. Ibid.

22. State Coordinator Al Edmunds to Regional Director Lon Garrison, 1 November 1967, unnumbered boxes in Building No. 103, stored files, Office of the Superintendent.

23. Hartzog letter, 15 February 1988.

24. Sylvia Troy, "The Freight Yard Battle," in The Indiana Dunes Story: How Nature and People Made a Park (Beverly Shores, Indiana: Shirley Heinze Environmental Fund, 1984), p. 35; and James R. Whitehouse, former Superintendent, Indiana Dunes National Lakeshore, interview, 11 March 1987, Orlando, Florida, transcript, Midwest Regional Office.

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32. Ibid., 1 March 1968.

33. Ibid., 1 November 1968.

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35. Paul H. Douglas to George Hartzog, 28 October 1968, folder—L1425 INDU Correspondence No. 2, P—119120, 4—29—019—3—4, Records of the Northeast Regional Office, Federal Records Center, Philadelphia; and "Remarks by Allen T. Edmunds, Associate Regional Director, Northeast Region, Great Lakes Area Office to the Beverly Shore Public Meeting of November 14, 1968," folder—Land Acquisition Program and Edmunds to Hartzog, 18 November 1968, folder—Beverly Shores and Porter Beach, Personal Files of Allen T. Edmunds, Office of the Superintendent.

36. Deputy Director Harthon L. Bill to Associate Regional Director Al Edmunds, no date, folder—Beverly Shores and Porter Beach, Personal Files of Allen T. Edmunds, Office of the Superintendent.

37. J. R. Whitehouse Conversation with Allen T. Edmunds, Special Assistant to Regional Director, Midwest Region, 19 August 1975, at Indiana Dunes National Lakeshore, transcript, Personal Files of Allen T. Edmunds, Office of the Superintendent; and John Schnurlein, former member and chairman of the Indiana Dunes National Lakeshore Advisory Commission, 23 September 1987, Superintendent's Office, Bailly Administrative Area, Indiana Dunes National Lakeshore, Porter, Indiana.

38. Meeting of 4 November 1967, Indiana Dunes National Lakeshore Advisory Commission

Minutes 1967—1973, Management Library, Office of the Superintendent.

39. Ibid.

40. Ibid.; and John Schnurlein to Ron Cockrell, letter, 22 February 1988, Cultural Resources Management files, Midwest Regional Office—enclosure Rollie Bernhart, "Seeking to Protect Land Values," The Vidette Messenger (Valparaiso, Indiana) (6 January 1968), p. 1.

41. Project Keyman Al Edmunds to Regional Director Lon Garrison, 27 June 1968, unnumbered boxes in Building No. 103, stored files, Office of the Superintendent.

42. Schnurlein interview, 23 September 1987.

43. Herbert and Charlotte Read interviews, 22 September 1987.

44. Meeting of 6 September 1968, Indiana Dunes National Lakeshore Advisory Commission Minutes 1967—1973, Management Library, Office of the Superintendent; and Whitehouse interview, 11 March 1987; and Herbert Read interview, 23 September 1987.

45. Secretary of the Interior Walter J. Hickel to Secretary of Transportation John A. Volpe, 17 November 1969, folder—Jetport, Records of the Indiana Dunes Advisory Commission.

PART I

CHAPTER SIX:

A NATIONAL PARK SERVICE PRESENCE AT INDIANA DUNES, 1969—1971

> Unestablished, not yet announced and lacking development, Indiana Dunes National Lakeshore nevertheless joins the National Park System during the Summer of 1969.
>
> Darwin E. Williams, Management Assistant attached to the Indiana Dunes National Lakeshore Land Acquisition Office, comments on West Beach activities in July 1969. [1]

The First Summer Visitor Season, 1969

One of the goals for the Great Lakes Area Office in 1969 was to work for the establishment of a National Park Service administrative office and sufficient visitor services personnel at Indiana Dunes. Other goals included efforts to encourage state and local officials to donate their respective lands within the national lakeshore, to obtain concurrence by political subdivisions with the Secretary's zoning standards, and to secure an agreement with the Indiana Highway Department for the rerouting of Highway 12. [2] With the retirement of Associate Regional Director Allen T. Edmunds in early 1969, the goals were carried on by Assistant to the Regional Director (a new title) Bruce J. Miller.*

> *From his summer home near Sleeping Bear Dunes National Lakeshore, Edmunds remained in a voluntary advisory capacity on Great Lakes area issues to the Regional Directors of the Northeast and, after 1973, Midwest Regions. He provided valuable support to J. R. Whitehouse during the early years of Whitehouse's superintendency. See James R. Whitehouse, former Superintendent, Indiana Dunes National Lakeshore, interview, 11 March 1987, Orlando, Florida, transcript, Midwest Regional Office.

Following the lakeshore's acquisition of the West Beach unit, problems with trespass on the yet—to—be—opened public lands were prevalent. Numerous complaints from Ogden Dunes residents resulted in the Park Service contracting with the Portage Police Department to patrol the area. An abandoned car and other debris were scattered over West Beach. Indiscriminate off—road vehicle (ORV) use destroyed one imposing dune during a two—year period. The dune buggies would spin their wheels going up the dunes, thereby loosening all the vegetation and undermining the dune's stability. The lack of Service personnel was alleviated for at least a portion of the year when a small staff of seasonal park rangers were selected for

the summer of 1969, the first visiting season. Darwin E. Williams, from the San Francisco Planning and Service Center's Office of Land and Water Rights, transferred to Indiana Dunes to supervise the seasonal park ranger staff. Williams, who served as Management Assistant attached to the Land Acquisition Office, provided administrative support which allowed the regular staff to focus its efforts on the land acquisition program. [3]

The first uniformed seasonal rangers at Indiana Dunes were Phillip G. Lawson, Joseph E. Matthews III, Charles S. Metzcus, Jr., and John E. Nelson. With rangers patrolling West Beach, public use increased, particularly on weekends and holidays. Visitation ranged from as few as twenty during the week to more than two thousand on sultry weekend afternoons. [4]

The small seasonal staff performed admirably despite its collective inexperience and lack of equipment. East Lansing's Bruce Miller met with the staff at the conclusion of the season to discuss problems to be addressed before the 1970 season. First, signs were needed in West Beach to mark the lakeshore boundaries clearly. Second, beach access for emergency and service vehicles was difficult for they had to cross two private tracts, the owners of which were hostile toward the lakeshore. Third, a small trailer was needed to serve as a visitor contact station as well as a central operating office for the rangers. Fourth, portable outhouses and a drinking fountain were needed. Fifth, markers restricting boats from swimming areas were required to minimize safety hazards as well as to delineate boat landing areas on the beach. Sixth, the presence of lifeguards during heavy use periods would also facilitate good safety habits. Seventh, drinking of beer and running of dogs on the beach created problems for which management decisions were required. Eighth, seasonal training programs were needed in first aid, rescue work, and fire fighting. Ninth, mechanization of beach cleaning tasks would improve staff efficiency and productivity, freeing the rangers from countless hours of shoveling, raking, and hauling away dead fish and other lake debris. Miller concluded his report:

> We managed to get through last year's operation on a shoestring with a skeleton crew and no big flareups to cause us any embarrassment. Next year we might not be so lucky. Many management policies need to be established this winter. We cannot afford to wait until next June or July. We will have to contemplate special regulations for dunebuggies, indiscriminate shooting, archery, horse use, boating controls, picnicking, sanitary rules, and law enforcement problems. It is an overwhelming task ahead of us.
>
> Our beach is the focal point of our public relations for the entire Lakeshore at this time. How we perform and how successful we are will result in either the support or the opposition of a multitude of people.
>
> I believe we face a major challenge. We can meet it head on given the support we request with the foresight to see that our old yardsticks for management do not apply to this new concept area. [5]

In November 1969, Regional Director Lemuel Garrison approved the lakeshore's third Master Plan. Superceding similar reports approved in October 1967 and 1968, the 1969 Master Plan also provided basic background information and preliminary development proposals. A fundamental flaw with all three of these early reports was an absence of a firm database upon which to justify responsible development and resources management decisions. There was a lack of congruity in the planning process as each Master Plan effort was led by a different team leader. Collectively, the Master Plans present an interesting glimpse into how park managers and planners identified and attempted to resolve the complex challenges of the Indiana Dunes. [6]

Land Acquisition

Another problem area recommended for change in 1969 involved the National Park Service booklet "Questions & Answers." In August 1969, Bruce Miller instructed the Land Acquisition Office staff to revise the booklet in order to alleviate the great difficulties the negotiators and appraisers encountered with property owners. A comprehensive, yet unambiguous, text would help shorten or eliminate the lengthy negotiation sessions. With the input from the Indiana Dunes staff, the Service made the new publication available by fall. [7]

Testifying before the House Interior Committee in January 1969, Director George Hartzog reported that the fiscal land acquisition program "will be completed at or under the authorized ceilings." [8] By the end of the year, 766 ownerships representing a total of $16,743,000 had been settled by the local office. [9] Bruce Miller reported to Philadelphia: "The land acquisition staff is to be congratulated for the progress it has made. As more tracts are purchased the opposition slowly decreases its activities. We now have an opportunity to commence work on developing a viable national recreation area." [10]

For those property owners not electing to receive terms of use and occupancy, Management Assistant Williams undertook a vigorous program of building removal or demolition. He lumped structures of modest value with more attractive homes to attract bidders. Williams launched a "one—man P.R. campaign" to promote the disposal program. [11]

While land acquisition steadily progressed through 1970, an improved working relationship evolved with the State of Indiana. In March, George Palmer and Bruce Miller met in Indianapolis with Department of Natural Resources Director John Lloyd. Lloyd agreed that the Service should quietly proceed with appraisal and purchase of lands the State had earmarked for the Dunes State Park expansion. Lloyd admitted that Indiana simply did not have the funds to expand its park. He agreed that preservation of the delicate dunes ecosystem was more important than jurisdictional concerns. [12]

By October 1970, the land acquisition staff reached a peak of twenty-four employees. [13] Most were clerical workers processing the avalanche of paperwork. In mid—1970, Frank Ucman replaced James Sewell as Land Acquisition Officer. In early 1971, Ucman began reducing the non—seasonal office staff to only seven employees [14] because of the success of the program. Director Hartzog informed Congress that all of the authorized $27,900,000 had been allocated through Fiscal Year 1971, but an additional four million dollars would be needed:

> Indiana Dunes National Lakeshore, together with Assateague [Island National Seashore] presents probably the most difficult area to estimate any potential deficit. As of August, we were projecting a total cost of $27,180,226 against a ceiling of $27,900,000. However, since then some of the [condemnation] cases tried have resulted in awards exceeding that set aside by some 495 percent. Whether this adversity will continue or not is most difficult to say since each enclave there represents a completely different situation. Based on the current adversity of awards and exposure to condemnation, the additional ceiling requirements might conceivably be as much as $4 million. [15]

An important move by President Richard M. Nixon on January 2, 1971, affected land acquisition throughout the National Park System. President Nixon's signature on the "Uniform Relocation Assistance and Land Acquisition Policy Act of 1970" (or P.L. 91—646) provided for uniform and equitable treatment of persons displaced from their homes, businesses, or farms by a Federal or Federally-assisted program. The act provided for

similarly impacted property owners through uniform and equitable land acquisition policies. At Indiana Dunes, sale offers increased as word of the Federal payment of moving and other related expenses became known. Out—of—court settlements of condemnation actions also rose. On February 5, 1971, to ensure adequate funds were available, Frank Ucman curtailed the volume of negotiations. By mid—1971, the program was eighty—five percent complete and scheduled to conclude within approximately one year. [16]

J. R. Whitehouse Arrives

In May 1970, Northeast Region's Associate Regional Director George A. Palmer came to the lakeshore to confer with the Save the Dunes Council. Palmer, Bruce Miller, and Darwin Williams toured the park with Sylvia Troy and Charlotte Read (wife of the Council's Engineering Chairman Herbert Read) to discuss areas of concern. With evidence of illegal sand—mining, Service officials agreed to initiate declarations of taking.* When Sylvia Troy complained about lack of positive action on lakeshore erosion, Palmer reminded her of his efforts to secure a three—year study by the Corps of Engineers. The Council members also asked the Park Service to suggest alternate sites to the Northern Indiana Public Service Company (NIPSCO) in its plan to construct a nuclear power plant near the Bailly Unit. Finally, the Council asked for a prompt Lakeshore dedication ceremony. [17]

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*Perhaps in an effort to speed the legal process, a month later the Save the Dunes Council complained to the press about the sand—mining and was harshly critical of the National Park Service. See Bruce Ingersoll, "Officials 'Slow to Act': Charge Dunes Mined Under U.S. Aides' Nose," Chicago Sun—Times (20 June 1970), newsclipping folder—(June 1970), Visitor Center Library.

Lakeshore dedication was also on the minds of many others during the summer of 1970. Deputy Assistant Secretary of the Interior Charles H. Meacham responded to the inquiries by restating the Department's position. Sufficient lands for a manageable unit existed only at West Beach, but development funds for construction had yet to be appropriated. The park lacked an administrative staff, including a superintendent. To dedicate the lakeshore without proper funding, facilities, or proper supervision, Meacham asserted, would multiply management problems rather than promote development. [18]

Funding for management positions finally became available after July 1, 1970. The same month, Management Assistant Darwin Williams and Land Acquisition Officer James Sewell transferred to other positions to make way for the incoming permanent park staff. During this interim period, Maintenance Supervisor Howard Culp oversaw daily maintenance needs and assumed custody of land records (until Frank Ucman entered on duty). In the absence of a superintendent, Chief Park Ranger (Interpretation and Resource Management) Rodney Royce performed daily management tasks. The Great Lakes Area Office, now composed of Assistant to the Regional Director James R. Whitehouse and Management Assistant Darwin Williams, continued to exercise responsibility for the overall management of the national lakeshore. [19]

Four years of waiting for a superintendent came to an end on October 9, 1970, with the appointment of James R. Whitehouse to the position. Indiana Dunes was Whitehouse's first superintendency. [20]

Whitehouse, 46, began his Park Service career as a seasonal ranger at Mammoth Cave National Park. His first permanent position was as a historical aide at Abraham Lincoln Birthplace (Kentucky) with subsequent duty stations in the ranger classification at Petrified

Forest (Arizona), Everglades (Florida), and Great Smoky Mountains (Tennessee) national parks. Following several periods of non—Park Service employment, he served as assistant deputy director of the Job Corps as well as director of a Job Corps Camp, both of which contributed to his Park Service career. Whitehouse replaced Bruce Miller in the Great Lakes Area Office following assignments in the Washington and Northeast Regional Offices. [21] Whitehouse was known and respected by Palmer, Garrison, and Hartzog. Because he already served as the unofficial "Acting Superintendent" from the East Lansing Office, Whitehouse seemed to be an ideal choice. [22]

His new assignment coincided with the closing of the Great Lakes Area Field Office in East Lansing on November 1, 1970, and the subsequent opening of a similar facility in Chicago on May 30, 1971. As the largest city in the region and, therefore, a transportation and communications hub, Chicago represented a more convenient site from which to serve the needs of the developing Great Lakes parks. Robert Chandler served as Assistant to the Regional Director and supervised the Chicago Field Office. [23]

The permanent national lakeshore management staff at the end of 1970 included Superintendent J. R. Whitehouse, Secretary Linda Crakes, Chief Park Ranger Rodney D. Royce, Park Ranger Stanley Lock, Secretary Patricia A. Crook, and Maintenance Supervisor Howard L. Culp. [24] In January 1971, the combined administrative and land acquisition offices moved to the former Presbyterian Church of the Dunes, at Highway 12 and East State Park (or Kemil) Road near Furnessville. The expansive, multi—level structure was ideal for conversion into office space for park headquarters and visitor center. [25]

Some of Whitehouse's proposed modifications met stiff resistance by Northeast Region employees* who felt the actions, installing an audio—visual program in the sanctuary and removing rear pews for an exhibit area, would be akin to desecrating a religious site. The opposition terminated following Whitehouse's appeal to Deputy Regional Director George Palmer. [26]

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*Another dispute involved the lakeshore's first set of office furniture which came from the defunct Great Lakes Area Office. When Regional Director Hank Schmidt asked Indiana Dunes to relinquish its only furniture to the new Chicago Field Office six months later, Whitehouse refused. Deputy Regional Director George Palmer came to the rescue and made other accommodations for the Chicago staff. See Whitehouse interview, 11 March 1987.

On March 30, 1971, Whitehouse announced a five—year development plan for the lakeshore costing $5,729,000. Warning that the plan could possibly be delayed by Congressional appropriations or Park Service priorities, Whitehouse outlined proposals for West Beach, Tremont day use, and the Bailly Homestead. He predicted planning would begin in mid—1972 with construction the following year and extending through 1976. Proposed facilities for West Beach in fiscal 1974 included a bathhouse, an interpretive center, picnic sites, lifeguard posts, an entrance station, roads, trails, utilities, and parking areas. For fiscal 1975, West Beach would also have under construction a maintenance structure, comfort stations, dune playfields, marsh observation platforms, group day use facilities, an amphitheater, and additional roads, trails, and parking. [27]

In February 1971, Northeast Regional Director Henry G. ("Hank") Schmidt approved the first Interpretive Prospectus for Indiana Dunes National Lakeshore. Prepared by the Eastern Service Center's Office of Environmental Planning and Design with input from Superintendent Whitehouse, the document defined "appropriate interpretive themes and

techniques for areas requiring immediate development. Such developments will be experimental, flexible, and temporary in nature to allow for maximum adaptability as the park discovers itself and its clientele. Long—range interpretive developments are discussed conceptually pending research and visitor use data, both of which will require time and experience." [28] The Prospectus proposed the introduction of a "flexible structure" with a geodesic dome at West Beach which was floorless with movable side panels to ensure easy mobility. It could serve as a demonstration area, naturalist talk center, display center, meeting room, or focal point for beach activities. Boardwalks could traverse the area to connect to parking areas and trails to inter—dunal ponds. A boat to take small groups out into Lake Michigan would not only aid the interpretation of the dune phenomenon, but could also transport visitors to nearby industrial areas in order to see "industry at work."

While recognizing the lakeshore's authorized goal to protect the dunes from adverse human use, the 1971 Interpretive Prospectus proposed establishing an area in the central unit to provide "play sand dunes" in an area already ruined by sand mining: "The excitment of the dunes challenges one to climb up, fall down, race up, chase down, be surrounded by mountains in miniature to conquer." [29] Frequent maintenance would be required to reform the man—made dunes. Looking back to when historical pageants were held in the dunes, the authors proposed a dune amphitheater featuring a wooden deck to serve activities ranging from talks, demonstrations, dance, plays, and art shows.

As for the Bailly Homestead, lack of research precluded attempts at defining interpretive needs there. No one knew if any of the structures onsite were historically legitimate and if they could be restored. Future possibilities included a functioning trading post and chapel, headquarters for a guided historical canoe trip on the nearby Little Calumet River, and a demonstration farm operating in conjunction with the Bailly Homestead. On the later proposal, a joint interpretive center and parking facility could serve both areas, presented as examples of frontier life.

The Prospectus recognized that in order to get the communities in the region involved in the lakeshore, an extensive interpretive outreach program was vital. It would not be a simple task as the report warned:

> The park staff may well not understand the culture life style [sic] and subsequent behavior of these people. The culture of urban industrial life is also a type of ethnicity not easily understood. There is much to comprehend: identity, territoriality, competition, distrust, and sensitivity—to cite a few themes. Exposure to similar backgrounds and social groups is best gained by adding staff who have had such exposure. Training of park staff not thusly enlightened is also warranted. It should include preparation not only in being understanding and exposed, but also preparation to teach understanding and to expose visitors to everthing the park has to offer, overtly and covertly. [30]

Finally, the 1971 report cited numerous studies which needed to be made before permanent interpretive initiatives could be adopted. They ranged from environmental studies of Long Lake and Cowles and Pinhook Bogs, to historic structures reports, to archeological surveys. In addition, staffing should include the following disciplines: urban programs coordinator, community relations specialist, environmental education specialist, interpreters and urban rangers (with communications skills tuned towards inner—city and minority groups), and lifeguards. The Prospectus urged that recruiting take place in Gary, Michigan City, and East Chicago and that the staff adequately represent blacks and other ethnic minorities. [31]

In addition to formulating plans, the spring of 1971 proved to be a busy time for the small lakeshore staff. Chief Ranger Rodney Royce negotiated with surrounding towns to provide

fire suppression services to Federal lands. Volunteer forces in Porter, Beverly Shores, Ogden Dunes, and Dune Acres provided fire suppression services as did the city department in Chesterton. Michigan City, however, declined to participate. The fire departments simply submitted invoices stipulating manpower and equipment costs for an hourly basis to the national lakeshore which in turn issued payment to the respective town treasury. The arrangement was temporary until the lakeshore could built up its own fully equipped firefighting force. As for a law enforcement staff, the lakeshore likewise continued to depend on area police departments. During the summer of 1971, however, a seasonal ranger force of twelve (commissioned deputy sheriffs of Porter County) augmented the lakeshore's two rangers, Rodney Royce and Stan Lock. [32]

In late April 1971, a blue—ribbon panel of environmentalists launched a five—day survey of the lakeshore. The fifteen—member team, which included area university experts, Herbert Read of the Save the Dunes Council, and Superintendent Whitehouse, explored all the units of the lakeshore looking for means to utilize the area's beauty without harming the fragile dunes ecosystem. [33]

Historic preservation was foremost in J. R. Whitehouse's priorities when he invited the Advisory Commission to inspect the Bailly Homestead on July 30, 1971. Strewn with debris and occupied by squatters, the land and buildings were in a deplorable condition. To arrest the deterioration, the Advisory Commission recommended an immediate declaration of taking and order of possession. [34]

Since his arrival, Whitehouse closely monitored the Bailly Homestead. Negotiations for acquisition began as early as August 1968, but a confused chain of title and bankruptcy proceedings stalled any progress. With no trial date established, the structure continued to languish, inhabited by six squatters and numerous dogs and goats. Destruction of the historic Bailly Homestead, particularly by fire, was a possibility. Whitehouse, backed by George Palmer, pushed for the Department of the Interior to request the declaration of taking from the Congressional committees. This occurred in the fall of 1971. The move to preserve an important symbol of Hoosier heritage met no opposition, and the Bailly Homestead National Historic Landmark officially became a part of the Indiana Dunes National Lakeshore. [35]

The Bailly Homestead incident marked the development of a close working relationship between Superintendent Whitehouse and the Indiana Dunes National Lakeshore Advisory Commission. At each quarterly meeting, Whitehouse and his staff presented detailed status reports on lakeshore operations as well as current controversial issues. Although the Commission had no real authority, it produced three to four resolutions per meeting to send to the Secretary of the Interior. The Department took the recommendations under advisement, but in most cases nothing changed. One of the more successful actions involved early developments at West Beach, in particular the maintenance building. Conservationists strongly opposed the siting of the facility and exerted pressure to stop it. After the foundations were poured, their efforts succeeded. Whitehouse submitted the plans to the Commission which evaluated the suspended project and recommended in favor of Park Service plans. The Commission proved to be a valuable partner. According to Whitehouse:

> The way the Advisory Commission helped us, helped Indiana Dunes and me in particular, is that they helped to modify and soften the opposition to the park because they were people that were respected by the opponents of the park. They helped me as much in P[ublic] R[elations] as anybody, anyone that I dealt with. They gave balance, where if it hadn't been for them the environmentalists would have really tipped the scales. [36]

Funding for West Beach development became a reality in 1971 because of the efforts of

Congressman Roush in arranging a June trip to the dunes for Interior Appropriations Committee Chairwoman Julia Butler Hansen. In February, Roush met with J. R. Whitehouse in the Superintendent's home (along with Save the Dunes Council members Sylvia Troy and Charlotte and Herbert Read) where they strategized three hours on how to secure the funding. Providing an inspiring tour for the Congresswoman, Whitehouse was amazed when his original request for $1.2 million actually mushroomed to $2.1 million. [37]

During these early years of his superintendency, Whitehouse fully realized the difficult challenges his position entailed. In the words of Associate Regional Director George Palmer, the local Service representative was constantly "walking the tightrope between the political antagonists around Indiana Dunes." One example involved attendance at various local dinner and social meetings. Attending environmental sessions angered business interests and vice versa. Nevertheless, one of Whitehouse's responsibilities was to go to public meetings and elaborate on National Park Service policy when called upon to do so. As Palmer conceded, "Jim is in a very difficult community situation." [38]

CHAPTER SIX:
A NATIONAL PARK SERVICE PRESENCE AT INDIANA DUNES, 1969—1971 (continued)

The First Operations Evaluation

On August 6 and 7, 1970, Chief of the Office of Operations Evaluation James W. Godbolt arrived at Indiana Dunes to conduct the park's first evaluation. Northeast Regional Director Hank Schmidt subsequently approved Godbolt's report on February 2, 1971. The document reveals the park's development (primarily at West Beach) since the first visitor season in 1967.

The seasonal ranger force remained at four with an equal number of seasonal laborers for maintenance. Work schedules were arranged to match weekend peak visitation periods. While Portage police provided flexible patrols, rangers had to contend with vandalism and misuse of the area by motorcycles, dune buggies, and other vehicles as well as trash—dumping which continued unabated. The small Park Service force had access to three park vehicles. Park Service trash barrels were placed all along the beach and were collected regularly by maintenance personnel who deposited the garbage in a central bin which was emptied twice a week by a contractor. Under a rental contract, four portable chemical toilets were placed next to the parking area. Nearby stood a small storage building for tools, supplies, and a telephone for official communications. The West Beach parking area was privately owned with fees collected by the owner on weekends.

Visitation records at West Beach were first maintained beginning July 1, 1970, by taking a head count at two o'clock every afternoon. This figure was augmented by thirty percent to achieve the July total of 5,015. This number also included the substantial number of boaters who enjoyed coming to the national lakeshore because it was the only place in the area where boats could anchor or beach. During July 1970, there were 455 boats anchored offshore. Most of these visitors were area residents who did not understand the distinction between the national lakeshore and the state park. Godbolt explained:

> The local people know very little about Indiana Dunes National Lakeshore and the resources now under Federal ownership. There is confusion as one might suspect in agency identity between the National Lakeshore and Indiana Dunes State Park. Many users believe the West Beach Unit is a State operation; a part of Indiana Dunes State Park. A few, however, are aware of the National Lakeshore status. Rangers are beginning to make more and more people aware that the area is a National Lakeshore and administered by the National Park Service as they contact visitors during patrols and other personal services activities. [39]

While area beaches prohibited the use of alcoholic beverages, such was not the case at West

Beach. With the presence of ranger patrols, however, there were few serious incidents. Adverse effects by off—road vehicles (ORVs) had declined through signage and the erection of barricades at the intersections of trails and roads. Open fires were prohibited after one grassfire destroyed two hundred yards of vegetation on one prominent dune. For protection of property and good public relations, Godbolt recommended the Director's prohibition on permanent Service quarters be reevaluated for the West Beach area. His other recommendations follow:

1. Additional seasonal park rangers be employed to provide late—hour patrols.

2. Recruit law enforcement—oriented seasonal employees.

3. Initiate a law enforcement training program.

4. Establish a radio communications system.

5. A strong law enforcement background should be required for the second permanent supervisory park ranger position authorized in Fiscal Year 1972.

6. Hire lifeguards to service designated, protected sections.

7. Develop operating standards for visitor use activities and resource management.

8. Acquire a four—wheel drive vehicle with a slip—on pumper for fire suppression activities.

9. Negotiate a Memorandum of Understanding with area fire—control organizations.

10. Develop a Natural Resources Management Plan.

11. To reduce Park Service maintenance workload, negotiate Special Use Permits to provide for landscape maintenance on Federal lands between private residences.

12. Instead of burying dead fish along the shoreline, they should be hauled away.

13. Vehicular and equipment needs should be evaluated; a one and one—half ton dump truck and a tractor with a front end loader and other attachments should be acquired. [40]

The Nixon Administration's "Lukewarm Attitude"

When President Lyndon Johnson left office in January 1969, the Republican Party led by Richard M. Nixon took control of the Executive Branch and appointed Governor Walter J. Hickel (Republican—Alaska) to be Secretary of the Interior. In his 1970 State of the Union address, President Nixon delivered an environmental message in which he stressed parks and public recreation areas. Nixon further embraced and elaborated on the "parks to the people" concept. [41]

For political reasons, this goodwill did not translate into enthusiasm for Indiana Dunes National Lakeshore. As discussed previously, partisan politics targeted the national lakeshore as a "Democratic" park. Lakeshore supporters charged the Nixon Administration with being "lukewarm" toward the park. This resulted in the Department adopting a cautious approach

which delayed planning for development. Park Service stewards privately agreed with this assertion. [42] For the Nixon Administration, Indiana Dunes was "a park that was shoved down their throats." [43]

In fact, hostile legislative activities began soon after the 1966 Lakeshore authorization with bills to reduce the park's size. In 1969, Indiana Representative Earl F. Landgrebe, who succeeded Charles Halleck as Second District Congressman, introduced legislation to have a three—unit park composed of 2,000 acres. [44] Landgrebe's action was an effort to appease his many anti—lakeshore constituents. Because both houses of Congress were controlled by the Democratic Party, Landgrebe knew his bill stood little chance of being considered and no chance of being passed. Nonetheless, Landgrebe sent a clear message that the lakeshore's adversaries had not been silenced by President Johnson's November 1966 action, but would remain vocal in their opposition. [45]

Advisory Commission Chairman Thomas E. Dustin accused Landgrebe of "needlessly and wastefully resurrecting old controversies which reasonable men long ago put behind them." Dustin pledged to do all in his power to defeat the initiative which he termed a deauthorization bill. [46] Because the bill continued to languish in committee, Secretary Hickel and Director Hartzog remained silent on it until late 1969, when, in a response to the Save the Dunes Council, Under Secretary Russell Train revealed the Department did not plan to consider it. Train added, "Secretary Hickel stands firmly behind the concept of bringing parks to the people, and will do whatever he can to see the lakeshore completed and opened to the public as rapidly as budgetary constraints will permit." [47]

With the resignation of Secretary Hickel in the fall of 1970, President Nixon appointed his replacement in January 1971: Maryland Representative Rogers C. B. Morton. The Save the Dunes Council and other conservation groups did not welcome Morton's appointment because he had voted against the park's authorization in 1966. There was reason for alarm. In early 1971, Secretary Morton instructed the National Park Service to prepare a justification for the deauthorization of Indiana Dunes National Lakeshore. Assistant Director for Park Management Edward A. Hummel passed the assignment on to Northeast Deputy Regional Director George Palmer,* who dutifully prepared the deauthorization position paper in which he stressed the political consequences of the move. Apparently, park opponents in Beverly Shores had succeeded in influencing friends in the Department to investigate deauthorization. The Indiana Dunes Advisory Commission was not particularly concerned that the effort had much support, but did regard it as a threat because of Department of the Interior involvement in it. The effort proved to be an exercise in paperwork. Political reality soon consigned the deauthorization papers to a file drawer. [48]

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*George Palmer decided against telling J. R. Whitehouse about his distasteful task. Whitehouse recalled, "George... told me at a later date, two years later. If he'd told me then it would have been too much! At that given time, I was having a hard time just surviving the situation." See Whitehouse interview, 11 March 1987.

Concurrent with the Morton appointment was the revelation that no development funds for Indiana Dunes were listed in the Administration's new budget. Indiana Senator Birch Bayh, a dark horse candidate for president, committed himself to obtaining the funding through negotiating with the Department and Service. Failing that, Bayh pledged to attach a rider to the Interior appropriations bill. [49]

In May 1971, Senator Adlai Stevenson (Democrat—Illinois) asked the Senate subcommittee

on Interior appropriations to add $1,440,000 for Indiana Dunes planning and construction. Stevenson stated that since the financial restraints of 1970 had eased, there was no longer any reason not to move ahead with construction activities. [50]

The following month, the House approved $455,000 for planning, thanks to the efforts of Representative Sidney R. Yates (Democrat—Illinois). The action resulted in making the national lakeshore's first development funds available on July 1, 1971. [51] The struggle in obtaining the appropriation proved the effectiveness and vitality of the Save the Dunes Council—led conservation coalition against the administration's "lukewarm attitude."

In a May 1971 Oval Office meeting, President Richard Nixon asked Florida environmentalist Nathaniel P. "Nat" Reed to serve as Assistant Secretary of Interior for Fish and Wildlife and Parks and preside over the greatest dispersal of conservation monies in the nation's history under the Land and Water Conservation Fund. Nat Reed, who served in Interior until the expiration of President Gerald R. Ford's term in January 1977, credited the evolution of the "lukewarm attitude" to the growing public pressure to expand Indiana Dunes National Lakeshore: "It was sort of a Democratic Park; it was considered a political park. Its creation had been a political decision, not on a resource basis. Secondly, it was hideously expensive real estate to acquire." [52]

In the fall of 1970, President Nixon had been sold on the two Gateway National Recreation Areas in San Francisco and New York City on the condition that these two areas serve as models for the states and that no more Gateway—type units be added to the National Park System. Nixon did not want to trigger the proliferation of national recreation areas and face bankrupting the U.S. Treasury. Nonetheless, fear gripped the Nixon Administration when the horrendously steep appropriations for the two Gateways became a sobering reality concurrent with "new Gateway" proposals being introduced in Congress, including Cuyahoga Valley in Ohio, Chattahoochee River in Georgia, and Santa Monica Mountains in California. This paranoia helped to bolster Nat Reed's own view of Indiana Dunes, that it was not a recreation area and therefore less expensive to develop. Reed believed Indiana Dunes was too fragile to be a recreation area. Recreation development belonged exclusively along the shoreline to be devoted to swimming and only on a limited scale. The remainder of the park, Reed believed, should be disturbed only by foot trails to give visitors a truly "quiet experience." [53]

Collapse of Compromise: The Question of Lakeshore Expansion

The push to change the status quo at Indiana Dunes first came in late June 1971, when the two Senators from Illinois, Adlai E. Stevenson III and Charles H. Percy, introduced a bill to rename the national lakeshore after former Senator Paul H. Douglas. Support in the House came from Sidney R. Yates (Democrat—Illinois).* Congressman Earl Landgrebe denounced the move as "insensitive," adding, "To most residents of the Indiana Dunes area, the name of Paul Douglas represents every effort by Chicago interests to keep us in a state of economic serfdom." [54] Landgrebe called Douglas's fight for the park a "front" to stop construction of the Port of Indiana.** Although not as vehement, bipartisan opposition to the name change formulated. With most Hoosier politicians against the change, Secretary Rogers C. B. Morton stated the long—held policy of not renaming a park, especially after someone still living. [55] The Indiana Dunes Advisory Commission concurred with the position during its July 30, 1971, meeting. [56]

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*Both Percy and Yates were former students of Paul Douglas at the University of Chicago; both men considered Douglas their political mentor. See Whitehouse interview, 11 March 1987.

**Landgrebe was so incensed by the move that he attempted to discredit it by poking fun at it. Selecting the noted native son of Peru, Indiana, Landgrebe introduced a bill suggesting that Congress rename the park "Cole Porter's National Lakeshore." See Whitehouse interview, 11 March 1987.

Encouraged to act in part by Congressman Landgrebe's ongoing hostility, the Save the Dunes Council published a proposal in April 1971 to expand the national lakeshore. While many perceived the action as a collapse of the compromise achieved in the 1960s, the Save the Dunes Council only sought to recover all of the lands promised in the original, so—called compromise bill. As Landgrebe and his supporters had never reconciled themselves to the lakeshore, neither had the Council reconciled itself to the compromises which omitted key areas from the lakeshore. Following four months of careful study of ecological, geological, and natural features, the Council stood ready on the park's fifth anniversary to ask Congress to include specific open lands and buffers. These additions included dune ridges, interdunal ponds, meadows, and bogs, most of which were covered under the original 1963 compromise bill. Also recommended by the Council were semi—developed lands, including the remainder of Beverly Shores, and scenic river valleys and wetlands. [57]

The Save the Dunes Council devoted intense scrutiny to the three populated "islands" within the national lakeshore's boundaries: Dune Acres/Porter Beach, Ogden Dunes, and Beverly Shores. It decided to endorse inclusion of the "Beverly Shores Island" over the other two for a number of reasons. Primarily because Beverly Shores had a lower population density per acre and had clearly outstanding natural values, the Council believed its inclusion could be justified before Congress more easily. Population density differed from town to town. Because three-quarters of the developed portion of Dune Acres was in its northeast quadrant, the "empty" three segments were targeted for inclusion. On the other hand, Beverly Shores' population was scattered throughout its limits and no significant area could be acquired without claiming private homes. The boundaries of the Island were drawn in 1963 by a member of the House Interior Committee concerned with cost—cutting. With its relatively small impacted areas, structures could be removed in order to restore the landscape. Strategically placed in the East Unit, the Beverly Shores Island was larger than the nearby Indiana Dunes State Park. [58]

The resumption of the port versus park controversy came on July 29, 1971, when Congressman J. Edward Roush (Democrat—Indiana) introduced H.R. 10209 with thirteen cosponsors. The bill provided for an additional 7,023 acres which effectively doubled the size of the 1966 park. Emulating Paul Douglas, Roush led a walk through the dunes to publicize his bill. Securing a special use permit from J. R. Whitehouse, the Roush party, which included other congressmen, hiked through the proposed additions on August 28 and camped in the dunes overnight. Shortly afterwards, in the Senate, Vance Hartke and Birch Bayh introduced S. 2380, a companion to Roush's bill. [59]

Principal opponents of the expansion plans were Landgrebe, Indiana Republican Governor Edgar Whitcomb, the Indiana Great Lakes Commission, and Bethlehem Steel. They vigorously denounced the proposed additions which encompassed the Port of Indiana, Bethlehem and National Steel plants, and the NIPSCO power plant thereby negating any future expansion. [60] Locally, a "National Park Limits Committee" formed to fight lakeshore expansion.

The highly—charged atmosphere was potentially explosive for Superintendent Whitehouse and his staff. Roush invited Whitehouse to attend an October 25, 1971, public meeting at the Red Lantern Inn to discuss inclusion of the Beverly Shores "Island" in the expansion bill. Adopting the same strategy of Northeast Regional Director Chester Brooks during a meeting

with the National Park Limits Committee, Whitehouse expressed no position on the bill. He explained that until Congress requested the National Park Service's position through Secretary Morton, he could offer no opinion on the matter. [6.1.]

CHAPTER SIX:
ENDNOTES

1. Management Assistant Darwin E. Williams to Regional Director Lon Garrison, 29 July 1969, folder A2623 Trip Reports (Indiana Dunes), Records of the Indiana Dunes National Lakeshore Advisory Commission (hereafter cited as Advisory Commission Records").

2. Associate Regional Director Allen T. Edmunds to Regional Director Garrison, 23 January 1969, folder—"New Areas," Files of Allen T. Edmunds, Office of the Superintendent.

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17. "U.S. Park Land Acquisition Reported Now 85% Complete," Gary Post—Tribune (1 May 1971), newsclipping folder—(May 1971), Visitor Center Library.

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20. "Pick Boss for Dunes Lakeshore," Gary Post—Tribune (9 October 1970), newsclipping folder—(October 1970), Visitor Center Library.

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22. George A. Palmer, former Associate Regional Director, Northeast Regional Office, interview, 11 October 1987, transcript of correspondence, Cultural Resources Management, Midwest Regional Office Files.

23. Whitehouse interview, 11 March 1987; and Management Assistant Darwin Williams to Regional Director Garrison, 19 November 1970, unnumbered boxes in Building No. 103, stored files, Office of the Superintendent.

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PART II:
THE STRUGGLE TO ADMINISTER AN INDIANA DUNES NATIONAL LAKESHORE

> You know before you got there that I was about the only one who had faith in the Dunes and if you had failed, I would have, too. Your success proved me correct and for that I really appreciate your work even more than many others.
>
> Former Northeast Associate Regional Director George A. Palmer, on the occasion of J. R. Whitehouse's retirement. [1]

Introduction

Few can dispute that the history of Indiana Dunes National Lakeshore is steeped in perpetual political manuevering or that the lakeshore's initial base of support came from the Democratic Party. Nevertheless, this is not to denigrate the important contributions of Republicans like Pennsylvania's John Saylor who was instrumental in getting the 1966 bill out of committee and through the House of Representatives. Two Republicans who voted against the 1966 bill and later acted to benefit the national lakeshore were Congressmen Rogers C. B. Morton of Maryland and Gerald R. Ford of Michigan. As Secretary of the Interior in 1971, Morton sanctioned a deauthorization effort. True to the fickle winds of national politics, Secretary Morton himself appeared as the keynote speaker along with President Nixon's eldest daughter at the September 8, 1972, dedication ceremony. The well—orchestrated media event saw Secretary Morton hailing Indiana Dunes National Lakeshore as one of the "crown jewels" of the President's "Parks to the People" program. Gerald Ford, succeeding to the presidency following Nixon's resignation, found himself coaxed out of exercising the pocket veto on expanding Indiana Dunes' torturous boundaries by overwhelming Senate support in the aftermath of Paul Douglas' death.

Park management agonized to demonstrate progress. A prevalent negative public comment was that the Federal park had been around for a decade and there was nothing to show for it but controversy and more controversy. By the mid—1970s, National Park Service staff grew and initiated new environmental education and interpretive programs. Purchased homes were no longer simply demolished or removed and the sites allowed to revert to nature. Many became picnic areas. Trails proliferated. Beach access and parking improved. As evidence of the national park's presence increased, hardened public attitudes began to thaw. A series of festivals at the Bailly Homestead and Chellberg Farm fostered a new sense of community and began to heal long—festering wounds.

Much of the credit for accomplishing work—intensive projects belongs to youth—oriented public works programs such as the Youth Conservation Corps (YCC) and the Young Adult

Conservation Corps (YACC). These programs accomplished tasks which the national lakeshore did not have the manpower to perform. Without the YACC, the Lakeshore could not have gained an immediate foothold at the Bailly Administrative Area.

As with anything involving human efforts, mistakes were made. To the agency's consternation, Indiana Dunes National Lakeshore simply did not fit into any of the traditional molds for a national park. Indiana Dunes had its own unique set of problems. It bore little similarity to the two Gateway national recreation areas in New York and San Francisco. Perhaps the best example of trying to impose "Gateway" values came in 1973 with the unveiling of the West Beach Development Concept Plan which proposed a voluminous recreational complex incompatible with the lakeshore's resources. The Service took its lumps and learned from its embarrassing blunder. Public involvement in the development planning process subsequently became a keystone of Park Service operations. The lessons learned at places like Indiana Dunes have earned the Service an excellent reputation for coordinating complex, intergovernmental planning efforts.

Superintendent James R. Whitehouse maintained good relations with groups throughout the community and region. He effectively utilized the Indiana Dunes National Lakeshore Advisory Commission and its diverse membership to keep informed of developments in State and local governments. With his vast array of contacts, Whitehouse was often able to checkmate potential threats to the national lakeshore. Because Whitehouse frequently worked behind the scenes to achieve results he sometimes was accused of not acting in earnest to protect the park. Many people did not appreciate the fact that the National Park Service was one of many Federal agencies operating under specific laws and regulations. When an industry or local government also functioned according to law, there was little that could be done to resolve conflicts. Behind—the—scenes actions, however, sometimes resulted in the denial of necessary construction permits.

The foremost threat to the national lakeshore was NIPSCO's construction of the Bailly I nuclear power plant. NIPSCO proposed to mitigate dewatering of Cowles Bog National Natural Landmark by building a slurry wall to isolate the bog from the massive nuclear plant and its fly ash ponds. The lakeshore staff worked with the Save the Dunes Council and Congressman Sidney Yates to obtain a Science Office to study this as well as other resource management threats. While the inter—governmental fight against Bailly I took place at the national level, no one could deny that the local park staff adamantly opposed Bailly I. A vivid portrayal of this came in the form of a Chicago Tribune photograph of uniformed Assistant Superintendent Don Castleberry pointing to the gaping hole of the nuclear site and declaring, "We can't allow this to happen in our National Park!"

With successful bills in 1976, 1980, and 1986, lakeshore boundary expansion remained a constant topic of debate. Local park management hosted several Congressional committees investigating a long list of proposed additions. Whitehouse and his staff provided tours and briefings and elaborated on the pros and cons of managing specific proposed parcels. Unlike with Bailly I, they acted in a non—advocacy role, never crossing the line of becoming proponents or opponents of any bill. So important was the situation that the Washington Office designated its own project keyman for Indiana Dunes. [2] One individual who worked in the Washington Office's Office of Legislation asserted that no other unit represented more complexity or challenge than did Indiana Dunes. [3]

President Ronald Reagan's appointment of James G. Watt as Secretary of the Interior brought into policy—making positions individuals who espoused anti—big government and a lack of sympathy for environmental concerns. Based on an aborted effort to deauthorize Indiana Dunes and several other parks, conservationists feared that the Reagan philosophy might eventually doom the National Park System itself. This alarmist outlook has proven to be

unfounded. During the Reagan years, Indiana Dunes National Lakeshore continued to make steady, albeit slow, progress.

Chapter Seven, "Politics and Parks," summarizes the events of 1972 and details the rapid chain of events leading up to the sudden dedication ceremony organized by the Committee to Re—Elect the President. This came after months of prodding by the Advisory Commission which requested the event in order to alleviate the community's concern that the Nixon Administration did not support Indiana Dunes National Lakeshore.

Chapter Eight, "Growing Pains, 1973—1976," relates the slow progress of developments capped by construction beginning at West Beach in 1975. The same year the Service began negotiations with the U.S. Army to acquire its NIKE missile base for use as the lakeshore's headquarters. Assistant Secretary of the Interior Nat Reed put his job on the line by his insistence upon testifying against Bailly I. While Reed was unsuccessful in convincing the Department to become a joint intervenor, Reed's unequivocal stance ended the administration's "lukewarm attitude" and disspelled the "Democratic park" concept. The brouhaha over West Beach development caused the Service to reevaluate and change its "planning in a vaccuum" practice. On expansion, Nat Reed expressed his intent to sanction only "reasonable" expansion and not to play "catch up" with the missed opportunities of the early 1960s. In 1976, President Ford finally approved a bill adding more than 3,700 acres.

In Chapter Nine, "Coming of Age, 1977—1979," the staff doubled while facilities tripled. YCC and YACC activities began as did a concerted effort to combat off—road vehicle (ORV) usage in newly added areas. The West Beach bathhouse dedication also took place symbolizing the first (and only) principal recreational development. The Science Office came on—line while the Coronado Lodge closed by order of the State Fire Marshal. In 1979, headquarters relocated to the Bailly Administrative Area, the former NIKE base, thus providing a central, expansive facility from which to operate the extensive lakeshore. With the change to a Democratic administration, a more vigorous stance to seek mitigation of threats was taken against Bailly Nuclear I, at the same time the Bailly Alliance formed against the nuclear project. The Department largely imposed an agreement on the utility company to seal the fly ash basins connected to its extant Bailly generating station.

Chapter Ten, "The Great Turning Point, 1980," reveals the watershed year in Indiana Dunes' history with the completion of the General Management Plan. The three—year effort culminated in a blueprint for future management and development of the national lakeshore. The year also saw the passage of the second expansion bill, but only after its primary areas were deleted for being too controversial. With less than five hundred acres added, Congress seemed to be indicating, as one staff member claimed, that it was "sick and tired" of the expansion issue.

Chapter Eleven, "Reaganomics or Retrenchment?," discusses the first three years of the new administration with James G. Watt at the Interior Department helm. At the park level, Dale Engquist succeeded J. R. Whitehouse as superintendent following intensive lobbying by the park and regional community, while austerity measures were instituted in the name of "Management Efficiency." During the first months of the Watt tenure, conservationists rallied to defeat a deauthorization effort. Subsequently, land acquisition files were audited, but no improprieties were found; visitation counting was investigated following charges of inflating figures which were later shown to have been unfounded; and Land Protection Plans were mandated which explored alternatives to land acquisition. Bailly I went down to defeat in late 1981 when NIPSCO pulled the plug after conceding that innumerable delays had raised costs to a prohibitive level.

Chapter Twelve, "The Singing Sands of Indiana Dunes," brings the study to 1987 with yet

another expansion bill seeking to "round out" the national lakeshore's peculiar boundaries. It is a testimony to a dedicated staff performing increased services in a time of budget cuts and personnel ceilings with assistance from the private sector-a lively Volunteers In Parks program and its outgrowth, a nonprofit corporation called Friends of the Indiana Dunes National Lakeshore. The period also saw the termination of the Advisory Commission and the construction of the Paul H. Douglas Center for Environmental Education, a facility designed with input from school children.

PART II:
ENDNOTES

1. George A. Palmer to J. R. Whitehouse, letter, 18 October 1982, A82 J. R.'s Retirement Party Arrangements.

2. This section was summarized from opinions provided by the following sources: Herbert Read, Engineering Chairman, Save the Dunes Council, interview, 22 September 1987, at Bailly Ranger Station, Indiana Dunes National Lakeshore, Porter, Indiana, transcript; Don H. Castleberry, former Assistant Superintendent, Indiana Dunes National Lakeshore, 1974—1978, interview, 3 September 1987, at Midwest Regional Office, Omaha, Nebraska, transcript; Dale B. Engquist, Superintendent, Indiana Dunes National Lakeshore, interview, 16 September 1987, at Midwest Regional Office, Omaha, Nebraska, transcript; and Charlotte Read, Executive Director, Save the Dunes Council, interview, 22 September 1987, at Superintendent's Office, Bailly Administrative Area, Indiana Dunes National Lakeshore, Porter, Indiana, transcript.

3. Arthur E. ("Art") Eck, former member of Washington Office Office of Legislation, to J. R. Whitehouse, letter, 15 October 1982, A82 J. R.'s Retirement Party Arrangements.

PART II

CHAPTER SEVEN:
POLITICS AND PARKS

> The establishment of Indiana Dunes National Lakeshore will help to carry out my father's directive to bring parks to people. For many years, parks were established where wilderness was. Yellowstone, Shenandoah, the Great Smokies and Acadia are all areas of great natural beauty far from crowded cities. But since 1971 we have had a new emphasis. Through the Legacy of Parks program, initiated by my father, we are putting parks where people are.
>
> Remarks by Mrs. Julie Nixon Eisenhower upon the dedication of Indiana Dunes National Lakeshore on September 7, 1972. [1]

Operations, 1972

Northeast Regional Director Chester L. Brooks approved a second operations evaluation report for Indiana Dunes on January 21, 1972. The team was composed of the following Northeast Region personnel: Chief of Operations Evaluation Benjamin J. Zerbey; Operations Evaluation Specialists Dennis E. McGinnis and Earl W. Estes; and Property and Procurement Officer Michael Koper. The evaluation took place in late September 1971 and found Indiana Dunes operated adequately with its staff of three professionals. The team did not believe that the park, although administratively small, was understaffed.

The majority of staff time involved protecting lands and buildings. Other than the desk at the Tremont visitor center, there was no visitor services program. Superintendent J. R. Whitehouse spent most of his time on public relations activities, maintaining almost daily contact with members of the Indiana Dunes Advisory Commission and offices of congressmen and senators in Indiana and Illinois. The team worked with Whitehouse on reorganizing administrative services to include a management assistant position similar to the chief of operations at Assateague Island National Seashore. This incumbent would take charge of daily in—park operations thereby freeing the superintendent to concentrate on public relations and external affairs. Because the workload had not yet reached a level where the position was needed, the team recommended a reassessment within six months.

The team found a good start on the environmental education program (EEP) by Park Ranger Stan Lock. Lock held a workshop for Duneland School District teachers where planning for an Environmental Study Area trail began. Except during the summer, Lock spent half of his time on this program.

Operations evaluation recommendations included encouraging the hiring of minorities to fill vacant positions, development of training and incentive awards programs, initiation of position performance standards, and speedy removal of government—acquired structures.

Finally, the team advocated an early determination on the ownership of all roads within the lakeshore boundaries in order for a sound management plan to be formulated. [2]

Gains in interpretation during 1972 included the development of four exhibits by Harpers Ferry Center. Placed in the Tremont visitor center, the panel exhibits depicted the area's geological evolution, public use, historic resources, and planned development. Harpers Ferry Center also revised the park's minifolder. Contact with visitors at the Tremont visitor center desk was seven days a week from 8:00 a.m. to 4:30 p.m. With the birth of a park cooperating association agency under Eastern National Park and Monument Association, visitors could also buy books and other dunes—related materials.

The previously discussed environmental education program featured the initiation of a citizen's advisory council in 1972. Composed of six local educators and conservationists, the council, which operated under the Volunteers In Parks (VIP) program, gave coordinator Stan Lock guidance on EEP development. Lock's leadership lapsed for one year, however, as he entered the Service—sponsored EEP study at George Williams College. Lock returned to Indiana Dunes in June 1973 with a Master of Arts degree in Environmental Education Management.

With the welcome assistance of the newly—established park radio communications system, seasonal rangers conducted law enforcement activities on weekends. Seasonals augmented the two law enforcement technicians for regular beach foot patrols during the busy summer months. During late December 1972, the lakeshore implemented the U.S. Magistrate System.

In maintenance, 141 vacant buildings were removed under contract during 1972. With the assistance of a small team of seasonal laborers, Maintenance Supervisor Howard Culp oversaw the maintenance requirements of five park quarters, the visitor center and its grounds, and roadside cleanup activities in these vicinities. During the summer, crews regularly combed the beaches, removing alewives and discarding debris. (In a special cooperative effort between the Department of the Interior and the State of Michigan, alewives were put in check by the introduction of coho salmon—predators—into Lake Michigan.) A special project involved the Bailly Homestead following the declaration of taking. Maintenance workers fenced in the National Historic Landmark, installed security lights, and cleaned up the Bailly Cemetery. In late 1972, removal of debris and landscaping activities began.

By year's end, a total of $2.3 million in construction and project planning funds became available. Interpretive Prospectuses and Area Development Plans for West Beach, Bailly Homestead, and Tremont Day Use Area were approved. Beyond the park level, the National Park Service, Environmental Protection Agency, and U.S. Army Corps of Engineers formed an environmental task force to establish a monitoring system in order to identify any adverse affects in and around the national lakeshore. Robert Chandler, Assistant to the Regional Director in the Chicago Field Office, represented the National Park Service. [3]

On June 1, 1972, the American Youth Hostel organization opened a facility at the Dunes Motel on Highway 12, two miles west of lakeshore headquarters, now the site of the Horse Trail parking area. Operating under a five—year Special Use Permit, the hostel represented the first of its kind in Indiana. [4]

Public relations activities continued to dominate Superintendent Whitehouse's time. In August, he launched a campaign targeted at Michigan City to secure the donation of Mount Baldy. Benefits to the city, Whitehouse reasoned, included relieving pressure on the city's own park system and the Service's commitment to combat the beach erosion problem. Whitehouse informed Mayor Randall C. Miller: "I am convinced that the Mt. Baldy

developed area would be a definite plus factor to the economy and recreational needs of the Michigan City area. Once Indiana Dunes becomes an on—going, fully developed park, Michigan City would obviously become the northern gateway to the Lakeshore." [5]

Aside from voicing concerns on potential adverse affects, Whitehouse and local conservation groups were powerless to prevent the visual pollution caused by a 350—foot cooling tower added to the new NIPSCO power generating station in 1972. On the park's eastern boundary at Michigan City, the plant's design first featured pumping heated water directly into Lake Michigan, a move opposed by the State and the fishing industry. The area's need for more electrical power, however, resulted in the cooling tower, and efforts to mitigate the visual intrusion were ignored. [6]

Dedication/Establishment Day, September 8, 1972

In the presidential election year of 1972, the politically—charged bill to expand the boundaries of Indiana Dunes National Lakeshore never left the House subcommittee. Secretary of the Interior Rogers C. B. Morton asked the National Park Service to study the additional lands proposed in H. R. 10209 and recommend which tracts to include and exclude. The Senate voted to raise the land acquisition ceiling by four million dollars, but it did not clear the House. [7]

Led by Chairman William Lieber, grandson of Indiana State Park System founder Col. Richard Lieber, the Advisory Commission continued to advocate dedication of the national lakeshore during 1972—the 150th anniversary of the Bailly Homestead and the 100th birthday of Yellowstone National Park. During the Commission's March 24 meeting, Associate Regional Director George A. Palmer received its unanimous opinion on the matter. The members felt that Secretary Morton's presence and show of support would garner widespread community confidence in the Nixon Administration's commitment to the national lakeshore. To demonstrate State and Federal cooperation, the Advisory Commission felt the ceremony should take place at Indiana Dunes State Park. [8]

As late as the Advisory Commission's June 23 meeting, however, no firm commitment had been made. [9] Several weeks later, as the general election approached, the situation changed dramatically. On July 31, the Department informed the Washington Office that the establishment ceremonies would occur on September 8, and Assistant Secretary for Fish and Wildlife and Parks Nathaniel P. Reed would attend for Secretary Morton. [10] The park proceeded with planning for the event, including printing the dedication program. Three weeks later, the Secretary's schedule changed so that he could attend the dedication ceremony. The Secretary's advance team arrived, scrapped everything, and began anew. [11]

The day prior to the event, the office of Congressman Earl Landgrebe and the district chairman for the Committee to Re—Elect the President (CREEP) announced the President's daughter, Julie Nixon Eisenhower, would accompany Secretary Morton as a special guest speaker. To the park's consternation, a White House team descended on the lakeshore and produced yet another new platform and program. Indiana Senator Birch Bayh's proposed "live" telephone broadcast message from his Washington office was nixed by the White House planners. [12] Quite clearly, the swift chain of events reaffirmed that politics and parks—especially at Indiana Dunes—were intimately intertwined. Only one Democrat, Representative Ray J. Madden from Gary, was on the platform as a speaker. Porter County Republicans were on hand as greeters, carrying signs and distributing campaign buttons for the reelection of the President. Save the Dunes Council, represented on the platform by Dorothy Buell (who was not on the White House—produced program to speak), charged the event was blatantly political, arranged at the last—minute as a CREEP "media extravaganza." [13]

Rogers Morton, who had initiated a deauthorization effort a year—and—a—half earlier, endeavored to strike a chord of conciliation in his speech. Morton hailed the dunes as "one of the crown jewels" of President Nixon's Legacy of Parks program, "an enclave... a peaceful respite for 10 million Americans who live and work nearby." Morton credited Richard Nixon as the first President to make environmental quality a national priority. Citing the ceremony as the culmination of a half—century of efforts both inside and outside of government to save the dunes, Morton called the national lakeshore's establishment a "lasting tribute to Senator Douglas's efforts." [14]

Following a short speech by Mrs. Eisenhower in which she highlighted her father's Parks to the People campaign, Governor Edgar Whitcomb and a host of other dignitaries delivered brief remarks. Advisory Commission Chairman William Lieber served as master of ceremonies. Following the dedication ceremony, dignitaries attended a luncheon and reception hosted by the Advisory Commission with funds donated by local industry and commercial interests. There, Chairman Lieber read telegrams from Paul Douglas (who could not attend because of illness) and Senators Vance Hartke, Birch Bayh, and Adlai Stevenson III. In an impromptu news conference, Secretary Morton said he planned to discuss the proposed expansion bill with the President and then formulate a policy statement. The Secretary warned that if the park was enlarged, development could be delayed until sufficient funding became available. Morton welcomed cooperation with the Dunes State Park, but did not express any preference on the issue of donation. [15]

Although September 8 is acknowledged as the date of ceremonial establishment, according to the authorization act, official establishment came only with a statement from the Secretary of the Interior published in the Federal Register. This came on September 20, 1972, with the following notice:

Indiana Dunes National Lakeshore, Indiana
Establishment

> Notice is given pursuant to section 3 of the Act of November 5, 1966, (80 Stat. 1309; 16 USC 460u), that there has been acquired within the boundaries of the Indiana Dunes National Lakeshore an acreage which is efficiently administrable for the purposes of said Act and, therefore, the Lakeshore is hereby established.
>
> September 8, 1972 Rogers C. B. Morton,
> Secretary of the Interior [16]

Six years after Congressional authorization, Indiana Dunes National Lakeshore was an "established" reality. Formal recognition of the park by the Republican administration nonetheless proved the infant Indiana Dunes National Lakeshore continued to weather partisan politics masterfully.

CHAPTER 1:

PART II

CHAPTER SEVEN:
ENDNOTES

1. "Remarks by Mrs. Julie Nixon Eisenhower," transcript, 7 September 1972, A8215 Dedication of Indiana Dunes National Lakeshore.

Operations, 1972

2. Acting Regional Director George A. Palmer to Superintendent J. R. Whitehouse, (transmittal of Operations Evaluation Report), 31 January 1972, A5427 Operations Evaluation.

3. Superintendent's Report for Calendar Year 1972, Management Library.

4. Superintendent Whitehouse to Northeast Region Public Affairs Specialist Bob Burns, 14 September 1972, D34 AYH—Coronado Lodge.

5. Superintendent Whitehouse to Michigan City Mayor Randall C. Miller, 9 August 1972, File—Michigan City/LaPorte County, Advisory Commission Records, Office of the Superintendent.

6. Norma Schaeffer and Kay Franklin, "Industry Versus Preservation," The Indiana Dunes Story: How Nature and People Made a Park (Beverly Shores, Indiana: Shirley Heinze Environmental Fund, 1984), p. 26; and James R. Whitehouse, former Superintendent, Indiana Dunes National Lakeshore, interview, 11 March 1987, Orlando, Florida, transcript, Midwest Regional Office.

Dedication/Establishment Day, September 8, 1972

7. Superintendent's Report for Calendar Year 1972, Management Library.

8. Associate Regional Director George A. Palmer to Director George Hartzog, 31 March 1972, A8215 Dedication of Indiana Dunes National Lakeshore.

9. Meeting of 23 June 1972, Indiana Dunes National Lakeshore Advisory Commission Minutes 1967—1973, Management Library, Office of the Superintendent.

10. Ibid., Associate Regional Director for Cooperative Programs Ben Butterfield to Superintendent Whitehouse, 1 August 1972.

11. Ibid., Associate Regional Director Palmer to Director Hartzog, 11 August 1972; and

Whitehouse interview, 11 March 1987.

12. "Julie Due In Area," Vidette Messenger (7 September 1972), news clipping file (September 1972, Visitor Center Library; and Whitehouse interview, 11 March 1987.

13. Schaeffer and Franklin, Duel For The Dunes: Land Use Conflict on the Shores of Lake Michigan (Urbana: University of Illinois Press, 1983), pp. 196—9; and Herbert Read, Engineering Chairman, Save the Dunes Council, interview, 22 September 1987, at Bailly Ranger Station, Indiana Dunes National Lakeshore, Porter, Indiana, transcript.

14. "Morton Dedicates Indiana Dunes National Lakeshore," Department of the Interior News Release, Office of the Secretary, 8 September 1972, A8215, Dedication of Indiana Dunes National Lakeshore.

15. Ed Zuckerman, "Dunes Politics: Bayh, Stevenson 'Out' of Dedication," Post Tribune; Bob Jackson, "Morton Asks Everyone to Preserve Heritage," News Dispatch; and Rollie Bernhart, "National Lakeshore Established at Dunes State Park Ceremonies," Vidette Messenger (9 September 1972), newsclippings file (September 1972), Visitor Center Library.

16. Notice of Establishment of Indiana Dunes National Lakeshore by Secretary of the Interior Rogers C. B. Morton, 20 September 1972, Federal Register, p. 19389, A8215 Dedication of Indiana Dunes National Lakeshore.

PART II

CHAPTER EIGHT:
GROWING PAINS, 1973-1976

> Some of the proponents of the bill tell us that no President has ever vetoed a park bill. It is [our] sincere belief that this bill, in its present form, is a likely candidate for that dubious honor! Congressman Gerald Ford voted against the bill (H.R. 51) in 1966. What is there about this bill that would lead one to believe that he would change his mind?
>
> Representatives Joe Skubitz and Steve Symms, presenting dissenting views on H.R. 11455, a bill to expand Indiana Dunes National Lakeshore (February 10, 1976). [1]

Operations, 1973—1976

1973

Natural disaster struck in mid—March 1973 when a fierce storm packing winds up to sixty miles per hour swept Lake Michigan and brought ten— to twelve—foot waves crashing down on the national lakeshore. The severe beach erosion threatened to undermine nearly forty homes and sweep them into churning Lake Michigan, which had risen in recent years to record high levels. At one point, the lake advanced inland and sixty—five feet of beach was lost. As the three—day storm grew steadily worse, area residents appealed to President Nixon for Federal intervention. Superintendent J. R. Whitehouse and Representative Earl Landgrebe requested an urgent meeting with Indiana Governor Edgar Whitcomb. Whitehouse agreed to permit the erection of a temporary retaining wall through the use of riprap (sections of concrete and rock). The debate on the revetment split the Advisory Commission down the middle. John Hillenbrand, a Commission member who also served as Chairman of Indiana's Natural Resources Commission, adamantly opposed the revetment. In retrospect, Whitehouse grew to conclude that although his decision to permit the revetment was mandated by public pressure, it ultimately was a mistake because it perpetuated the status quo: With Beverly Shores Island thus protected, the impetus to add it to the lakeshore diminished and the "temporary" revetment had the potential of becoming permanent. Whitehouse ultimately decided, however, that corrective measures to control the erosion and rebuild the beaches could begin later.

Governor Whitcomb mobilized the National Guard to render assistance, particularly in the area of Beverly Shores where a 3,800—foot section of Lake Front Drive partially washed out. National guardsmen began erecting a three—mile retaining wall along the devastated beachfront by using an abandoned house and roadway as building materials. Workers issued an appeal for more broken concrete or any other debris (including wrecked cars) for the massive revetment.

The Northeast Regional Office allocated $5,000 in emergency funds to assist Beverly Shores' efforts to combat the erosion. The combined labors helped to mitigate the erosion damage. No homes were lost, but seven residential septic systems were damaged and failed to meet State sanitary codes. The Park Service worked with county health authorities to ensure the repaired systems complied with code requirements. [2] Four houses, however, were beyond repair and the residents sought to sell them outright to the lakeshore. Assistant Secretary Nat Reed made the decision to buy them back and set a fair price for the hopelessly wrecked structures. [3]

Causes for the erosion included the rising lake level and the U.S. Army Corps of Engineers harbor facility near Michigan City which altered the littoral drift. In a joint effort, the Service and Corps were engaged in studies to identify interim solutions. From fiscal 1973 funds, the Northeast Region allotted $91,000 to the Corps for engineering and design work for shoreline improvements. As an interim protection plan, the Corps called for a five—year replenishment and monitoring program estimated at $3.1 million. Preliminary estimates reached $13.5 million for the completion of shoreline protection and sand fill to restore the beaches between Michigan City and Beverly Shores. [4]

The land acquisition program, forecast to be phased—out by 1973, still operated with a skeleton staff of Land Acquisition Officer Frank Ucman, Realty Specialist Chandler Simpson, and Clerk Stenographer Irene Clayton. A Department of the Interior audit team conducted a three—month investigation in 1973 as part of a Departmentwide review of compliance with P.L. 91—646. The bill, passed in 1971, provided for relocation services to homeowners affected by Federal projects. Unfortunately, P.L. 91—646 did not authorize additional funds for compliance. This, plus the move to expand the lakeshore and raise the ceiling on land acquisition, stalled in Congress awaiting scheduling of hearings. On March 21, 1973, the Department ordered a curtailment of all payment of claims under P.L. 91—646 until funds became available for appraisals, surveys, and title work for all pending condemnation cases. The Indiana Dunes land acquisition program continued at a snail's pace. [5]

Another piece of legislation enacted in October 1972 impacted the Advisory Commission's operations. P.L. 92—436 provided for governmental meetings to be opened to the public. The Commission, which previously held private sessions because it viewed its function as solely advisory to the Secretary, began to hold open meetings in accordance with the so—called "Sunshine" law. Following each meeting the public attendees were given the opportunity to ask questions.

The close relationship between Whitehouse and the Commission continued to develop. Whitehouse made it a practice to call together as many Commission members as possible for lunch every two weeks and to discuss on an informal basis—so as not to violate the Sunshine law—happenings in their lives, communities, businesses, and park areas. This friendly cooperation helped Whitehouse develop additional contacts to help resolve lakeshore—related problems. Commission members Bill Lieber and John Hillenbrand used their connections "down—state" to help Whitehouse. Whitehouse soon entered on a first—name basis with the Director of the Department of Natural Resources (DNR). In cultivating close relations with Indiana officials, Whitehouse soon began attending meetings in Indianapolis every four to six weeks at DNR or the Governor's Office. [6]

Nineteen—seventy—three was the "first extensive interpretive year for the Lakeshore." [7] Although Seasonal Interpreter Darryl Blink began giving programs in connection with the Dunes State Park, Goodfellow Camp, and other organized groups in 1971, for the first time an interpretive schedule for the daily visitor was in place. Visitation from the Blink tours was

612 in 1971 and 531 in 1972. With five seasonal interpreters presenting evening programs three days a week over a two—month period, interpretive visitation rose to 2,571 in 1973. The Bailly Homestead also became accessible to visitors, but because of security reasons, only through ranger—guided tours.

The Ranger Division, led by Chief Ranger Rodney Royce, split into two subdivisions: Resource Management and Visitor Protection and Visitor Services. Seasonal workers included nine for the former and seven for the latter. Royce also renegotiated area fire contracts with Porter, Ogden Dunes, and Beverly Shores. Services provided to the lakeshore came to $150 for the first hour and $100 each hour thereafter.

In Maintenance, Howard Culp oversaw a staff of two permanent, one career conditional, and twenty—three seasonal employees. It was likewise subdivided into Roads and Trails and Buildings and Utilities and an interim maintenance area at Furnessville Road composed of three buildings served as a central headquarters. The Roads and Trails subdivision, composed of two five—man crews, thoroughly cleaned five miles of beach each day and provided roadside cleanup and trimming in accord with lakeshore communities. The crews also constructed an interim use picnic area on Highway 12 near Tremont Road and three interim parking areas: two at Beverly Shores (Central Avenue and East State Park Road) and one at Mount Baldy. The Buildings and Utilities crew maintained five government quarters, the Tremont visitor center, and the interim maintenance area. Howard Culp, who served as project supervisor on the on—going building demolition contract, also began planning the course of a horse trail in Tremont.

Maintenance crews also made progress on the lakeshore's trail system in 1973. Trails in the Bailly—Chellberg area were flagged in late spring and cleared by girl scout groups in early summer. The Ranger and Maintenance divisions completed the work by installing steps on hillsides and "log wheels" over stream crossings. At the visitor center, workers flagged the Black Oak Trail (now called the Calumet Dune Trail) with only slight clearing necessary. Some trail—blazing took place in the Cowles Bog and Mount Baldy areas.

Implementation of the sign plan began in 1973 with Maintenance Division—produced signs which related only to interim park installations. Restricted access signs went up at the Bailly Homestead and beach access parking signs were placed at Mount Baldy and Central and State Park Roads in the Beverly Shores area. Boundary, traffic control, and park informational signs received from the Northeast Regional and Washington offices were also installed.

Ralph Iorio entered on duty as the Administrative Officer bringing the total staff to fifty—three (excluding the three in land acquisition): seven permanents, three career—conditionals, and forty—three seasonals.

Two studies, a Baseline Water Resource Study by the U.S. Geological Survey, and a Natural Resource Study by the University of Indiana Foundation, also began in 1973.

Two significant visits occurred in 1973. On September 25, former Senator Paul Douglas made his first visit to the national lakeshore since its authorization. On May 16, new National Park Service Director Ronald Walker* and his staff arrived for a brief visit. [8]

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*Ron Walker formerly worked at the White House where he scheduled President Nixon's travels to such places as the Soviet Union and People's Republic of China. Whitehouse recalled that Walker was nonplused by Indiana Dunes: "Ron Walker just sort of walked into the park and took a cold look around with his two boys that carried his bags. He got out of his car and looked over the Lake

and said, 'Uh huh,' and got back in and left." See Whitehouse interview, 11 March 1987.

1974

Effective in March 1974, Indiana Dunes National Lakeshore came under the direction of the Midwest Regional Office, headquartered in Omaha, Nebraska, and led by Regional Director J. Leonard Volz. The new Regional alignment of the National Park Service resulted in the Midwest Region shifting its focus away from the Rocky Mountains to envelop the nation's heartland, including the Great Lakes States of Wisconsin, Michigan, Illinois, Indiana, and Ohio. The old Northeast Region subsequently became the Mid—Atlantic Region. Its northern tier shifted into the newly-established North Atlantic Region with headquarters in Boston. [9]

The administrative juggling met with no opposition. The Save the Dunes Council expressed optimism at the move. President Sylvia Troy informed the House Appropriations Committee, "Our initial contacts with the Regional staff have already revealed an increased interest in the dunes at the Regional level. We trust that with increased interest will also come increased sensitivity to the problems and potential of this valuable park." [10] Except for the de facto loss of George Palmer, the change pleased J. R. Whitehouse who commented:

> I've always felt that Omaha has been much better for us than Philadelphia because we were closer and, toward the last few years, we ended up being one of the big parks within the Region and that helped. We had more support in Omaha. I look back on Omaha, and there were times when I'm sure some of the Associate Directors wished that Indiana Dunes would go away, but all in all, I have nothing but good memories about Omaha and the Regional Office. [11]

Area politicians* were also pleased, commenting that now a more amenable and geographically compatible regional center oversaw the dunes. [12]

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*Headquarters for the Midwest Region would have been moved to Chicago had Representative Sidney Yates of Illinois had his way. The Nebraska Congressional Delegation, however, launched a successful campaign to keep the office in Omaha. See Whitehouse interview, 11 March 1987.

Before the Northeast Regional Advisory Committee (NRAC) underwent its own reorganization, the group met in Philadelphia on February 27 to tie—up loose ends. Representing the Midwest Region, Deputy Regional Director Merrill D. "Dave" Beal agreed to the transfer of four Northeast Regional Advisory Committee members to a similar Midwest Region committee. One of the transferees was William Lieber, the Chairman of the Indiana Dunes Advisory Commission (an NRAC member since June 1972). Dave Beal and Bill Dean, Associate Regional Director for Cooperative Activities, told Lieber that Indiana Dunes ranked at the top of the Midwest Region's agenda. The meeting resulted in the appointment of George Palmer. Palmer, who had retired on June 30, 1973, but continued to serve in Philadelphia as a rehired annuitant, was appointed to serve as an advisor on dunes—related issues in order to ease disruptions during the transition. In a final resolution, the Northeast Regional Advisory Committee recommended that Indiana Dunes National Lakeshore and the two new Gateway parks in San Francisco and New York be developed before progressing with other urban recreational parks. [13]

Administration of the Chicago Field Office, headed by Assistant to the Regional Director

Robert S. Chandler, also shifted to Omaha's supervision.* To reassure the Indiana Dunes Advisory Commission on the smooth transition and to introduce themselves, Beal, Dean, Chandler, and John Kawamoto, Associate Regional Director for Professional Services, attended the August 21 meeting. Introduced at the same session was the national lakeshore's new Assistant Superintendent, Don H. Castleberry (former Superintendent of Timpanogos Cave National Monument). Castleberry's appointment became effective on August 21 after the transfer of Stan Lock to the Washington Office; Lock's vacant position permitted Castleberry's coming on board. [14] Bringing Don Castleberry to Indiana Dunes as Assistant Superintendent indicated Midwest Region's commitment to the new area as well as a recognition that the national lakeshore had progressed beyond the "project" stage. [15]

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*The four—member Chicago Field Office in Des Plaines, Illinois, operated from May 30, 1971, to December 31, 1977. During the early years of Whitehouse's superintendency Bob Chandler (who did not possess line authority) attended all of the meetings of the Indiana Dunes Advisory Commission and provided valuable assistance in networking with Chicago—area conservation groups and government agencies on Dunes—related matters. Following Chandler's departure in March 1975, however, the office became irrelevant to Indiana Dunes affairs. See Whitehouse interview, 11 March 1987; and Historical Listing of National Park Service Officials, May 1, 1986 (National Park Service, 1986), p. 42.

The curtailment of the land acquisition program because of payment of relocation claims under P.L. 91—646 continued in 1974. A move to complete the Indiana Dunes land acquisition program came under a Servicewide omnibus acquisition bill which cleared Congress in the fall. President Gerald R. Ford signed the measure raising the lakeshore's acquisition ceiling an additional $7,625,500 on October 26. Unfortunately, the bill did not include authorization for appropriations, a separate process to undertake.

While the program remained on hold, the incumbent land acquisition officer changed. Frank Ucman transferred to the Washington Office at mid—year and Fred Meyer, from the Land Acquisition Office at Cape Cod National Seashore, took Ucman's place. Other position changes included the administrative officer (T. B. Taylor filled Ralph Iorio's position) and Rae Gilbert became the new administrative assistant. The shifting prompted the Advisory Commission to caution against frequent staff turnover, fearing that the loss of too many professionals experienced in urban park development would prove detrimental.

The interpretive program continued to expand during its second extensive year of activities. A new emphasis during the off—season saw interpreters focusing on school and other organized groups, stressing environmental education and helping to make the national lakeshore and the National Park Service better known in the community. The number of evening programs increased and the weekly five—hour hike through Cowles Bog was rescheduled to Saturday mornings in order to permit more participation. Instead of limiting visitor programs and activities to the summer months, the interpretive schedule spanned all twelve months.

The American Youth Hostel Center relocated to the Coronado Lodge in May 1974.

In maintenance, two additional government quarters were authorized bringing the total to seven. Increasing growth resulted in each maintenance subdivision establishing its own maintenance area. The laborers completed a four-mile interim horse trail in the Tremont area before the May 25 opening. The trail also featured a thirty—car capacity parking lot adjacent to U.S. 20. Another trail at the Bailly Homestead connected the landmark to the cemetery

with a one—mile loop.

At mid—year, the U.S. Army announced plans to deactivate its NIKE missile base in the Bailly Unit. The Midwest Regional Office immediately began negotiations with the General Services Administration to arrange the transfer of the buildings and land to the National Park Service. The park staff began preparing plans justifying the use of the complex. [16] Assistant Superintendent Castleberry proposed that the facility be adapted to serve as the new administrative headquarters for the National Lakeshore. As the staff continued to grow, the Tremont visitor center became increasingly cramped and the large Army facility on Mineral Springs Road would be an ideal, centrally located, focal point from which to conduct Lakeshore operations. [17]

From November 4 to 8, an operations evaluation team visited the Lakeshore. The Midwest Region team was composed of Maintenance Generalist Thomas L. Weeks and Personnel Management Specialist Kenneth G. Schaefer from the Midwest Regional Office; Administrative Officer Charles D. Goode from Ozark National Scenic Riverways, Missouri; and Superintendent Hugh P. Beattie of Isle Royale National Park, Michigan. The team's report identified a number of problem areas, most of which concerned a staff preoccupied with land acquisition and site restoration problems, public relations pressures, and a paucity of facilities. Of primary concern was the lack of implementation of the Service's Management System, especially in regard to staff organization and supervision. The team recommended that Assistant Superintendent Castleberry assume full control of park operations as soon as possible in order to allow Superintendent Whitehouse to dedicate attention to external affairs as well as over-all direction of lakeshore development and operations. The operations evaluation report criticized the short—circuiting of the communications process by the many direct contacts with citizens, advisory groups, and the Washington and Secretary's offices without input from the park or Region. The report stated, "It is incumbent on all to establish effective lines of communications which preclude the possibility of making erroneous assumptions or of making commitments or decisions without adequate communications with local park management, which may leave park management in a difficult position." In brief, the team recommended the following ten points be implemented:

1. Improve inter—park communications.

2. Prepare a new staff organization chart for Regional approval.

3. Prepare performance standards for all positions.

4. Redescribe and update the Supervisory Park Ranger (Chief Park Ranger) position to GS—025—11.

5. Rewrite and update position description for the Clerk—Stenographer GS—312—04.

6. Require aircraft pilot certification for employees using aircraft for official duty; maintain tighter controls on purchasing.

7. Regularly inventory government property.

8. Each division should develop comprehensive programs with chiefs involved in setting priorities and objectives.

9. The Maintenance Supervisor should program more time for field supervision.

10. A Lakeshore sign program should be prepared and approved. [18]

J. R. Whitehouse concurred with the operations evaluation report and initiated steps to correct the deficiencies. He responded:

> We agree, in principle, regarding the need to review workload priorities. It should be recognized, however, that this area, perhaps much more than most others, is subject to intense overview by local interests, including conservation groups, Congressional delegations, etc. Frequently our activities are influenced by interests beyond our control. With the exception of some "reservations in use" matters, we have not been able to identify functions which can be relegated to lower priority. [19]

Whitehouse concluded by stating it was his decision to indoctrinate Assistant Superintendent Don Castleberry with operations from the superintendent's vantage point for three to four months and then gradually ease him into the "Chief of Operations" position. With this accomplished, Whitehouse believed his assistant superintendent would exercise a tighter management grip on lakeshore operations and thereby alleviate many of the problem areas. [20]

PART II

CHAPTER EIGHT:
GROWING PAINS, 1973-1976

Operations, 1973—1976 (continued)

1975

On January 1, 1975, the National Park Service received a Special Use Permit from the General Services Administration for the deactivated NIKE missile base. The permit became void the following month when the entire facility passed into Park Service ownership. The lakeshore asked for Midwest Region funds to rehabilitate the base structures into headquarters for administrative and land acquisition offices, the environmental education program, seasonal dormitory space, and a future Youth Conservation Corps center.

Notice to proceed for rehabilitation and construction at the Tremont visitor center came on August 4. The $430,000, six—month project resulted in the rehabilitation of the auditorium, basement, and front building facade; installation of a "bio—disc" sewage treatment plant; relocation, black topping, and landscaping of the parking area; construction of restroom facilities; and construction of an interpretive trail with handicapped accessibility.

Two weeks later, construction activities began at West Beach following completion of the environmental impact statement (EIS).* Tonn and Blank, Inc., of Michigan City began a $1.9 —million development scheduled to be completed by August 16, 1976. West Beach facilities included a bathhouse with a capacity of 3,500 people, an entrance and service road, 600—car parking lot, and utilities.

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*The Service and Department were accused of unduly delaying the EIS to stall West Beach development. Whitehouse noted that an EIS typically was so complex and reviewed at so many levels that it would inevitably be sent back several times to be redone—a practice not unique to Indiana Dunes. See Whitehouse interview, 11 March 1987.

The land acquisition program finally moved ahead after two years in the doldrums. With three million dollars in fiscal 1976 funds available on July 1, the program faced the disheartening specter of a Federal hiring freeze. Receiving a special exemption, the lakeshore was able to hire between fifteen to twenty temporary employees to administer the program funds. Because of the remodeling of the visitor center and the general lack of space there, the Land Acquisition Office moved to an office building in Michigan City's Marquette Mall complex.

In maintenance, 1975 saw three more government quarters added bringing the total to ten. Workers renovated a building in the Roads and Trails maintenance area for curatorial

storage. The Neighborhood Youth Program began and, although no new activities or facilities were initiated in 1975, the youths assisted lakeshore maintenance crews with various projects. Area Eagle Scouts assisted the division in building foot bridges across streams and spreading wood chips along trails. For one month during the summer, a non—residential Youth Conservation Corps (YCC) program also rendered maintenance assistance.

Early in the year, Superintendent Whitehouse began negotiations with the District Engineer of the Indiana State Highway Department to transfer a 5.2—mile segment of Highway 12 to Park Service ownership. The scenic roadway, which stretched from west of the Bethlehem Steel entrance east to Kemil Road, was to serve as a parkway under the Lakeshore's Master Plan. By mid—year, the highway commission announced the relocation of Highway 12 from the intersection of U.S. 212 and 20 east of Michigan City west to where Highway 12 and 20 converge in Gary. In this area, U.S. 12 would follow U.S. 20.

Two additions to the interpretive staff had positive implications for the park as well as the Region. Interpretive Planner and Specialist Robert Foster and Communications Specialist Helen Steeves entered on duty in 1975 assigned to help not only Indiana Dunes's interpretive/naturalist program, but those of Lincoln Home National Historic Site (Illinois), Lincoln Boyhood National Memorial (Indiana), George Rogers Clark National Historical Park (Indiana), Sleeping Bear Dunes National Lakeshore (Michigan), and Pictured Rocks National Lakeshore (Michigan) as well. [21]

Securing ownership of the beach at Ogden Dunes was always a Lakeshore goal—one which became clouded in January 1975. At that time, the Ogden Dunes Home Association, owner of the beach, deeded it to the town of Ogden Dunes. Taking advantage of the 1966 lakeshore organic act that public lands within the lakeshore boundaries could only be acquired through donation, the deed suggested that the Ogden Dunes beach could not be purchased without the town's consent—an unlikely event. [22] However, the park's legislative history includes a stipulation in Senate Report 94—991 that the Service can acquire private property "when private property is transferred to public ownership subsequent to the authorization of federal acquisition." While the move seemed to be designed to frustrate acquisition by the national lakeshore, the effort did not succeed. [23]

Another public relations concern involved Northern Indiana Public Service Company's (NIPSCO) Michigan City generating station. The company installed strobe lights at regular intervals up and down the stack. The strobe lights, intended to serve as a beacon of safety for low—flying aircraft, attracted even more attention to the plant from scenic vantage points in the national lakeshore. Concerned about the visual blight, the Indiana Dunes Advisory Commission requested that J. R. Whitehouse investigate the matter. In discussions with Federal Aviation Administration (FAA) officials, Whitehouse discovered that the elaborate strobe lighting was unnecessary. Contacting NIPSCO, Whitehouse secured an agreement whereby the company removed all but the top tier of lights. [24]

1976

An amendment to the Operation of the National Park System (ONPS) appropriation provided $296,000 for Indiana Dunes to cover operating costs of the new Bailly Administrative Area (the former NIKE missile base); monitor air, water, and noise pollution; removal of structural debris; and beautifications along the new U.S. 12 scenic parkway. During the year, four new permanent full—time positions were filled from an authorized five add—on positions. Four less—than—full—time positions were converted to permanent full—time bringing that total to thirteen. [25]

Rehabilitation of the NIKE base came to $186,000 and was administered by the Midwest

Region's Office of Planning and Resource Preservation which provided specifications and contract supervision. Interior modifications were performed by day—labor contracts.

Maintenance activities became more refined in 1976 as more structures and areas became operational. The maintenance staff grew only slightly. Permanent employees totaled two, less than full—time stood at six, and seasonal laborers numbered twenty—seven. The division added another unit to maintain landscaped areas. With the contractual activation of three buildings at the NIKE base, the Maintenance Division incorporated the following areas into its jurisdiction: 1) ranger activities* and YCC storage and office space; 2) a YCC dormitory; and 3) a mess hall. Workers continued cleaning five miles of beach each day, seven days a week; maintained three and a half miles of the Tremont horse trail and three miles of other foot trails; and maintained all park buildings including ten government quarters, five maintenance area buildings, and the visitor center and headquarters buildings. Laborers also installed water and sewer lines and enlarged the parking lots at East State Park Road and at Central Avenue.

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*Energy conservation measures mandated that this division relocate to the basement of the Tremont visitor center, only to return to the former NIKE base in mid—1977. See former Special Assistant to the Chief Ranger John Townsend to author, review comments, February 1988, Cultural Resources Management files, Midwest Regional Office.

Interpretation and Resource Management programs focused on observing the United States Bicentennial of the Revolution while striving to garner increased participation and awareness in the national lakeshore. The division launched an intensive five—day orientation training course for the fifteen—member seasonal interpretive staff. While the visitor center renovation progressed throughout the year, an open house on June 5 and 6 featured a discussion by Pulitzer Prize—winning author Edwin Way Teale and sneak previews of the Harpers Ferry Center—produced audiovisual program," A Patch of Green."

Restoration activities at the Bailly Homestead began in January 1976 following public hearings and final reviews. Professionals at the Denver Service Center completed a historic structure report which determined the historic period for Homestead restoration at 1916 and 1820s for the other structures. A primary interpretive theme was to show the progress of the Bailly family through several generations. Work performed included demolition and removal of a concrete block addition; reconstruction of the front and rear porches; installation of a new heating system; installation of a new roof; painting; replacing deteriorated logs and adding wood shingle roofs to the historic out—buildings; construction of a trail system uniting the Bailly complex; and installation of three audio—visual stations and wayside exhibits. [26]

Completion of the exterior restoration of the Bailly Homestead occurred in time for a Bicentennial—flavored dedication on July 11. Two—hundred—fifty people attended the brief ceremony led by Superintendent Whitehouse with dedicatory remarks by Representative Floyd Fithian. Following the ceremony, the National Park Service—sponsored traveling play "We've Come Back for a Little Look Around" performed on the Bailly Homestead grounds. [27]

Behind the scenes, however, a controversy raged within the Park Service over the historical significance of the Bailly Homestead. Based on the history and significance section of Denver Service Center Historian A. Berle Clemensen's Historic Structure Report, Midwest Regional Historian David A. Clary believed the Bailly Homestead's popular significance did

not reflect historical accuracy. In response to Clemensen's conclusion that the property be deleted as a National Historic Landmark from the National Register of Historic Places, Clary recommended a review of the Bailly Homestead's original statement of significance. The controversy was nothing new. For several years, historians in the Midwest Regional Office, Washington Office (including Chief Historian Harry Pfanz), and the Denver Service Center were dubious about the national significance of Bailly Homestead. Clary stated, "The significance of Bailly Homestead at the time of its landmark designation [1965] seems to have lain in issues more recent than historic." [28]

The issue struck a nerve at the lakeshore. For many citizens, the Bailly/Chellberg complex represented the "heart" of the Federal park because the enormously popular festivals were held there. Bailly/Chellberg was a place where Democrats and Republicans, conservatives and industrialists came together and achieved a oneness seldom realized in the area. According to Whitehouse:

> There was a meeting of the minds and all at once Indiana Dunes became a viable thing in a lot of minds that wouldn't even consider it before. Had nothing to do with historical significance. The only thing that a lot of people would have said, "Well, look, they're backing out; they're backing out of Indiana Dunes and they're saying nothing's of consequence any longer." [29]

While not objecting to any reevaluation, Superintendent Whitehouse informed Midwest Region:

> Our only question is whether this is a propitious time. We suggest it is not, primarily because of the restoration work now being done, the large amount of publicity associated with it and the developments that are to be started this fall.
>
> Whether the site is on the Registery of National Historic Landmarks or the National Register of Historic Places probably would not mean a great deal to the general public. It is only that the process of formally changing the designation might be construed by some as unnecessarily lowering the status of a locally cherished symbol.
>
> Regardless of whether the request for restudy goes forward promptly, our suggestion is that the formal redesignation be delayed for perhaps a year or so. [30]

No reevaluation took place; the Bailly Homestead remains listed as a National Historic Landmark.

A team of Park Service historical architects visiting the lakeshore evaluated buildings within the boundaries against National Register criteria of eligibility. In the team's opinion, six houses in Beverly Shores transplanted from the 1933—34 Chicago World's Fair were eligible for nomination to the National Register. This set in motion a process which culminated in 1986.

In another preservation vein, Advisory Commission Chairman William Lieber successfully lobbied Assistant Secretary of the Interior Nathaniel P. Reed to utilize the Secretary's Contingency Fund to purchase Hoosier Prairie. Arguing that the ecologically unique Hoosier Prairie was in danger of commercial or residential development, Lieber believed acquiring the area expeditiously would lower the cost of any future park expansion bill. Whitehouse agreed. Even though Hoosier Prairie was ultimately included in the 1976 expansion bill, he believed the detached unit, some thirty miles away, should be managed by Indiana. The lakeshore simply could not spare the manpower. At the Commission's May 22 meeting,

Lieber proudly announced Secretary Morton had approved the use of the Contingency Fund. With matching State funds, the Hoosier Prairie could become a State Nature Preserve under Indiana's administration.

Coordination of programs between the national lakeshore and the Dunes State Park began in earnest following an initial strategy meeting in Indianapolis in January 1976. Meeting with Department of Natural Resources staff and the Dunes State Park Manager, a new spirit of cooperation between the two parks emerged. [31] The group approved signing for Interstate 94 indicating "Indiana Dunes Recreation Areas"; once visitors arrived in the area, more specific signage would direct them to their choice: the national lakeshore or the state park. [32] The festering question of the Dunes State Park donation—a thorn of contention locally—had faded over the ten years since the national lakeshore's authorization. Advisory Commission Chairman William Lieber believed the issue was moot. The Dunes State Park was among the top money—makers in the Indiana State Park System, supporting those units with low visitation. Because two—thirds of the state park operated as a nature preserve, donation of the nature preserve segment would be more complicated than the remaining one—third. Federal acquisition would not only require approval of the Indiana Legislature, but decommissioning by the Indiana Department of Natural Resources Commission and final approval by the Governor as well. Lieber did not believe the donation would ever transpire. Reassuring a fellow Hoosier, Lieber wrote,

> It is the "crown jewel" of the National Lakeshore but it will remain in state hands. Naturally, the National Park Service would like to have the best part of our Lakeshore but the State of Indiana has too much heritage and pride plus the need for economic support derived from this marvelous facility. [33]

PART II

CHAPTER EIGHT:
GROWING PAINS, 1973-1976 (continued)

Nathaniel P. Reed Visits the Dunes

In August 1970, NIPSCO filed an application with the licensing board of the Atomic Energy Commission (AEC) for a permit to construct a nuclear power plant adjacent to its fossil—fuel Bailly generating facility at Burns Harbor. The proposed 685—megawatt nuclear reactor, called Bailly Nuclear I, bordered the national lakeshore on the west and the Bethlehem Steel Company plant on the east. The environmentalists' uproar over Bailly I reinvigorated the passions of the port versus park controversy. Industrialists pointed to the growing demand for energy to fuel the factories and homes in northern Indiana. While conservationists did not initially dispute the area's electrical needs, they vociferously objected to putting Bailly I in the back yard of Indiana Dunes National Lakeshore.

The conservation group most active in opposing Bailly I was the Porter County Chapter of the Izaak Walton League led by Herbert and Charlotte Read. While the Save the Dunes Council focused its attention on promoting the lakeshore expansion effort through Congress, the Izaak Walton League conducted a series of legal challenges to NIPSCO's plans. Some of the principal members of both organizations' however, were involved in both efforts, namely the Reads, Sylvia Troy, and Edward Osann. Because the majority of public opinion favored Bailly I and its positive economic benefits, the initial fight took place exclusively in the courts. [34]

Anti—Bailly I forces participated in the AEC/NIPSCO licensing permit process by filing petitions establishing a legitimate interest in the affair by showing how they as groups and individuals could be potentially harmed by the plant's construction. The group, called the "Joint Intervenors," had the support of the Chicago—based public interest group called the "Businessman for the Public Interest" (BPI), later renamed "Business and Professional People for the Public Interest." BPI, which used its tax—exempt status to accept donations on behalf of the Joint Intervenors, advised that at least $100,000 would be needed over several years to litigate all of the contentions. Edward Osann initially accepted the task of presenting the Joint Intervenors' case at a significantly reduced fee. The enormous amount of time the case required almost jeopardized Osann's position with his law firm. In later years, BPI assumed most of the legal responsibility.

Herbert Read's extensive activity on behalf of the Joint Intervenor's did cost him his job as an architect with a Chicago firm. Both Herbert and Charlotte Read assisted Edward Osann greatly. Herbert Read masterfully showed how NIPSCO's site map minimized the area's population. He exposed NIPSCO's misrepresentation of the proposed nuclear site in what the company described as in the middle of an industrial complex with no nearby residential centers. Entire communities were omitted with Dune Acres, Ogden Dunes, and Miller appearing only as "forest cover." Distances to cities like Gary—10 miles as opposed to the

actual 5.2 miles—were blatantly in error.

The citizens of Dune Acres were unanimously against the siting of Bailly Nuclear I adjacent to their community. NIPSCO's existing fossil fuel plant and problems associated with air and water pollution had already antagonized the residents who formed the "Concerned Citizens against the Bailly Nuclear Site." The Concerned Citizens conducted fund—raising drives to assist the Joint Intervenors' legal effort. James E. Newman, professor of history at Indiana University Northwest, and Edward Osann co—chaired the Dune Acres organization. The Concerned Citizens was not an anti—nuclear group, but were simply opposed to the siting of the plant. They objected to the proposed two cooling towers, each two stories tall, overlooking their town and the national lakeshore. Some were afraid of it. What about radioactive leaks? How could an orderly evacuation take place on traffic—congested Highway 12 during a shift change at Bethlehem Steel? How hazardous would the roads become in winter when the steam from the cooling towers froze on them? [35]

The concerns of the Joint Intervenors and the Concerned Citizens were shared by the National Park Service, but with it outside the boundaries, there was little the Service could do except monitor the activity and express its position. Before any official Department of the Interior policy could be formulated, however, the Advisory Council on Historic Preservation began investigating the matter in mid—1971. The Advisory Council had three concerns pertaining to Bailly Homestead National Historic Landmark. First was the visual impact of two 450—foot—high and 400—foot—wide cooling towers looming 1.8 miles away. The difference in elevation further exacerbated the problem, especially in winter when the trees were bare. Second, with the prevailing northerly winter winds, the fogging and drift from the plant would enshroud the Bailly Homestead. Third, the historic setting would be adversely impacted from humidity and temperature changes caused by Bailly I. Because the Department of the Interior was still gathering information from its various bureaus, the Park Service recommended the "Council to take no action which might weaken the Department's position with reference to the impact of the plant on the National Lakeshore." Speaking for the Northeast Region, George Palmer added, "There is no doubt in our own mind that the environmental effects of the plant will be detrimental to the Landmark itself."* [36]

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*Soon after his retirement in mid—1973, Palmer prepared a position paper against Bailly I and submitted it to the Washington Office. The paper formed the basis of the agency's stand against the nuclear power plant which was soon to be adopted by the Department. Palmer subsequently reflected that had his recommendation not been formulated and presented to the Atomic Energy Commission, the momentum of Bailly I would have proven overwhelming before opposition forces could mobilize against it. Palmer considers his memorandum the most important during his eighteen—year tenure in the Northeast Regional Office. See George A. Palmer interview, 12 October 1987.

One key official responsible for formulating Departmental policy was Nathaniel P. "Nat" Reed, Assistant Secretary for Fish and Wildlife and Parks. Reed's first visit to Indiana Dunes came at the invitation of Save the Dunes Council lawyer Edward Osann. The visit came early in Assistant Secretary Reed's tenure, probably April 1972. Reed later recalled:

> I was dumbfounded, totally ill—prepared for the beauty and the multi—ecotones of Indiana Dunes. We walked from the Lakeshore up and over the bluff and went through the wind—swept Blackjack forest and up and down through the sand dunes into a ponded area. Positively walked miles and miles and immediately fell in love with Indiana Dunes. [37]

Reed, a young, outspoken Republican conservationist from Florida, accepted his position in May 1971 following a White House meeting with President Richard M. Nixon. Reed's position that no unit of the National Park System should serve as a buffer zone for a nuclear power plant met opposition within the Nixon Administration. [38] Powerful circles within the Republican Party which promoted industrial development campaigned for the Department's endorsement of Bailly I and the firing of the stubbornly outspoken Assistant Secretary. Nat Reed formulated his decision to fight Bailly I in the aftermath of President Nixon's reelection landslide in November 1972:

> I decided that I had to oppose the Bailly nuclear power plant.... My staff was not too keen to have me oppose Bailly. Bailly still had some political muscle. Quite a bit of political muscle! The Nixon Administration was pretty strongly supporting nuclear power. I made the case at the White House with [Assistant to the President John] Ehrlichman one afternoon that I was not opposed to nuclear energy, that I had licensed three nuclear power plants in Florida when I was head of DER [Department of Environmental Resources] so that I could not be accused of having any nuclear bias. But I was absolutely determined that that nuclear power plant, plus its cooling tower could not invade either the aesthetic qualities of the park or, equally important, could not affect the park adversely through the tremendous amount of water coming out of those cooling towers.... But I considered it, nevertheless, a fundamentally important struggle in the sense that the Park Service and their Assistant Secretary said, "It is not a case of being pro or con nuclear energy. We are going defend the borders of the National Park System." [39]

It was not until Reed threatened to resign that Secretary of the Interior Rogers C. B. Morton allowed him to go to Indiana in 1973 to testify before an AEC hearing.

For two days, September 19—20, 1973, Nat Reed visited Indiana Dunes and testified before the AEC hearing in Valparaiso. He had done his homework. Prior to testifying, Reed ignored NIPSCO's threat to prosecute trespassers and explored the entire area in order to etch the landscape firmly in his mind.* What he saw convinced him of the accuracy of his position, concluding, "There was no way you could say, 'We'll plant some trees around the cooling tower.'" [40] Appearing before the AEC panel, Reed first established the national significance of the area, then declared:

> Since November 5, 1966, the Federal Government has invested $27,900,000 of Land and Water Conservation Funds for land purchases in the Indiana Dunes National Lakeshore and $1,710,600 for operation and development planning purposes. It is anticipated $5,981,500 will be obligated or expended in the fiscal year 1974 for operation, development and resource protection. Beyond fiscal year 1974, we contemplate costs of $49,000,000, a sum which does not include such additional monies as may be needed for continued costs and land acquisition.
>
> The Indiana Dunes National Lakeshore is situated near a densely populated urban region which is heavily industrialized. It offers greatly needed recreational opportunities and a refuge of open space to this growing population, many of whom cannot afford to go to national parks more distant from the region.
>
> Siting the proposed Bailly nuclear plant on the border of the Indiana Dunes National Lakeshore would appropriate one and one—half miles of the most outstanding natural area of the Lakeshore for the plant's low population buffer zone. In the event of accidental discharge of radioactive waste from the nuclear plant into the atmosphere or into the waters of Lake Michigan, visitors to the

> National Lakeshore would be subject to emergency evacuation. In view of the capacity of the Lakeshore to accommodate 87,000 visitors per day, evacuation would represent a major operation as well as a massive interference with their use and enjoyment of the park. I do not believe that the Congress intended the National Park System to be used as a buffer zone for industrial accidents, and, as a matter of policy, the Department is opposed to such use. [41]

> *Whitehouse recalled the unusual visit: "We went up into Dune Acres where you can get up on a high ridge and look down below and see all of Cowles Bog and see all of NIPSCO, and the hole they were digging, and the whole bit. Now, to really see it properly, you've got to get out of your car and you've got to walk down a long dunes and circle around, and walk through the dunes grass and the swampy, bog—like landscape and I mean with vegetation over your head! You've got to work your way through four or five miles which is really tough. You know what the man did? That gentleman from Washington walked, and hands—on, through that disputed area. Walked it and saw it! And he came out of it with a smile on his face! A remarkable person and a remarkable day that one was, and the next day, too, at the hearing. Yes, he's a man that, if you didn't have enthusiasm, he would soon inspire you with it!" See Whitehouse interview, 11 March 1987.

Reed was particularly concerned about the nearby Cowles Bog National Natural Landmark and its surrounding dunes and wetlands. He cited adverse effects which the AEC's own Environmental Impact Statement did not identify. Aside from the highly objectionable aesthetic intrusion from the massive cooling tower, ecological damage would result from the mixing of emissions from the two NIPSCO plants (fossil—fuel and nuclear) forming acid rain. The salt emissions would also result In defoliation, Reed argued, and seepage from waste ponds as well as alterations in the water table would also harm the national lakeshore. Reed concluded:

> When one weighs costs and benefits, given alternatives to the Bailly site, it is clear that moving the site is the only way to consistently uphold both Congressional policies involved, namely protection of the National Lakeshore, and promotion of nuclear power.
>
> For these reasons, it is the position of the Department of the Interior that construction of the proposed Bailly Generating Station Nuclear—I on the border of the Indiana Dunes National Lakeshore does not serve the highest public interest. We accordingly request that the Atomic Energy Commission withhold issuance of a construction permit for Bailly Nuclear—I at the proposed site and recommend a more suitable site for the project. [42]

Following the AEC hearing, Nat Reed told reporters he agreed NIPSCO needed more electrical power in the area, but "after spending a hell of a lot of the taxpayers' money on a national park, I'm concerned about putting a nuclear facility only 400 feet away from it." [43

Reed was amazed by the depth of polarization between industrialists and preservationists he witnessed during his visit. The polarization similarly split the Advisory Commission. Chairman William Lieber, who believed the Commission's responsibility was principally to advise the Secretary, had kept the Bailly I controversy off the agenda. Other members, who believed their first allegiance was to the special groups they represented, wanted to debate the Department's position. [44] Of all of the Commission members, John Schnurlein strongly

supported NIPSCO's plans to build Bailly I because he believed at the time that it was environmentally and economically sound. Schnurlein thought that Reed was voicing unfounded "scare tactics" and needlessly "meddling" in local affairs. [45] Lieber pinned his hopes on Nathaniel Reed's vow to help the national lakeshore, as he told a fellow commissioner: "By the way, Reed is very interested now in doing something for the Dunes. He had never been out before and was impressed with its beauty and also with its lack of development. We'll see just what he can accomplish back in Washington." [46] (See following section on West Beach development.)

After convincing his boss of the justness of his Bailly I stand, Nat Reed enjoyed the full support of Secretary Rogers C. B. Morton whose self—admitted favorite bureau within the Department of the Interior was the National Park Service. Morton's management philosophy was to state his ideas on a controversial subject, then turn it over to his Assistant Secretary to handle. Morton stayed in the background, but provided valuable insights garnered from Capitol Hill as well as his broad—based political support. The Secretary rarely reversed any of Reed's decisions. According to Reed, "He would stand with you and fight with you at the White House, at OMB [Office of Management and Budget], and on the Hill." While Secretary Morton endured the political "heat" within the Nixon Administration over the Bailly I dispute, Nat Reed was in the public limelight engaged in "hand—to—hand combat"—principally against NIPSCO and its chairman of the board who swore not only to build Bailly I in the dunes, but to strip Reed of his job. Nonetheless, the Morton/Reed position proved to be vitally important to the future course and resolution of the Bailly I conflict. [47] Much to the environmentalists' dismay, however, the Department would not enter the legal dispute by joining the Joint Intervenors against NIPSCO's Bailly I. [48]

The three—member AEC licensing board heard sixty days of testimony over an eleven—month period, the longest in AEC history. The Joint Intervenors objected to a wide range of environmental and safety issues. In the end, it became obvious that the panel was biased in favor of nuclear power. The Joint Intervenors were prepared to litigate all the way to the Supreme Court. [49] On April 5, 1974, the AEC licensing board rejected all of the Intervenors' contentions and approved NIPSCO's construction permit for Bailly I. In effect, AEC concurred with NIPSCO's claim to 640 acres of Indiana Dunes National Lakeshore as a "buffer zone" in the event of a nuclear accident. The move angered Congressmen Henry Reuss (Democrat—Wisconsin) and Guy Vander Jagt (Republican—Michigan) who wrote to AEC:

> We are unaware of any provision in either the Atomic Energy Act or the Indiana Dunes National Lakeshore Act which authorizes your agency... to grant, by executive fiat, an easement over these federal lands without the express approval of Congress. We believe the Board's action is illegal and should be promptly reversed. [50]

The Intervenors appealed to the U.S. Court of Appeals Seventh Circuit Court in Chicago which rescinded the decision on April 1, 1975. The landmark decision represented the first judicial reversal for the construction of a nuclear power plant. NIPSCO appealed the decision to the United States Supreme Court, and in November 1975, although it did not hear the case, the Supreme Court did overturn the ruling by affirming the AEC's right to establish and execute its own policies. [51]

With its AEC construction permit restored, NIPSCO alerted its contractor and construction began in late 1976. Meanwhile the Joint Intervenors regrouped and filed new lawsuits.

Bailly I appeared to be unstoppable.

Fiasco in Indianapolis: West Beach Development

At the conclusion of the January 19, 1973, Advisory Commission meeting held in Indianapolis, the National Park Service unveiled a Development Concept Plan (DCP) for West Beach. Up to this time, as with other Service plans, there was no established mechanism for public review and comment. It enjoyed the highest level of review both in the Service and the Department. Assistant Secretary Nat Reed remembers clashing violently with Director George B. Hartzog, Jr., over the first development plans at both Indiana Dunes and Cumberland Island National Seashore, Georgia:

> In both cases, I had the privilege of sitting with the planners well in advance of the plan. We went over philosophy, discussed sizing, discussed the State's interest in both places where the State had equal opportunity to do something much more intense, the Park Service would do something much less intense, much more creative, much more simple and with stronger emphasis on protection of natural values than on recreation. In both cases, the planners came back with Disney Worlds, total Disney Worlds! I remember at Cumberland Island I threatened to throw the Chief Planner out the window! I terrorized the poor man. I screamed, "My God, what have you brought? This is the most terrible thing I have ever seen in my life!" [At] Indiana Dunes. . . I said to George [Hartzog], "That's the most awful thing I have ever laid eyes on; and to prove to you that it is absolutely awful, I'm going to authorize you to take that to public hearing."
>
> He said, "The people in northern Indiana are going to love it. What are you going to do when they all are supportive?"
>
> I said, "I'll worry about that later." [52]

Robert Steenhagen, member of the Denver Service Center's Northeast Team, introduced the A/E representative from the Milwaukee firm of Howard, Needles, Tammen and Bergendoff who explained a series of photographs, maps, and architectural plans.

For the Save the Dunes Council and most Advisory Commission members present, it proved to be a great shock. The A/E proposed twenty—six facilities including two swimming pools and steel bathhouses, a three—story parking garage for 2,000 automobiles, a pavilion, assorted sports fields, an amphitheater, maintenance and administration buildings, and sixteen homes for Service employees. Steenhagen commented the Service had already approved the design concepts and an environmental impact statement was underway. The Council and some members of the Advisory Commission were angered by the fait accompli approach. They resented being shutout of the planning process and were surprised that a public agency operating with public funds acted so secretively. According to Herbert Read:

> It might have been some kind of ingrained, bureaucratic feeling that the Park Service planners considered themselves the experts and they weren't going to let any ordinary person come in and tell them what to do. But, in reality, of course, we were the experts. We knew what could go here. There weren't any Park Service planners or any other planners that knew better or what could go here than we. We knew what to do! We were the experts here. [53]

Following the meeting, the design plans were whisked away and Save the Dunes Council members were denied a chance to review them closer. The Council, decrying the intensity of developments and use, demanded an opportunity for the public to review and comment on the plans. Area planning boards, namely the Gary and Michigan City Planning Commissions and the Northwest Indiana Regional Planning Commission (NIRPC), expressed outrage at being shut out of the planning process. Strategizing to change the plans, a coalition of groups in

Indiana and Illinois launched a massive press and letter—writing campaign; enlisted the support of other conservation groups; and lined up Congressional support. The strategy worked. Less than two months later, the Service made the West Beach development plans available for public review.* [54] Reed's prediction proved correct. He later recalled:

> The Park Service officials barely got out of the room alive! I mean, you talk about the return of the massacre of a Red Indian! My God, they took one look at this. Here they had spent all these years fighting for the preservation of the sacred Indiana Dunes. And now, it was going to be defiled by masses of swimmers and cars and campers. It was going to be the rec[reation] area of all rec[reation] areas. It wouldn't fly. So the Park Service put its tail between its legs and very wisely went back to the drawing boards. [55]

> *According to Whitehouse, "I think the first, full—blown hearing occurred at Portage, Indiana, and boy, it was a wild, swinging outfit! Everybody, almost to a person, was opposed to this thing. So Save the Dunes Council didn't shoot this thing down; it was shot down by northern Indiana and Illinois." See Whitehouse interview, 11 March 1987.

New Assistant Superintendent Don Castleberry also recalled the heated meeting and his shock at the villification of the Park Service by the public which charged the bureau with high—handedness and misreading the intent of Congress. [56]

J. R. Whitehouse subsequently accepted full responsibility for the fiasco. In his first superintendency, Whitehouse did not fully understand his role in the planning process. Assigning primary responsibility to the planners, who were not sensitive to local concerns and unfamiliar with the fragile resources, the concept naturally became so grandiose that Whitehouse knew it would never fly. Even the Advisory Commission openly condemned it. The bitter lesson compelled Whitehouse to take charge of the lakeshore's development planning and, henceforth, no more West Beach-type public relations disasters occurred. [57]

At a December 6, 1973, meeting of the Advisory Commission, Dr. Richard Curry, Nathaniel Reed's Special Assistant, informed the Commission that the planning process had been changed Servicewide to accommodate public review during, rather than after formulation of plans. Dr. Curry, elaborating on Reed's pledge to get West Beach operational by the summer of 1975, outlined the stages of developments beginning with one bathhouse with a capacity of 3,400 and an 850—car parking lot. The conservationists' desire to preserve natural values at all costs prevailed. In an effort to limit concrete, the elaborate plans of 1973 were scaled down. [58] Subsequently, the Save the Dunes Council objected vigorously to NIPSCO's plan to run West Beach utility lines into Ogden Dunes by carving a straight swath across the dunes. After lengthy negotiations, the Council, Park Service, and NIPSCO agreed to bury the utility lines parallel with the winding road. In addition, planners limited pavement in the bathhouse area in order to exclude a pond and the maintenance area was placed elsewhere. [59]

PART II

CHAPTER EIGHT:
GROWING PAINS, 1973-1976 (continued)

Campaign for Lakeshore Boundary Expansion

Having presented its own blueprint for lakeshore expansion in 1971, the Save the Dunes Council entered a new stage in its history. From its inception in 1952, the Council was exclusively a voluntary organization. In 1973, however, the Council hired its first full—time employee, Edward Osann, Jr., to lobby for a favorable expansion bill in Washington, D.C. The Council used proceeds from its sale of Cowles Bog as well as income from a sales item shop it opened in the Beverly Shores post office to pay Osann's salary. In the fall of 1974, a second employee, Executive Secretary Charlotte Read, came on board. The wife of the Council's Engineering Committee Chairman Herbert Read, Charlotte Read exhibited an equal zeal in fighting for dunes preservation. Along with Executive Director Sylvia Troy, Charlotte Read soon established herself as a dominant figure in the Council and its effort to expand the national lakeshore. [60]

In 1973, a National Park Service study team evaluated the more than 5,000 acres for proposed Lakeshore expansion included in Congressman J. Edward Roush's and a host of other bills. While the team recommended a little more than 1,900 acres be considered, Assistant Secretary Nathaniel Reed, based on his own inspection of the area, only approved 944 additional acres. Seizing this opportunity, Congressman Earl Landgrebe introduced a bill and, using the Department of the Interior's low acreage recommendation, called it the "Indiana Dunes National Lakeshore Completion Act." [61]

Assistant Secretary Reed advocated using the Land and Water Conservation Fund and agreements with lakeshore neighbors to ensure proper land use. Reed wanted State and local planning commissions to assume a greater degree of responsibility for Indiana Dunes area land use. He argued the burden for establishing buffers around National Park Service units rested with local communities, not the Federal Government. [62] Concurrent with his decision to oppose Bailly I, Nat Reed resolved to back a responsible expansion of Indiana Dunes National Lakeshore. He later recalled:

> The problem was the administration forecasted, and accurately forecasted, if you were for half—a—loaf, you were going to get a whole loaf. So, the battles with OMB as to what could be added, should be added, and could be managed once added bordered on internecine warfare. We had lengthy meetings. The Sierra Club was very important. There were some marvelous citizens groups who came to lobby me in my office.... I agonized.
>
> I think the toughest ones... were those God—awful maps of the places that the citizens groups wanted. And of course, their cross figures never quite were accurate; you could add this, this, and this for only a million—and—a—half dollars, and you'd say, "Only a million—and—a—half dollars?" It would turn

> out to be five million dollars! And you would turn to the Superintendent and you'd say, "How are you going to manage that thing? It's way out in the boondocks!"
>
> I remember there was agitation among the citizens that they wanted me to support more. You couldn't help but like these people! These were marvelous people. I went back you know. I kept going back. I kept getting lured back by them. I'd bet you no Assistant Secretary has ever been to Indiana Dunes four times before. [63]

The Roush bill was the first of eighteen lakeshore expansion bills which were introduced over a three—year period. As late as March 1974, no official Departmental report had been submitted to Congress. This impeded the progress of hearings. When the report did become available after May 1, [64] the House Subcommittee on National Parks and Recreation held its first hearing on June 17, 1974, to consider H.R. 3571 (5,328 acres). The Department's report recommended against enactment of the bill because it proposed acreage of less than national significance and superfluous to the lakeshore's primary purpose. The report decried the consideration of environmentally-impacted areas around Ogden Dunes, Beverly Shores, and the Gary airport. Areas like the Little Calumet River and Salt Creek were units which should more properly be managed by State or local governments. Richard Curry, who left the Department to become Associate Director for Legislation with the National Park Service, reported that H.R. 3571 was too costly and difficult to administer. The revised acreage total the Department and Service recommended stood at 1,152 acres. Superintendent Whitehouse later commented on the peculiar political machinations:

> Park Service and Interior's position on Indiana Dunes had no effect on what Congress did. Really it didn't. Never did. It would pass Congress if the votes were there. Political, entirely. The fact that the bill didn't pass in the early 1970s didn't mean anything other than the fact that they didn't have enough political support to pass it. They really were asking for too much. In the early 1970s, Save the Dunes Council had sold Senator Bayh and Congressman Roush on this big, elaborate thing where they were going to take in all of the Salt River area, south of Indiana Dunes, south of the existing park, [and] all of the Bethlehem Steel lands for expansion. They were going to take in Mud Lake, all these fringe areas and include Beverly Shores Island. There was no way that bill would have ever passed. Too expensive and too much land. With opposition of the park still right there in front of us, it couldn't have happened at all. [65]

One of sixty witnesses in the jammed hearing room, Representative Roush blasted the Department for promising developments at West Beach and failing to obligate the appropriated funds: of $3,405,000 made available by Congress over three years, only $527,000 in planning money had been used. Reed's promise to get people on the beaches had apparently gotten sidetracked by other national priorities. Representative John F. Seiberling (Democrat—Ohio) compared the critical need for open space near large urban centers to his own bill for the proposed Cuyahoga Valley National Recreation Area between Cleveland and Akron, as well as the Chattahoochee River near Atlanta and the Santa Monica Mountains outside of Los Angeles. Seiberling added:

> I am disappointed that the Department of the Interior has not given this bill its wholehearted support, particularly as it would increase and enhance an existing federal park. Unfortunately, the Department has long treated the dunes as a stepchild, giving it low priority in the heirarchy of the National Park System. The Department has consistently rejected urban park proposals [because of the expense of acquisitions]. I think this represents a defeatist attitude, which clings

to the park policies of the past and ignores the urgent needs of a rapidly changing, increasingly urban society. [66]

On the contrary, Representative Earl Landgrebe described the lakeshore as a "$27 million jungle in the heart of one of the fastest growing areas in America"—without significant development and ill—defined boundaries. Stating that the Roush bill will "do even more violence to our community," Landgrebe urged the subcommittee to consider his bill, H.R. 11699, which advocated a smaller area to even out the lakeshore's boundaries. [67]

Advisory Commission member John Hillenbrand and Indiana Department of Natural Resources Director Joseph D. Cloud unveiled a compromise plan to the subcommittee. Endorsed by Indiana Governor Otis R. Bowen, the plan proposed adding 2,447 acres, including halting the NIPSCO fly ash seepage by incorporating the property into the lakeshore. The move represented the first endorsement by the State of Indiana to enlarge the national lakeshore. [68]

While the subcommittee favorably reported H.R. 3571, the full committee did not act on it in time before the last session of the 93rd Congress expired in late 1974. [69] In early 1975, Roush reintroduced his bill which became known as H.R. 4926. One significant change came with the defeat of Earl Landgrebe and his replacement by Floyd Fithian, the first Democrat elected by Indiana's Second Congressional District since 1932. Pledging to find a compromise for lakeshore expansion, Fithian held well—attended public hearings even before he took office.* Recommending an addition of 4,686 acres, Fithian tried to gain approval of his bill, H.R. 5241, from the State of Indiana, Save the Dunes Council, and Bethlehem Steel Company. [70]

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*One account erroneously states that Fithian ignored the National Park Service in the public hearings he conducted as well as the composition of his expansion legislation. J. R. Whitehouse asserted that he attended every public meeting and was intimately involved in the process. According to Whitehouse: "Floyd Fithian involved me totally. We would sit down and discuss item by item various segments that he wanted to include and then I would give him my input as to what I thought should or shouldn't be included on an informal basis. We would meet constantly on that." See Whitehouse interview, 11 March 1987.

On May 9, 1975, the House subcommittee considered the two bills, [71] and later in the month, journeyed to Indiana Dunes for three days to see the proposed expansion areas by helicopter and bus. Accompanied by Superintendent Whitehouse, Advisory Commission Chairman Lieber, and a representative from the Governor's office, the committee members for the first time fully understood the ramifications of each proposed parcel. In August, the Secretary's Advisory Board also came for a three—day visit. While the increased activity resulted in the House subcommittee's recommendation of the Fithian bill, there was no action by either the full House or Senate in 1975. [72]

In January 1976, the House committee voted to switch the identical text of H.R. 11455—sponsored by Fithian, Roush, and twenty—three others—for H.R. 5241. The new compromise bill's 4,340 acres had a price tag of $53,488,400. It included an initial limitation of $8,500,000 for development with an understanding that a new Master Plan spelling out additional costs would be submitted to Congress later. Dissenting views, which included many House Republicans, pointed out the cost was fifty times more than the Ford Administration requested and $32 million more than authorized in the 1966 act. [73]

When the House passed H.R. 11455 on February 18, 1976, attention focused on the Senate and S. 3329, submitted by Senator Birch Bayh on behalf of Senator Vance Hartke. S. 3329 provided for 4,686 acres at a cost of $57,855,900. Like its House counterpart, the bill would expand the Advisory Commission from seven to eleven members; permit rights of way for roads, utilities, pipelines and water mains; allow both use and occupancy for twenty—five years or a life estate for an owner and spouse; and non—payment of property taxes by use and occupancy residents provided grounds for automatic termination of rights by the Secretary. While the House bill allowed unrestricted condemnation, the Senate version prohibited it for improved property as long as there was approved zoning and if the owner granted the government first rights of purchase.

Testifying before the May 26, 1976, hearing of the Committee on Interior and Insular Affairs, Assistant Secretary Nathaniel P. Reed recommended against both bills and for the immediate addition of 203 acres, including two tracts west and east of West Beach and Pinhook Bog, determined eligible as a National Natural Landmark. Reed requested the subsequent addition of 784 acres, including the Furnessville Marsh, glacial lake dunes and marshes, and the West Beach High Dune owned by Midwest Steel. Reed told the committee that the House and Senate bills contained unnecessary acreage:

> In many areas highly concentrated industrial and/or residential development has despoiled any natural, scientific, or recreational potential that the land might have once offered. For example, those areas east and southeast of the town of Ogden Dunes, Beverly Shores, and the areas near the Gary Airport. Other areas that would be added to the Lakeshore by these bills would either be unmanageable or contrary to the purposes of the Lakeshore.
>
> This is one of the most difficult bills I've ever seen. It is one of the most difficult areas I've ever seen bar none. There are no simple solutions here. We are 50 years, 70 years late. We are in a numbers game with tremendous supporters, dedicated men and women and children, who have worked to preserve this area and who have seen their chances erode over the years. They are in a numbers game with us. They want us to buy acres, regardless as to the quality of the acres because in some way, it makes up for the lost opportunities.
>
> But I cannot bring back the lost opportunities for the Committee.... As somebody who has to be responsible for the fiscal side of the acquisition program, I am deeply concerned about putting $57 million in here when I see areas that are in pristine condition, that are of National Park System significance, that are available to the American people.
>
> ...I cannot believe that a slag dump is a worthwhile addition to a National Park area. [74]

Herbert Read of the Save the Dunes Council and the Izaak Walton League discarded Assistant Secretary Reed's testimony and those who concurred with Reed as afflicted by the "if—you've—seen—one—dune—you've—seen— them—all syndrome." Read commented:

> The statement made by the Department of the Interior represents the political views of the present administration and is not an impartial analysis of the potential park value of the various areas. The National Park Service and Department of the Interior recommendations have changed back and forth according to the political winds. Statements made at this last hearing are, in many cases, directly opposite from previous statements sometimes made by the same persons. This flip—flop has occurred even when there has been no change

in the field conditions. [75]

Representative Floyd Fithian explained to the Senate committee that he wished to secure a final solution, fair and equitable for industrialists as well as conservationists which accommodated both jobs and recreation. Fithian pointed out that it was imperative the expansion question be settled by the 94th Congress; with retirements and political position changes in the House, the whole process would have to begin again from scratch. Congressman J. Edward Roush, the instigator of lakeshore expansion, also testified to lend his full support to S. 3329. [76]

The following month, two members of the Senate committee visited the national lakeshore accompanied by National Park Service Director Gary Everhardt. In July 1976, Environmental Protection Agency (EPA) Administrator Russell Train and Bureau of Outdoor Recreation (BOR) Director John Crutcher visited and toured the lakeshore by helicopter. [77] The additional information garnered from these visits, however, did not prevent S. 3329 from stalling in the Senate. Democrats encountered stiff opposition from Republicans united behind the White House's complaint that the bill was far too costly. Many feared that President Gerald R. Ford would veto an Indiana Dunes expansion bill just as Congressman Ford had voted against the 1966 bill.

In a last—ditch effort to break the stalemate, Senators Bayh, Hartke, Percy, and Stevenson introduced an amended bill calling for 3,663 acres which rapidly found its way to the Senate floor for consideration on September 24, 1976. Senator Charles Percy took the floor to announce the sad news of Paul Douglas' death. Like a whirlwind, expansion of Douglas' beloved Indiana Dunes transformed into a memorial to the deceased senator. With his death, Douglas gave life to an expanded national lakeshore. Receiving a unanimous Senate vote, the measure sailed through the conference committee and on to Gerald Ford's desk where it faced a certain pocket veto. During the final weekend in which the bill could be approved, Superintendent Whitehouse* maintained a tense, hourly telephone contact with Donna McGrath, the administrative assistant of Senator Charles Percy. Percy flew back to the capital after the session to solicit President Ford's approval. Confronted with the bill's association with Paul Douglas and its strong bipartisan support, the President signed it into law on October 18, 1976. [78]

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*J. R. Whitehouse credits Republican Charles Percy (who defeated Paul Douglas in 1966) to the list of supporters who unfortunately never received due credit. Whitehouse believes Percy subsequently became embittered and turned a deaf ear to the Lakeshore because conservationists were too accustomed to the traditional political animosity to acknowledge support from a Republican. See Whitehouse interview, 11 March 1987.

PART II

CHAPTER EIGHT:
ENDNOTES

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59. Charlotte Read interview, 22 September 1987.

60. Herbert and Charlotte Read interviews, 22 September 1987.

61. Superintendent Whitehouse to Regional Director Chester L. Brooks, 7 January 1974, A5639 Indiana Dunes Briefing Statements 1973—1980.

62. Meeting of 6 December 1973, Indiana Dunes National Lakeshore Advisory Commission Minutes 1967—1973, Management Library, Office of the Superintendent.

63. Reed interview, 9 March 1987.

64. Congressman J. Edward Roush to Secretary Rogers C. B. Morton, 21 March 1974; Team Manager, Mid—Atlantic and North Atlantic Team, Robert L. Steenhagen (Denver Service Center) to Regional Director, Mid—Atlantic Region, 28 March 1974; and Acting Assistant Secretary Douglas P. Wheeler to Congressman J. Edward Roush, 12 April 1974, L58 Roush Bill Misc. & F.Y. 1973, Expansion Files.

65. Whitehouse interview, 11 March 1987.

66. "Hearing before the Subcommittee on National Parks and Recreation of the Committee on Interior and Insular Affairs, House of Representatives, 93d Congress, 2d Session on H.R. 3571 and Related Bills To Amend the Act Establishing the Indiana Dunes National Lakeshore and To Provide for the Expansion of the Lakeshore, and For Other Purposes, June 17, 1974," in the book Indiana Dunes National Lakeshore Congressional Hearings, 93rd Congress, Management Library.

67. Ibid.

68. "Further Protection Urged For Indiana Dunes," Conservation Report (21 June 1974), p. 294, enclosed with Meeting of 21 August 1974, Indiana Dunes National Lakeshore Advisory Commission Minutes 1974—1976, Management Library, of the Superintendent.

69. Superintendent's Report for Calendar Year 1974, Management Library.

70. J. Ronald Engel, Sacred Sands, p. 283.

71. "Hearing before the Subcommittee on National Parks and Recreation of the Committee on Interior and Insular Affairs, House of Representatives, 94th Congress, 1st Session on H.R. 789, H.R. 4926, and H.R. 5241 To Amend the Act Establishing the Indiana Dunes National Lakeshore and To Provide for the Expansion of the Lakeshore, and For Other Purposes, May 9, 1975," in the book Indiana Dunes National Lakeshore Congressional Hearings, 94th Congress, Management Library.

72. Meeting of 20 June 1975, Indiana Dunes National Lakeshore Advisory Commission Minutes 1974—1976; and Superintendent's Report for Calendar Year 1975, Management Library, Office of the Superintendent.

73. "Report together with Dissenting Views to Accompany H.R. 11455, 94th Congress, 2nd Session, Report No. 94—818, February 10, 1976," found in the book Indiana Dunes National Lakeshore Congressional Hearings, 94th Congress, Management Library.

74. Ibid., Hearing Before the Subcommittee on Parks and Recreation of the Committee on Interior and Insular Affairs, United State Senate, 94th Congress, 2nd Session on S. 3329 and H.R. 11455, May 26, 1976.

75. Ibid.

76. Ibid.

77. Superintendent's Report for Calendar Year 1976, Management Library.

78. Ibid.; Engel, Sacred Sands, p. 284; and Whitehouse interview, 11 March 1987.

PART II

CHAPTER NINE:
COMING OF AGE, 1977—1979

> Increases in visitation can probably be attributed to two basic reasons. First, we have greatly increased our "image" through activities such as the urban initiative efforts, increased participation in the Folk Festival, the new transportation program, etc. Secondly, the increasing costs and lowered supply of fuel have made a visit to Indiana Dunes more attractive to regional visitors.
>
> Superintendent J. R. Whitehouse explaining the "extraordinary increases" in Indiana Dunes National Lakeshore visitation during 1979. [1]

Operations, 1977—1979

1977

Under provisions of the 1976 expansion bill, eight new permanent, full—time positions were filled to bring the park employee total to twenty—seven full—time, five part—time, and thirteen subject—to—furlough. The eight new positions were two supervisory park rangers (one for law enforcement, the other for interpretation); supply clerk; maintenance mechanic foreman; administrative clerk; two park technicians (one for law enforcement, the other for interpretation); and a tractor operator. To coordinate research and help perform two studies required in the 1976 bill, Senior Scientist William H. Hendrickson transferred from the Midwest Regional Office to Indiana Dunes. There were eighty—four seasonal employees to round out the staff.

In March 1977, the Division of Interpretation and Resource Management split into two separate entities: Resource Management/Visitor Protection and Interpretation. Each new division increased by three employees. New facilities for interpreters and rangers to operate included the West Beach bath house and Bailly Homestead/Chellberg Farm structures and trails. Environmental education, an on—going popular program, could only accommodate sixty percent of the requests from schools. With priority given to schools with environmental education programs, 201 groups composed of 9,336 students were served in 1977.

The year saw the completed interior renovation of the visitor center. With the popular Harpers Ferry Center—designed museum exhibits, the visitor center also featured an information desk and sales area. Unfortunately, because of the need for office space, the Eastern National Parks & Monument Association (ENP&MA) sales space had to be appropriated and ENP&MA used a double—faced rack in the lobby for an interim reported. Fee collection began for the first time in the national lakeshore at West Beach on July 18, 1977. A user fee of one dollar per automobile was implemented with only slight difficulties.

In the Maintenance Division, the Buildings and Utilities subunit oversaw a total of forty—two structures: fourteen quarters, fourteen historic structures (including those at the newly-acquired Chellberg Farm), and fourteen other buildings including those at West Beach and the visitor center. The Grounds subdivision maintained four interim picnic areas and cleaned five miles of beach of an increasing number of alewives. With a four—person mowing crew, it also cut eighteen acres of grass and eight miles of roadside. The Roads and Trails unit maintained twelve miles of trails with the three—person crew while four people tended to eight parking areas. The unit also maintained the lakeshore's growing arsenal of mechanical equipment.

Guidelines for energy conservation, developed in the mid—1970s, were surpassed each year as the lakeshore continued to expand and evolve. In only a few years, the number of employees, equipment, and vehicles had more than doubled while buildings and facilities had tripled. With annual growth unabated, it was impossible to impose energy consumption constraints on the national lakeshore.

The park's second residential Youth Conservation Corps (YCC) camp operated under contract with George Williams College of Downers Grove, Illinois. Forty enrollees and a staff of twelve engaged in maintenance, conservation, building demolition, and historic restoration projects.

In a similar vein, Congress authorized the national lakeshore to operate a Young Adult Conservation Corps (YACC) camp of up to one hundred enrollees. The program, implemented by various agencies in the Departments of Interior and Agriculture, was designed to employ young adults and help reduce the backlog of needed work projects on public lands. Eligible candidates between sixteen and twenty—three years of age had to be referred through the state employment services offices. YACC tackled many of the same tasks which YCC enrollees performed. Indiana Dunes hosted one of the Park Service's twenty—seven authorized YACC camps with Assistant Superintendent Don Castleberry serving as park project manager. Castleberry oversaw YACC camp director Jon Evans and an annual project budget of one million dollars. While the Indiana Dunes YACC camp was one of the first to become operational in October 1977, by the end of the year, fifty—three people were enrolled and a staff of six, out of an authorized total of fourteen, administered the non—residential camp. [2]

The Indiana Dunes Land Acquisition Office devoted considerable attention to acquiring the large tracts of open land owned by industry which were included in the 1976 expansion bill. Because industry cared very little that indiscriminate off—road vehicle (ORV) usage and dumping was occurring, the Park Service acquired most of the properties by declaration of taking in 1977. With immediate jurisdiction over the abused areas, rangers increased patrols in order to discourage adverse activities. To curb ORV usage, the lakeshore erected barriers at all access points. With no funds to purchase barriers, the park staff improvised and devised ingenious barricades. Old railroad ties were used from abandoned rail lines within the lakeshore's boundaries, and thick steel cable came from the periodically replaced elevator cables inside the Gateway Arch at Jefferson National Expansion Memorial, Missouri. With a determined program in place and the seizure of one vehicle, the word locally spread that ORV use and dumping were not to be tolerated. Local residents aided the lakeshore's enforcement program considerably by immediately reporting incidents. [3]

Completion of restoration work on the Bailly Homestead chapel, caretaker's cabin, and fur storage building resulted in an official complaint from the Midwest Regional Office to the Denver Service Center (DSC). A DSC professional oversaw a local contractor's execution of the restoration effort which proved to be less than satisfactory. In some places, telephone poles were used as replacement logs. The tell—tale stenciled identification numbers were

plainly visible to visitors as was the creosote preservative which had begun to bleed from the logs. The color and texture of the poles failed to blend with the existing historic fabric. On the cut ends, power chainsaw marks were covered by a light gray paint or wood stain in an effort to "age" the new materials. Regional Director Merrill D. Beal admonished, "We request that more consideration and thought be given to the type of materials and techniques used in the restoration of our historic structures." [4]

In an effort to mitigate the impact on the historic scene, the Denver Service Center arranged with the contractor to scrape off the creosote and cleanse eight telephone poles which were used in the chapel reconstruction. Steps to shroud the southeast corner with vegetation and move the audio/visual stations back from the structures were also taken. Chainsaw markings and "aged" areas on the ends of logs were removed by using a handsaw to resaw the offensive surfaces. The time and attention DSC devoted to the Bailly structures resulted in the first Historic Structures Preservation Guide (HSPG) prepared in the Midwest Region. [5]

On January 17, 1977, Superintendent J. R. Whitehouse joined local residents in testifying before a hearing of the Interstate Commerce Commission (ICC). The Chicago, South Shore and South Bend Railroad petitioned the ICC for clearance to terminate passenger service between Chicago, Illinois, and South Bend, Indiana. Whitehouse addressed the need for railway passenger service in the long—range transportation plans of the national lakeshore.* Striving to save the last electric interurban railroad line in the United States, a group of residents formed to boost passenger use by publicizing recreational events along the route. The group especially targeted recreational opportunities in the Indiana Dunes National Lakeshore and Indiana Dunes State Park. A tremendous impetus to the campaign came in October when National Park Service Director William Whalen rode the train from Chicago to the National Lakeshore to address the Save the Dunes Council's twenty—fifth anniversary dinner. Upon receiving increased government subsidies, the South Shore Railroad subsequently withdrew its petition. [6]

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*Superintendent Whitehouse believed reliance on mass transit to the Lakeshore was not practical because of the public's strong tie to the automobile. During the 1970s and early 1980s, visitors destined for the lakeshore on the South Shore Railroad did not exceed one hundred per day. Whitehouse interview, 12 March 1987.

An operations evaluation report conducted from July 21 to 27, 1977, saw many improvements since the last evaluation in 1974. The six—person team included Dave Lane, Superintendent of Pipestone National Monument; Betty Webster, Personnel Specialist and Hal Garland, Chief, Division of Contracting and Property Management, Midwest Regional Office; and Hugh Beattie, Tom Weeks, and Betty Readnour from the Midwest Region's Office of Operations Evaluation. Of principal difficulty was the lack of mid—level supervision and the ineffective utilization of manpower. The report stated, the "evaluation and control of operations is extremely lax especially in the area of effective manpower utilization. [We] observed repeated instances of over-staffing, questionable personnel assignments or priorities, lackadaisical work ethics, and misguided or misdirected priorities."

The report held that the sixty—three—acre Goodfellow Camp, acquired from the Illinois Steel Company Welfare Association, was too dilapidated to be used by the national lakeshore and should be evaluated through a recreational feasibility study. It also drew up a new organization chart for the Maintenance Division, thereby equitably distributing supervision duties. The team praised the "professional and creative manner" in which the management staff handled delicate, external affairs. The team saw little need for the lakeshore to generate

an aggressive publicity campaign because of the intensive media scrutiny already experienced on a daily basis. It accurately stated, "Indiana Dunes gets more than its share of attention in both the public and political arenas." [7]

1978

In 1978, the Interior Appropriations Bill featured an add—on clause authorizing five additional permanent positions for Indiana Dunes. Three persons joined the newly—formed Science program led by Dr. Bill Hendrickson,* Chief Scientist, and two rangers improved the Lakeshore's law enforcement capability. The establishment of a Science Office, headquartered at the Rostone House in Beverly Shores, reflected the concern of Congress (specifically Representative Sid Yates) that the Park Service should have its own expertise to research and monitor environmental conditions in the ecologically delicate dunelands. It now had the capability to monitor air and water quality as well as conduct its own resource—related research projects and oversee contracts for other scientific studies. Indiana Dunes thus became the only unit in the National Park System to have both an air and water resource specialist. Efforts concentrated on Cowles Bog, the centerpiece of the Service's opposition to Bailly I. The continued growth of the Park Service force brought the total of permanent positions to twenty—nine, permanent less than full—time to twenty—seven, and seasonal employees to ninety—one.

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*Dr. Hendrickson's research indicated Cowles Bog was not a bog at all, but rather a fen. A fen is different from a bog in that a fen has water flow into it, while a bog does not. Hendrickson's position infuriated environmentalists whose own case rested on the premise that Cowles Bog would be neutralized by acidity. By disputing the "bog" designation, many believed the Chief Scientist was trying to cheapen or nullify their argument. Denouncing Hendrickson as a tool of industry, environmentalists worked to have him transferred, a move blocked by Superintendent Whitehouse. Nonetheless, it was Hendrickson's efforts in proving NIPSCO's dewatering was also pumping water out of Cowles Bog that produced the greatest blow against Bailly I. See Whitehouse interview, 11 March 1987.

In early 1978, after serving at Indiana Dunes for four years, Assistant Superintendent Don Castleberry transferred to the superintendency of George Washington Memorial Parkway. Entering on duty July 16 was Castleberry's successor, Dale B. Engquist, a native of Chicago, schooled at the University of Illinois. Engquist, a career employee for fourteen years, previously served as a Park Naturalist for the National Capital Region, Chief Naturalist at Hot Springs National Park, Assistant Chief Naturalist/Management Assistant at Everglades National Park, Superintendent of Biscayne National Monument, and New Jersey Unit Manager of Gateway National Recreation Area. Before arriving at Indiana Dunes, Engquist was a trainee in the Department of the Interior's Management Development Program.

In Interpretation, the number and variety of programs totaled 486 with 15,088 visitors, a fifty—six percent increase. The "Families to the Park" program in conjunction with the city of Chicago brought an average of fifty people each weekend to the lakeshore via the South Shore Railroad. Visitors rode a bus to the Bailly Homestead for an interpretive program and then proceeded to West Beach for an afternoon of swimming. On July 15, the Lakeshore for the first time helped sponsor the Duneland Folk Festival in cooperation with community groups at the Bailly Homestead. The festival featured crafts, traditional music, and dancing. The environmental education program also registered an increase in visitation, four percent, with 250 programs. Only a disappointing six percent of that total, however, originated from nearby Gary, Indiana. [8]

The lakeshore's first newspaper appeared in March 1978. The Singing Sands Almanac was the brainchild of Acting Chief Interpreter Neil King, who the previous year devised a poster called the Singing Sands Almanac that included an article on the lakeshore and an interpretive schedule of events. Upon Chief Interpreter Larry Waldron's arrival in June 1977, the two journeyed to the Government Printing Office in Chicago to explore options in publishing a regular periodical. Adapting the format of a U.S. Air Force newspaper, the first issue, edited by Park Ranger Jean Doyle, featured Mount Baldy. No one at the time dreamed the Almanac's gratis mailing list would soon soar to ten thousand people across the nation. [9] Almost overnight the Singing Sands Almanac began to have a dramatic impact on lakeshore operations. Not only did the publication give the park a higher profile in the community, it kept the local population informed as to lakeshore planning, programs, and special events. The newspaper soon became a household word. [10]

In Resource Management and Visitor Protection (RM&VP), the positions were arranged as follows: Chief Ranger, Secretary, Protection Specialist, Resource Management Technician, West District Ranger (who supervised the Marquette and West Beach Subdistrict Rangers), and East District Ranger (who oversaw the Headquarters, Island, and Pinhook/Rookery Subdistrict Rangers). Thanks to the Maintenance and YACC staff, the Bailly Ranger Station became operational and an open house was held on May 18. For the first time a central dispatch provided twenty—four—hour service throughout the summer and sixteen hours during the remainder of the year. Resource management specialists began studying the historic occurrence of fire in the dunes ecosystem before initiating any management program of prescribed and controlled burns. After several negotiating sessions, Governor Otis Bowen granted the National Park Service concurrent criminal jurisdiction on May 20, 1978. Advisory Commission members John Hillenbrand and Bill Lieber were instrumental in obtaining Indianapolis' approval. Applicable only to Federally—owned lands within the national lakeshore, Park Service rangers were authorized to enforce State and local laws.

Receiving input from district rangers, a sign committee formed to evaluate park signing needs. Completing an inventory of 1,500 signs, the committee authorized an additional 460—four hundred boundary and sixty off—road vehicle signs. Directional signs to the Bailly Administrative Area were also installed on U.S. 12 and 20 and Mineral Springs Road.

The similarities between the YACC and YCC programs resulted in a management decision to cancel YCC for 1978 and the near future. The YACC program saw an enrollment of eighty—five at Indiana Dunes. Six staff members served at the lakeshore and six others served at satellite YACC camps in four Midwest Region parks: Cuyahoga Valley National Recreation Area, Apostle Islands National Lakeshore, St. Croix National Scenic Riverway, and Voyageurs National Park. YACC workers completed thirty—three projects ranging from Mount Baldy road resurfacing, park road maintenance, cleaning Kintzele Ditch, and initiating the West Beach Trail. In the late fall, however, a Federal hiring freeze resulted in staff and enrollee cutbacks with a corresponding curtailment of operations. During the winter, YACC workers performed projects for surrounding communities, including the rehabilitation of the Beverly Shores Town Hall.

The Maintenance Division maintained a total of fifty—two structures. Workers renovated the Furnessville maintenance area to accommodate the Buildings and Utilities shop which relocated from State Road 49 and U.S. 12. The Roads and Trails subdivision redesigned and enlarged the Mount Baldy parking lot from twenty to forty—nine spaces and installed a security fence. With the increase in facilities and winter activities, snow plowing and removal became a primary undertaking. The demolition and site restoration program saw 552 structures removed from the lakeshore during the year. [11]

An inspection of the Coronado Lodge by the State Fire Marshal on July 14, 1978, resulted in

the identification of numerous fire code violations. Operating as an American Youth Hostel (AYH) under a special use permit issued on March 1, 1974, Coronado Lodge repair estimates surpassed $100,000. On August 1, Superintendent Whitehouse notified the AYH operator of the decision to close the Coronado Lodge. Moreover, Whitehouse and Midwest Region officials were unwilling to authorize health and safety renovations until the need for hostels could be outlined through the planning process. (Although the 1980 General Management Plan identified the need for hostels, Congress failed to appropriate rehabilitation funding for Coronado Lodge and the lakeshore officially canceled the special use permit in 1981.) [12] Accessibility was one of the factors. Hostel patrons were almost totally dependent on automobiles to get to the Coronado Lodge as the area had no immediate rail or bus service and bicycle trails were not yet developed. [13]

On June 28, 1978, Congress authorized a declaration of taking for 632 acres of duneland in the west end of the lakeshore that was owned by the Inland Steel Company. Trespass activities of off—road vehicles (ORVs) adversely impacted the tract. Park Service rangers took immediate steps to halt the adverse ORV use by constant patrols and the issuance of dozens of citations. YACC workers installed barricades at popular access points. The Science Office initiated remedial actions to augment the natural healing process. The incident provided additional evidence that ORV usage was incompatible with the purpose and programs of the national lakeshore. [14] On July 22, the city of Porter passed an ordinance annexing 2,000 acres to the east and north of the town, including 900 acres within the national lakeshore south of the Dunes State Park and north of Chesterton. A Department of the Interior solicitor opined that the ordinance involved jurisdiction rather than ownership. While the town had the right to annex property within the lakeshore, its action could not interfere with the National Park Service's right to manage the area. Superintendent Whitehouse determined the move would have no effect on the Service's mandate or management practices. [15]

PART II

CHAPTER NINE:
COMING OF AGE, 1977—1979 (continued)

Operations, 1977—1979 (continued)

1979

Six new permanent full—time positions were filled during the year with three coming in the Division of Interpretation. This came in large part as a result of efforts by Congressmen Adam Benjamin and Sid Yates. Subsequently, at a meeting with Park Service Director William Whalen and Midwest Regional Director Jimmie Dunning, Save the Dunes Council President Charlotte J. Read noted that visitation surpassed the one million mark in 1978, and the Lakeshore still had only two permanent full—time interpreters out of an authorized ceiling of five. The Council believed ten more positions were needed to "meet the demands of expanded urban programs and the growing needs of school groups in the surrounding metropolitan areas."* Read spoke from experience, having once worked as a seasonal interpreter. Bringing the interpretive staff up to its authorized five positions during the governmentwide hiring freeze required a special dispensation from the Carter Administration. Another new position was that of Park Planner (filled by Steve Whitesell) to work closely with the Superintendent on planning and public involvement. [16]

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*Save the Dunes Council unsuccessfully lobbied for a Communities Council similar to the one at Cuyahoga Valley National Recreation Area near Cleveland, Ohio. The move came out of the Council's long—standing belief that it lacked sufficient input on the Advisory Commission. Nothing came of the proposal. See Whitehouse interview, 12 March 1987.

Visitation nearly doubled in 1979: 2,016,791 compared to 1,031,307 in 1978. The explanation for the "extraordinary increases" included new environmental education programs, the success of special populations programs, the popularity of park folk festivals, and the short supply and rising cost of gasoline.

On June 18, the national lakeshore's administrative headquarters relocated to the newly renovated Bailly Administrative Area (the former NIKE base) at 1100 North Mineral Springs Road in Porter. [17] The move significantly improved park operations by alleviating the egregious over—crowding at the Tremont visitor center. The facility not only physically pulled together park staff, but put a more polished, professional face on the national lakeshore.

During the summer, three Congressionally—mandated transportation programs began at Indiana Dunes under a new transportation authority granted to the National Park Service. The Visitor Access Transportation Systems (VATS) began with an April 5 notice in the Federal

Register. Three lightly-attended public meetings were held to explain VATS which was a scheduled weekend system of twelve—passenger vans providing connections between the South Shore Railroad stops in the lakeshore to lakeshore facilities. A lack of publicity, however, prevented the full success of two other services under the VATS program: a connection of the Gary bus system to West Beach and the Michigan City bus system to Mount Baldy. The only successful part of the program was the shuttle system carrying people from the South Shore Railroad stops to the park. The service helped to boost weekend use of the railway.

With a coordinated program of planning and community liason, the lakeshore achieved the control of illegal ORV use in the West Unit.

The Science Office, completely staffed and armed with a credible laboratory in the Rostone House, began its environmental monitoring activities. In April, an ambient air monitoring program started with the installation of a continuous sulfur dioxide monitor in the Bailly area. In October, scientists placed a similar device near Dune Acres. Particulates, ozone, and acid rain were evaluated by the monitors and found to be within acceptable limits determined by the Environmental Protection Agency. The national lakeshore program became a component of the National Atmospheric Deposition Network which tracks acidity and trace elements in both precipitation and dry deposition. [18]

Air quality was also involved in the obnoxious odors emanating from the Continental Can Company plant near Dune Acres and Bethlehem Steel. A burnt solvent smell was particularly strong during the winter months wafting over Cowles Bog. A visit from lakeshore personnel brought a claim by company officials that their incinerator was operating normally, yet the odors persisted. Service officials charged the unpleasant odors detracted from the outdoor park experience. The lakeshore's Air Quality Specialist determined the pollution was indeed the result of faulty equipment and was at levels far beyond State regulations. An appeal to the Chicago office of the Environmental Protection Agency (EPA) brought EPA concurrence with the finding. Superintendent Whitehouse succeeded in convincing Indianapolis officials to act swiftly, sending warning letters to the company. With the threat of litigation, the company corrected the problem. [19]

Aside from the increased staff in the Division of Interpretation, a Public Activities Subdivision formed separate from the Environmental Education program to handle school groups. Program attendance climbed dramatically as participation in the third annual Duneland Folk Festival more than tripled in 1979 with 21,953 people. Cosponsored with the Westchester Public Library, the event extended from seven to nine days and on the final weekend, more than 12,000 people gathered at the Bailly Homestead. A new program known as "Maple Sugar Time" held at the Chellberg Farm also brought increased participation as did the "Autumn Harvest" where more than one thousand visitors enjoyed square dancing, sorghum pressing, applehead doll making, pumpkin carving, and other activities. A biweekly guest lecture series on a wide range of topics enjoyed similar crowds. Senior citizens were encouraged under a special July program to visit on Fridays when a total of fifty elderly people were treated to a day in the dunes. A special publicity campaign of distributing Indiana Dunes buttons and plastic beach bags also helped to bring visitors to the national lakeshore.

Interpretation's Environmental Education Subdivision became an annual program in 1979. Contacting 10,000 visitors in 1978 on a part—time basis, the Environmental Education Specialist, Lead Technician, and experienced environmental education seasonals contacted 33,000 visitors in 1979. The Lutz House became the Environmental Education Center with school groups, teachers, and other organized groups being served there. The subdivision organized new community outreach programs, various winter activities, and bilingual

programs.

Supplemental staffing for these programs came from the lakeshore's mushrooming Volunteers In Parks (VIP) program. VIPs could not be paid a salary, but travel expenses and lodging could be provided, and the VIPs could use the park's three dormitories. VIPs allowed the Service to expand its program as well as to begin new ones. The effort reaped tremendous public relations benefits. It allowed local citizens to feel a part of the lakeshore's operations while interacting with the professional staff, thus giving the often controversial park a more positive public profile.

The Maintenance Division carried on with no major changes in 1979. [20] Its operations were augmented by the assistance of the YACC camp. When the Midwest Region eliminated the three—mile West Beach Trail from the Regional construction program, it became a YACC project. [21]

Denver Service Center Historian A. Berle Clemensen completed the national lakeshore's Historic Resource Study in February. The document provided a general history of the dunes, including site specific information and data for the development of interpretive exhibits and programs. [22]

As early as March 1978, the Michigan City Board of Works approved the sale of Mount Baldy to the national lakeshore. The Land Acquisition Office prepared the proper forms for fee acquisition and the transaction was approved by Director Whalen, Secretary of the Interior Cecil B. Andrus, and the Office of Management and Budget. [23] The Subcommittee on Interior and Related Agencies of the U.S. House of Representatives, however, advised the Department of the Interior on July 21, 1978, that it would not approve acquisition except by donation. Whitehouse's efforts since 1972 to acquire Mount Baldy were hampered by the city's request to be compensated for the acquisition. After the denial by the Congressional Committee, Whitehouse continued to negotiate with the city. Partly in exchange for Whitehouse's commitment to arrange to perform certain services such as cleaning Kintzele Ditch, the city eventually agreed to donate the land at no cost to the National Park Service. [24] The dedication ceremony took place on February 17, 1979, when the mayor of Michigan City presented the Mount Baldy deed to the Park Service, represented by Superintendent Whitehouse and Director Whalen. [25]

The dedication of the Hoosier Prairie National Natural Landmark and State Nature Preserve took place on June 3, 1979. The largest tract of native prairie remaining in Indiana, the Department of the Interior designated Hoosier Prairie a National Natural Landmark in 1974 and it became officially registered in 1978. Indiana purchased 304 acres of the prairie in 1976 with the help of the Hoosier Prairie Committee, Nature Conservancy, Save the Dunes Council, Izaak Walton League, and other conservation groups. The Indiana Natural Resources Commission designated it a State Nature Preserve the following year.

The Hoosier Prairie ceremony took place on thirty—one acres owned by the national lakeshore. Dedication speakers included Natural Resources Director Joseph D. Cloud, Superintendent J. R. Whitehouse, Lt. Governor Robert D. Orr, Save the Dunes Council Executive Director Ruth Osann, and Heritage Conservation and Recreation Service Associate Regional Director Dave Shonk. State plans included fencing the area and building an interpretive trail with limited parking and an interpretive facility. In cooperation with the Park Service, the Indiana divisions of Nature Preserves and Forestry planned a controlled burning program to regulate the invasion of woody plants and to help the growth of native prairie vegetation.[26]

Yet another significant ceremony came on October 10, 1979, in the Department of the

Interior auditorium in Washington, D.C. Sylvia Troy of the Save the Dunes Council received the Department's Conservation Service Award, the highest honor the Department bestows on private citizens. The award recognized Mrs. Troy's years of dedicated service in the preservation of natural resources in northern Indiana. [27]

PART II

CHAPTER NINE:
COMING OF AGE, 1977—1979 (continued)

West Beach Dedication

Because West Beach construction had not been completed within schedule,* the Department and Service postponed the original dedication ceremony, September 11, 1976, in favor of a time when all construction activity ceased. That day came on May 21, 1977, with Congressman Floyd J. Fithian serving as the principal speaker at the one—hour ribbon-cutting ceremony. During his dedicatory speech, Fithian appropriately paused for a moment of silence in memory of Dorothy R. Buell, founder and first president of the Save the Dunes Council. Mrs. Buell, who died four days previously at her home in San Jose, had moved to California for retirement in 1968. The facility first accommodated the public at the end of the 1976 visitor season when fees were collected.

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*An intense, Save the Dunes Council—led battle several years earlier prevented the Service's attempt to reprogram funds—including those for West Beach—to develop the "National Visitor Center" in Washington, D.C., in time for the 1976 U.S. Bicentennial. The Council blocked the effort with the assistance of Congressman Sidney Yates and Senator Birch Bayh. See Charlotte Read interview, 22 September 1987.

The significance of the opening of the long—awaited bathhouse was profound. The two million dollar project represented the first national lakeshore development for public use. Complete with parking for 600 cars and forty buses, the modern building featured showers, lockers, and a food service concessioner. [28] Not since the bathhouse at the Dunes State Park opened in the 1930s had such a grand public facility appeared on Indiana's lakeshore.

Of the forty—four rangers in the Visitor Protection Division, twenty—four employees were assigned to the West Beach area. This number included thirteen lifeguards. An attempt by Congressman Fithian to beef up the law enforcement capacity with a $140,000 add—on appropriation failed. [29]

The Bailly I Nuclear Debate

In the mid—1970s, an anti—nuclear movement formed in the Indiana Dunes with the Porter County Chapter of the Izaak Walton League, the Save the Dunes Council, and other area conservation and liberal groups at its core. With the addition of the American Friends Service Committee and the United Steelworkers Local 1010 representing 18,000 workers at Inland Steel Company the coalition formed into what became known as "the Bailly Alliance." [30] The Bailly Alliance was a vocal citizens lobbying group diametrically opposed to the Northern Indiana Public Service Company's (NIPSCO) construction of Bailly I adjacent to

Indiana Dunes National Lakeshore. The Bailly Alliance remained an separate entity from the Joint Intervenors and the Concerned Citizens against the Bailly Nuclear Site, although in some cases membership overlapped. While the latter groups concentrated almost exclusively on legal avenues, the Bailly Alliance focused on mobilizing public opinion against the proposed nuclear plant.

On August 27, 1976, the Joint Intervenors filed a writ of certiorari (review) before the U.S. Supreme Court. Joined by the Attorney General of the State of Illinois and the City Attorney of Gary, the Intervenors charged NIPSCO's proposed construction would damage Indiana Dunes National Lakeshore and that the Nuclear Regulatory Commission (renamed from the Atomic Energy Commission) had no authority to license a plant which would intrude on national park lands. At issue was the Department of the Interior's legal authority over the area. On November 8, the Supreme Court denied the petition and construction began in earnest in January 1977.[31]

In 1977, the U.S. Geological Survey began two studies to determine the effects of the NIPSCO construction activity to water quality and dewatering of the National Lakeshore. Joining the Park Service as partners in the study were the Environmental Protection Agency, U.S. Fish and Wildlife Service, and the U.S. Forest Service. Issues to be investigated included ash pond seepage, groundwater alteration through plant construction, fly ash disposal, heavy metal accumulations, and effects on flora and fauna. [32] Numerous monitoring stations were placed along the dike which separated the ponds from Cowles Bog.

Based on data from these scientific studies and a request from Congressman Sidney Yates (Democrat—Illinois), Secretary of the Interior Cecil D. Andrus conducted a review of the Bailly I controversy. While questioning NIPSCO's site selection, Secretary Andrus decided against asking the NRC to revoke Bailly I's construction permit. He pledged to remain vigilant in monitoring any harmful effects from the construction activity and to seek mitigation through the courts or Congress. In a June 13, 1977, letter to NIPSCO Chairman Dean H. Mitchell, Andrus declared:

> We are prepared to seek a halt to construction or oppose the issuance of the requisite operating license if the facility will cause injury or damage to Indiana Dunes National Lakeshore. Though we appreciate the need generally for future energy supplies, we are not bound by the previous decisions of the Nuclear Regulatory Commission or the prior Administration. We have a responsibility, which we are and shall continue pursuing, to preserve the integrity of the national lakeshore. [33]

Andrus also informed Mitchell of the recurring seepage onto National Lakeshore lands of approximately one million gallons of water a day from the ash settling basins of the coal—fired Bailly plant. The ash basin seepage flooded a marsh area creating ponds which maintained a constant water level. Andrus stated that the interdunal pond water in the flooded area was "very like that of your ash settling basins." Secretary Andrus continued:

> These are unnatural conditions created as a result of seepage from activities outside the park which cannot be tolerated. We believe that NIPSCO has knowingly permitted this untenable condition to persist for a number of years.
>
> The National Park Service has registered three written requests with NIPSCO seeking to have this seepage terminated. It is now time for affirmative action to be taken in halting this condition. I am insisting, therefore, that within the next 60 days your company agree to a firm plan and timetable by which the ash settling basin seepage into the lakeshore will be permanently terminated. [34]

Andrus asked that NIPSCO submit a draft plan and timetable to the Park Service within thirty days. If there was no satisfactory response from NIPSCO, Andrus promised to seek legal action from the Department of Justice.* In conclusion, Andrus disavowed any special working relationship NIPSCO developed during the Ford Administration:

> I understand that following a July 30, 1976, meeting between you and former officials of this Department, certain working relationships were established between the National Park Service and NIPSCO and that NIPSCO was assured a "formal" right of appeal to this office from any staff recommendation for the initiation of legal action against the company. These arrangements have not made measurable progress in resolving the seepage problems and have been misconstrued. It is necessary and desirable, therefore, to dissolve any previous understandings reached by the Department, and the National Park Service with NIPSCO as to these arrangements. In the future, representatives of the National Park Service, the Solicitor's Office, and the Assistant Secretary for Fish and Wildlife and Parks will have the full responsibility and support of this Department in protecting and preserving Indiana Dunes National Lakeshore. [35]

> *Nat Reed downplayed the significance of the arrangement: "It was a hand-shake agreement. It didn't really have to be an agreement because any decision the Assistant Secretary makes is appealable to the Secretary anyway. They made much to do that I was making decisions with [Director George] Hartzog in relation to Bailly that created new policy without review by the Secretariat. I was the one who said, 'Listen, any decision that I make that you want to appeal, go appeal it to Morton.' Knowing full well that Morton was not going to overturn me on something like that." See Reed interview, 9 March 1987.

Negotiations between NIPSCO and Service representatives on the fly ash seepage controversy continued until September 14, 1976, when the Department of the Interior asked the Justice Department to file an injunction against NIPSCO. Expressing the position of the Department, Assistant Secretary for Fish and Wildlife and Parks Robert L. Herbst declared:

> The operation of the power generating facilities and the present construction at the Bailly site are causing an undue and unnecessary adverse impact on the National Park. Engineering solutions which can remedy this situation are available at costs reasonable to the power industry. We think that [NIPSCO], like responsible citizens, should share the responsibility for protecting and preserving those areas set aside as national parks for the use and enjoyment of all the citizens of the United States. We are, in short, simply asking NIPSCO to be a good neighbor and go about t its business in a way that is not harmful to the park. [36]

The Department stated it would oppose Bailly I if pending studies revealed additional negative effects. In addition, Interior requested that it be supplied with a copy of the evacuation plan which detailed how visitors to the national lakeshore would be informed and evacuated in the event of an emergency. Interior wanted the report, which NIPSCO would not be required to submit until the plant was ready to come on—line, as soon as possible in the interest of visitor safety and security. [37]

In his first visit to Indiana Dunes, Director William J. Whalen was impressed with its beauty and uniqueness. In a speech to the Save the Dunes Council, Whalen said the impending lawsuit could be a test case in resolving future threats to other units of the National Park

System:

> Due to its proximity to one of the world's largest industrial complexes, Indiana Dunes faces serious threats to its integrity and well being. Such threats are not unique to Indiana Dunes, but few other parks in the System have such significant, fragile, natural features so imminently threatened. Recent...legal action to protect the park is indicative of our commitment. A massive and almost unprecedented research effort is being put together at Indiana Dunes to assure that we are able to identify and deal with adverse impacts from activity outside the boundaries. Indiana Dunes may well prove to be a model for such efforts as other parks are threatened in the future. [38]

Buckling under the threat of litigation, NIPSCO signed an agreement with the Service in late February 1978 to seal its fly ash basins within thirty-two months. Drafted by the Department, the agreement, estimated at ten million dollars to implement, provided for a three—stage process to correct the problem. The company agreed to convert to a dry system to handle its fly ash, to install a waste water treatment plant, and to lay down vinyl liners beneath all four of its industrial ponds. [39]

NIPSCO's difficulties with Bailly I were far from over, however. In 1977, construction stopped after NIPSCO discovered it could not reach bedrock upon which the massive concrete plant could rest. Nevertheless, NIPSCO applied for and received Nuclear Regulatory Commission (NRC) approval to install shorter pilings. The outraged Joint Intervenors filed another lawsuit citing the measure constituted a risky safety violation. Steelworkers were angry that neither NIPSCO nor NRC considered them population centers (more than 25,000 people) even though they numbered over 100,000 and worked at the steel mills in continuous shifts. Because of this, no adequate evacuation plan had been devised for them in the event of an emergency. Bethlehem Steel Company union members were angered by what they derisively termed the "suicide squad," a provision in Bethlehem's evacuation plan for specified workers to stay behind for more than a week in order to cool down the massive coke ovens. Union rank and file wanted no part of it and affirmed its support for the Bailly Alliance. Coupled with the March 28, 1979, nuclear accident at the Three Mile Island reactor in Middle town, Pennsylvania,* duneland tensions rose to peak levels as citizens considered the possibility of similar equipment failures and human error at Bailly I. [40] Litigation and engineering problems with the pilings kept construction at a standstill throughout the remainder of the 1970s.

> *The 1979 Three Mile Island (TMI) incident represented the worst commercial nuclear accident in United States history. A series of equipment failures and human error led to a loss of coolant and a partial core meltdown. NRC later reported that TMI came within one hour of a catastrophic meltdown. While some radiation escaped into the atmosphere, health experts determined risks to the population were minimal.

A December 1979, "State of the Parks Survey" summarizing threats included a lengthy narrative on Indiana Dunes which cited noise, air, and water pollution problems. The report stated:

> Unless some form of enlightened land use development control can be brought about in the several municipal jurisdictions which border the lakeshore, the trend of residential, commercial, and industrial growth will continue at every point along its tortuous and extensive boundary. More and more of the character of

> this park will be swallowed from without. Concerns like those associated with the Bailly Nuclear generating facility will increase. These include: 1) aesthetic intrusion; 2) the possible disruption of park hydrology during construction and thereafter; 3) thermal loading into Lake Michigan or the park air shed; 4) some interaction between factors associated with new and existing industrial plants; and 5) possible infringement on park visitor use patterns. Additionally, after the accident at Three Mile Island, it is now more tenable to propose the possibility of harm to park biota and park visitors from minor or catastrophic radiation leaks. [41]

The summary of threats also included ozone levels detected at various times above national air quality standards. Acid rain and sulphur dioxide levels also worked insidiously on park biota. Run—off from an Indiana Toll Road salt storage pile, used in de—icing roads in winter, contaminated lakeshore creeks and ditches and caused scientists to worry about impacts to the delicate ecology of Pinhook Bog. [42]

At the park level, the infant Science Office was feverishly conducting environmental monitoring projects as well as contracting out for various research needs. Superintendent Whitehouse and Chief Scientist Hendrickson worked closely together, constantly feeding new information to the Washington Office. Whitehouse maintained an open door policy, meeting with both Bailly I proponents and opponents—making his own personal anti—Bailly I views known—but leaving policy statements to the Regional Director, Director, and Secretary. [43]

PART II

CHAPTER NINE:
COMING OF AGE, 1977—1979 (continued)

Dunes Expansion Hearings Continue

P. L. 94—549, signed by President Ford on October 18, 1976, amended the 1966 organic act in several substantial ways. The 1976 bill added more than 3,700 acres to the national lakeshore, raised the land acquisition ceiling to $60,812,100, and extended the lakeshore boundaries 300 feet into Lake Michigan. It repealed the suspension of the Secretary's authority on condemnation and established a maximum of twenty years for rights of retained use and occupancy, excluding the Markowitz Ditch area. The Advisory Commission found its membership expanded from seven to eleven members. Congress asked for the submission of a new General Management Plan by October 1, 1979, and in the interim fixed the park's development ceiling at $8.5 million. It authorized the acquisition of the Crescent Dune area within a two—year period, favored a cooperative agreement for the protection of "Crossing A," and prevented acquisition of portions of Unit 1—E (solid waste disposal areas) unless their reclamation came at no cost to the government. The 1976 act called for the Park Service to conduct feasibility studies on three proposed additions (III—A/Beverly Shores Island; II—A/NIPSCO "greenbelt"; and III—C Beverly Shores Parkway) to be submitted to Congress by July 1, 1977. [44]

Since 1971, bills to rename the park the "Paul H. Douglas Indiana Dunes National Lakeshore" confused and slowed down the process of lakeshore expansion legislation. With the initiation of the Carter Administration in 1977, the renaming issue resurfaced with the Advisory Commission yet again recommending against it in favor of a visitor center or auditorium named after Douglas. [45] Representative Sid Yates led the movement in the House to rename the national lakeshore, introducing an amendment to the National Park Service Omnibus Bill in July 1978 which was later removed during the House and Senate conference committee hearings. Separate bills calling for the redesignation were introduced. As early as 1977, the House Interior Committee called for naming a unit of the park and an environmental education center for Paul Douglas. Congressman Floyd Fithian favored following the formula used at Chesapeake and Ohio Canal National Historical Park where the unit was dedicated to the memory of former Supreme Court Justice William O. Douglas in recognition of his outstanding contributions there. The Save the Dunes Council worried that until the controversy was resolved, expansion legislation to absorb areas omitted from Douglas' earlier bills would most likely not be passed. [46]

In January 1978, Superintendent Whitehouse met with Service and Department officials in Washington, D.C., to formulate a position on expansion and brief the legislative staff of the Indiana Congressional Delegation. The official stance was strictly "hands off"; the Department would only offer recommendations because it was up to Congress ultimately to decide. The following month, Indiana Senators Birch Bayh and Richard Lugar, sponsors of S. 2560, proposed the addition of 800 acres, including the Beverly Shores Island, NIPSCO

greenbelt, and Beverly Shores Parkway (a fifty—six-acre parcel surrounding U.S. 12). The bill reinstated the homeowners provisions of the 1966 act, including exemption from condemnation and the twenty—five—year use and occupancy rights. It also provided life estates, granted the government the right of first refusal on any land purchases within the lakeshore, authorized $250,000 for a transportation access study, and raised the development ceiling to $10.5 million. [47]

Expansion plans were further clouded on May 23, 1978, when Indiana Congressman Adam Benjamin introduced a bill to build a $25 million marina adjacent to Gary's Marquette Park. Backed by Gary's mayor and business community, the Park Service—owned and operated marina would provide complete harbor facilities for the national lakeshore. Benjamin's bill stipulated that the state highway would be extended to service the marina and that the Advisory Commission would be expanded by two to include additional representatives from Gary and Michigan City. The marina was the brainchild of Gary's mayor, Richard Hatcher. Alarmed by his city's economic decline, Hatcher believed the marina would rejuvenate Gary's dying downtown. From the start, however, Interior Appropriations Committee Chairman Sid Yates opposed it. On the marina question, the Department advised Congress to defer the matter until the completion of the General Management Plan. [48]

In August 1978 hearings before the Senate and House subcommittees, Park Service Deputy Director Ira Hutchison testified on S. 2560 and its counterpart, H.R. 11110, sponsored by Floyd Fithian. Hutchison recommended deferral of action on Indiana Dunes during 1978 while the Alaska parks bill took shape "to avoid assuming commitments and making promises that we may not be able to meet financially." Hutchison advised against the NIPSCO greenbelt addition because its principal value as a buffer against industrial development was already being served, as witness to the NIPSCO agreement to clean up the fly ash ponds. Preservation and/or restoration of the heavily impacted area would also be very difficult. Liberalizing homeowners' rights was also discouraged by Hutchison who asked that the condemnation authority not be abridged. He declared: "in view of the relatively small size of this park unit and number of potential visitors it must accommodate, it would be unwise and unfair for all concerned were Congress to reestablish the practice of permanent inholdings." [49]

None of the aforementioned bills were reported out of committee before Congress adjourned on October 15, 1978. [50] The new bills, S. 599 and H.R. 1742 dropped immediate acquisition of the ninety-acre NIPSCO greenbelt because of Senator Richard Lugar's opposition. Lugar heeded NIPSCO's concerns that acquisition would jeopardize the construction of Bailly I, a point refuted by the Nuclear Regulatory Commission. Nevertheless, the greenbelt could be acquired after 1985 when the plant would be on—line. Additionally, before acquisition, the Park Service would have to prepare plans for restoration of the area. [51]

In May 1979, Deputy Director Ira Hutchison testified yet again on the bills. Hutchison deferred to Congress on the issue of dedicating the lakeshore to the memory of Senator Paul Douglas. Hutchison repeated the Service's support for the U.S. 12 parkway to protect the principal access route from commercialization. Significantly, for the first time the Service favored the inclusion of the Beverly Shores Island. [52]

In a 1979 meeting with Save the Dunes Council Executive Director Charlotte Read and Illinois Democratic Representative Sid Yates, Congressman Phillip Burton (Democrat—California), chairman of the House Subcommittee on National Parks and Insular Affairs, scrutinized a map of proposed expansion areas parcel by parcel. Burton was especially interested in an open area adjacent to Beverly Shores which Read explained was a golf course being considered for a new housing development. Burton expressed his intention to

include the tract in the expansion bill. Read discovered that in the subsequent drafting ofthe new provision, the former golf course was earmarked to become a campground, supposedly to alleviate the heavy pressures on the Dunes State Park campground. [53]

Another round of hearings came in September. The following month the House passed the expansion bill, but the Senate failed to act on it by the conclusion of 1979. [54]

PART II

CHAPTER NINE:
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PART II

CHAPTER TEN:
THE GREAT TURNING POINT, 1980

> The Dunes National Park, I think, is going to be one of the finest parks in the System for one very basic reason, and that is that this wasn't a park that a President of the United States decided to start because he had gone camping there when he was a little boy or that somebody started because of pressure from a certain area or political group or ecological group. The Dunes National Park actually was created by citizen pressure, and it has actually been planned by citizen pressure. So while it may not be the biggest park and it may not be the first urban park, as we sometimes refer to them, it is the first citizens' park....
>
> Statement by Greg Reising of the Miller Citizens' Corporation, speaking before a public meeting on the General Management Plan, Gary, Indiana, January 16, 1980. [1]

Operations, 1980

The year saw a complete administrative reorganization of the national lakeshore staff. New organization charts were composed to reflect staffing levels and programs. Visitation continued to increase, up 5.7 percent at 1,222,874 visitors. Attendance rose dramatically at public and interpretive programs with environmental education experiencing a fifty—seven percent increase and ranger—conducted public activity programs up sixty-nine percent. The visitor information center at the Bailly—Chellberg area opened during the year and became a popular attraction. Attendance also rose significantly at the Fourth Annual Duneland Folk Festival (seventy—five percent), Maple Sugar Time (187 people in 1979 to 1,050 people in 1980), and Autumn Harvest (expanded to two days with 3,000 visitors).

Assisting during these events and other park operations was the growing Volunteer in Parks (VIP) program which logged more than 3,000 hours coordinating school groups, participating in living history programs, and operating information desks. VIPs not only made significant contribution to park operations, they generated vigorous community involvement at the national lakeshore.

In the Maintenance Division, Buildings and Utilities workers maintained eleven quarters, fourteen historic structures, and forty—four other park buildings. Roads and Trails crews maintained twenty miles of trails and paved and graveled lots and roads. Under the first road rehabilitation contract using a new Congressional authority and appropriation for maintenance of non—Federally owned roads,* Oak Hill Road, Mineral Springs Road, Central Avenue, Beverly Drive, East State Park Road, and the service road at West Beach were rehabilitated. In addition to its mowing duties, the Grounds crew maintained seven picnic areas, including the new picnic grounds at West Beach.

*Superintendent Whitehouse and Midwest Region Deputy Director Randall R. Pope worked diligently for several years to secure funding for the lakeshore's miles of deteriorating, potholed roads. Each proposal brought a firm rejection from the Solicitor's Office. Finally, Whitehouse met with Senator Bayh's staff and thereafter a stipulation for a half—million dollars was inserted annually in the Service's budget. A "first" in the National Park System, Federal money can now be spent on State and county roads used by park visitors. See Whitehouse interview, 11 March 1987.

Budgetary constraints from 1979 on the Young Adult Conservation Corps (YACC) continued into 1980 with dramatic cutbacks to avoid overspending. The already low enrollment was curtailed altogether at mid—year, vacant staff positions remained unfilled, and more expensive projects were canceled. The YACC program remained a success story as YACC staff augmented lakeshore maintenance operations through building demolition and site restoration, fence construction and maintenance, and installing ORV barricades. The appraised value of YACC projects at the end of Fiscal Year 1980 stood at an impressive $800,000.

The Science Office in partnership with the lakeshore's management staff continued its intensive monitoring activities related to the Bailly I construction. By 1980, the lakeshore had contracted with the U.S. Geological Survey (USGS) Water Resources Division in Indianapolis for three reports to determine the effects of dewatering and fly ash pond seepage on the Cowles Unit. When the 1980 USGS report determined that dewatering as a result of construction was likely, from October 10 to 12, 1980, a panel of four ecologists convened at Indiana Dunes to study the effects of dewatering on the Cowles Bog National Natural Landmark. The ecologists concentrated on wetland ecology, limnology, and water quality. The panel's report stated that while dewatering and rewatering would have an impact on the ecology, it was impossible to list specific impacts. The ecologists recommended further studies and a continuation of the moratorium on Bailly I construction until the impacts could be identified and a plan to mitigate the impacts was in place. In the meantime, the Park Service let a new contract with USGS to evaluate the water quality and surface water hydrology in the Cowles Bog area. With the new position of plant ecologist, the lakeshore itself could conduct its own plant ecology studies simultaneously.

Park management and science staffs worked closely together for several years to eliminate the salt intrusion problem at Pinhook Bog. A salt storage area owned by the Indiana Toll Road Commission was leaching salt into the adjacent bog. The best solution appeared to be the purchase of the storage area, but some disagreement emerged. Some believed the Park Service did not have the authority to acquire the property because it was believed to be public land and, therefore, had to be donated. Park management finally ruled, however, that since the Indiana Toll Road Commission was an independent state agency not supported by tax funds, the lands it administered did not constitute public property. The lakeshore purchased the tract in 1930 in order to eliminate the salt intrusion hazard expeditiously. Lakeshore workers removed all vestiges of salt from the property.* The Toll Road Commission agreed to modify the drainage patterns for the Indiana Toll Road in the area to reduce the hazard even further. [2]

*Monitoring and research continued in the area. In 1987, the lakeshore began a program of removing exotics and restoration of natural species.

Based on the new ecological information, Secretary of the Interior Cecil Andrus requested the Nuclear Regulatory Commission to delay renewal of the Bailly I construction permit pending NIPSCO's preparation and Departmental review of a new environmental impact statement. Andrus charged NIPSCO's original dewatering plan did not include the deeper level of pumping which subsequent construction required. [3]

On September 28, 1980, Secretary Andrus promised to provide monthly status reports regarding all issues related to Bailly I to Congressman Sidney Yates. Assistant Superintendent Dale Engquist and the Science Office devoted a considerable effort over the following year gathering the necessary data and transmitting it to Associate Director for Science and Technology Richard Briceland in the Washington Office. Briceland maintained close contact with the lakeshore and prepared the final reports for Director Russell Dickenson's signature. [4]

Indiana Dunes continued to meet Federal air quality standards for total suspended particulates (TSP) and sulfur dioxide (SO_2), but not ozone. To monitor acid rain, the lakeshore's wet and dry monitor became a part of the National Atmospheric Deposition Program. Scientists also continued to monitor the NIPSCO fly ash agreement. The dry system of handling fly ash went on—line April 30 and the waste water treatment plant began operations at the end of the year. During the summer, two of the four fly ash ponds were sealed with the remaining two scheduled for completion the following year.

During the summer of 1980, a park shuttle program operated on weekends from the South Shore Railroad stops and recorded a creditable ridership. The program was a part of the Congressionally—authorized Visitor Access Transportation System (VATS). The Gary and Michigan City bus systems extension to the lakeshore were not funded during the year.

National Park Service Director Russell Dickenson appeared as guest of honor and keynote speaker at the annual dinner of the Save the Dunes Council on September 14. Accompanied by Midwest Regional Director Jimmie Dunning, Dickenson extended his support to the effort to enlarge the national lakeshore, but not the homeowner's terms in the proposed legislation. During the visit the two Park Service officials met with Gary Mayor Richard Hatcher to discuss the proposed marina. At that time, the Service endorsed in principle the concept of a marina. Dunning extended his stay to attend the fiftieth meeting of the Indiana Dunes Advisory Commission. [5]

Tom Coleman, Office of Special Populations and the Handicapped, from the Washington Office toured the national lakeshore with Superintendent Whitehouse and Assistant Superintendent Engquist on April 16. The group worked on identifying problem areas for handicapped access to visitor use facilities. Giving policy guidance to Superintendent Whitehouse on an application for a nude sunbathing area, the Midwest Regional Office responded that Federal regulations did not permit the designation of any segment of a park for the continuing exclusive use of any person or group. Park officials had to ensure that no harm to natural resources occurred from spectator activity whether it related to hang gliding or nude sunbathing. [6]

PART II

CHAPTER TEN:
THE GREAT TURNING POINT, 1980 (continued)

A Future Course: The General Management Plan, 1977—1980

Recognizing that the succession of Master Plans prepared in the late 1960s were inadequate, the expansion bill of October 1976 called for the National Park Service to complete a General Management Plan (GMP) for the Indiana Dunes National Lakeshore within two years. The first public meeting took place at the Tremont visitor center on August 30, 1977, when the Denver Service Center (DSC)—led GMP team introduced themselves to the public, explained the planning process, and solicited initial input. [7]

In early 1978, GMP Team Captain Terry Savage transferred to the North Atlantic Regional Office and was replaced by David Laux. [8] In addition to Savage and Laux, the remainder of the GMP team is listed as follows:

Principals

James R. Whitehouse, Superintendent, Indiana Dunes
Fred Kaas, Midwest Regional Office
Dale Engquist, Assistant Superintendent, Indiana Dunes
Don Castleberry, former Assistant Superintendent, Indiana Dunes
William Hendrickson, Senior Research Scientist, Indiana Dunes
Michael Strunk, Landscape Architect, Denver Service Center
David Solder, Outdoor Recreation Planner, Denver Service Center
Barbara Lavert, Urban Planner, Public Involvement Specialist, Denver Service Center
Nancy Dunkle, Environmental Specialist, Denver Service Center
Roberta Seibel, Interpretive Planner, Denver Service Center
Andrew Beck, Historical Architect, Denver Service Center
James Hooyboer, Program Analyst, Midwest Regional Office
Larry Waldron, Chief of Interpretation, Indiana Dunes
John Townsend, Chief Park Ranger, Indiana Dunes

Contributors

Mary Kimmitt, Supervisory Park Ranger, Interpretive Division, Indiana Dunes
John Paynter, Park Technician, Indiana Dunes
Louis Brunansky, Air Resource Specialist, Indiana Dunes
Douglas Wilcox, Water Resource Specialist, Indiana Dunes
Norman Henderson, Biologist, Indiana Dunes
Jim Straughan, Transportation Planner, Denver Service Center
David Given, Environmental Engineer, Denver Service Center
John Hoesterey, Geographer, Denver Service Center. [9]

Recalling the fiasco over the initial West Beach Development Concept Plan which engendered deep distrust of the Denver Service Center, the Save the Dunes Council insisted that a coordinator to handle public involvement be added to the lakeshore's staff. [10] Beginning January 1, 1978, team member Barbara Lavert, Urban Planner and Public Involvement Specialist, was reassigned to Indiana Dunes for the next two years. In his annual report, Superintendent Whitehouse explained the need for the change in Lavert's duty station:

> Due to the complexity of the Indiana Dunes project, the overwhelming suspicion and lack of credibility, in general, towards the Denver Service Center by the Lakeshore community, a comprehensive public involvement program was adopted as an integral part of the GMP planning effort. A team member was stationed at the National Lakeshore and contact with individuals, organizations and agencies, either interested in or affected by, Lakeshore management, was initiated. [11]

The level of public involvement during the GMP processes was intensive. Public meetings with the same agenda were held in Chicago, Gary, Chesterton, Michigan City, and South Bend. It represented the first time that the National Park Service attempted to formulate a blueprint for the national lakeshore from public aspirations. [12]

Phase one of the GMP planning process involved twenty—eight public workshops with more than 1,000 participants between January 16 and May 13, 1978. A wide range of issues were identified including the overriding concern of development and use. One side called for slight use in order not to harm the natural ecosystem. A sizeable group, however, called for at least moderate park use with resource preservation implemented as much as possible. Facilities would be placed at the edge of the lakeshore boundaries and only in disturbed areas and with adaptively—reused structures if feasible. Utilizing public input, the team analyzed the data against environmental and visitor use concerns, management needs, political considerations, and legal constraints. From this planning process, four preliminary alternative plans were formulated.

During phase two, five public workshops and numerous meetings resulted in the participation of more than 700 citizens between October 23 and November 6, 1978. The sessions analyzed the four preliminary alternative plans which were featured in a special October edition of the Singing Sands Almanac. Five hundred written responses were tabulated via computer with an aim toward identifying which parts of the four alternatives would be incorporated into the fifth, or preferred alternative. [13]

A sizeable delegation of ORV owners attempted to "pack" the public meetings in order to get ORV usage sanctioned in the park, primarily at the Inland Marsh area. Their arguments were successfully rebuffed by environmentalists like Herbert Read who reminded the planning team of the clause in the 1966 authorization act asserting that dunes preservation—not devastation—was their preeminent responsibility. [14]

The Park Service's preferred alternative plan emerged during phase three between July 27 and August 23, 1979. Five public meetings saw more than 600 people participating and reviewing the two documents, "Assessment of Alternatives" and "Review of Alternatives." In the "Assessment," the team considered the environmental, economic, and social consequences of implementing the initial four alternatives and formulated a preferred alternative for the approval of the Midwest Regional Director. The "Review" outlined the decision—making process involved for the selection of the preferred alternative over the original four alternatives. Public response favored the level and type of development in the East Unit of the lakeshore. Substantial criticism focused on transportation, access, circulation, and the proposed developments in the West Unit. Features proposed in the east were favored for the

west: a visitor facility, transit terminal, shuttle system, and South Shore Railroad stop.* No one wanted the continued use of the West Beach access road via County Line Road while most wanted to connect both ends of the park via a shuttle system and bicycle and foot trails. Other concerns involved a marina and the need to emphasize interpretation and environmental education in the West Unit. Because the GMP team considered the concerns valid, it requested and received an extension of the planning and public review process beyond the Congressional deadline of October 1, 1979.

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*Perhaps the most controversial part of the draft GMP involved West Unit development. The only facilities proposed were several small parking areas and some trails. Unanimous public opinion held that the west was being ignored. Some believed that the motivation was racial, to segregate the park's black and white populations, although there was no proof to substantiate the charge. The result was that a special task force reworked the proposals and endorsed a marina, an environmental education center, and a new access road. See Dale Engquist interview, 16 September 1987; and Charlotte Read interview, 22 September 1987.

To ensure an opportunity for maximum public input, phase four involved thirty meetings with more than 500 people participating. West Unit planning alternatives were the focus of debate in the final GMP formulation. To address the concerns raised during phase three, a task force formed and met frequently during September and October. Members of the task force were the Gary Planning Department, Northern Indiana Regional Planning Commission (NIRPC), Indiana Department of Natural Resources, Miller Citizens' Corporation, and Save the Dunes Council. With the combination of the task force and numerous public meetings, a consensus emerged and the GMP team incorporated the proposal into a new draft which received final public review ending February 8, 1980.

It would be impossible to overestimate the time and energy the national lakeshore and DSC staff devoted to the GMP process, particularly in the waning months. By the end of February, the exhausting two—and—a—half—year process concluded with Midwest Regional Director Jimmie Dunning's signature on the document, well before the new March 15 submittal date to Congress. To help carry out the GMP provisions and to provide continuing liaison with the area's active planning commissions, the national lakeshore received authorization for a new park planner/landscape architect. [15]

The preferred alternative, Alternative A, provided for a prime regional recreation area with day—use activities including swimming, interpretation, and environmental education. The remaining four alternatives are summarized as follows:

Alternative B proposed a high intensity use area involving many structures including a marina, ORV area, a cultural village setting, and campgrounds. The environmental impacts, however, were incompatible with the Resources Management Plan as well as established Service policies.

Alternative C proposed a low intensity use area which preserved and/or restored large areas for light recreation and nature study. The alternative was rejected because of the severe limitations imposed on visitor access to the park's resources.

Alternative D closely resembled the preferred alternative in that it proposed a medium intensity usage with daytime programs and facilities located throughout the lakeshore. The alternative proved unacceptable because several specific elements were based on insufficient

information, pronounced environmental impacts, and proposals contrary to Service policies. Alternative E, the no-action proposal, provided for the status quo. It was unacceptable because of its denial of many lakeshore areas to a limited number of visitors. [16]

Two principal themes characterize the 1980 General Management Plan. The first is for the Park Service to safeguard the resources which Congress mandated it to protect and to promote the duneland's natural evolution. The second is to provide facilities which compliment the environment to the greatest degree possible to provide a variety of quality park experiences to a large regional urban population. [17]

The GMP set forth the National Park Service's interest in engaging in cooperative arrangements with other public agencies to provide mass transit service to the national lakeshore. The transportation service, primarily railroad and bus, would link—up to the in—park shuttle service. Utilizing the major U.S. highways of the area and the South Shore Railroad, the GMP proposed lessening traffic congestion and encouraging energy savings by providing an alternative to the privately—operated automobile. Establishing parking areas on the lakeshore's periphery, a visitor shuttle service would run from the satellite parking areas and railroad stops throughout the park. The Kemil Road rail stop would be redesigned to a full—service stop and the municipal bus systems of Gary and Michigan City would operate to the lakeshore's shuttle terminals. Visitors could only drive their automobiles along the shuttle routes in low—use periods and commercial traffic would not be permitted. Two new park entrances would be featured. In the East Unit, the entrance would be at County Line Road with access facilitated by a new interchange on Interstate 94. In the West Unit, the entrance would be at Tolleston Dunes with Highway 51 extended into the area. [18]

Addressing the issue of development adjacent to the park, the report stated:

> The General Management Plan recognizes the need for additional residential development adjacent to the park. However, the National Park Service is concerned about additional pressure for commercial strip development. This development will occur as Lakeshore development and recreational use increase and will result in greater demands for goods and services. It is imperative that adjacent municipalities recognize the possibility of these demands and initiate proper land use controls to minimize unwanted development. The National Park Service encourages proper development outside the National Lakeshore to provide necessary support facilities for Lakeshore visitors and residents alike. Lakeshore managers will cooperate with adjacent municipalities to ensure compatibility of planning and development efforts. [19]

Problems with land management within the lakeshore hinged largely on the circuitous boundaries:

> The authorization pattern for Indiana Dunes has resulted in an extensive roving, twisting boundary that causes the National Lakeshore to weave in, out, and around a variety of lands with different uses. These are primarily rural and suburban residential development and industry. Adjacent land uses include three residential communities that are completely surrounded by the National Lakeshore boundary and major industrial complexes that physically divide the National Lakeshore and flank it on both the east and the west. [20]

The GMP divided the lakeshore into four separate land management zones: Natural, Historic, Park Development, and Special Use.

The Natural Zone involves three subzones: Natural Environment, Outstanding Natural Feature, and Protected Natural Area. The Natural Environment Subzone encompasses most of

the lakeshore with 7,636 acres, or 57.3 percent. It includes beaches, dunes, wetlands. Its management strategy is to "provide quality nonconsumptive, resource—related recreation consistent with the protection of the natural ecosystem and with respect to private property rights; promote understanding and appreciation of park values; and to enhance recovery of lands to natural conditions." [21] The Outstanding Natural Feature Subzone includes the natural landmarks with heavy visitation like bogs, forests, Lake Michigan's shoreline, dunal ponds, and the large moving dunes. It is composed of 1,892 acres, or 14.2 percent of the lakeshore. The Protected Natural Area Subzone is the Heron Rookery Unit where minimal human intrusion is necessary for resource preservation. It involves 320 acres, or 2.4 percent of the park.

The Historic Zone, involving most of the lakeshore's historic properties and subjects, includes two subzones. The Preservation Subzone includes the House of Tomorrow and provides for restoration and interpretation of its architectural significance. The Preservation/Adaptive Use Subzone includes the Bailly Homestead and Cemetery, Florida Tropical House, and Rostone House. The total acreage is forty, or 0.3 percent of the park.

The Park Development Zone includes visitor use, administration, and maintenance facilities as well as roads and parking lots. Its three subzones, Recreational Development, Access/Circulation Development, and Educational/Interpretive Development, total 266 acres, or two percent of the lakeshore.

The Special Use Zone includes all areas of non—Federal lands where National Park Service interests are secondary only to another party such as state and local governments or commercial organizations. The Service, however, will continue to monitor land management practices within the zone to prevent damage to park values as well as the implementation of park policies in other zones. This includes 3,172 acres, or 23.8 percent of the park. The three subzones are Non—Federal Public Land, Industrial Lands, and Transportation. [22]

In the realm of natural resources management, the GMP committed the Service to learning more about the lakeshore's hydrological system through contracts with U.S. Geological Survey and its own staff in order to react to potential threats in an informed, timely manner. One goal is to close some of the drainage ditches to reestablish wetland conditions on Federal land. If studies reveal lowering of the groundwater table by NIPSCO's construction of Bailly I, the "Service will instruct the Nuclear Regulatory Commission to use whatever measures are necessary to obtain relief from the effects of the drawdown." [23] Shoreline management involved continued cooperation with the U.S. Army Corps of Engineers to mitigate shoreline erosion caused by the Michigan City harbor installations. Erosion prevention measures center at Mount Baldy while the Beverly Shores problem remains relatively unchecked.

Natural resource management of the dunes ecosystem will entail a prescribed burning plan which will be fine—tuned once the role of fire at Indiana Dunes is understood. Management of plant and animal communities entail compliance with the Endangered Species Act of 1973 and a program to reestablish native species like the beaver. Monitoring wildlife populations like deer and raccoons will determine whether population increases will threaten vegetation or health. Exotic species (like wild cats and dogs) will be eliminated from natural zones.

Restoration of the natural landscapes once buildings, roads, and utilities are removed, involves regrading with soil appropriate to the surrounding area. Revegetation takes place with local varieties of plants situated in natural patterns. [24]

In the area of cultural resources management, the GMP provided for preservation of cultural properties through restoration and adaptive reuse, but no reconstructions. Plans for the Bailly Homestead are to restore the interior for interpretation and environmental education. The

1933 World's Fair houses and three Lustron homes would be nominated to the National Register of Historic Places (accomplished five years later) as will the South Shore Railroad route and equipment. The Chellberg Farm, although failing to meet National Register criteria, will be one of the focuses of the park's interpretive program. Although an inventory of archeological resources remains to be conducted, archeological sites will be protected and all known sites will be evaluated against National Register criteria. [25]

Visitor use will continue to increase and development of facilities will have to keep up. Shoreline availability will double with easy access to seven miles of lakefront. Recreational and interpretive opportunities will also increase in the inland areas with hostels, trail systems, and environmental education centers. Intensity of visitor usage predicted in the GMP is based on a 1977 contract study for the Bureau of Outdoor Recreation. Parking availability is based on less than carrying capacity in order to safeguard the lakeshore's environmental quality. Because of the concern for conflict between the increasing number of visitors and reservations—of—use holders, the GMP proposed introducing new visitor facilities in phases. Developments which directly affect reservations—of—use will not be initiated until the reservations expire. The Service will use available structures, developed sites, and roads to provide additional facilities. Facilitating access will be performed with as little impact on the natural environment as possible. The intrusion of automobiles will be minimized by public transit and confining parking areas to the park's perimeter. [26] The GMP specifically states, however:

> This proposal is predicated on Congressional authorization for the Service to acquire the Beverly Shores Island. The Park Service endorses this action because it would allow optimum access to be developed for the largest area of federal beach in the National Lakeshore and would help the Park Service to pursue a policy of allowing natural shoreline processes to proceed. [27]

Coordination of transportation planning in the West Unit will be coordinated with the emerging Little Calumet River recreation project and area railroad companies. A cooperative staging area for both the national lakeshore and the Little Calumet park will be at the Dunes Drive—in Theater on Highway 51 south of Highway 20. Designed to increase park access from Interstates 65, 80, 90, and 94, there will be as many as 1,000 additional parking spaces. When completed, parking at the West Beach bathhouse will be reduced to a number compatible with low use periods.

Planning for the proposed marina will proceed once feasibility/suitability studies are completed. A favored location is between the U.S. Steel breakwater east to Montgomery Street.

In the West Unit, a transportation terminal and information center will provide up to 800 parking spaces and will develop under four phases. An environmental education/interpretation center will be east of Grand Boulevard with a laboratory, classrooms, display area, auditorium, fifty—slot parking lot, and bicycle and cross—country ski rental space. The Miller Woods area will be designated a national environmental study area.

In the East Unit, the transit terminal and information center will be at Woodlawn Avenue and U.S. 12. Parking, shuttle service terminal, South Shore Railroad stop, and bicycle and cross—country ski rental will be tied into the complex. Cresent Dune will accommodate boat anchorings, but the remainder of the shoreline will be reserved for swimming. (Note: This tract was not added under the 1980 bill.) Hiking trails in the unit will follow former trails. The Bailly Unit is a national environmental study area.

The Bailly interpretive station will serve as the central information and orientation facility in

the unit. Goodfellow Camp will be redesigned to be a residential environmental education camp. While the lodge will be renovated, other outbuildings will be removed in favor of tent platforms. The Coronado Lodge will become a hostel and canoe livery. Foot trails will connect all of the facilities, including links to the Little Calumet River developments.

The Cowles Unit, composed principally of the national natural landmark, will feature regulated access for safety considerations as well as to minimize adverse impacts. A small boat launch, restrooms, and parking will be at the end of Waverly Road near Porter Beach.

The Heron Rookery Unit will be accessible by permit only. Development in the fragile area will be limited to a small gravel parking area. Interpretation of the rookery will take place at the Tremont interpretive center.

The Pinhook Bog Unit will have an interpretive center at the existing ranger residence adjacent to the national natural landmark. Guided walks will take place on boardwalks and existing foot trails.

The Indiana Dunes State Park Unit will continue under state stewardship until Indiana decides to donate the park. The Park Service will consult with the state to extend the national lakeshore's shuttle service and trail system into the Dunes State Park.

The Hoosier Prairie Unit likewise will continue under Indiana's management. The GMP committed the Park Service to working with the State so that thirty—three acres of Service—owned disturbed land could be used by the State for the national natural landmark's development.

Visitor information and orientation will occur at the west and east entrances to the national lakeshore. Displays and personnel will inform visitors of available transportation options. On—site interpretive programs will occur throughout the park with environmental education and human interaction with the natural processes an integral theme. Also parkwide will be backpack camping conducted under close supervision with the goal of teaching environmentally sound camping skills. [28]

Management objectives for Indiana Dunes National Lakeshore, clearly established in the GMP, are as follows:

> Identify, inventory, and monitor the scenic, scientific, geologic, archeologic, and historic features and the unique flora, fauna, and physiography of the lakeshore, and provide for their protection and use.
>
> Secure, through acquisition or other means, a land base adequate to ensure long—term protection and environmentally compatible public use of lands within the park's legislatively authorized boundary.
>
> Assure that all lands and waters within the lakeshore boundaries, whether owned by the National Park Service, the State of Indiana, or local governments, are managed in a compatible and consistent manner to achieve park purposes.
>
> Restore natural processes and conditions of the shoreline using the techniques available now and in the future and allow natural erosion and dynamic beach building processes to proceed unimpeded. Where it is not possible or feasible to restore the natural processes, as in the case of erosion caused by the Michigan City harbor structures, mitigate the effects of the unnatural or disruptive influences to the extent possible, by means most closely approximating natural forces.

Maintain native plant and animal interrelationships and protect, re—establish where appropriate, and manage native prairies.

Remove developments which are not necessary for area management and public use in order to reduce intrusion on the natural and historic scenes and to facilitate restoration to the natural or desired conditions.

Identify, provide for, and regulate appropriate recreational uses of the lakeshore in a manner consistent with the protection of the scenic, natural, and historic resources and existing private rights, and provide access and facilities within the lakeshore to permit and manage such uses.

Coordinate planning and development of the lakeshore with other affected governmental, political, and private entities and the surrounding communities in such a fashion that the provision of necessary visitor services not required within park boundaries may be identified and provided for in the surrounding region.

Interpret the natural, cultural, and historical significance of the lakeshore as an interrelated, dynamic, evolving environment.

Portray the drama of the forces, social as well as natural, that have produced the distinctive features of the lakeshore and help visitors understand and appreciate those processes and features.

Provide interpretation for various depths of interests, including general concepts, in—depth interpretation, and environmental education, particularly in regard to the diverse visitation—a large number of repeat local and regional visitors and an increasing number of national visitors.

Explore and interpret the park's function as a natural area within a heavily industrialized and urbanized region, with increasing urban visitation.

Assist park visitors to the lakeshore and surrounding region by providing adequate information and orientation on visitor uses and services; provide basic visitor services required to encourage year—round use; insure the safety of visitors and residents; provide fire protection; and protect the rights of homeowners.

Plan, develop, and interpret the lakeshore to promote maximum energy efficiency, including mass transit and alternative transportation for park visitation.

Serve the recreational and informational needs of special populations found in the lakeshore's visitation area, including programs for the economically, disadvantaged, physically and developmentally handicapped, non—English speaking, and youth and senior citizen groups. [29]

Implementation of the General Management Plan will take place in four phases and will be subject to Congressional appropriations. Management actions and objectives will be accomplished in ways which minimize conflicts between visitors and reservations—of—use holders. The following is a list of phased development actions arranged in priority order.

Phase one began immediately following GMP approval and includes development of information services and alternative means of transportation for access to and circulation

within the national lakeshore. The list of phase one provisions is as follows:

1. Conduct marina feasibility study.

2. Acquire land for West Unit entrance.

3. Construct access road to West Beach and shuttle access road from environmental education/inter pretation center to Miller Woods trailhead.

4. Acquire and develop lands for east end transit terminal/information center; initially provide 300 parking spaces.

5. Construct west end environmental education center; provide 50 parking spaces.

6. Construct west end transit terminal/information center; initially provide 300 parking spaces.

7. Initiate development of west and east South Shore Railroad transit stops.

8. Initiate shuttle service from west and east transit terminal/information centers.

9. Implement Bailly environmental education camp program.

10. Complete Bailly administrative area development (includes maintenance facilities, YACC facilities, and utilities for administrative area and Bailly Unit). [30]

Phase two will take place on Service—controlled lands that either are presently accessible or will have been made accessible through phase one actions. Phase two will primarily provide development to support expanding programs and activities. The list of phase two provisions is as follows:

1. Develop Miller Woods kiosk, trail system and trailhead.

2. Stabilize historic resources to prevent further deterioration.

3. Improve roads in the Bailly Unit.

4. Develop State Park Road beach access.

5. Develop Central Avenue beach access.

6. Improve East Unit roads.

7. Develop Inland Marsh trailhead and trails.

8. Develop Chellberg farm interpretive facilities.

9. Develop Pinhook Bog trails and interpretive station.

10. Develop Calumet canoe livery and hostel.

11. Develop Mount Baldy dune access and kiosk.

12. Develop Furnessville Road trailhead and warming hut.

13. Develop Cowles Bog interpretive station and trails.

14. Develop North Miller Woods kiosk.

15. Develop one Edgewater hostel.

16. Develop Miller Woods lagoon warming hut. [31]

Phase three will augment interpretive programs, provide additional hostel facilities, make more inland areas accessible, and continue cultural resource development in the Bailly Unit. The list of phase three provisions is as follows:

1. Develop Waverly Road beach and boat launch.

2. Refurbish Tremont visitor center.

3. Provide Tremont family hostels.

4. Adapt Bailly homestead for interpretive use.

5. Expand and improve Bailly Unit trails.

6. Provide Bailly Unit family hostel.

7. Improve Tremont Unit roads.

8. Develop second Edgewater hostel.

9. Expand east and west transit terminal/information center parking (300 spaces each).

10. Expand parkwide shuttle system.

11. Develop trail links with Little Calumet River Regional Park.

12. Relocate Florida Tropical House and adapt for hostel. [32]

Phase four will necessitate the completion of land acquisition and the phasing—out of reservations—of—use prior to implementation. It will complete the shuttle system, hostel system, entrance developments, and provide for the West Unit marina. The list of phase four provisions is as follows:

1. Improve shuttle route and extend to serve new developments and Indiana Dunes State Park.

2. Provide new signs at Dune Acres South Shore Railroad stop.

3. Complete parking (200 spaces) at east and west end transit terminal/information centers.

4. Complete House of Tomorrow restoration.

5. Develop Broadway Avenue beach access.

6. Develop Lakeshore County Road beach access.

7. Develop Mount Baldy beach access.

8. Complete road improvements.

9. Complete Heron Rookery improvements.

10. Complete East Unit hostel system.

11. Complete East Unit trail development.

12. Remove up to 500 West Beach parking spaces.

13. Complete implementation of parkwide shuttle system. [33]

The GMP, citing additional costs for archeological survey work, estimated the total national lakeshore development costs in net 1979 dollars at $30,179,000. Personnel requirements for the GMP implementation are as follows:

Division	Permanent	Temporary
Administration	11	3.7
Management	5	4.8
Natural Science	9	5.0
Interpretation	20	39.0
Resource Management and Visitor Protection	18	56.5
Maintenance	44	54.8
Shuttle_Bus Operation	10	30.0
TOTALS	117	193.8 [34]

Congress received the approved General Management Plan before the extended March 15 deadline with a Finding of No Significant Impact (FONSI) made by the Midwest Regional Office. Almost immediately, the lakeshore began to prepare its requisite forms (10—238s) to initiate funding from Congress. Indiana Dunes' priorities were entered into Regionwide and Servicewide priority lists. However, as had already become commonplace, the national lakeshore clearly did not fit into any ordered project funding program. Local Congressmen were adept at inserting line—item funding for park developments into annual appropriations bills. [35]

PART II

CHAPTER TEN:
THE GREAT TURNING POINT, 1980 (continued)

The Dunes Expansion Act of 1980

A deal in which U.S. Steel Corporation would donate most, but not all, of its lands included within the authorized lakeshore boundaries came to fruition in 1980. The proposed donation of 212 acres became controversial, however, when many feared the donation might result in de facto modification of the 1976 authorized boundary, i.e., that the remainder would not be acquired. Before he would sanction the donation, Congressman Phillip Burton, Chairman of the Subcommittee on National Parks and Insular Affairs, demanded and received personal assurances from Director William Whalen. Burton asked that the Park Service continue to seek the remaining acres of U.S. Steel land. As for fencing to separate the two areas, Burton requested the fence construction and location not impair the area's environmental integrity. [36]

The donation of U.S. Steel land, adjacent to its Gary works in the Miller Woods area, did not include four tracts totaling ninety—three acres, forty—four of which were on the priority acquisition list. Three areas used for solid waste disposal were restricted under the 1976 act which stipulated the Secretary could not acquire them until he received assurances the land would be reclaimed at no expense to the government. For this remaining acreage, the company promised to protect the land and cease disposing of solid waste there. In a ceremony at Gary on May 28, 1980, U.S. Steel donated 212 acres to the Indiana Dunes National Lakeshore. Midwest Regional Director Jimmie Dunning accepted the deed on behalf of the National Park Service. [37]

Another land exchange occurred at Hoosier Prairie where the Park Service owned thirty—one acres and the State of Indiana held 305 acres. Because Indiana operated the National Natural Landmark as a State Nature Preserve, the state wanted to acquire the Service—owned area to continue its operations. In early 1980, Superintendent Whitehouse met with officials of the Indiana Department of Natural Resources and Department of Corrections to negotiate a land exchange. William Lieber, Chairman of the Indiana Dunes Advisory Commission, was instrumental in arranging the meeting. The proposal on the table involved the Department of Corrections transferring sixty-nine acres at Blue Heron Rookery to the Department of Natural Resources which in turn would then exchange the tract for the Service—owned land at Hoosier Prairie. The transaction would grant the Park Service complete control and protection of the Blue Heron Rookery while the state could utilize the Service—owned land to develop minimal visitor facilities at Hoosier Prairie. In no way did the agreement preclude the Service from seeking Indiana's donation of Hoosier Prairie and other state—owned tracts within the national lakeshore. [38

A new land acquisition policy in 1980 necessitated that each unit of the National Park System compile a Land Acquisition Plan. At Indiana Dunes, the Advisory Commission provided

input and held public meetings to arrive at a draft plan. The plan provided five categories for acquisition. The highest priority encompassed land near Lake Michigan which could be used for recreational purposes while the lowest priority involved vacant lots not targeted for development. By June, the park's Land Acquisition Plan received official approval. [39]

By the fall of 1980 the Indiana Dunes Land Acquisition Office also assumed responsibility for completing the land acquisition program at Sleeping Bear Dunes National Lakeshore because of the closure of the lands office in Frankfort, Michigan. [40]

While the Park Service had the right to acquire 20.18 acres of beach from Ogden Dunes because the land transferred to public ownership after passage of the 1966 act, Congress directed the Service to acquire the Ogden Dunes beach only after all other beachfront property had been purchased. On August 27, 1979, the lakeshore made provisions for public access to the Ogden Dunes beach by negotiating a Memorandum of Agreement with the town. The agreement did not preclude the future need for fee acquisition of the beach. The Indiana Dunes National Lakeshore Advisory Commission concurred with this arrangement the following year. [41]

As previously discussed, the movement to expand the lakeshore boundaries intensified following the 1976 expansion act. It reached a peak in 1980, an election year. Senate and House versions differed considerably and much controversy surrounded the Beverly Shores Island, U.S. 12 parkway, and the NIPSCO greenbelt issues, none of which made it into the final bill. In early September 1980, Indiana Senators Birch Bayh, a Democrat, and Richard Lugar, a Republican, worked together to eliminate the controversial tracts. The Senate version provided for 1,014 acres—420 less than the House bill. Save the Dunes Council Executive Director Charlotte Read attributed the "gutting" of the House expansion bill to the influence of National Inholder Association founder Charles Cushman with conservative members of the Senate Interior Committee. Even the 182—acre golf course tract, proposed for use as a campground, was reduced to 150 acres.

According to one Senate aide, "The feeling is that we should get the best bill we can through. Everybody's sick of dealing with it." [42] The statement proved to be right on target as House—Senate conferees eliminated other controversial features, including the greenbelt and Beverly Shores Island, along with the portion encompassing U.S. 12—further delaying planning for the proposed parkway. In the waning days of his term in office, President Jimmy Carter signed Public Law 96-612 on December 28, 1980. Only 488 acres were added to the lakeshore. The 1980 act effectively ended the debate over renaming* the lakeshore by dedicating it as well as a proposed environmental education center to the late Senator Douglas, a compromise first proposed by the national lakeshore staff and concurred in by the Advisory Commission. The bill also modified homeowner provisions and authorized a new transportation study. [43]

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*While it felt the move was appropriate, the Save the Dunes Council ultimately lined up with the Indiana Congressional Delegation in opposing the name change. Although its position disappointed Congressman Sidney Yates and the Douglas family, the Council recognized the political impossibility of the measure to rename an Indiana park for an Illinois senator. See Charlotte Read interview, 22 September 1987.

Additions to Indiana Dunes National Lakeshore under the 1980 act included significant tracts in Beverly Shores, Gary, and parcels for proposed developments in the East and West Units. In Beverly Shores, the golf course tract was identified for a future campground. In Gary, the

lakeshore stretched westward towards downtown and incorporated significant wetlands and other undeveloped natural areas. Congress endorsed the Park Service's recommendations in the 1980 GMP by authorizing for inclusion land for the East Unit Transit Center and the West Unit access road. [44]

With the General Management Plan in place and the process of "rounding out" the boundaries a recognized concern, the Indiana Dunes National Lakeshore reached a milestone in its history. The lakeshore was on a solid footing with its future plan of development clearly defined.

PART II

CHAPTER TEN:
ENDNOTES

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12. Dale B. Engquist, Superintendent, Indiana Dunes National Lakeshore, interview, 16

September 1987, at Midwest Regional Office, Omaha, Nebraska, transcript.

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17. GMP, 1980, pp. 1—2.

18. Ibid., pp. 4, 26, 28.

19. Ibid., p. 45.

20. Ibid., pp. 9—10.

21. Ibid., p. 11.

22. Ibid., pp. 12—14.

23. Ibid., p. 17.

24. Ibid., pp. 17—20.

25. Ibid., pp. 21—3.

26. Ibid., pp. 24—6.

27. Ibid., p. 25.

28. Ibid., pp. 28—35.

29. Ibid., Appendix A, pp. 47—8.

30. Ibid., pp. 38-9.

31. Ibid., pp. 39-40.

32. Ibid., pp. 40—1.

33. Ibid., p. 41.

34. Ibid., pp. 41—2.

35. Meeting of 21 March 1980, Indiana Dunes National Lakeshore Advisory Commission Minutes, 1979—1982.

36. Representative Phillip Burton to Director Bill Whalen, letter, 21 February 1980, and

Whalen to Burton, letter, 5 March 1980, file—A3815 Congressional Inquiries and Correspondence F.Y. 80—81.

37. Meeting of 21 March 1980, Indiana Dunes National Lakeshore Advisory Commission Minutes, 1979—1982; Superintendent Whitehouse to Director Russell Dickenson, 8 September 1980, file—A5639 Indiana Dunes Briefing Statements 1973—1980; and Superintendent's Report for Calendar Year 1980.

38. Ibid., and Meeting of 20 June 1980, Indiana Dunes National Lakeshore Advisory Commission Minutes, 1979—1982.

39. Meeting of 21 March 1980, Indiana Dunes National Lakeshore Advisory Commission Minutes, 1979—1982; and Superintendent's Report for Calendar Year 1980.

40. Ibid., Meeting of 13 September 1980.

41. Ibid., Meeting of 21 March 1980; and Superintendent Engquist to Regional Director Castleberry, 3 March 1988, review comments on administrative history, H1417, Cultural Resources Management files, Midwest Regional Office.

42. Charlie Green, "Bayh, Lugar Near Accord on Lakeshore Bill," Gary Post—Tribune (3 September 1980), file—A5639 Indiana Dunes Briefing Statements, 1973-1980; and Charlotte Read, Executive Director, Save the Dunes Council, interview, 22 September 1987, at Superintendent's Office, Bailly Administrative Area, Indiana Dunes National Lakeshore, Porter, Indiana, transcript.

43. Superintendent's Report for Calendar Year 1980; James R. Whitehouse, former Superintendent, Indiana Dunes National Lakeshore, interview, 12 March 1987, Orlando, Florida, transcript; and John Schnurlein, former member and chairman of the Indiana Dunes National Lakeshore Advisory Commission, interview, 23 September 1987, at Superintendent's Office, Bailly Administrative Area, Indiana Dunes National Lakeshore, Porter, Indiana, transcript.

44. Superintendent Engquist to Regional Director Castleberry, 3 March 1988, review comments on administrative history, H1417, Cultural Resources Management files, Midwest Regional Office.

PART II

CHAPTER ELEVEN:
REAGANOMICS OR RETRENCHMENT?

> Pleased be assured that, reports to the contrary notwithstanding, the Department of the Interior has no plans to deauthorize Indiana Dunes National Lakeshore, or otherwise eliminate it from the National Park System.
>
> June 8, 1981, letter from Secretary of the Interior James Watt to Senator Charles H. Percy (Republican—Illinois). [1]

Operations, 1981—1983

1981

Recreational visits registered a slight decrease in 1981, the first such drop in Indiana Dunes National Lakeshore's ten—year operational history. Although interpretive and environmental education visitation continued to rise, recreational visitation fell 16.3 percent to stand at an overall annual total of 1,023,436. Justification for the depressed figures rested heavily on the record—setting rainfall which fell during the summer months thereby discouraging beach use. The summer deluges caused water quality problems as the overabundance of rainwater runoff and inadequate municipal sewage treatment facilities combined to force the periodic closing of beaches.

New exhibits were designed by the Harpers Ferry Center and installed at the Bailly and Chellberg visitor center. Rehabilitation activities continued on several of the Chellberg Farm structures. Complying with the 1980 act to commemorate former Senator Paul H. Douglas, a wayside exhibit at West Beach and a new brochure were designed in 1981.

The lakeshore's resource management component underwent reorganization as a Resource Management Specialist was added to the Resource Management and Visitor Protection Division thereby assuming some of the responsibilities formerly performed by the Science Office. During the year, the park completed the first draft of its Resources Management Plan.

The lakeshore limited boat access in West Beach in an effort to further protect visitors by buoying the shoreline westward to the boundary at County Line Road. Under the Code of Federal Regulations 36 Part 3, no craft can operate within 500 feet of any designated swimming areas. New West Beach facilities opened during the year including the visitor contact station, the entrance/fee collection kiosk, and the maintenance facility.

In Interpretation, more than 60,000 visitors attended nearly 2,000 environmental education programs. Because of a lack of staff, however, nearly 12,000 persons could not be accommodated. Twenty—one thousand people attended the Fifth Annual Duneland Folk

Festival and six thousand others participated in division—sponsored hikes, walks, and talks. The Volunteers In Parks (VIPs) program continued to flourish with four thousand hours donated.

The Maintenance Division remained responsive to the park's daily needs with seven permanent staff members and an overall Full—Time Equivalency (FTE) ceiling of 35.8. Under special authority from Congress, the second major road rehabilitation contract resulted in completion of work on East State Park Road (or Kemil Road), Howe Road, and Waverly Road. Fiscal Year 1981 signalled the "beginning of the end" for the YACC program. Because of budget reductions, the phase—out of YACC at Indiana Dunes saw the elimination of the camp administrative officer and one crew leader, the halting of recruitment activities at mid —year, and the return of all GSA vehicles.

Beach nourishment activities by the Corps of Engineers ended a five—year, $1.5 million erosion control program. In December 1981 alone, workers deposited 80,000 cubic yards of sand at Mount Baldy.

In October, separate fires destroyed five homes. The suspicious evening blazes were investigated by lakeshore rangers as well as officers of the Bureau of Alcohol, Tobacco, and Firearms. When the inquiry yielded a determination of arson, the Federal Bureau of Investigation (FBI) was alerted. The National Park Service posted a reward of $1,000 for information leading to the arrest and conviction of the culprit(s). [2] No one was arrested, but the increased law enforcement activity curtailed the problem.

1982

One of the most significant events of the year involved a change of leadership in the office of the Superintendent. After thirty years in the National Park Service and twelve years at Indiana Dunes, Superintendent James R. Whitehouse retired. His retirement became effective in December, although his last day was October 31. Whitehouse's apparent successor was Assistant Superintendent Dale Engquist. Engquist's familiarity with park operations thereby assured a smooth transition in park management. (See following section, "1983.")

Visitation rebounded in 1982 after the previous year's slight drop to register a 4.22 percent increase. Interpretation and environmental education programs suffered a twenty percent cut because of hiring ceiling restrictions and the resulting decrease in seasonal staff. Program attendance registered a mere decline of 500 people.

As in other Midwest Region areas, computer technology first came to Indiana Dunes during the year. Introduction of computers, especially in the area of word processing, greatly facilitated park operations. Many mistakes were made in the early stages as no specialists were on staff to coordinate the new technology. Within a very short time, however, computer usage permeated nearly every division.

Initiated in 1981, the Resource Management and Visitor Protection (RM and VP) Division underwent reorganization in 1982. The two subunits of Visitor Protection and Resource Management were formed. New resource management positions were added and positions and functions of science more directly related to monitoring and implementation were transferred from Science to Resource Management (e.g., fire management and air and water quality monitoring). The Science Office remained as a separate division. The administrative shift improved the park's ability to identify and react to natural and cultural resource threats. Superintendent Whitehouse envisioned that the reorganization would facilitate implementation of recommended actions in the Resources Management Plan as well as help face the multiple environmental problems identified in the park's numerous scientific studies.

A Resource Management monitoring project came to a successful conclusion in 1982 with NIPSCO fulfilling all requirements of the February 1978 agreement with the Department of the Interior. The NIPSCO fly ash ponds were effectively sealed and the danger of seepage onto lakeshore lands abated.

In May, Denver Service Center-led planning activities for developments under phase one of the General Management Plan began, including the East and West Unit Transit Centers, West Unit Access Road, Paul H. Douglas Environmental Education Center, Gary/Marquette Park Marina, and the Transportation Plan. Planning also began for exhibits for the West Beach visitor contact facility. The Gary marina feasibility/suitability study served as the basis for a November 22 meeting between Midwest Regional Director Jimmie Dunning and Mayor Richard Hatcher of Gary. The study recommended any of three proposed locations for the facility. The men agreed to proceed with the environmental impact statement (EIS).

Both a feasibility study and an EIS were prepared by the U.S. Army Corps of Engineers in regard to Indiana's shoreline erosion problems. The Corps recommended continued beach nourishment to offset the erosion in the national lakeshore's East Unit caused by Michigan City's harbor facilities.

Major road rehabilitation projects again were Congressionally authorized at Indiana Dunes. The lakeshore received permission to use road rehabilitation funds from its Operation of the National Park System (ONPS) base for road maintenance activities regardless of road ownership.

Phase—out of the YACC program occurred during the year to mark the end of YACC at Indiana Dunes. All enrollees were terminated on March 31 and the last YACC camp staff member departed on April 30. The benefits of utilizing a non—Park Service, low—cost labor force did not cease as a three—month Youth Conservation Corps (YCC) program began on June 14. Former YACC Camp Director Jon Evans was reappointed to serve as YCC director. The non—residential YCC program employed forty—four people, more than half of whom lived in Gary or Michigan City.

The young workers, augmented with Comprehensive Employment and Training Act (CETA) workers, were distributed throughout the lakeshore's divisions to assist in daily operations. In Maintenance, the workers joined division employees at Mount Baldy for dune restoration activities and construction of a trail and small picnic area. Other maintenance activities included installation of Blue Heron Rookery boundary markers and a trail along the Little Calumet River complete with interpretive signs and fishing access points.

In April 1982, the Land Acquisition Office moved from Marquette Mall in Michigan City to the Bailly Administrative Area. The office occupied the north end of a building which formerly served as YACC camp headquarters.

Parking lot fee collection at West Beach increased from one to two dollars during the peak Memorial Day to Labor Day season.

Superintendent Whitehouse became the Midwest Region's coordinator for the State of Indiana in early 1982. The responsibilities of State Coordinator included consulting with other Park Service superintendents in Indiana (George Rogers Clark National Historical Park and Lincoln Boyhood National Memorial) and keeping the Midwest Regional Office informed of pertinent developments which might affect Service programs and operations in Indiana.

In legislative developments, the proposed land exchange between the National Park Service and the State of Indiana succeeded with President Ronald Reagan signing the measure into law on October 20. Congressional action was necessary because the lands to be exchanged

were not of equal value. The legislation permitted the Service to execute an agreement with the Indiana Department of Natural Resources for each agency to control lands within the Blue Heron Rookery and Hoosier Prairie respectively.

Some disappointing actions regarding the park's popular bimonthly publication, Singing Sands Almanac, took place in 1982. As late as the fall of 1981, the Superintendent of Documents at the U.S. Government Printing Office began purchasing 1,468 copies of each issue to distribute to Federal Publications Depositories throughout the country. On May 20, 1982, however, government—financed publication of the Singing Sands Almanac terminated under a circular from the Office of Management and Budget (OMB). The order resulted in the halting of distribution plans for the May—June 1982 edition. Superintendent Whitehouse explained to the press that termination of government publication of the Almanac came about from a moratorium on the printing of government periodicals. Whitehouse revealed the lakeshore was exploring alternatives to permit publishing through private funding sources, in which case the former mailing list entries (11,000) would be offered an opportunity to resubscribe. In the meantime, Whitehouse announced the Almanac would be replaced by a free schedule of activities available for distribution to park visitors upon request. Concerned about the Almanac's demise, the Indiana Dunes Advisory Commission recommended that Secretary James Watt request an exemption from OMB. Watt declined, but added his support for obtaining private funding to publish Singing Sands Almanac.

A revised Statement for Management reflecting the 1980 GMP was approved on October 6. Interpretive prospectuses for the Bailly and Chellberg Farm areas were approved two months later.

The local political environment shifted during the year upon the Congressional redistricting of Indiana. The national lakeshore, once included in three different districts, now found itself within the new First Congressional District. Because of the redistricting, Rep. Floyd Fithian lost his seat. To compound the turmoil, on September 4, First District Congressman Adam Benjamin, Jr. died. Benjamin's replacement, Mrs. Katie Hall, was elected to fill the First District seat in the November election. In appreciation of Benjamin's great friendship toward the lakeshore, the Indiana Dunes Advisory Commission joined other local groups in urging that the proposed Gary marina be named after the late Congressman. [3]

1983

Visitation continued to climb, hitting a record annual high of 1,510,630—a 41.6 percent increase over 1982 levels. With extreme heat experienced during the summer, people went to the beaches in droves causing the closing of the national lakeshore's four beach parking lots 148 times for a total of 538 hours.

Backed by the enthusiastic support of a united Indiana Congressional Delegation, the National Park Service approved the elevation of Assistant Superintendent Dale B. Engquist to fill the Superintendent's position. [4] Even though it conflicted with policy, J. R. Whitehouse enthusiastically advocated Dale Engquist's selection. The Advisory Commission initiated an intensive letter—writing campaign to get Engquist into the position. Not until a letter endorsing Engquist was signed by all twelve Indiana Representatives, two Senators, and Governor did the Service relent and change its mind—but not before a fast phone call from the Department to HOPE (Homeowners Opposed to Park Expansion)/Indiana Dunes Nature Conservancy was made to gain that organization's approval. As a result, Engquist had to meet with HOPE representatives before they reported they did not oppose his becoming superintendent. Engquist's unorthodox succession to the superintendency was yet another reminder of the lakeshore's close link to the political pulse. [5]

Six rangers in the West Beach Unit received the Department of the Interior Unit Award for Excellence from Secretary James Watt. Recognized for their efforts to reverse adverse usage at West Beach in favor of a family—oriented environment were Dave Montalbano, John Cannon, Sue Kylander, Phillip Lawson, Paul Crawford, and Fred Grish.

The Interpretation Division became more efficient in November 1983 with an internal reorganization. The separate Visitor Services (Public Activities) and Environmental Education subdivisions were merged to form the Visitor Services Subdivision which handled all programs and attended station operations. Festivals and interpretive planning were managed by the Interpretive Planning and Support Subdivision. The changes reduced lead positions from four to two, elevated productivity, and improved the lakeshore's planning capabilities.

Denver Service Center planners completed preliminary planning documents for the Douglas Environmental Education Center and construction funds were appropriated for the Service's Fiscal Year 1984 budget.

When President Reagan signed the Emergency Jobs Act of 1983 (P.L. 98—8) on March 24, the Park Service received $25 million, $211,000 of which went to Indiana Dunes National Lakeshore. The emergency employment funding permitted the lakeshore to hire thirty—one people to engage in a number of maintenance and construction projects listed as follows:

1. Completed installation of the fire and security alarm systems at Bailly Homestead, Chellberg Farm, Rostone House, and 3,300—unit park museum collection at the temporary environmental education center. ($28,000 value.)

2. Conducted parkwide site restoration and cleanup activities, including dump sites in the Miller Woods area. Installed and repaired cables and other barricades to prevent use by off—road vehicles and illegal dumping. A total of 1,380 yards of debris were removed. ($76,100 value.)

3. Rehabilitated and improved safety on horse and ski trails, including trail stabilization, repair of bridge and drainage systems, and installation of boardwalks and signs. ($50,100 value.)

4. Rehabilitated and improved safety on the Little Calumet Trail, including a half —mile route revision, resurfacing, and boardwalk repairs. ($10,000 value.)

5. Rehabilitated and improved safety on the West Beach Trail, including adding woodchips and construction and repair of steps and boardwalks. ($27,400 value.)

6. Completed improvements at the West Beach Picnic Area, including installation of a fire hydrant, eight wooden picnic shelters, and a wood—frame railroad stop station. ($5,000 value.)

7. Replaced six water system shut—off valves in the Bailly Administrative Area. ($12,000 value.)

8. Installed safety handrailing at visitor center. ($3,000 value.)

YCC enrollees also continued to be intermixed in park operations with thirty—five in Maintenance, twelve in Resource Management and Visitor Protection, three in Science, one in Interpretation, and one in Administration. In addition to providing assistance in park maintenance programs and scientific monitoring projects, the YCC workers assisted with the self—guided Dune Succession Trail at West Beach, completed work on the Mount Baldy

Trail, and helped with boundary survey and posting activities.

Once again the lakeshore received ONPS base funding for rehabilitating non—Federal roads within its boundaries. Additional parking areas were added at Inland Marsh, Pinhook Bog, and the Blue Heron Rookery. Service maintenance workers also realigned the West Beach visitor contact station and entrance road.

Volunteers In Parks (VIPs) donated more than 8,400 work hours to save the park an estimated $57,200. The 135 VIPs, combined with various local community groups, helped to augment the Park Service workforce.

Manpower worries became more common as work year personnel ceilings continued to drop. In Fiscal Year 1981, the lakeshore's ceiling stood at 110, but dropped to 101 in 1982, and then to 100.4 in 1983. In 1983, lifeguard services were provided for the first time by contract at the Kemil Road and Central Avenue beaches. Faced with contracting out all lifeguard services, park management studied the possibility late in the year of contracting out custodial services as well. The move came as a result of the Office of Management and Budget's Circular A—76 which evaluated Federal performance of activities which might be better handled by private commercial interests. The Maintenance Division began an evaluation of all of its in—house operations with an eye toward identifying all potential commercial activities including motor vehicle maintenance, snow removal, and roads, trails, and buildings maintenance. Superintendent Engquist noted, "It is anticipated that OMB Circular A—76 policy potentially will have a tremendous affect on Maintenance Division operations and personnel in F.Y. 1984 and subsequent years." [6]

Several studies were either underway or completed during the year. First, the Transportation Study, authorized by the 1980 bill, was completed in September and forwarded to Congress. The study recommended acquisition and restoration of ten historic South Shore Railroad cars. The Service's Fiscal Year 1984 budget included a $200,000 appropriation for acquisition, storage, and restoration of the vintage railcars, and $75,000 in planning funds for new South Shore Railroad stops in the lakeshore. The study also called for the redesignation of U.S. Highway 12 from Pines east to within 500 feet of the U.S. Steel Plant's east gate as a scenic road. The report advised that the speed limit be reduced from fifty—five to forty—five miles per hour and trucks be prohibited. Second, Denver Service Center began advanced planning for a campground study with a $200,000 Fiscal Year 1984 appropriation. The proposed facility was targeted for the former Beverly Shores golf course area. Third, administrative staff spent considerable time compiling a Land Protection Plan according to new Departmental guidelines. The report enumerated the lakeshore's land acquisition priorities and served as a guideline for the Land Acquisition Office.

A sizeable sewer connection project commenced later in the year with a $419,000 appropriation. The project involved connecting the lakeshore's Bailly Unit facilities to the city of Porter's sewer system. In addition, a separate $130,000 appropriation provided for a sewer extension to serve the GMP—mandated Goodfellow Environmental Education Camp.

The Science Office worked closely with the U.S. Geological Survey to gather data on the effects of dredging. When a local community proposed large scale dredging of Brown Ditch to alleviate homeowners' complaints of basement flooding, scientists proved that dredging within the national lakeshore would not produce the desired result of lowering the water table. Their efforts succeeded in halting the Brown Ditch dredging proposal within the lakeshore and thereby the potential adverse effects on the lakeshore ecosystem.

Preparation of the park's "Gifts Catalog" by Chief Interpreter Larry Waldron and his staff provided an ideal opportunity for the national lakeshore's supporters to donate money, items,

and services. The catalog, entitled "Your Gift of Forever," focused on needs of the environmental education, science, resource preservation, and interpretive programs, and was published by Inland Steel the following year. Unlike other park gifts catalogs, the national lakeshore chose not to list mundane items (hammers, tires, shovels, etc.) because it recognized that in a depressed economy with many steelworkers unemployed, there would be few people willing to donate their own limited resources to the Federal Government. Instead, the catalog enumerated the lakeshore's programmatic needs and could be used in making contact with business corporations. Concurrent with this event was the formulation of the "Friends of the Indiana Dunes National Lakeshore" which provided financial and personnel support. Granted non—profit corporation status, the "Friends" were primarily charged with putting the various festivals on a self—sustaining basis. The Friends grew out of the large cadre of loyal volunteers who were involved in the interpretive programs at the Bailly Homestead and Chellberg Farm. The volunteers recognized that the lakeshore required assistance to maintain programs during an era of budget restrictions. [7]

PART II

CHAPTER ELEVEN:
REAGANOMICS OR RETRENCHMENT? (continued)

Preservation of South Shore Railroad History

The Chicago, South Bend, and South Shore Railroad, commonly referred to as the "South Shore Railroad," has enjoyed a close relationship to Indiana Dunes National Lakeshore. Both entities have engaged in cooperative efforts to promote the other. The South Shore Railroad has an integral role in the park's 1980 General Management Plan. Indeed, the railroad has played a significant part in the history of the Indiana Dunes. During the early 20th century before good roads like U.S. 12 and 20 were built, the primary means of reaching the dunes was via the South Shore Railroad. In late 1987, lakeshore Historian Dori Partsch initiated the process of nominating the South Shore Railroad Station at Beverly Shores to the National Register of Historic Places. The structure is planned to be a key to future developments regarding the nearby lakeshore campground.

As horse—powered vehicles gave way to machines at the turn of the century, streetcar lines powered by electricity were constructed to transport citizens within municipal boundaries. Entrepeneurs and local governments, recognizing the economic rewards of linking cities together, were responsible for the birth of the "interurban railroad." In its path from South Bend to Chicago, the South Shore Railroad makes several stops in the dunes region. Local residents commute safely and quickly to jobs in the city while urban dwellers enjoy equal access to the beauty and solitude of the Indiana Dunes.

In the 1920s, Samuel Insull, owner of the South Shore; North Shore; and Chicago, Aurora & Elgin interurban railroads purchased luxurious steel cars and installed catenary overhead wire and pantagraphs for higher speed—in lieu of single wire and trolley poles—for the South Shore Railroad. Thus, Indiana was at the core of the U.S. interurban system in terms of trackage, frequent operation, and importance to the regional transportation infrastructure. Better roads and cars plus the Depression spelled the doom of most interurban systems, but several passenger lines did survive. When the North Shore Railroad folded in 1963, the South Shore Railroad remained as the last interurban line. Its well designed and constructed steel cars remained in continuous service for an amazing fifty—seven years.

Although the cars come in all sizes and exhibit various interior configurations, the most historically significant are the "short cars" which were never modernized or lengthened. Car No. 33 is the best example of a short car and its 1929 pristine appearance included mahogany woodwork, plush bucket seats, and polished bronze dome light fixtures. The two remaining restored cars represent different stages of the railroad's development and modernization.

Park support groups have lobbied for the necessary funding to accomplish the restoration activity. They propose additional appropriations to rebuild the external operating systems in order to use restored Car No. 33 for demonstrations. When the intra—park shuttle system is developed, these park boosters envision the need for additional restored South Shore Railroad

cars.

Because the national lakeshore's 1966 enabling legislation calls for the preservation of the area's historic resources, the lakeshore's fleet of donated South Shore Railroad cars qualify just as the significant cultural resources of Bailly Homestead do. In an era so closely tied to the personal automobile and jet airline travel, the preservation of an important early mass transit system which remains in operation is considered a primary task for Federal park managers. [8]

Secretary Watt's "Hit List"

With the installation of the new Republican leaders of President Ronald Wilson Reagan's administration in January 1981, the national agenda shifted to a more conservative outlook. More stringent fiscal policies were adopted—called "Reaganomics"—which discouraged the growth of government and promoted the free enterprise system. The appointment of James G. Watt to the post of Secretary of the Interior caused much concern among conservation circles as to how the new administration's policies would be implemented. In the area of parks, it was apparent that some urban recreation areas were not viewed as "legitimate objects of Federal ownership and responsibility." [9] Among James Watt's initial acts was to freeze land acquisition funding, halt the purchase of private inholdings in parks, and stress the development of natural resources over conservation.

Watt also appointed National Inholder Association (NIA) founder Charles Cushman to the National Park System Advisory Board. NIA lobbyist Ric Davidge became Assistant to the Assistant Secretary for Fish and Wildlife and Parks. Soon after the November 1980 Reagan victory, Davidge came to Indiana Dunes at the invitation of Beverly Shores—based HOPE (Homeowners Opposed to Park Expansion). Explaining he was a member of the Department of the Interior transition team, Davidge told Save the Dunes Council Executive Director Charlotte Read that Interior would be seriously examining the newer units in the National Park System to see if they merited being Federal areas. Read left the meeting with a nagging concern for what the new administration had planned for Indiana Dunes National Lakeshore. [10]

Apparently, park opponents had convinced the Reagan appointees to the Department of the Interior that the only person who wanted the park was Senator Paul Douglas. With Douglas' death, there would be little or no resistance to a deauthorization effort. [11] Consequently, during the first months of the Reagan term, a memorandum from Assistant Secretary for Fish and Wildlife and Parks Ray Arnett to the directors of the National Park Service and the soon—to—be abolished Heritage Conservation and Recreation Service asked the bureaus to research the "history of your agencies opposition to Congressional designation and creation of new areas within the National Park Service." The directive stated:

> Please review the files with respect to national recreation areas, lakeshores, and seashores. Of principal interest are those areas created over the last 10 years by Congress over the objection of the agency. Please compile this by area. [For example, compile] specific statements in testimony by the agencies raising objections to the creation of the area; documents (studies) internally that address the problem.
>
> In addition to the specific documents on specific areas, please research the files to identify general materials expressing concern with the expansion of the system in previous Administrations. [Also research] documents expressing concern with the designation of NRA's absent any organic act respective of that classification. I would appreciate a prioritization of research. First focus on Santa Monica

> Mountains NRA, secondly on Cuyahoga Valley NRA, then Fire Island NS, Indiana Dunes NL, Sleeping Bear Dunes NL, etc.
>
> Please provide this material as soon as possible as it will provide a basis for assessing historic objections to the creation of areas now within the federal estate. [12]

Leaked to the National Parks and Conservation Association, Arnett's directive soon found its way to the news media which charged the administration with targeting units of the National Park System for deauthorization. [13] Charlotte Read, girding the Save the Dunes Council for the fight, later remarked, "We made sure that the idea got bashed in every major newspaper that we could reach. The trial balloon got blown right out of the sky." [14] The predictable public outcry over the Watt "hit list" was angry and tumultuous. It included the Indiana political hierarchy, once adamant foes of the national lakeshore, now acting as its primary protector. In hurried testimony before the Senate Interior Appropriations Committee, National Park Service Director Russell E. Dickenson attempted to quell public concern. He explained:

> I am familiar with this memorandum and the reasons behind its preparation. It was written on the instruction of the Secretary who, as you know, is not seeking to deauthorize any units of the Park Service.
>
> The memorandum is an attempt to get information pertaining to the creation of national parks over the past decade when there were reasonable objections raised by park professionals to the suitability of certain lands for national designation.
>
> The Secretary is concerned that boundaries for some Federal areas may have been drawn in most peculiar ways which may favor special interest purposes rather than specific national purposes of park acquisition. He is curious to know why and has directed that an inquiry be made into factors leading to certain boundary, easement, and acquisition decisions. The Secretary has said repeatedly, and has authorized me to reiterate in this hearing:
>
> That there is no national park hit list.
>
> That there is no present plan to deauthorize or ask the Congress to revise the boundaries of any unit of the National Park System.
>
> That while the Secretary, from a philosophical point of view would not approve additional urban parks at this time, neither is he taking steps to deauthorize existing facilities. [15]

News of the so—called "hit list" and the fact that Indiana Dunes was one of the five targets did not shock the staff at Indiana Dunes National Lakeshore. As early as February 27, Assistant to the Assistant Secretary Ric Davidge met with Superintendent Whitehouse at Indiana Dunes upon the invitation of HOPE.* A former lobbyist for the National Inholder's Association, Davidge was intimately familiar with the local chapter's concerns and had lobbied for removing Indiana Dunes from the National Park System. As an Interior official, Davidge was particularly interested in the golf course tract authorized by the 1980 expansion bill. Davidge and HOPE members were concerned about limiting the lakeshore's acquisition of developed land and boundary determinations. [16]

> *An integral component of HOPE is the Lithuanian ethnic community of Beverly Shores. Forced to migrate from their strife—torn homeland during the upheavals of twentieth century Europe, displaced Lithuanians established a community in

Chicago. When their Chicago neighborhood began being pressured by an expanding black community, some Lithuanians resettled a second time in Beverly Shores, Indiana. Having lost their homes to political reasons before, it is understandable that many of the Lithuanians opposed the National Park Service's efforts to acquire their homes for Indiana Dunes National Lakeshore. See Whitehouse interview, 11 March 1987.

To assess the authenticity of the hit list, Superintendent Whitehouse consulted the Congressional delegation, including Senator Richard Lugar (Republican—Indiana). At a breakfast three days later in which both Lugar and Watt were present, Lugar sent a message to Watt inquiring about the controversy over Indiana Dunes. Watt's response was, "You're safe. Indiana Dunes will be untouched." Lugar subsequently sent a photocopy of the Watt note to Whitehouse who remained confident that a deauthorization measure—like a decade earlier—would never be endorsed by Congress. [17]

Local conservation groups such as the Save the Dunes Council mobilized their forces to heighten public awareness. The Council joined ranks with other groups to form the National Park Action Project to develop a national support network for the National Park System. [18] Council President Charlotte Read commented, "The scare provided the Save the Dunes Council with a valuable reminder that no park is ever really secure and that every park needs the continuing support of an informed and active citizenry to survive." [19]

With the deauthorization trial balloon thus successfully deflated, another blow came on May 20, 1981, when the Interior Department's Inspector General ordered all National Park Service land acquisition files sealed pending a full—scale audit. J. R. Whitehouse ensured early compliance with the directive on May 19 by ordering the removal of records from the Land Acquisition Office at the Marquette Mall to the property office at the Bailly Administrative Area. [20] Departmental inspectors poured laboriously over the records searching for any improprieties between certain landowners and Park Service land acquisition officers. Their report failed to identify any irregularities, although it stopped the land acquisition program for most of 1981 and put a definite "chill" on future prospects.

On April 4, 1982, Secretary James Watt* (along with two U.S. Park Police and four Lakeshore rangers for security reasons), [21] accompanied by Congressman John Hiler of Indiana's Third District, came to Indiana Dunes as a side trip while on a speaking engagement in Michigan City. It marked the first visit by a Secretary of the Interior since Rogers Morton dedicated the National Lakeshore in 1972. Secretary Watt held a press conference in the visitor center where he stated:

> It is phenomenal to stand in the beauty by the waters edge and see the dune grasses and trees and yet look both ways and see tremendous industrial development. We are ninety—five percent complete in our acquisition program. We are less than twenty percent complete with development. To make this pristine, beautiful area more accessible... the next monies need to go into building the facilities to make it more enjoyable for people and that should be our priority. [22]

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*James Watt held the Indiana Dunes Advisory Commission in limbo through most of 1981 by failing to reappoint the former members and certify new appointees in a timely manner. Whitehouse inquired to the Secretary's Office nearly every month only to receive the same reply: "It's up on Ric Davidge's desk." The first Commission meeting finally came in December 1981. See

Whitehouse interview, 12 March 1987.

Superintendent Whitehouse and Assistant Superintendent Engquist had served as the Secretary's tour guides. Engquist later recalled that on their way to the prearranged "photo opportunity" and informal press conference at West Beach, Watt paid almost no attention to the lakeshore's problems as related by its managers. Whitehouse and Engquist finally resigned themselves to polite, general conversation. However, immediately before emerging from the van, Watt interrupted the conversation to ask specific questions about his surroundings. Utilizing his naturalist's background, Engquist delivered a short natural history lesson. Watt proved to be a good student for in his remarks to reporters, he recited Engquist's speech as well as other tidbits of information he had gleaned from his two—day visit, thus seeming to be well—versed on Indiana Dunes National Lakeshore. [23]

Firmly stating his support for park development, Watt held separate meetings with the Save the Dunes Council and Homeowners Opposed to Park Expansion (HOPE). In the meeting with environmentalists, Watt adopted his standard practice of excluding salaried members. Whitehouse, Engquist, and other lakeshore officials were not invited to attend the HOPE meeting. The surprisingly tranquil meeting with the Council covered a wide range of topics, including the "hit list" from which Watt disassociated himself. [24]

One result of the Watt—HOPE meeting brought about yet another Departmental investigation at Indiana Dunes. HOPE, which changed its name to the Indiana Dunes Conservancy Foundation, complained that the National Lakeshore was using inflated visitation figures to elicit a more favorable stand in the park expansion issue and to receive increased appropriations. Secretary Watt instructed the Inspector General to investigate the allegations. While the meticulous probe resulted in the Servicewide reevaluation of the visitation accounting system, no substantive changes were made and no improprieties were uncovered in the visitation counts at Indiana Dunes. [25]

Conservationists also viewed Interior's new "land protection plans" as an attempt to curtail the expansion of parks by requiring justifications for each proposed parcel as well as the acquisition of inholdings. The plans presented alternatives to acquisition even in cases where Congress decreed the purchase of specific parcels. New policies restricted land acquisition to willing sellers only and exempted commercial and industrial property. While the administration proposed no land acquisition funds in either the Fiscal Year 1982 or 1983 budgets, Congress overruled it and appropriated funds nonetheless.

Congressional hearings held in 1983 revealed the extent of the Reagan—Watt policies on the National Park System. Among the superintendents to testify was Indiana Dunes' Dale Engquist in whose park 600 acres remained in private ownership. Testimony revealed that all land acquisition cases had to be cleared through the Department—and more specifically, Ric Davidge's office—with the result being that the program slowed down considerably. Condemnation could only take place if the land were threatened. [26] Representative John F. Seiberling (Democrat—Ohio), member of the Interior and Insular Affairs Committee, declared:

> The Interior Department has continued to delay spending funds to buy land within existing parks, despite the repeatedly expressed will of the Congress that the lands be acquired. This hurts private property owners who want and need to sell their lands; it also threatens the resources of the parks themselves which face damaging activities such as mining, timber—cutting, and housing construction if the lands are not purchased. [27]

Superintendent Engquist revealed the state of affairs at the national lakeshore. Engquist told Congress that $69,000 of the $1.5 million had been spent in the first half of Fiscal Year 1983. The park received clearances on seven of the nine cases it submitted to Washington. Engquist announced the lakeshore had dropped its seven—year effort to acquire NIPSCO's Crescent Dune, a thirty—seven acre tract bordering Mount Baldy and the NIPSCO power plant. Authorized for inclusion in 1976 with the stipulation that it be acquired in two years, condemnation proceedings were initiated within the deadline. However, the Justice Department adopted a literal interpretation and ruled that it was abandoning the suit because Crescent Dune had not been acquired by 1978. [28] Conservationists, however, refused to give up Crescent Dune. In mid—July 1983, the U.S. Army Special Forces Group (Airborne) and U.S. Coast Guard held a joint training exercise adjacent to the NIPSCO generating plant in Michigan City, including the Crescent Dune area. Commenting on the damage caused by the manuevers, Save the Dunes Council President Charlotte J. Read informed Dale Engquist that the Council would not back away from its commitment to add Crescent Dune to the national lakeshore. [29] The Council retains the tract on its Congressional wish list for future lakeshore expansion legislation.

The Watt era came to an end on November 8, 1983, with the resignation of the controversial Secretary of the Interior. The atmosphere of crisis dissipated over Indiana Dunes National Lakeshore as park proponents breathed a collective sigh of relief. Former Superintendent Whitehouse credited Director Russell Dickenson with the strong leadership required to help the National Park Service weather the storm. Whitehouse labeled the tumultuous period as a bureaucratic exercise in paperwork which ultimately changed very little. [30]

Triumph of the Bailly Alliance

Scientific monitoring of the environmental consequences attributed to the Bailly nuclear plant construction achieved significant results in the early 1980s. In a joint effort with the U.S. Geological Survey, national lakeshore scientists concentrated on evaluating dewatering impacts as well as seepage from fly—ash ponds into Cowles Bog. The studies determined the lowering of the ground water and NIPSCO's plan to compensate by adding waters would not be sufficient to maintain the water table. Secretary Cecil D. Andrus subsequently asked the Nuclear Regulatory Commission (NRC) to prepare a supplemental environmental impact statement (EIS) for Bailly I. [31]

In April 1981, the Nuclear Regulatory Commission approved NIPSCO's request to resume construction even though no new EIS was completed. In response, the Bailly Alliance mobilized and staged an impressive demonstration at the construction site. When NIPSCO asked that their construction permit be extended through the end of the decade, a public hearing was scheduled for October 1.

It was never held. In a surprise public announcement on August 26, 1981, NIPSCO declared it was abandoning its plan to build Bailly I.* The original estimate of $187 million had mushroomed over the past decade to an astronomical $1.81 billion. After expending $200 million and with only one percent of the facility in place, the utility company decided to absorb its losses and terminate the project.

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*It came as no surprise to J. R. Whitehouse. In a meeting with Congressman Adam Benjamin (Democrat—Indiana) three months before the announcement, Benjamin revealed that NIPSCO had already decided to abandon Bailly I. See Whitehouse interview, 12 March 1987.

The Bailly Alliance, a far—flung, unlikely union of diverse organizations, succeeded in targeting public opinion against the nuclear facility. While the Joint Intervenors and the Concerned Citizens pursued litigation and public hearings to secure continuous delays, NIPSCO costs inevitably sky rocketed, compelling the company to re—evaluate the pros and cons of Bailly I. Taking advantage of the growing national anti—nuclear movement, the Bailly Alliance succeeded in turning the tide against NIPSCO's proposed nuclear plant. The result was the first cancellation of a nuclear power plant under construction in the history of the United States.

The national lakeshore's science division and management staff remained vigilant following the NIPSCO announcement in order to ensure that no damage occurred to Cowles Bog during the rehabilitation activities. The Nuclear Regulatory Commission charged NIPSCO with the responsibility to restore the former Bailly I site; in essence, to fill—in the massive hole. Beginning August 1, 1982, the company had a deadline of September 1, 1983, to complete the work. [32]

Management Efficiency

In early 1981, the Office of Management and Budget (OMB) translated President Ronald Reagan's philosophy of government into Executive policy. OMB called on all agencies to formulate budgets designed to operate each unit at a "minimum acceptable level" of performance. Both Secretary Watt and Director Dickenson concurred with the President's back to basics approach and encouraged fiscal restraint. Each unit of the National Park System devised its own statement of purpose outlining basic operations. In addition, a new initiative called "Management Efficiency" interjected itself into park operations: trying to get the most with limited and oftentimes shrinking fiscal resources.

At Indiana Dunes, Management Efficiency translated into a reorganization of the lakeshore's staff in order for the park to operate more effectively and efficiently. In Resource Management and Visitor Protection, law enforcement district responsibilities were abolished to form a parkwide patrol. To eliminate duplication, cultural resources management and environmental monitoring duties were consolidated from three separate divisions. In Administration, two clerical positions were condensed into a secretarial position and the workload from three divisions was adjusted among the staff. In Maintenance, the Buildings and Utilities subdivision relocated to the centralized maintenance facility at the Bailly Administrative Area, thereby allowing more space for the Roads and Trails subunit at Furnessville.

Management Efficiency also meant making the best use of VIPs and CETA workers. In 1983, these programs were expanded dramatically and new cooperating volunteer groups such as Prisoners and Community Together (PACT), scouting troops, and school groups were recruited. Out of the VIP program emerged the "Friends of the Indiana Dunes National Lakeshore," a cooperating association working with park staff to assist in interpretation and environmental education as well as fund—raising activities for festivals. [33] Private initiatives, such as the Shirley Heinze Environmental Fund, also augmented park programs. Established in 1981 as a charitable trust, the Heinze Fund supports educational projects which highlight dunes resources. It also acquires duneland for preservation purposes outside the lakeshore boundaries either by donation or purchase. [34]

PART II

CHAPTER ELEVEN:
ENDNOTES

1. Secretary James Watt to Senator Charles H. Percy, letter, 8 June 1981, file—A3815 Congressional Inquiries and Correspondence F.Y. 80—81.

2. Superintendent's Report for Calendar Year 1981; and Meeting of 4 December 1981, Indiana Dunes National Lakeshore Advisory Commission Minutes, 1979, 1982.

3. Superintendent's Report for Calendar Year 1982; Meetings of 26 February, 28 May, 27 August, and 29 October 1982, Indiana Dunes National Lakeshore Advisory Commission Minutes, 1979—1982; Superintendent J. R. Whitehouse to Regional Director Jimmie Dunning, 2 November 1981, and Superintendent Whitehouse to staff, 21 May 1981, file K3815 In—House (Newsletters, etc.) 1981; Superintendent Whitehouse to Regional Director Dunning, 28 December 1981, file A64 Organization Charts (1979); and Dale B. Engquist, Superintendent, Indiana Dunes National Lakeshore, interview, 16 September 1987, at Midwest Regional Office, Omaha, Nebraska, transcript.

4. Superintendent's Report for Calendar Year 1983.

5. James R. Whitehouse, former Superintendent, Indiana Dunes National Lakeshore, interview, 12 March 1987, Orlando, Florida, transcript; John Schnurlein, former member and chairman of the Indiana Dunes National Lakeshore Advisory Commission, interview, 23 September 1987, at Superintendent's Office, Bailly Administrative Area, Indiana Dunes National Lakeshore, Porter, Indiana, transcript; and Superintendent Dale B. Engquist to Regional Director Don Castleberry, 3 March 1988, review comments on administrative history, H1417, Cultural Resources Management files, Midwest Regional Office.

6. Superintendent's Report for Calendar Year 1983.

7. Ibid.; and Engquist interview, 16 September 1987.

8. Herbert Read to Ron Cockrell, letter, 16 April 1988, Cultural Resources Management files, Midwest Regional Office.

9. Lynton Caldwell, "The National Parks and American Land Use Policy," in The Indiana Dunes Story: How Nature and People Made a Park (Beverly Shores, Indiana: Shirley Heinze Environmental Fund, 1984), p. 39.

10. Charlotte Read, Executive Director, Save the Dunes Council, interview, 22 September 1987, at Superintendent's Office, Bailly Administrative Area, Indiana Dunes National Lakeshore, Porter, Indiana, transcript.

11. Herbert Read to Ron Cockrell, letter, 7 April 1988, Cultural Resources Management files,

Midwest Regional Office.

12. Assistant Secretary Designate for Fish and Wildlife and Parks to Director, National Park Service, and Acting Director, Heritage Conservation and Recreation Service, undated [circa early 1981], folder A56 "Deauthorization."

13. "Indiana Dunes National Lakeshore In Jeopardy!" Save the Dunes Council Newsletter (May 1981), folder A22 Save the Dunes Council (F.Y. 78—83). The article cites the April 29, 1981, Chicago Sun—Times, "2 Area National Parks Periled in U.S. Order."

14. Charlotte Read interview, 22 September 1987.

15. Statement by National Park Service Director Russell E. Dickenson before the Senate Interior Appropriations Subcommittee, 30 April 1981, folder A56 "Deauthorization."

16. Superintendent Whitehouse to Regional Director Dunning, 1 May 1981, folder A40 Meeting and Speeches.

17. Whitehouse interview, 12 March 1987.

18. Kay Franklin and Norma Schaeffer, Duel For the Dunes: Land Use Conflict on the Shores of Lake Michigan (Urbana: University of Illinois Press, 1983), p. 263.

19. Charlotte J. Read, "Shifting Scenarios—What Does the Future Hold?' in The Indiana Dunes Story, p. 46.

20. Superintendent Whitehouse to Division Chiefs, 20 May 1981, folder A54 Inspections, Appraisals, Investigations, Studies, Surveys.

21. Whitehouse interview, 12 March 1987.

22. J. R. Whitehouse to Naomi L. Hunt, Editor, NPS Courier, letter, 20 April 1982, folder A6019 Visit of Secretary James Watt, April 4, 1982.

23. Engquist interview, 16 September 1987.

24. Ibid.; and Superintendent's Report for Calendar Year 1982; and "Council Meets With Secretary Watt," Save the Dunes Council Newsletter (June 1982), folder A22 Save the Dunes Council (FY 78—83), Inactive Files.

25. Whitehouse interview, 12 March 1987; and Engquist interview, 16 September 1987.

26. Charles Green, "Lakeshore Expansion Slowed," Gary Post—Tribune (21 April 1983), p. 1, folder W38 Legislation; Superintendent's Report for Calendar Year 1983; and Franklin and Schaeffer, Dual for the Dunes, p. 265.

27. "Park Land Acquisition Hearings Set for April 21—22, 1983," News Release, House Committee on Interior and Insular Affairs (11 April 1983), Folder W38 Legislation.

28. Charles Green, "Dunes Park Foe Reviewing Buys," Gary Post—Tribune (23 April 1983), p. 1, folder W38 Legislation.

29. Charlotte J. Read to Dale Engquist, letter, 20 July 1983, folder A22 Save the Dunes Council (F.Y. 78—83); and Engquist interview, 16 September 1987.

30. Whitehouse interview, 12 March 1987.

31. James E. Newman and James B. Lane, editors, Steel Shavings: Concerned Citizens against the Bailly Nuclear Site, Vol. 16 (Gary, Indiana: Indiana University Northwest, 1988), p. 52.

32. Superintendent's Report for Calendar Year 1981; Chief, Science Division, to Superintendent Whitehouse and Assistant Superintendent Engquist, 27 July 1981, folder A2623 Reports—Situation, Inactive Files; "Bailly Nuclear Plant," Save the Dunes Council Newsletter (June 1982), folder A22 Save the Dunes Council (FY 78—83), Inactive Files; J. Ronald Engel, Sacred Sands: The Struggle for Community in the Indiana Dunes (Middletown, Connecticut: Wesleyan University Press, 1983), pp. 288—9; and Herbert Read interview, 22 September 1987.

33. Superintendent's Report for Calendar Year 1983.

34. Charlotte J. Read, "Shifting Scenarios—What Does the Future Hold?" in The Indiana Dunes Story, p. 46.

PART II

CHAPTER TWELVE:
THE SINGING SANDS OF INDIANA DUNES

> The Save the Dunes Council continues today to monitor park development and to work with the National Park Service staff. Its position vis—a—vis the Park Service is supportive, watchful, and wary. The Council recognizes that as a government agency, the Service operates under certain restraints and is vulnerable to political pressure. The Council sees its role as being helpful, independent...and tough when the situation warrants. Its prime purpose is to defend the resource—to protect the park and its natural values which so many have worked so hard, so long, so determinedly to preserve.
>
> Sylvia Troy, President, Save the Dunes Council 1967—1976, and Trustee/Secretary, Shirley Heinze Environmental Education Fund [1]

Operations, 1984—1987

1984

The completion of the reorganization for the lakeshore's four staff divisions came during 1984. In Maintenance, four custodial positions were eliminated in accordance with the draft "Maintenance Operation Plan" which outlined established maintenance chores, standards, and operating procedures. The Office of Management and Budget (OMB) mandated the analysis of operations through its previously issued OMB Circular A—76. Among tasks to be contracted outside the Service were snow removal (effective in November 1984) and custodial services (effective in March 1985). In the evaluation of motor vehicle maintenance, cost comparisons revealed preventive maintenance should remain in—house while significant repairs should be contracted outside the Service. Bids were also invited to provide lifeguard services at the West Beach, Wells Street, Kemil Road, and Central Avenue beaches.

Through purchase and donation, the national lakeshore acquired nineteen historic South Shore Railroad cars. The park awarded a contract for the restoration of one railway car to the Indiana Transportation Museum to ready it for its eventual exhibit at the proposed East Unit Transit Center. Advanced planning funds for new South Shore Railroad stops were also received during the year. Maintenance crews remodeled government quarters No. 507 to use as a dormitory for male employees. The former dormitory was closed for health and safety reasons. Youth Conservation Corps (YCC) members assisted in this work as well as the relocation of the Science Division to Building 102 at the Bailly Administrative Area. The division vacated the Rostone House also because of safety concerns related to the advancing Lake Michigan beach erosion at Beverly Shores.

In an evaluation of properties eligible for the Historic Leasing Program, Superintendent

Engquist determined that the park had no candidates. The Chellberg Farm was ineligible for leasing, having failed to meet National Register criteria. Nevertheless, the farm will maintain its historic turn—of—the—century appearance along with thirty acres of fields, cultivated under a special use permit. Possibilities for the leasing program are the 1933—34 World's Fair houses included on the National Register by the Midwest Regional Office as the "Century of Progress/Beverly Shores Architectural District" (listed in 1986). Because of the severe shoreline erosion in the area, candidates for leasing such as the Rostone House were unacceptable for health and safety reasons until the historic structures would be relocated elsewhere in the lakeshore. [2]

A new world's fair captured the lakeshore's attention in 1984 as park management looked into the future to the proposed 1992 World's Fair in nearby Chicago. With encouragement from the Advisory Commission, planning began for the proposed East Unit campground to become reality in time to accommodate the anticipated influx of visitors. [3]

Despite the ill—will over former Secretary James Watt's policies,* Congress appropriated $1,375,000 to complete Indiana Dunes' land acquisition program as stated in the Land Protection Plan. All large tracts were acquired in 1984 and park management was satisfied it had sufficient funds to complete acquisitions in the near future.

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*Secretary James Watt resigned his position on November 8, 1983. William C. Clark served as Secretary of the Interior from November 21, 1983, to February 6, 1985. Donald Paul Hodel has held the position since February 7, 1985.

Park budgets Systemwide received a two percent Congressional assessment in order to reduce the Federal deficit. Indiana Dunes' Fiscal Year 1985 budget was reduced by $223,300, to stand at $3,674,100, still $198,600 less than the previous year. The lakeshore's Full—Time Equivalency (FTE) standards fell below the century mark to 99. [4]

Midwest Regional Director Charles H. Odegaard attended the April 16 meeting of the Indiana Dunes Advisory Commission as it began its final two—year term before the September 30, 1985, Congressionally—mandated expiration. During the meeting the lakeshore's newly—published gifts catalog was unveiled. Titled "Your Gift of Forever," the catalog presented the public with the park's wide—ranging financial, material, and human needs and called for donations to assist park operations. The publication was written by Chief Park Interpreter Larry Waldron. Four private organizations shared funding for publishing the gifts catalog. [5]

1985

The lakeshore received its fourth Assistant Superintendent during the year when Larry May transferred to the position of Deputy Superintendent at Gateway National Recreation Area outside of New York City. Glen Alexander, Superintendent of Curecanti National Recreation Area, Colorado, entered on duty as Assistant Superintendent at Indiana Dunes on August 18.

Special Assistant to the Chief Ranger John Townsend drafted a special regulation to curtail the use of alcohol on beaches by stating it served as the basis for "anti—social, unsafe, and hazardous acts" at Indiana Dunes National Lakeshore. Prepared for Midwest Region's and the solicitor's review, the amendment to the Code of Federal Regulations (36 CFR 7.88) would empower the superintendent to prohibit the possession or consumption of alcoholic beverages.* The superintendent could restrict portions of beaches or the entire lakeshore and its campgrounds to the practice. The solicitor opined that the special regulation was unnecessary because the superintendent already had the authority to close or restrict areas. With a sufficient period for publicity, the interdiction of alcohol consumption at West Beach

was scheduled for 1987.

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*The banning was desirable principally for safety reasons with the potential adverse affects of intoxication under a hot summer sun. In addition, lakeshore rangers faced continued enforcement problems with underaged drinkers, especially from those entering the Lakeshore from the City of Gary's Wells Street beach where alcohol consumption was already illegal. Outlawing alcohol usage at West Beach would also eliminate the jurisdictional inconsistency. See Engquist interview, 16 September 1987.

West Beach operated for its first full year with contracted lifeguard service. While the contract was a success, beaches had to close thirty times because of adverse weather conditions and rip—currents.

Normally scheduled during July, the Duneland Folk Festival was not held in 1985. It merged with another festival, the Autumn Harvest Festival, and was held at the Chellberg Farm in late September. The combined festival became known as the Duneland Harvest Festival. G. R. Davis of the Friends of Indiana Dunes National Lakeshore helped to revive the Singing Sands Almanac, the park's interpretive newsletter which was terminated in 1982. The Friends organized the financial aspects of the newsletter by selling subscriptions to the Almanac. A ten—dollar annual charge included both a subscription and a Friends membership. The Friends also funded scientific research projects and staffed interpretive programs. The new Almanac's editor was Glenda Daniel, noted naturalist and author of Dune Country.

In response to numerous fires in the western United States, nine Indiana Dunes rangers fought fires in California while five others provided support in staging areas. The national effort was coordinated by the National Interagency Fire Coordination Center at the Boise [Idaho] Interagency Fire Center.

During an aerial patrol, law enforcement officers spotted a field of marijuana. Cultivated in an isolated area away from roads and trails, the field of more than 200 plants—with an estimated street value of one to two million dollars—featured its own irrigation system. Providing continuous surveillance, park rangers arrested two individuals suspected of cultivating the illegal plants. The plants were burned. No prosecution, however, transpired.

In another Management Efficiency move, reorganization of the Maintenance Division came at mid—year with the identification of four distinct work groups, each supervised by its own foreman. Workers remodeled quarters No. 504 into a new women's dormitory and Bailly Administrative Area building 102 into offices for Resource Management and Visitor Protection staff. The West Beach Dune Succession Trail, 1,100 feet of boardwalks, stairs, and overlooks, was completed providing visitors an enjoyable dunes walking tour route from the Long Lake Trail to the West Beach Bathhouse. In addition, maintenance workers also renovated several bridges and stairs on the Bailly—Chellberg Trail. A new source of labor was realized late in the year when the U.S. District Court, Northern District of Indiana, established a public service program with the national lakeshore. Under the program, the court may order offenders to perform their public service requirements with the lakeshore's Maintenance Division. [6]

Park Planner Bob Elmore prepared plans to complete the Bailly Administrative Area in terms of centralizing maintenance operations. Advocating the abandonment of deteriorating maintenance outposts throughout the park, Elmore and Denver Service Center planners envisioned consolidating maintenance and storage facilities at one site. To accommodate the

park's sizeable maintenance operations, five new structures will be required. [7]

The Indiana Dunes Land Acquisition Office successfully acquired all properties identified in the Land Protection Plan except for the Dunes State Park, Hoosier Prairie, and seven residential properties representing a mere twenty acres. The office recommended condemnation on most of the residential tracts.

Erosion problems continued to escalate with all—time high Lake Michigan water levels recorded during April and May. At Mount Baldy, two interim beach nourishment programs by the Corps of Engineers over the past decade had stemmed difficulties there. The National Park Service supported pending legislation to authorize a $7.9 million long—term program. At Beverly Shores, no nourishment program occurred because of the revetment protection installed in the early 1970s. Rising lake levels, however, imperiled lakefront roads as well as five homes, all park—owned and occupied by the former owners holding reservations of use. On July 26, Beverly Shores closed its Lake Front Drive to automobile traffic. The Park Service supported the move, allowing nature to take its course, and intensified planning efforts to relocate the National Register-eligible World's Fair structures. In late summer, the Service entered into an agreement with Beverly Shores to provide shoreline road stabilization by placing 6,000 tons of sand, half the needed amount, with the town providing the remainder. [8]

One particularly thorny issue facing park management involved the proposed access to West Beach. The heavy influx of visitors to the area—numbering more than a quarter—million people every year—used local access roads not designed for the traffic load. The 1980 General Management Plan (GMP) provided for a new access road, plans for which were devised in 1982 and 1983. The proposed route, running north from Interstate 94 and following an abandoned railroad right—of—way, will pass over U.S. Highway 12 and two railroads via a 1,700—foot bridge. The route will pass through a floodwater retention basin between two shopping centers. While nearby residents worried about the impacts of the road on groundwater levels, the shopping center owners objected to the lack of access to the new road and to each other in the original plans.

Considerable local attention focused on the proposed road with the local Congressmen, Indiana Dunes Advisory Commission, Miller Citizens' Corporation, and the city of Gary supporting the design concepts and environmental groups as well as affected landowners opposing it based on impacts on wetlands. Park management committed itself to resolving the issue and proposed new alignments and design solutions. The Advisory Commission hosted a public meeting on March 20 to record public concerns and then called upon the Park Service to study further the State Road 51, U.S. 20, and shopping center interchange. [9]

Another road problem involved the proposed scenic parkway along U.S. Highway 12. With the right of way on the eastern segment through Beverly Shores remaining in public ownership, the State could relinquish it to the National Park Service. Not to be stymied, Superintendent Engquist began investigating legislative avenues to permit the transfer.

Planning for a campground adjacent to Beverly Shores, 169 acres between U.S. Highway 12 and 20 added under the 1980 bill, began in earnest. Included in the park expressly for a campground, a Development Concept Plan began by conducting a visitor camping demand study. Because the issue was significant to the operations of the Dunes State Park's own campground, the lakeshore pledged to keep the Indiana Department of Natural Resources informed.

Other planning and development issues occupied park planners and managers. A structural analysis of the Goodfellow Lodge revealed rehabilitation was economically impractical,

leaving the Service to decide whether a new building should be erected in its place to accommodate the future youth camp. Like the West Unit access road, a similar project for the East Unit began with a corridor location study and an environmental assessment for the proposed I—94 interchange and other modifications to the LaPorte/Porter County Line Road. Planning for the proposed East Unit Transit Center likewise began with an assessment of alternatives, approval of preliminary plans, and the initiation of designs. [10] Twelve tracts totaling less than four acres remained outstanding in the area. With construction apparently just around the corner, fee simple title had to be obtained before the lakeshore could expend funds to build the complex. Noting that the three—year normal time period for negotiations had passed, Superintendent Engquist called upon the Indiana Dunes Land Acquisition Office to place the tracts in complaint in condemnation. [11]

By far the highest profile planning and development project involved the Paul H. Douglas Center for Environmental Education, to be discussed later in this chapter.

PART II

CHAPTER TWELVE:
THE SINGING SANDS OF INDIANA DUNES (continued)

Operations, 1984—1987 (continued)

1986

The Gramm—Rudman—Hollings Act, a measure designed to gradually reduce and eliminate the Federal budget deficit, necessitated a $160,000 reduction in the park's fiscal 1986 base funding of $3,729,400. An additional $7,400 assessment imposed by the Washington Office mandated that park management utilize creative thinking to maintain operations. Fewer seasonal employees were hired, permanent positions were either abolished or their filling deferred, and some construction projects were rescheduled.

Despite these setbacks, the lakeshore continued to progress. In planning and development, final design for the East Unit Transit Center underwent review by the Denver Service Center and Midwest Regional Office. The design called for a large interpretive area, sales desk, restrooms, and an initial parking capacity of 500 cars. A preliminary draft environmental impact statement for altering the Porter/LaPorte County Line Road was also completed which was tied to the transit center's design. Preliminary study and design of the East Unit Campground resulted in plans for 300 camping spaces featuring both tenting and recreational vehicle (RV) choices, store, amphitheater for interpretive programs, and a shuttle service to the beach and lakeshore visitor center. Two public meetings were held in July to obtain comments on alternatives for specific developments at the former Beverly Shores golf course site.

Planning to reorganize the Bailly Administrative Area was undertaken in 1986 and renovations continued on Building 102. For Building 101, the Bailly Ranger Station, a new dispatch room, training facility, and restrooms were completed. Planning for changes on the West Unit Access Road did not significantly progress, although park and Regional Office staff worked on modifying the design to permit improved access to the area shopping center.

Efforts to reactivate the Coronado Lodge bore fruit in 1986 when the Kankakee Valley Job Training Center indicated its willingness to rehabilitate the structure and convert it to a hostel/canoe livery geared to overnight camping for environmental education. Planning for relocating the five World's Fair Houses in Beverly Shores, listed as a district in the National Register of Historic Places during the year, was initiated on the recommendation of an operations evaluation team suggestion. The same team recommended the lakeshore study necessary modifications at comfort stations throughout the park.

In Interpretation, lack of fiscal and human resources resulted in more than 8,000 students being denied requests for environmental education programs, although 31,114 students were served in 1,325 classes. For the public at large, 1,313 programs were delivered to 24,294 people.

At the Chellberg Farm, sixteen acres continued to be farmed under a special use permit. For the first time, the Chellberg garden was plowed by horse rather than by tractor. A new event, Walpurgis Night, was held at the farm to celebrate the Swedish festival which greets the onset of spring with a bonfire of straw and corn stalks.

Interpretation's staunch supporters, Friends of Indiana Dunes National Lakeshore, grew from 560 to 693 individuals and 22 corporate members. The Friends' Singing Sands Almanac surpassed 50,000 subscribers. Additional publications included a brochure on Indiana Dunes wildflowers, a festival poster, and a lakeshore 20th anniversary poster and flyer resulting in a savings to the Service of more than $10,000. Duneland Harvest Festival attendance reached 5,200 with the Friends assuming complete cost for the performers and craftspeople. Friends volunteers kept the Bailly Homestead open to the public on weekends from June through October and sponsored the Maple Sugar Time event.

In August 1986, the Friends of Indiana Dunes officially incorporated under the laws of the State of Indiana. The move was intended to promote the organization's future growth and benefit to the lakeshore. The Friends continued to fund dunes—related scientific research projects as well as administering the Paul H. Douglas Fund for Environmental Education. The group helped the national lakeshore, Indiana Department of Natural Resources, Indiana University Northwest, and Save the Dunes Council cosponsor the First Indiana Dunes National Lakeshore Science Conference, May 1 through 3, held at Indiana University Northwest, in Gary. With a theme of "A Century of Scientific Inquiry at the Indiana Dunes," forty papers were read to an audience of 170.

The Maintenance Division completed its reorganization. First proposed in 1985 to include five operational groups, the approved reorganization resulted in only four units: General Maintenance, Roads and Trails, Motor Vehicle Shop, and Douglas Unit (West Beach). The division maintained sixty—five park structures, forty—four miles of trails, seven miles of beach, as well as picnic areas, roads, and parking lots. Projects included the above—mentioned changes to the Bailly Ranger Station; completion of the Long Lake Trail stairways and boardwalks; resurfacing of the Bailly Cemetery Trail; new stairways, bridges, and boardwalks in the Bailly/Chellberg ravine area; parking lot surfacing, tree removal, and stairway and fence construction at Pinhook Bog; and design and installation of new entrance signs which incorporate the lakeshore's new blue and orange logo of sun, dune, and waves. The division also helped the Town of Beverly Shores mitigate damage from erosion to beaches and roads. Although Congress mandated the implementation of a Maintenance Management System (MMS) in 1984, Indiana Dunes had its own ongoing computerized maintenance operations program which included financial and personnel information, tracking task activities, and a sign inventory. With the park's admirable lead in this area, full implementation for MMS at Indiana Dunes was scheduled for 1987.

New maintenance contracts included the renewal of custodial services begun in 1985 with Michiana Industries for a savings of $32,000. This same firm was awarded a concession for parking and custodial services at West Beach. Under another contract, workmen replaced the water supply system at the Bailly Administrative Area with fire hydrants installed for fire protection.

Assistance from the Youth Conservation Corps (YCC) continued in 1986 for ten weeks. Out of twenty—one enrollees, sixteen were assigned to the Maintenance Division. While base funding for YCC totalled $27,700, the workers completed projects worth an estimated $89,162.

In historic preservation, a three—year interior restoration of the Chellberg Farm house began with gas and heating system installation which was completed by year's end. Restoration of

South Shore Railroad Car No. 33 continued while Cars No. 6 and No. 107 were sent to the Indiana Transportation Museum for preservation and stabilization treatment. The remaining cars were housed free—of—charge at the USX (formerly U.S. Steel) plant in Gary.

Resource Management and Visitor Protection completed its Fire Management Plan, Little Calumet River Management Plan, and Resources Management Plan during 1986. It was the second year utilizing the formalized Fire Team concept (technically in use since 1976) composed of twenty—five members of the lakeshore's general staff. Twenty—four wildland fires claiming 1,322.4 acres burned at Indiana Dunes, the largest at Inland Marsh on March 25 when 654 acres burned. Three prescribed burns, the first in the national lakeshore's history, were also undertaken on forty—five acres. Conducted primarily for research purposes, the first prescribed burn took place at Howes Prairie on April 18. Resource Management specialists were assisted in their on—going research program through the initiation of an internship program with Indiana University Northwest.

Erosion remained a primary resource management concern. The Great Lakes continued to experience high water levels which established a record for the century. The Park Service continued to assist the towns of Beverly Shores and Ogden Dunes where damage to homes and to Lake Front Drive threatened. Both the Rostone House and Florida Tropical House remained in danger of falling into Lake Michigan. The high lake levels necessitated the closure of Central Avenue Beach when the waves swept away the sand and left only a slippery clay surface. This, combined with rubble washed out from Lake Front Drive, created an unacceptable safety hazard to swimmers. With the loss of Central Avenue Beach and the largest beach access parking lot in the eastern half of the lakeshore, annual visitation dropped seven percent to stand at 1,680,160 for the year. Adverse spring and summer weather conditions also contributed to the visitation decline. In response to the erosion dilemma, Congress authorized a long—term beach nourishment program at Mount Baldy and eastern Beverly Shores and appropriated $108,000 for initial planning and design going to the Corps of Engineers.

Rangers instituted a voluntary ban on radio—playing at West Beach during the summer season. They discouraged radio use inside the bathhouse and on the beach east of stand number three. Most of the visitors reacted favorably to the establishment of the "radio—free zones."

On October 14, 1986, the National Park Service signed a Memorandum of Understanding with the city of Gary to prepare an environmental impact statement (EIS) for the proposed Gary marina. While the Service acted as the lead agency on the EIS, funding came through the city's grant from the State of Indiana's Lake Michigan Marina Development Commission. The national lakeshore and the Midwest Regional Office held public meetings on October 22 and 23 to solicit recommendations for the scope of the marina EIS.

For many years the city tried to obtain funding for the EIS from Congress, but to no avail. Blocking the effort was Congressman Sid Yates, Chairman of the House Interior Subcommittee on Appropriations, who refused to appropriate the funds on the basis that the development was too large and incompatible with the National Park Service's mission. Yates said that if Indiana Dunes got a marina, every unit in the System bordering on water would request a similar facility. Indiana's Marina Development Commission, however, demonstrated the State's resolve to promote improved marina access to its lakeshore. In addition to Gary, marina developments in Hammond, East Chicago, Portage, and Michigan City are also to be evaluated.

On May 6, 1986, the U.S. Supreme Court refused to hear, and thereby denied, the Save the Dunes Council's request to intervene in a suit concerning the condemnation of Crescent Dune

within the boundaries of the National Lakeshore. The Council challenged the Justice Department's ruling that while Crescent Dune was condemned within the specified two—year period, the action did not qualify as acquisition. The Justice Department joined NIPSCO in recommending that the condemnation suit be dismissed. With the Council's legal options nearly exhausted, the events prompted the Park Service to consider negotiating an agreement with the utility company not to develop its property. [12]

1987

The year saw a $350,000 increase in the park's operating base ($3,818,300) for improved maintenance and facility rehabilitation. The base figure also provided $1 million for land acquisition and $260,000 for planning and design to rehabilitate Coronado Lodge. Special add—on appropriations were targeted for a reforestation study, fire research burns, aquatic vegetation study, dune forest research, and a clean up of storm damage along beaches in the lakeshore's eastern area. The special funds helped the park complete these projects which had been postponed because of fiscal constraints.

While the funding situation improved, visitation dropped six percent because of a change in the method of collecting visitor use data. The new base figure under the new system will be used to judge future visitation trends. Visitation for interpretive and environmental education programs, however, registered healthy increases. With increased staff and programming as well as the first full year of operation for the Paul H. Douglas Center, environmental education programs realized an eleven percent increase, up from 31,000 to 34,500 visitors. General interpretive contacts went from 25,000 to 30,500, an impressive twenty—two percent increase.

Good news came in March 1987 when the level of Lake Michigan, which had attained century high marks throughout 1986, began a steady decline. The levels measured in December 1987 were nearly two feet below the mark established twelve months previously. The lowering level of Lake Michigan resulted in an overall wider expanse of beachfront, the reopening of the Central Avenue Beach, and a marked decrease in the rate of shoreline erosion.

On May 3, 1987, Superintendent Engquist attended a dedication ceremony to recognize U.S. Highway 12 as a link in the "Lake Michigan Circle Tour." New signs for the 1,100—mile route were also unveiled.

The lakeshore observed the 200th anniversary of the U.S. Constitution by hosting the traveling play, "Four Little Pages." Simultaneous with this event was Indiana's hosting of the Pan American Games with some events held in Michigan City. The "Four Little Pages" troupe participated in the opening ceremonies and gave six performances to lakeshore audiences. The lakeshore and the Michigan City public library hosted the traveling Constitution exhibit during the two—week period of the Pan American Games. Lakeshore protection staff provided back—up support for local law enforcement agencies during the games.

Two new staff positions were filled during 1987. The park planner position was redescribed and Raymond Gunn became the first Management Assistant in July. The following month, Dori Partsch entered on duty as the first Park Historian, a move which reflected the lakeshore's growing cultural resources management program which revolved around the Bailly/Chellberg complex, the South Shore Railroad Cars, and the World's Fair Houses. One of the longest tours of duty ended during the year when Chief of Interpretation Larry Waldron, a ten—year Indiana Dunes veteran, transferred.

In the realm of park planning and development, the park made considerable progress.

Preliminary design analysis and plans were prepared and approved for the East Unit Transit Center and the requisite Environmental Assessment (EA) was reviewed in—house in December. The draft East Unit Campground EA went on public review with the Service's preferred alternative calling for 100 conventional campsites, twenty—five walk—in sites, and forty to fifty recreational vehicle sites as well as a single entrance from U.S. Highway 12. A draft EIS for the 1—94/East Unit Access Road went on public review in August and that input was incorporated into a final draft EIS for release in 1988. Yet another draft EIS for the Gary Marina, approved by the city, national lakeshore, and Midwest Regional Office, awaited final approval from the Washington Office.

Other park planning initiatives included the Coronado Lodge, Goodfellow Camp, South Shore Railroad Stops, Land Protection Plan, and World's Fair Houses Relocation Plan. For the Coronado Lodge, two meetings with Denver Service Center (DSC), consultants, and park staff involved an assessment of structural integrity and potential future uses. A consultant for the Goodfellow Camp was selected with similar preliminary planning underway. Initial design analysis and plans for the South Shore Railroad Stops were reviewed by the park and region and awaited DSC review. Park staff revised the Land Protection Plan to address lands added in 1986 and public review preceded the plan's approval in November 1987. A draft plan to relocate the World's Fair Houses to a central site near the proposed campground went on in—house review at mid—year.

Actual achievements in park development were significant as the lakeshore began a program of upgrading temporary facilities. Workers expanded the East State Park (or Kemil) Road parking lot to one hundred spaces as recommended in the General Management Plan and installed permanent restroom and lifeguard facilities. Plans for 1988 and 1989 call for the same measures to be implemented at Mount Baldy and Central Avenue. Portable toilets began to be replaced with new facilities parkwide at all visitor access areas. Picnic areas began to be rehabilitated and shelters installed. Where the former Red Lantern Inn in Beverly Shores once stood (a victim of erosion) planning for a new visitor facility began.

In Administration, the park's Datapoint computer system grew into a sizeable network encompassing each division. The system expanded from a 1986 level of two processors, seven terminals, and three printers centered in Administration to five processors, seventeen terminals, and six printers. Staff participants grew from fifteen to thirty—five users.

Superintendent Engquist hosted a parkwide staff meeting on June 18, 1987, to introduce newly-appointed Midwest Regional Director Don Castleberry to park employees. Castleberry, who served as Indiana Dunes' first Assistant Superintendent from 1974 to 1978, re-established an easy rapport with the staff as he discussed the role of Indiana Dunes in the future of the National Park System.

In Interpretation, the division completed its reorganization at mid-year with the establishment of two districts led by two GS—11 interpreters. The division initiated a new "Junior Ranger" program at the Douglas Center which attracted more than 100 youngsters between the ages of five and eighteen. The Junior Rangers helped clean up the Miller Woods environmental study area and, together with their parents, established a closer park—community bond.

The Friends of Indiana Dunes thrived with more than 700 individual and twenty—two corporate members. The Friends continued to provide invaluable interpretive support by staffing the Bailly Homestead where they greeted more than 3,500 weekend visitors from June through October, supported the Maple Sugar Time event, and funded scientific research projects.

The Maintenance Division progressed on the phased restoration of the Chellberg Farm house

and completed the final segment of the West Beach Dune Succession Trail as well as an overlook at Long Lake. In addition, construction and paving of a 34,000 square foot "boneyard" for vehicle, heavy equipment, and lumber storage was also realized. Park and Regional staff implemented the Maintenance Management System (MMS) on October 1, 1987, by computerized inputting of data and utilizing specified work schedules. The Youth Conservation Corps (YCC) program assisted the division with twenty—five participants during a ten—week period.

In Resource Management and Visitor Protection, resource managers concentrated on fire management activities in light of an increased incidence of wildfires. Provisions of the Little Calumet River Management Plan were executed as log jams were removed to allow unrestricted canoeing on the river. More than 30,000 sprigs of marram grass were planted at a one-acre dune restoration area at Ogden Dunes under a Federal Lands Day Project. In the spring, more than 200 Portage Girl Scouts participated in a day—long "Take Pride in America" project at Inland Marsh by picking up litter. Resource managers worked closely with NIPSCO to ensure minimal impacts when workers mowed the utility corridor paralleling the South Shore Railroad tracks, a practice undertaken once every ten years. Monitoring activities included the initiation of a farm fields inventory to study succession and a threatened and endangered species program.

Visitor protection specialists implemented a team patrol concept whereby two groups led by Supervisory Park Rangers worked four ten—hour days. The arrangement provided better lakeshore patrol coverage and manpower utilization. The rangers monitored a new concession, a mobile canteen service operating at Mount Baldy and other public use areas. Perhaps the most favorable media coverage for the year came when the staff rescued a white pelican which became entangled in a fishing lure and line at Long Lake. Rangers rescued the injured bird, which was a rarity in the area, and had it treated by a local veterinarian. [13]

The Indiana Dunes Field Land Acquisition Office closed at the end of the year. The office, which functioned as a separate entity at the national lakeshore for almost twenty years—even before park administrative staff arrived—was commemorated by the park at a September 25 farewell party. The land acquisition office played a significant role in making Indiana Dunes National Lakeshore as well as other Midwest Region parks like Sleeping Bear Dunes a reality. Closure of the office reflected an emphasis at the national level which discouraged land acquisition. In the Midwest Region, all such offices were closed and the land acquisition function was centralized in Omaha. [14]

PART II

CHAPTER TWELVE:
THE SINGING SANDS OF INDIANA DUNES (continued)

Expiration of the Advisory Commission

The final meeting of the Indiana Dunes National Lakeshore Advisory Commission took place on September 27, 1985, three days before its Congressionally—mandated expiration date. The Advisory Commission enjoyed a nineteen—year existence. Born with the authorization of the national lakeshore in 1966, Commission membership expanded under the 1976 bill and its lifespan was extended thanks to the 1980 act. The Advisory Commission had unquestionably been a vital tool for park management during the lakeshore's early years. With the planning and development underway as a result of the 1980 General Management Plan, however, the Advisory Commission became less active.

Public comment kept the basic concept behind the Advisory Commission alive. In response, Superintendent Dale Engquist agreed to maintain a less formal means of communication between the National Park Service and Northwest Indiana by establishing a "Superintendent's Advisory Group" to convene in January 1986. The Advisory Group is designed to meet quarterly or as needed with an open meeting format and an agenda devised by Superintendent Engquist. The meetings take place in various locations, alternating within the three—county area each quarter. Unlike the Commission, meetings of the Advisory Group do not require advance notice published in the Federal Register.

Membership in the Superintendent's Advisory Group is limited to two—year terms and can come from nominations from the following groups: all former Advisory Commission members; one member each from Porter, LaPorte, and Lake County Boards of Commissioners; one member each nominated by the Mayor or Town Boards of Beverly Shores, Burns Harbor, Chesterton, Dune Acres, Gary, Lake Station, Michigan City, Ogden Dunes, Pines, Portage, and Porter; and one member each from the tourism organization of the three counties; Save the Dunes Council; Northwestern Indiana Regional Planning Commission; Indiana Department of Natural Resources; Friends of the Indiana Dunes National Lakeshore; Indiana University Northwest; Miller Citizens' Corporation; National Audubon Society, Central Midwest Regional Office; Sierra Club, Hoosier Chapter; and Izaak Walton League. [15] The Advisory Group held three meetings during 1986, with the initial session occurring on April 25 at the Bailly Ranger Station. [16]

Progress of the Superintendent's Advisory Group in its first year was slight as the informal group was still learning its role. Advice to the superintendent had been more free—flowing from the Advisory Commission. Although Superintendent Engquist intends to maintain the Advisory Group as long as interest in it continues, it could eventually be abolished just as its counterpart was at Pictured Rocks National Lakeshore, Michigan. [17]

Paul H. Douglas Center for Environmental Education

In late November 1984, solicitation for bids was held to construct the long—awaited Paul H. Douglas Center for Environmental Education. To be built in the Miller Woods area close to Gary, the facility's planners envisioned a 7,000—square—foot structure including audio—visual and office space, assembly rooms, and a partial basement. External support structures included board—walks, a forty vehicle parking lot, 500 feet of roadway, and a vehicle storage building.

On February 28, 1985, the contract was awarded to the H. Winters Construction Company of Gary for $1,621,175.40. Construction began in April with an initial target completion date in late spring 1986. Bids for the second phase of construction—trails and site development—opened in late December 1985.

A groundbreaking ceremony for the Douglas Center came on May 29 off Lake Street in Gary. Following speeches by Midwest Regional Director Charles Odegaard, Mayor Richard Hatcher of Gary, and conservationists who worked alongside the late Senator Douglas, a luncheon took place at the Marquette Park Pavilion. [18]

The dedication of the Douglas Center came on September 14, 1986, with Park Service Director William Penn Mott, Jr., Congressman Peter Visclosky, Senator Danforth Quayle, and Gary Mayor Richard Hatoher attending. Many of Senator Douglas' friends, former associates, aides, and daughter, Dr. Jean Taft Douglas, also were present. Emily Douglas, widow of Senator Douglas, was unable to attend because of illness. Limited operation of the Douglas Center began immediately following the dedication, but the Interpretation Division devoted the remainder of the year to prepare for full operation in January 1987. Fortunately, the Service's 1987 Fiscal Year budget included a $150,000 add—on appropriation for operating the Douglas Center. [19]

These significant events mark a conclusion to the "renaming" controversy which was centered on Paul Douglas's role in the affairs of northwest Indiana. Thanks to the 1980 expansion bill, the lakeshore was dedicated to Douglas's memory and the West Unit was renamed the "Paul H. Douglas Ecological and Recreational Unit" with an official plaque placed there commemorating Douglas's contributions. In a more substantial manner the 1980 act also provided for the Douglas Center to educate thousands of school children in Indiana and Illinois about the environment. The students themselves joined park planners in designing the Center and a two—year public involvement program resulted in donations to fund exhibits. With Douglas's beloved dunelands thus preserved by the Indiana Dunes National Lakeshore, the Douglas Center will help schoolchildren—the future leaders of the nation—to understand and appreciate their unique surroundings for generations to come.

The 1986 Expansion Bill

On January 23, 1986, Congressman Peter J. Visclosky of Indiana introduced H.R. 4037 in the House of Representatives to expand the boundaries and raise the land acquisition ceiling of the national lakeshore. Utilizing its ten—year plan, the Save the Dunes Council worked diligently with Visclosky to put together a viable expansion bill. Visclosky's original 753 acres grew to 863 acres by August 11 when the House approved the measure. On August 26, Superintendent Dale Engquist and Assistant Superintendent Glen Alexander hosted a tour of the lakeshore by staff members of U.S. Senator Danforth Quayle of Indiana who were compiling a similar expansion bill which Senators Quayle and Lugar introduced in the Senate on September 11. With uncharacteristic speed, Senate hearings began eight days later and both houses concurred on the amended measure by mid—October. On October 29, President Reagan signed the bill which became known as Public Law 99—583.

More than 900 acres were added to Indiana Dunes National Lakeshore. The land acquisition

ceiling increased by $3.5 million and the development ceiling went from $11 million to $20 million. P.L. 99—583 mandated that the National Park Service prepare a feasibility study within two years on a Service—owned and operated parkway on U.S. Highway 12 and options of using the Little Calumet River to link western and eastern portions of the lakeshore. [20] The new land additions were scattered "bits and pieces" designed to round—out the lakeshore boundary and correct land use and management problems. One addition involved a ten—acre parcel directly across from the proposed entrance to the East Unit Transit Center where a potential visual intrusion could come in the form of a private campground. The bill included the entire NIPSCO/South Shore Railroad corridor, but prevented Park Service acquisition during the time of continued industrial use. Because the corridor also contained the Calumet Trail, the Service could now assist the State in maintaining the recreational pathway. In addition, segments of the Little Calumet and Salt Creek were incorporated in order to lessen management difficulties. [21] An addition to Hoosier Prairie was officially included and a buffer zone was attached to the Heron Rookery. [22]

High Lake Levels and Shoreline Erosion

When Indiana Dunes National Lakeshore was authorized in 1966, Lake Michigan had already begun rising to new record levels. In the early 1960s, however, Lake Michigan had achieved record low levels with the beneficial result of wide, spacious beaches ideal for recreational purposes. From 1964 to 1974, however, the lake level rose an additional five and a half feet to score a new high level mark. The severe storm in 1974 forced National Park Service managers to approve the first solid coastal shore protection structure in the form of the 13,000—foot—long rock revetment along Beverly Shores' Lake Front Drive. The first soft shoreline protection structure came the same year with beach nourishment fill deposited in front of Mount Baldy. In both cases, Congress allocated funds to the National Park Service which, in turn, channeled the money to the U.S. Army Corps of Engineers to monitor the impact and effectiveness of the erosion—control measures.

In 1975, the Corps appointed the Great Lakes Coastal Research Laboratory (GLCRL) School of Civil Engineering, Purdue University as the monitoring agency. The university group began a series of studies on the lakeshore erosion problem. Throughout the next decade, however, the level of Lake Michigan continued to achieve record highs. In 1983, the Park Service recognized the need to develop a comprehensive plan for decision making on present and proposed coastal developments. The Service again provided funding to GLCRL to conduct a three—year study. The result was the June 1986 "Executive Summary: Indiana Dunes National Lakeshore Shoreline Situation Report." The Shoreline Situation Report is a significant document in that for the first time park managers have a database for long—term monitoring and development of a shoreline plan upon which to base future policy decisions.

Erosion became so severe by the mid—1980s that homes and Lake Front Drive itself was imperiled. Central Avenue Beach was closed to the public because the relentless waves had carried away most of the sand cover leaving behind a dangerously slick clay ledge. Thankfully, Lake Michigan began a steady decline in March 1987. By the end of the year, the lake level dropped two feet. While the whims of Mother Nature decreased the immediate pressure of the erosion problem, park management realized it was unlikely the problem would simply fade away. With good baseline data now available, however, the proposed coastal developments and/or the reoccurrence of high water levels will not be so baffling to confront and, hopefully, to solve. [23]

PART II

CHAPTER TWELVE:
ENDNOTES

1. Sylvia Troy, "Citizen Action for Preservation," The Indiana Dunes Story: How Nature and People Made a Park (Beverly Shores, Indiana: Shirley Heinze Environmental Fund, 1984), p. 35.

2. Superintendent's Report for Calendar Year 1984; and "Park Service Invites Bids for Lifeguard Services at National Lakeshore," press release, 21 February 1984, K3415 Press Releases—NPS (Indiana Dunes).

3. Meeting of 21 September 1984, Indiana Dunes National Lakeshore Advisory Commission Minutes, 1983—1985.

4. Ibid., Meeting of 7 December 1984; Superintendent's Report for Calendar Year 1984; and Senator Dan Quayle of Indiana to James A. McClure, Chairman of the Appropriations Subcommittee on Interior and Related Agencies, no date [circa May 1984].

5. Meeting of 16 April 1984, Indiana Dunes National Lakeshore Advisory Commission Minutes, 1983—1985; and Your Gift of Forever: The Indiana Dunes National Lakeshore, printed by Inland Steel Company, 1984.

6. Ibid., Meetings of 12 April, 26 July, and 27 September 1985; Superintendent's Report for Calendar Year 1985; and Larry Waldron, "SSA"s 10th Year: Celebrating a Birthday," Singing Sands Almanac, Vol. 7, No. 6 (Summer 1987), published by the Friends of Indiana Dunes National Lakeshore, p. 1.

7. Superintendent Engquist to Assistant Manager, Midwest/Rocky Mountain Team, Denver Service Center, 29 March 1985, folder D34 NIKE Base Facility.

8. Meeting of 26 July and 27 September 1985, Indiana Dunes National Lakeshore Advisory Commission Minutes, 1983—1985; Superintendent's Report for Calendar Year 1985; and Regional Director Charles H. Odegaard to Director William Penn Mott, "Beach Erosion," Briefing Statement for Indiana Dunes National Lakeshore, 10 July 1985, folder A64.

9. Regional Director Odegaard to Director Mott, "West Access Road," Briefing Statement for Indiana Dunes National Lakeshore, 10 July 1985, folder A64; and Superintendent's Report for Calendar Year 1985.

10. Meetings of 26 July and 27 September 1985, Indiana Dunes National Lakeshore Advisory Commission Minutes, 1983—1985.

11. Superintendent Engquist to Indiana Dunes Land Acquisition Officer, 17 July 1985, folder L14 Acquisition of Lands.

12. Superintendent's Report for Calendar Year 1986; Dale B. Engquist, Superintendent, Indiana Dunes National Lakeshore, interview, 16 September 1987, at Midwest Regional Office, Omaha, Nebraska, transcript; and former Special Assistant to the Chief Ranger John Townsend to author, review comments, February 1988, Cultural Resources Management files, Midwest Regional Office.

13. Superintendent's Report for Calendar Year 1987.

14. Superintendent Engquist to All Area Offices, 21 July 1987, folder L14 Acquisition of Lands.

15. Superintendent's Report for Calendar Year 1985; and Meetings of 26 July and 27 September 1985, Indiana Dunes National Lakeshore Advisory Commission Minutes, 1983—1985.

16. Superintendent's Report for Calendar Year 1986.

17. Engquist interview, 16 September 1987.

18. Superintendent's Report for Calendar Year 1985; Superintendent Engquist to all Indiana Dunes employees, 14 May 1985, folder A82 Special Events F.Y. 85; and "Park Service Invites Bids For New E.E. Center," News Release, Office of the Superintendent, no date [late November 1984], folder K3415 Press Releases—NPS (Indiana Dunes).

19. Superintendent's Report for Calendar Year 1986; and Superintendent Engquist to Regional Director Castleberry, 3 March 1988, review comments on administrative history, H1417, Cultural Resources Management files, Midwest Regional Office.

20. Superintendent's Report for Calendar Year 1986.

21. Engquist interview, 16 September 1987.

22. Charlotte Read, Executive Director, Save the Dunes Council, interview, 22 September 1987, at Superintendent's Office, Bailly Administrative Area, Indiana Dunes National Lakeshore, Porter, Indiana, transcript.

23. School of Engineering, Great Lakes Coastal Research Laboratory, Executive Summary: Indiana Dunes National Lakeshore Shoreline Situation Report (Purdue University under contract to the National Park Service, June 1986), pp. 1-2.

CONCLUSION:
TWO DECADES IN PERSPECTIVE

> Without [the Beverly Shores Island], or at least without some modification of the boundaries of the park, I don't think the National Lakeshore will ever be able to realize the full recreational potential for the east end of the park.
>
> Superintendent Dale B. Engquist [1]

This study has chronicled twenty years of National Park Service administration of the Indiana Dunes National Lakeshore. Twelve of those span the superintendency of James R. Whitehouse. Some have stated that Whitehouse, who had never before superintended any park and did not possess the qualifications of the so—called "National Park Service professional," was given the job at Indiana Dunes because the agency believed the position was merely temporary, that the national lakeshore would never survive. No documentation of this position was found in agency files. To the contrary, Whitehouse proved to be the ideal choice. Indiana Dunes National Lakeshore did survive, and thanks in no small way to Whitehouse's management style, the park is one of the best funded units in the National Park System.

Administratively, there was a big difference from the days when the lakeshore was in the Northeast Region—poorly funded with a one—man over sight—and when it came into the Midwest Region. By 1974, Indiana Dunes was no longer a "project." It began to attract friends in Congress. Certainly for the Omaha Office which had been stripped of its "jewels" (Yellowstone, Grand Teton, and Rocky Mountain national parks, to name a few), Indiana Dunes National Lakeshore represented a great challenge.

Powerful, conservation—minded friends like the Save the Dunes Council and the Porter County Chapter of the Izaak Walton League proved to be invaluable partners. These friends were more than willing to take on the bureaucracy—including the National Park Service itself—in defense of dunes preservation. For park managers, this vigilance came to be taken for granted and utilized as an adjunct management tool. This was especially important concerning Bailly I when the Service did not get into the trenches itself in the legal battle. Although Bailly I drained a lot of time and attention, the long ordeal united the community to the ultimate benefit of Indiana Dunes National Lakeshore.

West Beach developments remain the recreational focal point of the national lakeshore. The Bailly Homestead and Chellberg Farm represent the historical, cultural center. The Paul H. Douglas Center for Environmental Education is a monument to furthering understanding of the exciting outdoor laboratory Henry Cowles explored almost a century ago. The Tremont visitor center and Bailly Administrative Area both represent excellent examples of adaptive reuse of existing facilities, placing developments in already disturbed areas thereby preserving untouched duneland.

At this writing, Ronald Reagan is in the final year of his presidency. It is perhaps too soon to provide a credible analysis of the impact of the Reagan era on Indiana Dunes National Lakeshore. Clearly, some gains have been made, but the momentum of growth experienced in the 1970s has slowed considerably in the 1980s. The once dreaded A—76 directive has not seriously impacted park operations. Following the deauthorization scheme orchestrated during the stormy tenure of former Secretary James Watt, the national lakeshore weathered the remainder of the Watt term without ill effect, but found itself mired in an avalanche of paperwork to justify what once was considered routine land acquisition matters. The National Park Service itself has experienced an unprecedented degree of regulation and oversight by the Office of the Secretary.

Acquisition of key lakeshore expansion areas such as the Beverly Shores Island has been in limbo through the Reagan years. Because of this, what looked promising for inclusion—but fell short—in 1976 and 1980, was not even considered in 1986 and now may never again be. Times have changed. The Federal budget deficit threatens to overwhelm the United States' as well as the world's economy. In the "Island," parcels which were once vacant now feature houses. Land values have escalated. A price tag of $50 million will be required if the National Lakeshore is ever going to acquire the "Island" and fully open the five miles of beachfront which is currently inaccessible to most of the public. Without it, as Superintendent Dale Engquist forecasts, the east end of the park will never realize its full potential. The erosion problem has abated, but is not likely to disappear forever. More multi—million—dollar, stop—gap erosion control programs will be lobbied for, but nothing is likely to insure saving Lake Front Drive and the first row of homes from Lake Michigan's relentless surf.

While the 1980 General Management Plan (GMP) provides a good overall blueprint for the future, at its inception it was a flawed document. Planners predicated proposals on the assumption that the Beverly Shores Island would be acquired in 1980. The hastily devised consensus on the West Unit, including the highly controversial access road and marina, has since fallen apart. Upon Superintendent Engquist's recommendation, the arduous GMP process is currently scheduled to be undertaken again by the early 1990s.

According to Save the Dunes Council Executive Director Charlotte Read, future battles at Indiana Dunes will involve dissuading "people with the better idea" for developing despoiled industrial lands which are being reclaimed for recreational purposes. Hotel conference centers, condominium complexes, and gambling casinos are but some of the suggested uses.

There is much unfinished business. Many challenges remain. The Coronado Lodge may one day be transformed into a bed and breakfast or a hostel. Goodfellow Camp awaits funding to arrest its deterioration. The long—discussed "Dunes Parkway" along U.S. Highway 12 may soon become a reality in the East Unit as a scenic road closed to through truck traffic. But what will be done with the many scattered feeder roads and the myriad of utility lines? Planning for the East Unit Transit Center continues as does restoration of at least three historic South Shore Railroad cars with the remainder possibly to be loaned to other transportation museums.

Another future consideration with roots in the past involves the proposed Gary marina. While the facility will not be built, owned, or operated by the Service, the bureau has taken the lead on the environmental impact statement. The Park Service has endorsed the concept of a Gary marina in its General Management Plan, but remains concerned that the development of a marina and access roads to it not adversely effect the resources of the national lakeshore in the Miller Woods environmental study area. The site currently preferred by both the National Park Service and the city for the 600— to 1,200—slip marina is on USX property within their existing landfill breakwater.

Superintendent Dale B. Engquist notes several challenges to be confronted in the future. How will the Service react to various proposed lakeshore expansion measures? An early 1988 report issued by the National Parks and Conservation Association endorsed all of the additions proposed by the Save the Dunes Council. How will the continuous struggle to obtain development funding progress and will the Service continue to seek the middle ground between extreme developmental interests and extreme preservationist interests? Will funding be available to continue the pressing need of upgrading existing facilities from a temporary to permanent status?

Midwest Regional Director Don Castleberry—former Assistant Superintendent at Indiana Dunes National Lakeshore—contends that the Great Lakes parks represent "sleeping giants." As fiscal difficulties ease, the visiting public to these large new national lakeshores will demand proper developments such as improved visitor centers, campgrounds, trails, and roads consistent with preservation of the natural and cultural resources. It is an optimistic viewpoint and one which this historian and other friends of Indiana Dunes National Lakeshore confidently embrace.

As the National Park Service prepares to enter the 1990s and looks ahead to the 21st century, Indiana's sleeping giant along the south shore of Lake Michigan awaits its opportunity to emerge as the Midwest's premier national park, a remarkable unit which has successfully achieved the stormy balance of preservation versus development and constitutes "a signature of time and eternity." [2]

CONCLUSION:
ENDNOTES

1. Superintendent Dale B. Engquist, interview, 16 September 1987, at Midwest Regional Office, Omaha, Nebraska, transcript.

2. This section was summarized from the opinions of the following individuals: Don H. Castleberry, former Assistant Superintendent, Indiana Dunes National Lakeshore, 1974—1978, 3 September 1987, at Midwest Regional Office, Omaha, Nebraska, interview transcript; Dale B. Engquist, Superintendent, Indiana Dunes National Lakeshore, 16 September 1987, at Midwest Regional Office, Omaha, Nebraska, interview transcript; Charlotte Read, Executive Director, Save the Dunes Council, Inc., 22 September 1987, at Superintendent's Office, Bailly Administrative Area, Indiana Dunes National Lakeshore, Porter, Indiana, interview transcript; Herbert Read, Engineering Chairman, Save the Dunes Council, Inc., 22 September 1987, at Bailly Ranger Station, Indiana Dunes National Lakeshore, Porter, Indiana, interview transcript; J. R. Whitehouse, former Superintendent, Indiana Dunes National Lakeshore, 11 and 12 March 1987, at Orlando, Florida, interview transcript; George A. Palmer, former Associate Regional Director, Northeast Regional Office, 11 October 1987, transcript of correspondence; and Superintendent Dale Engquist to Regional Director Don Castleberry, 3 March 1988, review comments on administrative history, H1417, Cultural Resources Management files, Midwest Regional Office.

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> The Dunes are a symbol of the crisis that faces all Americans. It is as though we were standing on the last acre and were faced with a decision of how it should be used. In actuality, it is the last acre of its kind. In essence, it foreshadows the time not too far removed when we shall in all truth be standing on that last unused, unprotected acre and shall be wondering which way to go.
>
> Senator Paul H. Douglas, May 7, 1958

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PORTER, INDIANA

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The harbor bill came up in '65, the authorization passed, and as soon as it had passed, some of the compromise began to fall apart. Some of our opposition said, "Compromise? What compromise? I don't know anything about compromise." Really, when we talk about expansion bills now, we're merely trying to play catch—up with 1963.

Herbert Read, Engineering Committee Chairman, Save the Dunes Council, September 22, 1987

PART IV:
APPENDIXES

A: Historic and Contemporary Site Photographs

B: Legislation

C: Chronological List of National Park Service Employees

D: Annual Visitation Figures

E: Annual Budgetary Figures (ONPS)

F: Administrative Positions Charts

G: Area and Boundary Maps

APPENDIX A:

HISTORIC AND CONTEMPORARY SITE PHOTOGRAPHS

Our relations with the Save the Dunes Council are very good. We have regular communications. They are generally good. We're generally mutually supportive. We have an ultimate goal that's the same. We differ sometimes on methods and procedures and we don't always agree on everything. I view them, personally, kind of as my conscience. I'd like to think I'd always keep uppermost in my mind the preservation goals for Indiana Dunes National Lakeshore. With the Save the Dunes Council out there, you can be assured that should you ever think of straying from the pure path you will be quickly reminded!

Superintendent Dale Engquist,
Indiana Dunes National Lakeshore, September 16, 1987.



Figure 1. Members of the Prairie Club of Chicago engage in a popular weekend activity in the nearly dunelands of Indiana. This particular "dunes walk" took place in 1913 in the vicinity of Mount Baldy. (Photographer A.E. Ormes, July 4, 1913, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 2. National Park Service Director Stephen T. Mather (far left foreground) is accompanied by Col. Richard Liebger on an October 31, 1916, inspection tour—the day following a Department of the Interior hearing in Chicago on a proposed Sand Dunes National Park. In the center of the group in the background are Associate Director Horace Albright and his wife, Grace. (Photographer Unknown, October 31, 1916, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 3. The National Park Service inspection tour of the proposed Sand Dunes National Park included the following (beginning with the first full figure at the left): unknown, Dr. Henry Chandler Cowles; Mrs. Horace (Grace) Albright; unknown; National Park Service Director Stephen T. Mather (partially obscured); Col. Richard Lieber; unknown; and Horace M. Albright. (Photographer unknown, October 31, 1916, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 4. Newly appointed Indiana Dunes National Lakeshore Advisory Commission at first official meeting. Photograph is taken in Secretary of the Interior Udall's office, Main Interior Building, Washington, D.C. Pictured from left to right are: National Park Service Director George B. Hartzog, Jr.; John Schnurlein, member, Porter County; Celia Nealon, member, Portage; Thomas Dustin, chairman, Secretary's designate; Secretary of the Interior Stewart L. Udall; William Lieber, member, State of Indiana; John Hillenbrand II, member, State of Indiana; Harry Frey, member, Michigan City; and William Tobin, member, Beverly Shores. (Photographer Office of the Secretary of the Interior, November 4, 1967, Photographic Archives, Indiana Dunes National Lakeshore)

APPENDIX A:
HISTORIC AND CONTEMPORARY SITE PHOTOGRAPHS (continued)



Figure 5. Secretary of the Interior Rogers C. B. Morton and Mrs. Julie Nixon Eisenhower (center) were the keynote speakers at the September 1971, dedication day ceremony for the Indiana Dunes National Lakeshore. The event took place at the Indiana Dunes State Park. (Photographer Darryl Blink, Seasonal Park Ranger, September 8, 1972, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 6. Left to right: Secretary of the Interior Stewart L. Udall, Senator Paul H. Douglas, Dorothy Buell, and Secretary of Agriculture Orville Freeman. Senator Douglas and Dorothy Buell are being awarded the National Wildlife Federation Award because of their dunes preservation efforts. (Photographer unknown, February 1967, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 7. Aerial view of the two-story limestone pavillion/beachhouse at the Indiana Dunes State Park. (Photographer District Ranger Stan Lock, April 1971, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 8. A "tree graveyard" is caused by the shifting of sand dunes through wooded areas. The natural devastation left behind is a strangely beautiful sight. (Photographer Dr. Jack Troy, June 1972, Photographic Archives, Indiana Dunes National Lakeshore)

APPENDIX A:
HISTORIC AND CONTEMPORARY SITE PHOTOGRAPHS (continued)



Figure 9. With steel mills on the horizon (left), the Lake Michigan surf relentlessly pounds the national lakeshore providing the stimulus for dunes formation. While the lake also serves as the national lakeshore's primary recreational activity, it also contributes to a fundamental management problem—shoreline erosion. (Photographer unknown, November 1973, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 10. Pinhook Bog, one of the "detached" areas of the national lakeshore, has a delicate ecosystem which necessitates minimal human impact. (Photographer Interpreter/Park Technician Jo Ellen Seiser, August 1974, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 11. The beachhouse at West Beach represents the national lakeshore's first and only substantial recreational facility. (Photographer unknown, October 1979, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 12. Scaffolding envelopes the Bailly Homestead, a National Historic Landmark, as the National Park Service begins a substantial restoration. (Photographer Park Planner Bob Foster, April 1976, Photographic Archives, Indiana Dunes National Lakeshore)

APPENDIX A:
HISTORIC AND CONTEMPORARY SITE PHOTOGRAPHS (continued)



Figure 13. Following completion of a Historic Structure Report, the National Park Service restored the Bailly Homestead to 1916, the earliest possible period for which a historic appearance could be verified. (Photographer National Lakeshore Staff, circa July 1976, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 14. Park Ranger Jim Brown escorts visitors back aboard the South Shore Railroad after a day in the dunes. The national lakeshore actively encourages urban minority groups to use the South Shore Railroad to visit the dunes and particpate in the park's environmental education programs. (Photographer National Lakeshore Staff, 1978, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 15. Visitors peruse one of the many crafts displays at the Bailly Homestead, site of the Duneland Folk Festival. Park VIPs dress in fur trade era garb representative of the time of the area's first settler, Joseph Bailly. (Photographer Supervisory Park Ranger (Programs Specialist) Robert Daum, 1980, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 16. The national lakeshore's first Superintendent, James R. ("J. R.") Whitehouse, sits behind his desk at the Bailly Administrative Area. Whitehouse served at Indiana Dunes from fall 1970 to early 1983, when he was succeeded by Dale Engquist. (Photographer Interpreter G. R. Davis, unknown [circa 1980], Photographic Archives, Indiana Dunes National Lakeshore)

APPENDIX A:
HISTORIC AND CONTEMPORARY SITE PHOTOGRAPHS (continued)



Figure 17. Park Ranger Mike Dale leds a guided walk through the dunes explaining the intricate stages of dunes succession. (Photographer Supervisory Park Ranger [Program Specialist] Robert Daum, December 1980, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 18. West Beach remains the focus of recreational activities in the national lakeshore with summertime swimming pushing visitation levels to capacity. (Photographer Visitor Center Coordinator G. R. Davis, July 1981, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 19. Superintendent J. R. Whitehouse and Assistant Superintendent Dale Engquist (at left) accompany Secretary of the Interior James G. Watt (at right with Stetson hat) on a roving press conference/"photo opportunity" at West Beach. The woman in the center is the Secretary's wife, Leilani Watt. (Photographer Supervistory Park Ranger [Programs Specialist] Robert Daum, April 4, 1982, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 20. The Goodfellow Lodge at Goodfellow Camp, once operated by the U.S. Steel Corporation for its employees, stands vacant and awaits preservation by the National Park Service (Photographer Interpreter G. R. Davis, April 10, 1983, Photographic Archives, Indiana Dunes National Lakeshore)

APPENDIX A:
HISTORIC AND CONTEMPORARY SITE PHOTOGRAPHS (continued)



Figure 21. The Chellberg Farm House was stabilized following its acquisition by the National Park Service. Chellberg became the focus for historic preservation activities because of its proximity to the Bailly Homestead. (Photographer National Lakeshore Staff, December 1977, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 22. Restored to its exterior historic appearance, the Chellberg Farm House serves as a focal point for the active interpretive program for the surrounding farm complex. The interior is being restored and will be opened to the public in 1989. (Photographer A.V. Coordinator Cynthia Garrison, September 1987, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 23. Two visitors stand before a wayside exhibit for the Chellberg Farm Barn, one of the principal structures for interpreting the agrarian life of the Chellberg family. (Photographer Environmental Education Coordinator Sam Vaughn, July 1983, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 24. National lakeshore maintenance workers progress on building the Dunes Succession Trail at West Beach. The elaborate stairways and boardwalks help to ensure the lowest possible human impact on the fragile dunes. (Photographer A.V. Coordinator Cynthia Garrison, October 1983, Photographic Archives, Indiana Dunes National Lakeshore)

APPENDIX A:
HISTORIC AND CONTEMPORARY SITE PHOTOGRAPHS (continued)



Figure 25. One important component of the national lakeshore's Science Office is a program to restore disturbed dunelands to natural conditions. (Photographer Volunteer in Park Tom Griffiths, October 1984, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 26. Built to serve as a U.S. Army NIKE missle base, the national lakeshore operates the "Bailly Administrative Area" as its headquarters complex. Renovation of the structures is being conducted on a phased basis. (Photographer A.V. Coordinator Cynthia Garrison, January 16, 1988, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 27. The West Beach Visitor Center provides a public contact station for the thousands of visitors at this popular recreation spot. (Photographer Volunteer in Park Tom Griffiths, October 1984, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 28. Originally built as a church, the national lakeshore's visitor center at Furnessville now contains an auditorium, exhibit and visitor orientation center, sales counter, and administrative offices. (Photographer National Lakeshore Staff, date unknown, Photographic Archives, Indiana Dunes National Lakeshore)

APPENDIX A:
HISTORIC AND CONTEMPORARY SITE PHOTOGRAPHS (continued)



Figure 29. The Bailly Contact Station serves as an interpretive center for the Bailly Homestead and Cemetery and the Chellerg Farm. During the winter, cross country skiers use the trail system for their energetic sport. (Photographer Interpreter G. R. Davis, circa 1980, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 30. Both current and former members of the Indiana Dunes National Lakeshore Advisory Commision assemble on the steps of the Tremont visitor center to pose for a group photograph on the day of its final meeting. Pictured are (back row, left to right): Kay Rhame, Portage; Harold Rudd, former member; Thomas Dustin, first Commission chairman and former member; James Holland, Gary; John Schnurlein, Porter County representative and outgoing chairman; Ron Bensz, Michigan City; and William Lieber, State of Indiana. Front row (left to right): Ron Gacki, Odgen Dunes; Superintendent Dale B. Engquist; Harry Frey, former member; and Bill Staehle, former members. (Photographer Supervisory Park Ranger [Program Specialist] Robert Daum, September 27, 1985, Photographic Archives, Indiana Dunes National Lakeshore)



Figure 31. As a result of the 1980 expansion bill, Congress dedicated the national lakeshore to the memory of Senator Paul H. Douglas.

This sign is at West Beach which was renamed the Paul H. Douglas Ecological and Recreational Unit (Photographer Supervisory Park Ranger [Program Specialist] Robert Daum, 1985, Photographic Archives, Indiana Dunes National Lakeshore)

APPENDIX B:
LEGISLATION

> We worked very closely with the law department at Harvard and with Kennedy's administrative aids... in drafting this bill. [The Cape Cod Formula] has never been tested in the Supreme Court as many of these people who opposed these bills said that they would test it sometime.
>
> Allen T. ("Al") Edmunds in a 1975 conversation with J. R. Whitehouse discussing the landmark Cape Cod National Seashore bill and its application to Indiana Dunes National Lakeshore.

Prepared by the national lakeshore staff, this is a compilation of the act establishing Indiana Dunes National Lakeshore and three subsequent acts amending that original legislation.

NOTE

P.L. 89—761, 89th Congress (11/05/66) (80 Stat. 1309)
P.L. 94—549, 94th Congress (10/18/76) (90 Stat. 2529)
P.L. 96—612, 96th Congress (12/28/80) (94 Stat. 3575)
P.L. 99—583, 99th Congress (10/29/86)

The left—hand margin contains an abbreviated description of the contents of each section together with the date (year) of the act from which that section derives. Where portions within a section derive from an act other than that cited at the beginning of that section, the changes (additions or revisions) are identified by underlining and the date of the act from which those changes derive is shown underlined in the left margin adjacent to those changed sections.

A COMPILATION OF LEGISLATION
INDIANA DUNES NATIONAL LAKESHORE

AN ACT

To provide for the establishment of the Indiana Dunes National Lakeshore, and for other purposes.

1966—Indiana Dunes Dunes Nat'l LS establishment and boundary.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to preserve for the educational, inspirational, and recreational use of the public certain portions of the Indiana dunes and other areas of scenic, scientific, and historic interest and recreational value in the State of Indiana, the Secretary of the Interior is authorized to establish and administer the Indiana Dunes National Lakeshore (hereinafter referred to as the "lakeshore") in accordance with the provisions

of this Act. The lakeshore shall comprise the area within the boundaries delineated on a map identified as "'Boundary Map, Indiana Dunes National Lakeshore', dated October 1986, and numbered 626—60,003—B" which map is on file and available for public inspection in the Office of the Director of the National Park Service, Department of the Interior.

1986

1966—Acquisition of lands, authorization.

Sec. 2. (a) Within the boundaries of the lakeshore the Secretary of the Interior (hereinafter referred to as the "Secretary") is authorized to acquire lands, waters, and other property, or any interest therein, by donation, purchase with donated or appropriated funds, exchange, or otherwise. The Indiana Dunes State Park may be acquired only by donation of the State of Indiana, and the Secretary is hereby directed to negotiate with the State for the acquisition of said park. In exercising his authority to acquire property by exchange for the purposes of this Act, the Secretary may accept title to non—Federal property located within the area described in section 1 of this Act and convey to the grantor of such property any federally owned property under the jurisdiction of the Secretary which he classifies as suitable for exchange or other disposal within the State of Indiana or Illinois. Properties so exchanged shall be approximately equal in fair market value, as determined by the Secretary who may, in his discretion, base his determination on an independent appraisal obtained by him: Provided, That the Secretary may accept cash from or pay cash to the grantor in such an exchange in order to equalize the values of the properties exchanged. The Secretary is expressly authorized to acquire by donation, purchase with donated or appropriated funds, or exchange lands or interests therein which are owned for school or educational purposes by a State or a political subdivision thereof.

1980

(b) In exercising his authority to acquire property under subsection (a) of this section, the Secretary may enter into contracts requiring the expenditure, when appropriated, of funds authorized to be appropriated by section 9 of this Act, but the liability of the United States under any such contract shall be contingent on the appropriation of funds sufficient to fulfill the obligations thereby incurred.

1966—Boundaries and establishment. Publication in Federal Register.

Sec. 3. As soon as practicable after the effective date of this Act and following the acquisition by the Secretary of an acreage within the boundaries of the area described in section 1 of this Act which in his opinion is efficiently administrable for the purposes of this Act, he shall establish the Indiana Dunes National Lakeshore by publication of notice thereof in the Federal Register.

By no later than October 1, 1977, the Secretary shall publish in the Federal Register a detailed description of the boundaries of the lakeshore and shall from time to time so publish any additional boundary changes as may occur. Following such establishment and subject to the limitations and conditions prescribed in section 1 hereof, the Secretary may continue to acquire lands and interests in lands for the lakeshore.

1976

1966—Improved property. Definition and

Sec. 4. As used in this Act, the term 'improved property' means a detached, one—family dwelling which meets each of the following criteria:

(1) The construction of the dwelling began before the date (shown in the table contained in this section) corresponding to the appropriate map.

construction cut-off dates.

1986 (2) The property is located within the boundaries delineated on the map described in such table which corresponds to such date.

(3) The property is not located within the boundaries of any other map referred to in such table which bears an earlier date.

The term 'appropriate map', means a map identified as 'Boundary Map—Indiana Dunes National Lakeshore' (or 'A Proposed Indiana Dunes National Lakeshore' in the case of a dwelling the construction of which was begun before January 4, 1965) which is dated and numbered as provided in the following table.

Property Within Boundaries of Map Construction Began Before
Dated October 1986. #626—80,033—B February 1, 1986
Dated December 1980. #626—91014 January 1, 1981
Dated September 1976. #626—91007 February 1, 1973
Dated September 1966. #LNPNE—1008—ID January 4, 1965

The term 'improved property' also includes the lands on which the dwelling is situated which meets both of the following criteria:

(A) The land is in the same ownership as the dwelling.

(B) The Secretary has designated the lands as reasonably necessary for the enjoyment of the dwelling for the sole purpose of noncommercial residential use.

1966 Such term also includes any structures accessory to the dwelling which are situated on the lands so designated. The maps referred to in this section shall be on file and available for public inspection in the Office of the Director of the National Park Service, Department of the Interior. The Secretary shall designate the land referred to in subparagraph (B). The amount of land so designated shall in every case be not more than three acres in area, and in making such designation the Secretary shall take into account the manner of

1976 noncommercial residential use in which the dwelling and land have customarily been enjoyed: Provided, That the Secretary may exclude from the land so designated any beach or waters, together with so much of the land adjoining such beach or waters, as he may deem necessary for public access thereto or public use thereof. All rights of use and occupancy shall be subject to such terms and conditions as the Secretary deems appropriate to assure the use of such property in accordance with the purposes of this Act.

1980—Owners of improved property, retention rights.

Sec. 5. (a) (1) Except for owners described in paragraph (2) and owners of improved property within the area on the map referred to in section 4, dated December 1980, and numbered 626—91014 of this act as area II—B, any owner or owners of record of improved property may retain a right of use and occupancy of said improved property for noncommercial residential purposes for a term (A) ending on his or her death or the death of his or her spouse, whichever occurs last, or (B) for a fixed term not to extend beyond September

1986 30, 2010, or such lesser term as the owner or owners may elect at the time of acquisition by the Secretary.

1986 In the case of improved property within the boundaries of the map dated December 1980 and numbered 626—91014 the retention of a retained right

under clause numbered (A) shall only be available to homeowners of record as of October 1, 1980, who have attained the age of majority as of that date and make a bona fide written offer not later than October 1, 1985, to sell to the Secretary. Where any such owner retains a right of use and occupancy as herein provided, such right during its existence may be conveyed or leased for noncommercial residential purposes. The Secretary shall pay to the owner the fair market value of the property on the date of such acquisition, less the fair market value on such date of the right retained by the owner.

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(2) (A) In the case of property included within the boundaries of the lakeshore after 1980, any owner or owners of record of improved property may retain a right of use and occupancy for noncommercial residential purposes for a term ending at either of the following:

(i) A fixed term not to extend beyond September 30, 2010, or such lesser fixed term as the owner or owners may elect at the time of acquisition.

(ii) A term ending at the death of any owner or of a spouse of any owner, whichever occurs last.

The owner shall elect the term to be reserved.

(B) The retention of rights under subparagraph (A) shall be available only to individuals who are homeowners of record as of July 1, 1986, who have attained the age of majority as of that date and who make a bona fide written of offer not later than July 1, 1991, to sell to the Secretary.

1976—Termination right of Secretary.

(b) Upon his determination that the property, or any portion thereof, has ceased to be used in accordance with the applicable terms and conditions, the Secretary may terminate a right of use and occupancy. Nonpayment of property taxes, validly assessed, on any retained right of use and occupancy shall also be grounds for termination of such right by the Secretary. In the event the Secretary terminates a right of use and occupancy under this subsection he shall pay to the owners of the retained right so terminated an amount equal to the fair market value of the portion of said right which remained unexpired on the date of termination. With respect to any right of use and occupancy in existence on the effective date of this sentence, standards for retention of such rights in effect at the time such rights were reserved shall constitute the terms and conditions referred to in section 4.

(c) With respect to improved properties acquired prior to the enactment of this subsection and upon which a valid existing right of use and occupancy has been reserved for a term of not more than twenty years, the Secretary may, in his discretion, extend the term of such retained right for a period of not more than nine years upon receipt of payment prior to September 30, 1983, from the holder of the retained right. The amount of such payment shall be equivalent to the amount discounted from the purchase price paid by the Secretary for the identical period of time under the terms of the original sale adjusted by a general index adopted by the Secretary reflecting overall value trends within Indiana Dunes National Lakeshore between the time of the original sale and the time of the retained right of extension offered by this subsection.

1966—Administration

Sec. 6. (a) In the administration of the lakeshore the Secretary may utilize such statutory authorities relating to areas of the national park system and

and development.

such statutory authority otherwise available to him for the conservation and management of natural resources as he deems appropriate to carry out the purposes of this Act.

(b) In order that the lakeshore shall be permanently preserved in its present state, no development or plan for the convenience of visitors shall be undertaken therein which would be incompatible with the preservation of the unique flora and fauna or the physiographic conditions now prevailing or with the preservation of such historic sites and structures as the Secretary may designate: Provided, That the Secretary may provide for the public enjoyment and understanding of the unique natural, historic, and scientific features within the lakeshore by establishing such trails, observation points, and exhibits and providing such services as he may deem desirable for such public enjoyment and understanding: Provided further, That the Secretary may develop for appropriate public uses such portions of the lakeshore as he deems especially adaptable for such uses.

1966—Indiana Dunes Nat'l LS Advisory Commission

Sec. 7. (a) There is hereby established an Indiana Dunes National Lakeshore Advisory Commission. Said Commission shall terminate on September 30, 1985.

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(b) The Commission shall be composed of thirteen members each appointed from recommendations made by the commissioners of such county; (2) one member who is a year-round resident of the town of Beverly Shores to be appointed from the recommendations made by the board of such town; (3)

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one member who is a year-round resident of the towns of Porter, Dune Acres, Pines, Chesterton, Ogden Dunes, or the village of Tremont, such member to be appointed from recommendations made by the boards of trustees or the trustee of the affected town or township; (4) two members who are year—round residents of the city of Michigan City to be appointed from

1976

recommendations made by such city; (5) two members to be appointed from recommendations made by the Governor of the State of Indiana; (6) one member to be designated by the Secretary; (7) two members who are year—round residents of the city of Gary to be appointed from recommendations made by the mayor of such city; (8) one member to be appointed from recommendations made by a regional planning agency established under the authority of the laws of the State of Indiana and composed of representatives of local and county governments in northwestern Indiana; (9) one member who is a year—round resident of the city of Portage to be appointed from recommendations made by the mayor of such city; and (10) one member who holds a reservation of use and occupancy and is a year-round resident within the lakeshore to be designated by the Secretary.

(c) The Secretary shall designate one member to be Chairman. Any vacancy in the Commission shall be filled in the same manner in which the original appointment was made.

(d) A member of the Commission shall serve without compensation as such. The Secretary is authorized to pay the expense reasonably incurred by the Commission in carrying out its responsibilities under this Act on vouchers signed by the Chairman.

(e) The Secretary or his designee shall, from time to time, consult with the Commission with respect to matters relating to the development of the Indiana

Dunes National Lakeshore and with respect to the provisions of sections 4, 5, and 6 of this Act.

1976

(f) The Advisory Commission is authorized to assist with the identification of economically and environmentally acceptable areas, outside of the boundaries of the lakeshore, for the handling and disposal of industrial solid wastes produced by the coal—fired powerplant in Porter County, Indiana, section 21, township 37 north, range 6 west.

1966—Jurisdiction, state and local.

Sec. 8. Nothing in this Act shall deprive the State of Indiana or any political subdivision thereof of its civil and criminal jurisdiction over persons found, acts performed, and offenses committed within the boundaries of the Indiana Dunes National Lakeshore or of its right to tax persons, corporations, franchises, or other non—Federal property on lands included therein.

1976—Appropriations.

Sec. 9. Secretary may not expend more than $60,812,100 from the Land and Water Conservation Fund for the acquisition of lands and interests in lands nor more than $20,000 000 for development: Provided, That not more than $500,000 of said amount may be appropriated for the development of the Paul H. Douglas Environmental Education Center authorized pursuant to section 20 of this Act; and By October 1, 1979, the Secretary shall develop and transmit to the Committees on Interior and Insular Affairs of the United States Congress a general management plan detailing the development of the national lakeshore consistent with the preservation objectives of this Act, indicating: (1) the facilities needed to accommodate the health, safety, and recreation needs of the visiting public; (2) the location and estimated costs of all facilities, together with a review of the consistency of the master plan with State, areawide, and local governmental development plans; (3) the projected need for any additional facilities within the national lakeshore; and (4) specific opportunities for citizen participation in the planning and development of proposed facilities and in the implementation of the general management management plan generally.

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1980

In addition to any sums heretofore authorized for the acquisition of lands and interests in lands pursuant to the provisions of this Act, there are further authorized to be appropriated an additional $3,120,000. In addition to any other sums authorized for the acquisition of lands and interests in lands pursuant to the provisions of this Act there are authorized to be appropriated an additional $3,500,000 to be used for such purposes. The Secretary shall conduct a feasibility study of establishing United States Highway 12 as the 'Indiana Dune Parkway' under the jurisdiction of the National Park Service. The Secretary shall submit the results of such study to the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate within two years after the enactment of this sentence. Effective October 1, 1986, there is authorized to be appropriated such sums as may be necessary for the purposes of conducting the feasibility study.

1986

Dunes Parkway Study

1976—Rights-of-way and easements.

Sec. 10. Nothing in this Act shall diminish any existing (as of March 1, 1975) rights—of—way or easements which are necessary for high voltage electrical transmission, pipelines, water mains, or line—haul railroad operations and maintenance. Nothing in this Act shall be construed to diminish the existing property rights of Northern Indiana Public Service Company (as of October 1, 1986) with respect to—

1986

(1) a parcel of land owned in fee by the Northern Indiana Public Service Company and used for high voltage electrical transmission lines, pipelines, and utility purposes, beginning at said Company's Dune Acres substation and extending east to said Company's Michigan City Generating Station, which parcel by this Act is included within the boundaries of the Indiana Dunes National Lakeshore and herein designated as area II—I on National Park Service Boundary Map No. 626—80,033—B, dated October 1986, excluding that certain parcel of approximately 6.0 acres adjacent to Mineral Springs Road in area II—I, and

(2) land owned in fee by the Northern Indiana Public Service Company and used for high voltage electrical transmission lines, pipelines, and utility purposes as has by this Act been included within the boundaries of the Indiana Dunes National Lakeshore and herein designated as area II—I on said National Park Service Boundary Map No. 626—80,033-B.

1976—Little Calumet River.

Sec. 11. (a) Nothing in the Act shall be construed as prohibiting any otherwise legal cooling, process, or surface drainage into the part of the Little Calumet River located within the lakeshore: Provided, That this subsection shall not affect nor in any way limit the Secretary's authority and responsibility to protect park resources.

Air and water pollution standards.

(b) The authorization of lands to be added to the lakeshore by the Ninety—fourth Congress and the administration of such lands as part of the lakeshore shall in and of itself in no way operate to render more restrictive the application of Federal, State, or local air and water pollution standards to the uses of property outside the boundaries of the lakeshore, nor shall it be construed to augment the control of water and air pollution sources in the State of Indiana beyond that required pursuant to applicable Federal, State, or local law.

1976—Acquisition, Area III—B.

Sec. 12. The Secretary shall acquire the area on the map referred to in the first section of this Act as area III-B within two years from the effective date of this section only if such area can be acquired for not more than $800,000, exclusive of administrative costs of acquisition, as adjusted by the Consumer Price Index: Provided, That the Secretary may not acquire such area by any means after two years from the effective date of this section.

1976—Acquisition, Area I—C and Area IV—B. 1986

Sec. 13. (a) The Secretary may acquire that portion of area I—C which is shaded on the map referred to in section 4, dated December 1980 and numbered 626—91014 of this Act only with the consent of the owner unless the present owner attempts to sell or otherwise dispose of such area.

(b) The Secretary may acquire that portion of area IV—B in private ownership on the map referred to in section 1 of this Act only with the consent of the owner: Provided, That the Secretary may acquire an agricultural easement should the owner change the use existence as of September 19, 1986, through eminent domain.

1976—Land Acquisition Plan.

Sec. 14. Within one year after the date of the enactment of this section, the Secretary shall suit, in writing, to the Committees on Interior and Insular Affairs and to the Committees on Appropriations of the United States

Congress a detailed plan which shall indicate: (1) the lands which he has previously acquired by purchase, donation, exchange, or transfer for administration for the purpose of the lakeshore; and (2) the annual acquisition program (including the level of funding) which he recommends for the ensuing five fiscal years.

1976—'Crossings A, B & C' rights-of-way.

Sec. 15. The Secretary may acquire only such interest sin the right-of-way designated 'Crossing A' on map numbered 626—91007 as he determines to be necessary to assure public access to the banks of the Little Calumet River within fifty feet north and south of the Little Calumet River and the banks of Salt Creek within fifty feet on either side of the centerline of said river. The Secretary may acquire only such interest in the right-of-way designated 'Crossing B' and 'Crossing C' on the map dated October 1986 and numbered 626—80,03—B as he determines to be necessary to assure public access to the banks of the Little Calumet River and the banks of Salt Creek within fifty feet on either side of the centerline of said river and creek.

1986

1976—Cooperative Agreement, II—E and 'Crossing A'.

Sec. 16. The Secretary shall enter into a cooperative agreement with the landowner of those lands north of the Little Calumet River between the Penn Central Railroad bridge within area II—E and 'Crossing A' within area IV-C on the map referred to in section 4, dated October 1976, and numbered 626—91007. Such agreement shall provide that any roadway constructed by the landowner south of United States Route 12 within such vicinity shall include grading, landscaping, and plantings of vegetation designed to prevent soil erosion and to minimize the aural and visual impacts of said construction, and of traffic on such roadway, as perceived from the Little Calumet River.

1986

1976—Acquisition, Area I-E.

Sec. 17. (a) The Secretary may not acquire such lands within the western section of area I—E, as designated on map numbered 626—91007, which have been used for solid waste disposal until he has received a commitment in accordance with a plan acceptable to him, to reclaim such lands at no expense to the Federal Government

(b) With respect to the property identified as area I—E on map numbered 626—91007, the Secretary may enter into a cooperative agreement whereby the State of Indiana or any political subdivision thereof may undertake to develop, manage and interpret such area in a manner consistent with the purposes of this Act.

1976—Special Study Areas III—A, III—C and II—A.

Sec. 18. By July 1, 1977, the Secretary shall prepare and transmit to the Committees on Interior and Insular Affairs of the United States Congress a study of areas III—A, III—C, and II—A, as designated on map numbered 626—91007. The Secretary shall make reasonable provision for the timely participation of the State of Indiana, local public officials, affected property owners, and the general public in the formulation of said study, including, but not limited to, the opportunity to testify at a public hearing. The record of such hearing shall accompany said study. With respect to areas III—A and III—C, the study shall (a) address the desirability of acquisition of any or all of the area from the standpoint of resource management, protection, and public access; (b) develop alternatives for the control of beach erosion if desirable, including recommendations, if control is necessary, of assessing the costs of such control against those agencies responsible for such erosion; (c) consider

and propose options to guarantee public access to and use of the beach area, including the location of necessary facilities for transportation, health, and safety; (d) detail the recreational potential of the area and all available alternatives for achieving such potential; (e) review the environmental impact upon the lakeshore resulting from the potential development and improvement of said areas; and (f) assess the cost to the United States from both the acquisition of said areas together with the potential savings from the retention of rights of use and occupancy and from the retention of the boundaries of the lakeshore, as designated on map numbered 626—91007, including the costs of additional administrative responsibilities necessary for the management of the lakeshore, including the maintenance of public services in the town of Beverly Shores, Indiana. With respect to area II—A, the Secretary shall study and report concerning the following objectives: (a) preservation of the remaining dunes, wetlands, native vegetation, and animal life within the area; (b) preservation and restoration of the watersheds of Cowles Bog and its associated wetlands; (c) appropriate public access to and use of lands within the area; (d) protection of the area and the adjacent lakeshore from degradation caused by all forms of construction, pollution, or other adverse impacts including, but not limited to, the discharge of wastes and any excessive subsurface migration of water; and (e) the economic consequences to the utility and its customers of acquisition of such area.

1976—Donation of lands outside Lakeshore boundaries.

Sec. 19. After notifying the Committees on Interior and Insular Affairs of the United States Congress, in writing, of his intentions to do so and of the reasons therefore, the Secretary may, if he finds that such lands would make a significant contribution to the purposes for which the lakeshore was established, accept title to any lands, or interests in lands, located outside the present boundaries of the lakeshore but contiguous thereto or to lands acquired under this section, such lands the State of Indiana or its political subdivisions may acquire and offer to donate to the United States or which any private person, organization, or public or private corporation may offer to donate to the United States and he shall administer such lands as a part of the lakeshore after publishing notice to that effect in the Federal Register.

1980—Dedication, Paul H. Douglas.

Sec. 20 (a) The Indiana Dunes National Lakeshore is hereby dedicated to the memory of Paul H. Douglas in grateful recognition of his leadership in the effort to protect, preserve, and enhance the natural, scientific, historic, and recreational value of the lakeshore for the use, enjoyment, and edification of present and future generations.

(b) To further accomplish the purposes of subsection (a) of this section, the Secretary of the Interior shall designate the west unit of the lakeshore as the "Paul H. Douglas Ecological and Recreational Unit" and shall, subject to appropriations being granted, design and construct a suitable structure or designate an existing structure within the lakeshore to be known as the "Paul H. Douglas Center for Environmental Education" which shall provide facilities designed primarily to familiarize students and other visitors with, among other things: (1) the natural history of the lakeshore and its association with the natural history of the Great Lakes region; (2) the evolution of human activities in the area; and (3) the historical features which led to the establishment of the lakeshore by the Congress of the United States.

(c) To inform the public of the contributions of Paul H. Douglas to the

creation of the lakeshore, the Secretary of the Interior shall provide such signs, markers, maps, interpretive materials, literature, and programs as he deems appropriate.

1980—Transportation Study.

Sec. 21. (a) The Secretary in consultation with the Secretary of Transportation, shall conduct a study of various modes of public access into and within the lakeshore which are consistent with the preservation of the lakeshore and conservation of energy by encouraging the use of transportation modes other than personal motor vehicles.

(b) In carrying out the study, the Secretary shall utilize to the greatest extent practicable the resources and facilities of the organizations designated as clearinghouses under title IV of the Intergovernmental Cooperation Act of 1968 as implemented by Office of Management and Budget Circular A-95, and which have comprehensive planning responsibilities in the regions where the lakeshore is located, as well as any other agencies or organizations which the Secretary may designate. The Secretary shall make provision for timely and substantive consultations with the appropriate agencies of the States of Indiana and Illinois, local elected officials, and the general public in the formulation and implementation of the study.

(c) The study shall address the adequacy of access facilities for members of the public who desire to visit and enjoy the lakeshore. Consideration shall be given to alternatives for alleviating the dependence on automobile transportation. The study of public transportation facilities shall cover the distance from cities of thirty—five thousand population or more within fifty miles of the lakeshore.

(d) The study shall include proposals deemed necessary to assure equitable visitor access and public enjoyment by all segments of the population, including those who are physically or economically disadvantaged. It shall provide for retention of the natural, scenic, and historic values for which the lakeshore was established, and shall propose plans and alternatives for the protection and maintenance of these values as they relate to transportation improvements.

(e) The study shall examine proposals for the renovation and preservation of a portion of the existing South Shore Railroad passenger car fleet. The study shall consider the historic value of the existing rolling stock and its role in transporting visitors into and within the lakeshore.

(f) The study shall present alternative plans to improve, construct, and extend access roads, public transportation, and bicycle and pedestrian trails. It shall include cost estimates of all plans considered in this study, and shall discuss existing and proposed sources of funding for the implementation of the recommended plan alternatives.

(g) The study shall be completed and presented to the Congress within two complete fiscal years from the effective date of this provision.

(h) Effective October 1, 1981, there is hereby authorized to be appropriated not to exceed $200,000 for this study.

1980—Prompt

Sec. 22. In exercising his authority to acquire property under this act, the

land acquisition in cases of hardship.

Secretary shall give prompt and careful consideration to any offer made by an individual owning property within the lakeshore to sell such property, if such individual notifies the Secretary in writing that the continued ownership of such property is causing, or would result in, undue hardship.

1980—Land acquisition, Area VII—A.

Sec. 23. (a) The Secretary may acquire only such interest in that portion of area VII—A which is described in subsection (b) as the Secretary determines is necessary to assure public access over said portion of area VII—A.

(b) The portion of area VI I—A, as designated on the map referred to in section 1, to which subsection (a) applies is a parcel of land bounded; (1) on the east by a line three hundred feet east of the electrical transmission line crossing area VII—A on January 1, 1979; (2) on the west by a line fifty feet west of such electrical transmission line; and (3) on the north and south by the northern and southern boundaries, respectively, of area VII—A.

(c) Area VII—A includes the bed of the railroad tracks forming the northern and northwestern boundaries of this area and extends to the northern edge of the bed of the railroad tracks forming the southern boundaries of this area.

Land acquisition, Area I—D.

(d) Area I—D includes the bed of the railroad tracks along the northern boundary of this area.

Land acquisition, Area VII—C.

(e) The area designated as area VII-C on the map referred to in section 1 does not include approximately 1.3 acres of land on which the Linde Air Products plant is situated, nor does it include approximately 1 acre of land on which the Old Union Station building and the adjacent REA building are situated. Except as provided in the foregoing sentence, area VII—C extends to, but does not include, the beds of the railroad tracks forming the northern and southern boundaries of such area.

1986—Cooperative Agreement and Study, Little Calumet River, and Burns Waterway.

Sec. 24. (a) The Secretary may enter into a cooperative agreement with the Little Calumet River Basin Development Commission, the State of Indiana or any political subdivision thereof for the planning, management, and interpretation of recreational facilities on the tract within the boundaries of Indiana Dunes National Lakeshore identified as tract numbered 09—117 or on lands under the jurisdiction of the State of Indiana or political subdivision thereof along the Little Calumet River and Burns Waterway. The cooperative agreement may include provision for the planning of public facilities for boating, canoeing, fishing, hiking, bicycling, and other compatible recreational activities. Any recreational developments on lands under the jurisdiction of the National Park Service planned pursuant to this cooperative agreement shall be in a manner consistent with the purposes of this Act, including section 6(b).

(b) The Secretary shall conduct a study regarding the options available for linking the portions of the lakeshore which are divided by the Little Calumet River and Burns/Portage Waterway so as to coordinate the management and recreational use of the lakeshore. The Secretary shall submit the results of the study to the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate within two years after the enactment of this section. Effective October 1, 1986, there is authorized to be appropriated such sums as may be necessary for the purposes of conducting this study.

APPENDIX C:

CHRONOLOGICAL LIST OF NATIONAL PARK SERVICE EMPLOYEES

> [YACC] gave us an opportunity to do some things that we would never have had the manpower to do, work—intensive kinds of things like building trails, cleaning up former home sites, doing things that gave us an opportunity to show some progress. We were always straining to show progress because there was a strong perception around there that the park had been established a long time ago, nothing was happening, and all we had was controversy. Anytime that we could get a new, positive thing done, it was a great accomplishment. YACC allowed us to do that.
>
> Don H. Castleberry, former Assistant Superintendent, Indiana Dunes National Lakeshore (1974—78), September 3, 1987.

NOTE: The following is an exhaustive, yet incomplete, listing of all National Park Service employees, permanent to seasonal, who have served at Indiana Dunes National Lakeshore. The record is fairly complete from 1969 to 1979 with the information supplied by Advisory Commission minutes and Superintendent's Calendar Year Reports. In 1980, because the staff had grown so large, these traditional sources discontinued reporting on personnel. Incomplete listings exist from 1980 to 1983. From 1984 to 1987, computerized personnel listings were used. A July roster for each year was chosen because of the probability of maximum employee staffing levels. The July listings, however, would not reveal transfers, resignations, or terminations during previous or subsequent months.

1969

Management Assistant Darwin E. Williams
Seasonal Rangers (West Beach): Phillip G. Lawson, Joseph E. Matthews III, Charles S. Metzcus, Jr., John E. Nelson

Land Acquisition Officer
James Sewell

1970

Superintendent James R. Whitehouse
Management Assistant Darwin E. Williams (T)
Maintenance Supervisor Howard Culp
Chief Park Ranger Rodney D. Royoe
Park Ranger Stan Lock
Secretary Linda A. Crakes

Secretary Patricia A. Crook

Land Acquisition Officer
James Sewell

1971

Superintendent James R. Whitehouse
Admin. Officer Ralph M. Iorio
Maintenance Supervisor Howard Culp
Chief Park Ranger Rodney D. Royce
Park Ranger Stan Lock
Supt. Secretary Linda A. Crakes
Secretary Patricia A. Crook
Admin. Clerk Sherry M. Gillmeister
Maintenanceman Edward J. Lutz
Park Tech David W. Bubac
Laborer Robert H. Russell
Seasonal Rangers: Phil Lawson, John Phillips, Joe Matthews II, and Joe Matthews III.
positions unknown: Patricia A. Yates and Anne L. Lutz

Land Acquisition Officer
Frank A. Ucman

1972

Superintendent James R. Whitehouse
Admin. Officer Ralph M. Iorio
Maintenance Supervisor Howard Culp
Chief Park Ranger Rodney D. Royce
Park Ranger Stan Lock
Supt. Secretary Linda A. Crakes
Secretary Patricia A. Crook
Admin. Clerk Sherry M. Gillmeister
Maintenanceman Edward J. Lutz

Land Acquisition Officer
Frank A. Ucman

1973

Superintendent James R. Whitehouse
Admin. Officer Ralph M. Iorio
Maintenance Supervisor Howard Culp
Chief Park Ranger Rodney D. Royce
Park Ranger Stan Lock
Maintenanceman Edward J. Lutz

Park Tech Martin Marciniak
Park Tech Chris Bernthal (V.C. desk)
Positions unknown: Ken Essau, Sue Thomas, and Charlice Davis.

Intermittent appointment
Wayne Schimpff (Open Lands Project)

Seasonal Rangers
Bill Schaudt
Ray Blum
Henry Jones
Charlotte Read
Jo Ellen Seiser

Land Acquisition Officer
Frank A. Ucman (T)
Chandler Simpson (Acting)

1974

Permanent Full—Time Superintendent
James R. Whitehouse Asst.
Superintendent Don H. Castleberry Chief
Ranger Rodney Royce
Admin. Officer Ralph M. Iorio
Maintenance Supervisor Howard Culp
Secretary (Stenog.) Ruthanne Slamka
Maintenance Leader Edward J. Lutz
Chief of Interpretation Stan Lock (T)
Park Ranger Neil King

Temporary Full—Time
Laborer Fallis Laborer
Mark Dever Laborer
Dana Stumpf Laborer
John P. Javor
Park Tech Joseph G. Joyce
Park Tech Phillip G. Lawson
Park Tech John Phillips
Park Tech Martin Marciniak
Park Tech Castillo
Park Tech Darryl Blink (Interp.)
Park Tech Bill Schaudt (Interp.)
Park Tech Henry Jones (Interp.)
Park Tech Robert Davis
Park Tech Jo Ellen Seiser (Interp.)
Park Tech Raymond R. Blum (Interp.)
Clerk—Typist Badovinac
Laborer James M. Vanes
Laborer Mark Corbin
Laborer Walsh
Laborer Dogan
Laborer Steven Niepokoj
Laborer David Dutko
Laborer Kareska
Laborer Rector
Laborer Duane Lula
Laborer Brad Mullen
Laborer William Kokotovich
Laborer Gary Kirpach
Laborer Gent

Laborer Glisich Laborer
Kim Peterson Laborer
Steven Parkman Laborer
Steven Rain Laborer
Arnold Bass
Park Tech John J. Cannon
Park Tech Rudolph H. Schultz
Laborer Hodge
Laborer Nash

Part—time
Park Tech Charlotte Read (Interp.)
Administrative Clerk Rae J. Gilbert
Tractor Operator/Leader David W. Bubac
Clerk—Typist Christine Bernthal
Laborer Robert Russell Clerk—
Stenographer Ruth A. Pudlo Laborer
Ray W. Beahan
Park Tech Ted A. Senior (I&RM)

Intermittent
Park Tech James Mesterharm
Park Tech Wayne Schimpff (Open Lands Project)

Land Acquisition Officer
Frank Ucman (T)
Fred L. Meyer

1975

Permanent Full-Time
Superintendent James R. Whitehouse
Asst. Supt. Don H. Castleberry
Chief I&RM Rodney Royce
Admin. Officer T. B. Taylor
Facility Manager Howard Culp
Secretary (Stenog.) Ruthanne Slamka
Maintenance Leader Edward J. Lutz
Interp. Plan. Spec. Robert C. Foster

Less Than Full—Time Permanent
Administrative Clerk Rae J. Gilbert
Eng. Equip. Oper./Ldr. David Bubac
Park Tech Ted A. Senior (Interp.)
Park Tech Neil King (Actg. Chf.)
Clerk—Typist Christine Bernthal
Clerk—Typist Timothy Dowty
Laborer Robert Russell
Clerk-Stenographer Ruth A. Pudlo
Laborer Ray W. Beahan
Tractor Operator John P. Javor

Park Tech Bill Schaudt (Interp.)
Park Tech Jo Ellen Seiser (Interp.)

Park Tech Georgiann Cruz
Park Tech Barb Reynolds (Interp.)
Park Tech Sharon M. Burns (Interp.)
Park Tech Ken Esau (Interp.)
Park Aid Debbie Tonner (Interp.)
Motor Vehicle Op. Fallis
Motor Vehicle Op. James Vanes
Laborer Michael Adams
Laborer Steven Niepokoj
Laborer Dogan
Laborer Daniel Dutko

Laborer Kareska Laborer Kim Peterson
Laborer Brad Mullen
Laborer Steven Niepokoj
Laborer Jeffrey Kirpach
Laborer Jamie McKee

Laborer Dulaney
Laborer Nash Laborer Steven Parkman
Laborer Corral Laborer John
Daily Maintenance Worker
Pillman
Maintenance Worker Steven Rain
Laborer Erby
Maintenance Worker Arnold Bass
Laborer William Kokotovich

Temporary
Park Tech Joseph G. Joyce
Park Tech Phillip G. Lawson
Park Tech Henry R. Urback
Park Tech Henry Jones (Interp.)
Park Tech Martin D. Marciniak
Park Tech Jon Paynter (Interp.)
Park Tech Darryl Blink (Interp.)
Park Tech Rudolph H. Schultz
Park Tech John J. Cannon
Park Tech Wayne Schimpff (Interp.)
Park Aid Byrne
Park Aid Gilbert
Park Aid Joseph Slamka
Laborer Mark Dever
Laborer Dana Stumpf
Park Tech Helen Steeves (Interp.)
Park Tech James Mesterharm
Park Tech Castillo
Park Tech John Phillips
Park Tech Roybal
Park Tech Tittle
Park Tech Diggs
Park Tech Nelson
Park Tech James Billys

Land Acquisition Officer
Fred L. Meyer

1976

Permanent Full-Time
Superintendent James R. Whitehouse
Asst. Supt. Don H. Castleberry
Chief I&RM Rodney Royce
Admin. Officer T. B. Taylor
Facility Manager Howard Culp
Secretary (Stenog.) Ruthanne Slamka
Maint. Mech. Leader Edward J. Lutz
Interp. Plan. Spec. Robert C. Foster
Suprv. Park Ranger John Townsend
Suprv. Park Ranger Neil King
Admin. Clerk Rae Gilbert
Park Tech Ted A. Senior
Park Tech Wayne French
Tractor Operator John P. Javor
Supply Clerk (vacant)
Park Tech (vacant)
Maint. Mech. Foreman (vacant)
Roads & Trails Leader (vacant)
Park Tech (Interp.) (vacant)

Less Than Full-Time Permanent
Eng. Equip. Opr/Ldr. David Bubac
Park Tech (vacant)
Clerk-Typist Dorothy Mumma
Laborer Robert Russell
Administrative Clerk Ruth Pudlo
Tractor Operator John Javor
Maint. Worker Ray Beehan
Park Tech Lawrence Morrin
Park Tech John Cannon
Park Tech Helen Steeves
Park Tech Sharon Burns
Park Tech Martin Marciniak
Park Tech William Holda
Park Aid Joseph Slamka
Park Tech Chet Rideout (Interp.)
Laborer Edward Billys
Laborer James Smith
Park Aid Robert Henry
Park Tech David Dutko
Laborer John Daily
Maint. Worker David Williamson
Maint. Worker James Tarnow
Maint. Worker James Rolfe
Maint. Worker Alvin Leedham
Clerk—Typist Lon Adaska
Park Tech Georgiann Cruz
Park Tech Jo Ellen Seiser (Interp.)

Park Tech Jon Paynter (Interp.)
Park Tech Jean Doyle (Interp.)

Career Seasonal
Park Tech Rudolph Schultz
Tractor Operator Mark Dever

Temporary
Park Aid Mary Valleau (Interp.)
Park Tech Henry Jones (Interp.)
Park Tech (supv.) Joseph Joyce
Park Tech Phillip Lawson
Park Tech Bill Schaudt (Interp.)
Park Tech Henry Urback
Park Tech Thomas Farlow
Park Tech John Phillips
Park Tech Duane Lula (Interp.)
Park TechKaren Bilinski (Interp.)
Park Tech (Lifegd.) Frank Steeves
Park Tech Darryl Blink (Interp.)
Park Tech James Mesterharm

Intermittent
Park Tech Wayne Schimpff

Land Acquisition Officer
Fred L. Meyer

1977

Permanent Full—Time
Superintenden James R. Whitehouse
Asst. Supt. Don H. Castleberry
Chief Ranger John Townsend
Admin. Officer T. B. Taylor
Facility Manager Howard Culp
Secretary (Steno.) Ruthanne Slamka
Maint. Wkr. Foreman Edward J. Lutz
Suprv. Park Ranger (vacant)
Suprv. Park Ranger Neil King
Supply Clerk Alfred Lohse
Suprv. Park Ranger (vacant)
Maint. Mech. Foreman John Vargocko
Personnel Assistant Rae Gilbert
Park Tech Rudolph Schultz
Park Tech Ted A. Senior
Park Tech Wayne French
Eng. Equip. Op. Ldr. (vacant)
Tractor Operator John P. Javor
Chief of Interp. Larry Waldron
Suprv. Park Ranger (vacant)
Sewage Disposal Plant Op. (vacant)
Carpenter (vacant)
Electrician (vacant)

Park Ranger (vacant)

Less Than Full—Time Permanent
Eng. Equip. Opr. David Bubac
Project Clerk Dorothy Mumma
Laborer Robert Russell
Admin. Clerk Betty Fair
Maint. Worker Ray Beahan
Secretary (new)
Resource Mgmt. Specialist (new)
Park Ranger (new)
Park Tech (new)
Park Ranger (new)
Park Aid Mary Valleau
Park Tech (Suprv.) Joseph Joyce
Park Tech Henry Jones
Park Tech Phil Lawson
Park Tech Morrison
Park Tech Henry Urback
Park Tech Jim Billys
Park Tech John Phillips
Park Tech Lorance Yates
Park Tech Alan Woodard
Park Tech Darryl Blink
Park Tech Bill Schaudt
Park Tech William Holda
Park Tech John Cannon
Park Tech Martin Marciniak
Park Tech Thomas Farlow
Park Tech Chet Rideout
Maint. Man Arnold Bass
Maint. Man James Huse
Laborer Edward Billys
Laborer Ronald Maier
Maint. Worker Edward Caggiano
Laborer Ronald Pedzinski
Maint. Worker David Gierke
Laborer Greg Schatt
Laborer Daniel Turner
Laborer Gwynne Ellis
Laborer Edward Zimmerman
Park Tech Gail Schrader
Park Tech Dave Dutko
Maint. Worker Jeffrey Miller
Park Tech Georgiann Cruz
Clerk Typist Beverly Yacko
Park Aid Bercham
Park Aid Kathleen Jones
Maint. Man Eric Simon
Maint. Man John Williams
Maint. Man William Kokotovich
Maint. Man Steven Niepokoj
Maint. Man James Line
Maint. Man Wallace Davidson

Laborer Gary Klug
Laborer Daniel Turner
Laborer Joseph Nietupski
Park Aid Richard Meade
Park Aid Thomas Wisnauckas
Maint. Worker James Connell
Maint. Worker Gregory Kirpach

Maint. Man James Huse
Maint. Man Nathaniel Williams
Laborer Michael Jordan
Clerk Typist Lon Adaska
Park Aid Robert Applegate
Park Aid Robert Steers
Park Tech Jean Doyle
Head Lifeguard Frank Steeves
Lifeguard Michael Prier
Lifeguard Paul McMinn
Lifeguard Andrew Bagnell
Lifeguard Gordon Phillips
Lifeguard Christopher Moeller
Lifeguard Richard Hackel
Lifeguard Mark Fairbairn
Lifeguard Gross
Lifeguard Mark Backer
Lifeguard Thomas Lyles
Lifeguard Gary Udell
Lifeguard Robert Carstens
Park Aid Sally Gibbs
Park Aid Karen Arness
Park Aid Tory Shiras
Park Tech (vacant)
Park Tech (vacant)
Park Tech (vacant)
Park Tech (vacant)
Park Tech (vacant)
Park Tech (new)
Park Tech (new)
Park Tech (new)
Park Tech (new)
Park Tech (new)
Park Tech (new)
Maint. Worker (vacant)
Maint. Worker (vacant)
Maint. Worker (vacant)
Maint. Worker (vacant)
Maint. Man (vacant)
Maint. Man (vacant)
Laborer (vacant)
Laborer (vacant)
Laborer (vacant)
Maint. Man Brian Powers
Maint. Man Michael Arko

Career Seasonal
Park Tech Annette Donald
Clerk Typist Jeanette Gorman
Park Tech (vacant)
Tractor Opr. Mark Tarnow
Mtr. Veh. Opr. Thomas Corbin
Park Ranger (E.E.) (new)
Janitor Caretaker (new)
Janitor Caretaker (new)
Janitor Caretaker (new)
Mechanic (new)

Land Acquisition Officer
Fred L. Meyer

1978

Permanent Ful 1—Time
Superintendent James R. Whitehouse
Asst. Supt. Dale Engquist
Chief Ranger John Townsend
Admin. Officer T. B. Taylor
Facility Manager Howard Culp
Secretary (Steno.) Ruthanne Slamka
Suprv. Park Ranger Kurt Topham
Suprv. Park Ranger (vacant)
Purchasing Agent Christine Bernthal
Park Ranger (E.E.) Sam Vaughn
Mech. Foreman John Vargocko
Personnel Assistant Rae Gilbert
Park Tech (vacant)
Park Tech Annette Donald
Park Tech Wayne French
R&T Foreman David Bubac
Tractor Operator (vacant)
Chief of Interp. Larry Waldron
Suprv. Park Ranger David Montalbano
Sewage Disp. Plt. Op. Billy Shreve
Carpenter Eugene Beschenski
Maint. Mech. Joseph Gentry
Park Ranger Janice Wobbenhorst
Admin. Asst. Jeri L. Andrews
Park Ranger (Intake) Mary Kimmett
Gen. Bio. Sci. Norman Henderson
Env. Protec. Spec. Louis Brunansky
Hydrologist Douglas Wilcox
Electrician (vacant)
Park Ranger (vacant)
Park Ranger (vacant)
Biological Tech. (vacant)
Admin. Clerk (vacant)
Plant Pathologist (vacant)

Less Than Full—Time Permanent

Clerk—Typist Jeanette Gorman
Project Clerk Dorothy Mumma
Laborer Robert Russell
Admin. Clerk Betty Fair
Maint. Worker Ray Beahan
Park Tech William Holda
Park Tech Paul Berkowitz
Park Tech Wesley Seckler
Park Tech John Cannon
Clerk—Stenog. (vacant)
Admin. Clerk/DMT Mary Pittman
Clerk—Typist Ellida Earnhardt
Clerk—Typist Phyllis Mooney
Supply Clerk Kathleen Coles
Clerk—Typist Debbie Jackura
Maint. Worker (vacant)
Motor Veh. Opr. (vacant)
Trails Worker (vacant)
Clerk—Typist (vacant)

Career Seasonals
Eng. Equip. Opr./Ldr. John Javor
Park Tech (vacant) Park
Tech (vacant) Tractor
Opr. Mark Dever
Maint. Worker James Tarnow
Motor Veh. Opr. Tom Corbin
Maint. Worker James Line
Maint. Worker Dana Stumpf
Maint. Worker Henry Coles
Auto Mech. Wallace Davidson
Biological Tech Jonathan Paynter
Park Tech (vacant)
Park Tech (vacant)
Park Tech (vacant)
Park Tech (vacant)
Writer—Editor (vacant)
Painter (vacant)

Not Categorized
Park Aid Mary Valleau
Park Ranger Kathleen Wallo
Park Ranger Maurice Cates
Park Aid Julia Jent
Park Ranger Laura Zalent
Park Ranger Gordon Phillips
Temporary
Park Tech Henry Jones
Park Tech Joseph Joyce
Park Tech James Mesterharm
Park Tech Phil Lawson
Park Tech Susan Finnerty
Park Tech Henry Urback
Park Tech John Phillips

Park Tech (vacant)
Park Tech Richard Hackel
Park Tech Cynthia Mann

Park Tech Jean Doyle
Park Tech Bill Schaudt
Park Tech Guy Whitmer
Park Tech Douglas Ridley
Park Tech (vacant)
Park Tech (vacant)
Park Tech Carl Newman
Park Tech Terry Harris
Park Tech Martin Marciniak
Park Tech Karel Young
Park Tech David Hurlbut
Park Tech Marie Marek
Park Tech Jay Liggett
Park Tech (vacant)
Maint. Worker James Bates
Maint. Worker Allan Millet
Laborer (vacant)
Laborer (vacant)
Laborer (vacant)
Laborer (vacant)
Laborer Thomas Wisnauckas
Laborer Andrew Berkson
Laborer Laura Hammerman
Laborer James Connell
Laborer Joseph Postel
Laborer (vacant)
Park Aid (vacant)
Park Aid Thomas Howe
Park Aid David Dutko
Park Tech Gerald Puchowski
Park Aid (vacant)
Laborer Daniel Turner
Laborer Carolyn Ross
Park Tech Lorance Yates
Clerk—Typist (vacant)
Park Aid (vacant)
Motor Veh. Op. Jim Billys
Laborer (vacant)
Laborer (vacant)
Laborer Karen Fagen
Park Aid Stephen Reeder
Park Aid (vacant)
Motor Veh. Op. Daniel Turner
Motor Veh. Op. Thomas Zimmerman
Motor Veh. Op. Joseph Nietupski
Clerk—Typist (vacant)
Park Aid (vacant)
Maint. Worker Dennis Hardt
Maint. Worker (vacant)
Maint. Worker (vacant)

Maint. Worker (vacant)
Motor Veh. Op. Gary Kirpack
Motor Veh. Op. Roger Sawicki
Park Tech (fee collect) (vacant)
Park Tech Michael Dale
Laborer Patrick Miller
Laborer Loraine Walters
Laborer (vacant)
Laborer (vacant)
Laborer (vacant)
Laborer (vacant)
Laborer (vacant)
Laborer (vacant)
Hydrology Tech Boris Trgovich
Park Tech Gail Schrader
Park Tech (vacant)
Park Tech James Bull
Park Tech Jennifer Youngman
Park Tech Linda Heintz
Park Tech Joyce Craig
Park Tech Charles Brown
Park Tech Jody Yearous
Park Tech Melissa McKenzie
Park Tech Daniel Rewers
Park Tech (new)
Park Tech (new)
Park Tech (new)
Laborer (new)
Laborer (new)
Park Tech (vacant)
Park Tech (new)
Park Tech (new)
Park Tech—Lifeguard (new)
Park Tech—Lifeguard (new)
Park Tech—Lifeguard (new)
Park Tech—Lifeguard (new)
Park Tech—Lifeguard (new)
Park Tech—Lifeguard (new)
Park Tech—Lifeguard (new)
Park Tech—Lifeguard (new)
Park Tech—Lifeguard (new)

Land Acquisition Officer
Fred L. Meyer

1979

Permanent Full—Time
Superintendent James R. Whitehouse
Asst. Supt. Dale Engquist
Chief Ranger John Townsend
Admin. Officer T. B. Taylor
Facility Manager Howard L. Culp
Secretary (Steno.) Ruthanne Slamka

Suprv. Park Ranger Kurt Topham
Suprv. Park Ranger (vacant)
Purchasing Agent Christine Bernthal
Park Ranger (E.E.) Sam Vaughn
Maint. Mech. Foreman John Vargocko
Personnel Asst. Rae Gilbert
Park Tech (vacant)
Park Tech Annette Donald
Park Tech Wayne French
R&T Foreman David Bubac
Chief of Interp. Larry Waldron
Suprv. Park Ranger David Montalbano
Sewage Disp. Plt. Opr. Billy Shreve
Carpenter Eugene Beschinski
Maint. Mech. Joseph Gentry
Park Ranger Janice Wobbenhorst
Admin. Assist. Jeri L. Andrews
Park Ranger (Intake) Mary Kimmitt
Gen. Bio. Scientist Norman Henderson
Env. Prot. Spec. Louis Brunansky
Hydrologist Douglas Wilcox
Electrician (vacant) Park
Ranger (vacant) Park
Ranger (vacant)
Biological Tech (vacant)
Admin. Clerk (vacant)
Plant Pathologist (vacant)

Less Than Full-Time Permanent
Clerk—Typist Jeanette Gorman
Project Clerk Dorothy Mumma
Laborer Robert Russell
Admin. Clerk Betty Fair
Maint. Worker Ray Beahan
Park Tech William Holda
Park Tech (Law) Paul Berkowitz
Park Tech (Law) Wesley Seckler
Park Tech (Law) John Cannon
Clerk—Steno. (vacant)
Admin. Clerk/DMT Mary Pittman
Clerk—Typist Ellida Earnhart
Clerk—Typist Phyllis Mooney
Supply Clerk Kathleen Coles
Clerk—Typist Debbie Jackura
Maint. Worker (vacant)
Motor Vehicle Opr. (vacant)
Trails Worker (vacant)
Clerk—Typist (vacant)

Career Seasonals
Eng. Equip. Op/Ldr. John Javor
Park Tech (vacant) Park
Tech (vacant) Tractor
Op. Mark Dever

Maint. Worker James Tarnow
Motor Veh. Op. Tom Corbin
Maint. Worker James Line
Maint. Worker Dana Stumpf
Maint. Worker Henry Coles
Auto Mechanic Wallace Davidson
Bio. Tech Jonathan Paynter
Park Tech (vacant)
Park Tech (vacant)
Park Tech (vacant)
Park Tech (vacant)
Writer—Editor (vacant)
Painter (vacant)

Undesignated
Park Aid Mary Valleau
Park Ranger Kathleen Wallo
Park Ranger (Intake) Maurice Cates
Park Aid Julia Jent
Park Ranger Laura Zalent
Park Ranger Gordon Phillips

Temporary
Park Tech
Park Tech
Park Tech
Park Tech
Park Tech
Park Tech
Park Tech
Park Tech
Park Tech
Park Tech
Park Tech
Henry Jones
Joseph Joyce
James Mesterharm
Phillip Lawson
Leo Finnerty
Henry Urback
John Phillips
(vacant)
Richard Hackel
Cynthia Mann
Jean Doyle
Park Tech Bill Schaudt
Park Tech Guy Whitmer
Park Tech Douglas Ridley
Park Tech (vacant)
Park Tech (vacant)
Park Tech Carl Newman
Park Tech Terry Harris
Park Tech Martin Marciniak
Park Tech Karel Young

Park Tech David Hurlbut
Park Tech Marie Marek
Park Tech Jay Liggett
Park Tech (vacant)
Maint. Worker James Bates
Maint. Worker Allan Millet
Laborer (vacant)
Laborer (vacant)
Laborer (vacant)
Laborer (vacant)
Laborer Thomas Wisnauckas
Laborer Andrew Berkson
Laborer Laura Hammerman
Laborer James Connell
Laborer Joseph Postel
Laborer (vacant)
Park Aid (vacant)
Park Aid Thomas Howe
Park Tech David Dutko
Laborer Gerald Puchowski
Park Aid (vacant)
Park Aid Mary Kryscio
Motor Veh. Op. John Billys
Laborer (vacant)
Laborer (vacant) Laborer
Karen Fagen Park Aid
Stephen Reeder Park Aid
(vacant)
Motor Veh. Op. Daniel Turner
Motor Veh. Op. Thomas Zimmerman
Motor Veh. Op. Joseph Nietupski
Clerk—Typist (vacant)
Park Aid (vacant)
Paint Worker Dennis Hardt
Paint Worker (vacant)
Paint Worker (vacant)
Paint Worker (vacant)
Motor Veh. Op. Gary Kirpack
Motor Veh. Op. Roger Sawicki
Park Tech (fee collect.) (vacant)
Park Tech Michael Dale
Laborer Patrick Miller
Laborer Loraine Walters
Laborer (vacant)
Laborer (vacant)
Laborer (vacant)
Laborer (vacant)
Laborer (vacant)
Laborer (vacant)
Hydrology Tech Boris Trgovich
Park Tech Gail Schrader
Park Tech (vacant)
Park Tech James Bull
Park Tech Jennifer Youngman

Park Tech Linda Heintz
Park Tech Joyce Craig
Park Tech Charles Brown
Park Tech Jody Yearous
Park Tech Melissa McKenzie
Park Tech Daniel Rewers
Park Tech/Lifeguard (new)
Park Aid/Lifeguard (new)
Park Aid/Lifeguard (new)
Park Aid/Lifeguard (new)
Park Aid/Lifeguard (new)
Park Aid/Lifeguard (new)
Park Aid/Lifeguard (new)
Park Aid/Lifeguard (new)
Park Aid/Lifeguard (new)
Park Tech (new)
Park Tech (new)
Vehicle Op. (new)
Vehicle Op. (new)

Land Acquisition Officer
Fred L. Meyer

1980

Permanent Full—Time
Superintendent James R. Whitehouse
Asst. Supt. Dale Engquist
Admin. Officer T. B. Taylor
Facility Manager Howard L. Culp
Supt. Secretary Ruthanne Slamka
Water Res. Specialist
Air Res. Specialist
Gen. Bio. Scientist Norman Henderson
Bio. Tech Tom Taylor
Geologist
Admin. Clerk
Plant Ecologist (new)
Eng. Equip. Op/Ldr. Henry Coles
Admin. Clerk Kathleen Coles
Secretary Jeanette Gorman
Secretary (Steno.) Diane Schaefer
Personnel Asst. Tom Webb, Jr.
Secretary Phyllis Mooney
Park Tech (Law) Paul Berkowitz
Secretary Mary Pittman
Eng. Equip. Op/Ldr. Donald Fleming
Eng. Equip. Op/Fore. David Bubac
Chief Ranger John Townsend
Purchasing Agent Christine Bernthal
Park Planner Steve Whitesell
Secretary Ellida Earnhardt
Lead Park Tech (E.E.) Robert Fudge
Suprv. Park Tech John Cannon

Info. Receptionist Mary Valleau
Park Tech Joni Jones
Sewage Disp. Plt. Op. John Zenner
Lead Park Tech Sue Kylander
Park Tech (Hq) Dave Dutko
Paint. Work Ldr. Curry Neal
Park Tech Wayne French
E.E. Specialist Sam Vaughn
Park Tech (Urban) Gordon Phillips
Park Tech (Cultural) (vacant)
Park Tech (Spec. Pop.) (new)
Park Tech (Bilingual) (new)
Protection Spec. Janice Wobbenhorst
Visitor Serv. Spec. Mary Kimmitt
Park Tech (YACC) Neil Beaver
Chief of Interp. Larry Waldron
Project Clerk Dorothy Mumma
Clerk—Typist Lon Erlandson
Project Clerk Dorothy Mumma
Clerk—Typist Lon Erlandson

Land Acquisition Officer
Fred L. Meyer

1981

Permanent Full—Time
Superintendent James R. Whitehouse
Asst. Supt. Dale Engquist
Admin. Officer T B. Taylor Facility
Manager Howard Culp Resource
Mgt. Spec. John Townsend Water
Resource Spec. (vacant?)
Air Resource Spec. (vacant?)
Plant Ecologist (vacant?)
General Biologist Norman Henderson
Biological Tech Tom Taylor
Admin. Clerk Kathy Coles
Geologist (Res.)
(Chf.) Science Mark Reshkin (Res.)
Lead Park Tech Barbara Burchett
Supply Clerk (Typing) Phil Cuevas
Eng. Equip. Op. Mark Dever
Park Tech Fred Grish
Park Aid Jeanne Henckel
Park Tech Joni Jones
Park Tech Marta Kelly
Lead Park Tech Sue Kylander
Park Tech Brian Lambert
Park Aid Connie Luckey
Suprv. Park Ranger Marie Marek
Suprv. Park Ranger Dave Montalbano
Park Aid Joyce Pest
Project Clerk Dottie Mumma

Park Tech (Biling.) Elizabeth Rivera
Tractor Op. Ronald Robbins
Laborer Leon Samuels
Secretary (Stenog.) Diane Schaefer
Secretary (Stenog.) Ruthanne Slamka
Maint. Worker Dave Stumpf
Suprv. Park Ranger Kurt Topham
Suprv. Park Ranger Sam Vaughn
Park Tech Bernadette Williams/Pearson
Suprv. Park Ranger Janice Wobbenhorst
Facility Manager Howard L. Culp
Suprv./Visitor Serv. Warren Snyder
Park Tech G. R. Davis
Park Tech Barbara Burchett
Park Tech Marie Marek
Park Planner Steve Whitesell
Receptionist Mary Valleau
Personnel Asst. Tom Webb
Purchasing Agent Chris Bernthal
Ranger Sec. Jeanette Gorman
Chief Interpreter Larry Waldron
Secretary (Interp.) Phyllis Mooney
Science Secretary Mary Pittman
Chief Park Ranger Dick Littlefield
Chf. Scientist Ron Heibert

Land Acquisition Officer
Fred L. Meyer (T.)
Charles Johnson (Acting)

1982

Permanent Full—Time
Superintendent James R. Whitehouse
Asst. Supt. Dale Engquist
Park Planner Steve Whitesell
Supt. Secretary Ruthanne Slamka
Admin. Officer T. B. Taylor
Facility Manager Howard L. Culp
B&U Foreman Doyle Townsend
R&T Foreman David Bubac
Facil. Mgt. Spec. Jon Evans Chief
Ranger Richard Littlefield Personnel
Mgt. Spec. Marsha Glassner Res. Mgt.
Spec. John Townsend Prot./Safety
Spec. Janice Wobbenhorst Chief
Interp. Larry Waldron
E.E. Spec. Sam Vaughn
Suprv. Visitor Serv. Warren Snyder
Plant Ecologist Ron Hiebert
W. Dist. Ranger David Montalbano
Water Res. Spec. Douglas Wilcox
Air Res. Spec. Lou Brunansky
Biologist Norman Henderson

Admin. Clerk Mary Pittman
Biolog. Clerk Tom Taylor
Park Tech John Cannon
E. Dist. Ranger Kurt Topham
Secretary Jeanette Gorman
Secretary Dottie Mumma
Tractor Op. Neil Beaver
Small Eng. Mech. Keith Bomhard
Supply Clerk Phil Cuevas
Lead Park Tech Carol Davis
Lead Park Tech G. R. Davis
Custodial Worker Barbara Harris
Sewage Disp. Plt. Op. Jim Line
Park Aid Connie Luckey
Custodial Worker Daniel Nunn
Fiscal Clerk Shirley Prince
Motor Vehicle Op. Leon Samuels
Electrical Worker Jim Tarnow
Tractor Op. Michael Thomas
Contract Specialist Harry Tice
Lead Park Tech Dave Zahller
Park Tech (Biling.) Marta Kelly
Real Prop. Clerk Paul Szpet
Purchasing Agent Diane Shaefer
Mail and Files Clerk Cora Krajcir
Personnel Clerk Linda Crakes

Land Acquisition Officer
Charles Johnson

1983

Superintendent Dale Engquist
Asst. Supt. Larry May
Park Planner Steve Whitesell (T)
Facility Manager Howard Culp (Ret.)
Chief Interp. Larry Waldron
Supt. Secretary Ruthanne Slamka
Secretary Dottie Mumma Fiscal
Clerk Shirley Prince Hydrologist
Douglas Wilcox Chief Ranger
Richard Littlefield
Supr. Park Ranger David Montalbano
Park Ranger John Cannon
Park Ranger Dave Dutko
Park Ranger Susan Dutko
Park Ranger Phillip Lawson
Park Ranger Paul Crawford
Park Ranger Fred Grish
Supr. Park Ranger William Lutz
Eng. Equip. Opr. Ldr. Donald Fleming
Automotive Worker John Javor
Pres. Mntnc. Spec. Marsha Glassner
Park Ranger Wayne French

Park Ranger Robin White
Park Ranger Marta Kelly
Park Ranger Nancy Wizner
Personnel Clerk Debbie Hall
Park Tech Jude Rakowski
Custodial Worker Larry Trowbridge
Park Tech Roland Hesselbart
Clerk—Typst Betty Rinehart
Laborer Michael Coe
Contracting Spec. Harry Tice
Real Prop. Clerk Paul Szpet
Purchasing Agent Diane Schaefer
Eng. Equip. Op. Mike Thomas
Landscape Architect Eric Ehn
Protect. Spec. Janice Wobbenhorst
Res. Mgt. Spec. John Townsend
E. Dist. Ranger Kurt Topham
Park Tech Wayne Barnard
Park Tech Brian Lambert
Research Biologist Tom Taylor
Chf. Visitor Serv. Sam Vaughn
Chf. Plng & Support Warren Snyder
Lead Park Tech Carol Davis (R)
Lead Park Tech G. R. Davis (R)
Park Ranger Dave Zahller (T)
Chief Scientist Ron Hiebert
Water Res. Spec. Douglas Wilcox
Biologist Norman Henderson (T)
Air Quality Spec. Lou Brunansky
Admin. Clerk Mary Pittman
Programs Specialist Bob Daum

Land Acquisition Officer
Charles Johnson

1984

Full—time permanent
Superintendent Dale B. Engquist
Asst. Supt. Larry A. May
Chief RM & VP Richard Littlefield
Admin. Officer T. B. Taylor (Ret.)
Admin. Officer Chris Cannon
Chief Interp. Larry Waldron
Water Resource Spec. Douglas Wilcox
Air Resource Spec. Louis Brunansky
Landscape Architect Robert Elmore
Supr. Park Ranger Warren Snyder
Custodian Robert Russell (Ret.)
Park Tech Alfred Lohse (Ret.)
Res. Mgt. Spec. John Townsend
Supr. Park Ranger Janice Wobbenhorst
Supr. Park Ranger (vacant)
Interpreter Sam Vaughn

Facility Manager Arthur R. Williams
Ecologist Kenneth L. Cole
Landscape Architect Eric Ehn
Facility Mgt. Spec. Jon Evans
Personnel Mgt. Spec. Marsha Glassner
Supr. Park Ranger William Lutz
Resource Mgt. Thomas Taylor
Contract Spec. Harry Tice
Fire Mgt. Spec. (vacant)
Law Enforcement John Cannon
Programs Spec. Robert Daum
Programs. Coord. Robert Fudge
Secretary (Steno) Ruthanne Slamka
Interpretation Wayne Barnard
Law Enforcement Frederick Grish
Supr. Park Tech Roland Hesselbart
Interpreter (vacancy)
Secretary (Steno) Dorothy Gambrill
Secretary (Typing) Jeanette Gorman
Park Tech Edward Patrovsky
Admin. Asst. Shirley Prince
Secretary (Typing) Diane Schaefer
Secretary (Typing) (vacancy)
Fiscal Clerk (Typing) (vacancy)
Purchasing Agent Patricia Knaver
Typing Paul Szpet
Scheduling Clerk Nancy Jaeger
Clerk—Typist Catherine Zaharias
Carpenter Eugene Beschinski
Electrician Eugene Moldenhauer
Maint Mech Joe Gentry
Electrical Worker (vacancy)
Maint Mech Ldr John Vargocko
Maint Mech Foreman Doyle Townsend
Eng Equip Op Foreman David Bubac
Automotive Worker (vacancy)

Part—time permanent
Interpreter vacancy)
Computer Asst Linda Crakes
Personnel Clerk Debbie Hall
Project Clerk Dorothy Mumma
Secretary (Typing) Mary Pittman
Interpretation (vacancy)
Interpretation Pearson Williams
Lead Park Tech Nancy Wizner
Info Receptionist Ellida Earnhart
Dispatch Constance Luckey
Park Tech Andrea Ramirez
Park Tech Ann Westerberg
Mail & File Clerk Cora Krajcir
Taper Betty Rinehart
Eng. Equip. Op. Michael Thomas
Carpentry Worker Ray Beahan

Small Engine Mech Keith Bomhard
Utility Systems Op. James Line
Electrical Worker James Tarnow
Motor Vehicle Op. Neil Beaver
Motor Vehicle Op. Leon Samuels
Maint. Mech Helper Aaron Allen
Laborer Lawrence Trowbridge
Custodial Worker Daniel Nunn
Eng. Equip. Op. Ldr. Henry Coles

Career Seasonal (subj.—furlough)
Statistician (Bio.) Noel Pavlovic
Law Enforcement Joni Jones
Interpretation Cynthia Garrison
Interpretation Gordon Phillips
Interpretation Jude Rakowski
Law Enforcment (3 vacancies)
Park Tech (vacancy)
Automotive Worker John Javor
Eng. Equip. Op. Mark Dever
Carpentry Worker Curtis Hardesty
Maintenance Worker Dana Stumpf
Laborer Gerald Puchowski
Carpenter Leader Neal Curry
Eng. Equip. Op. Ldr. (vacancy)
Eng. Equip. Op. Frm. Donald Fleming

Seasonal/Temporary
Interpretation Darryl Blink
Interpretation Michael Dale
Interpretation Kathy Haburjak
Law Enforcement Thomas Howe
Interpretation Henry Jones
Generalist Joseph Joyce
Law Enforcement Phillip Lawson
Interpretation Martin Marciniak
Law Enforcement William Schaudt
Law Enforcement William Schulze
Environmental Ed (4 vacancies)
Park Tech (5 vacancies)
Law Enforcement (6 vacancies)
Interpretation (8 vacancies)
Law Enforcement Gordon Zwick
Law Enforcement Robert Applegate
Law Enforcement Thomas Belko
Law Enforcement Susan Delhougne
Environmental Ed Nancy Flynn
Park Tech Albert Green Park Tech
Joseph Harden Environmental Ed
Michael Howell Park Tech
Theodore Jarosak
Law Enforcement George Navarre
Law Enforcement John Phillips
Environmental Ed Bruce Rowe

Environmental Ed William Smith
Park Tech John Thornburg Gen—
Head Fee Coll. (6 vacancies) Gen—
Boat/Lifeguard (6 vacancies) Law
Enforcement Tammy Wert Dispatch
John Lane
Gen—BPL Rick Morrison
Gen—BPL Travis Tucker
Dispatch (3 vacancies)
Gen—BPL (4 vacancies)
Park Aid Robin White Gen—
BPL Alan Woo dward
General (2 vacancies)
Biological Tech Christy Fox
Biological Tech (2 vacancies)
Plants (2 vacancies)
Park Tech (EE) Christie Kaylor
Clerk—Typist (vacancy) Motor
Vehicle Op. Ira Bibb Painting
Worker Robert Lundgren Motor
Vehicle Op. (5 vacancies) Painting
Worker (2 vacancies) Maint.
Worker (2 vacancies) Laborer (6
vacancies)
Motor Veh. Op. Dennis Bartalino

TOTAL POSITIONS (1984)
Full—time permanent 44; vacant 7
Full—time temporary 18; vacant 69
Part—time 26; vacant 7
Intermittent 16
Limited Srvc. Yr. 12; vacant 5
Other 6
Total: filled (122)/vacant (88)

1985

Full—time permanent
Superintendent Dale Engquist
Asst. Supt. Glen Alexander
Admin Officer Christine Cannon
Supr. Ecologist Ronald Hiebert
Chief RM & VP Richard Littlefield
Supr. Park Ranger Warren Snyder
Chief of Interp. Larry Waldron
Water Resource Spec. Doug Wilcox
Facility Manager Arthur Williams
Air Resource Spec. Louis Brunansky
Ecologist Kenneth Cole
West Dist. Ranger Carl Douhan
Landscape Architect Robert Elmore
Spec. Asst./Chf. Ranger John Townsend
Interpreter Sam Vaughn
Supr. Park Ranger Janice Wobbenhorst

Contract Specialist Harry Tice
Fire Mgt. Spec. John Cannon
Landscape Architect Eric Ehn
Facility Mgt. Spec. Jon Evans
Personnel Mgt. Spec. Marsha Glassner
Supr. Park Ranger William Lutz
Resource Mgt. Thomas Taylor
Programs Spec. Robert Daum
Supr. Park Tech Robert Fudge
Safety Officer Joseph Green
Supr. Park Ranger Marta Kelly
Administrative Asst. Shirley Prince
Secretary (Steno) Ruthanne Slamka
Law Enforcement (vacant)
Law Enforcement Wayne Barnard
Secretary (Steno) Dorothy Gambrill
Law Enforcement Frederick Grish
Law Enforcement Joni Jones
Park Tech Robert Carnes
Computer Assistant Linda Crakes
Law Enforcement Colette Daigle—Berg
Secretary (Typing) Jeanette Gorman
Dispatcher Constance Luckey
Park Tech Edward Patrovsky
Secretary (Typing) Diane Schaefer
Purchasing Agent Patricia Taubert
Park Tech (vacancy)
Park Tech Nancy Wizner
Dispatcher Steven Barker
Dispatcher Ann Westerberg
Dispatcher (vacancy) Clerk—
Typist Catherine Zaharias
Carpenter Eugene Beschinski
Electrician Eugene Moldenhauer
Maint. Mechanic Joe Gentry
Automotive Worker John Javor
Electrical Worker James Tarnow
Maint. Mech. Ldr. John Vargocko
Maint. Mech. Frmn Doyle Townsend
Eng. Equip. Op. Frmn. David Bubac

<u>Part—time permanent</u>
Computer Assistant Linda Crakes
Personnel Clerk Debbie Hall
Interpretation Roland Hesselbart
Project Clerk Dorothy Mumma
Secretary (Typing) Mary Pittman
Interpret. B. Williams—Pearson
Info. Recept. Ellida Earnhart
Scheduling Clerk Nancy Jaeger
Mail/File Clerk Cora Krajcir
Taper Betty Rinehart
RM&VP Secretary Anne Rose
Eng. Equip. Op. Michael Thomas

Carpentry Worker Ray Beahan
Small Engine Mech. Keith Bomhard
Utility Systems Op. James Line
Motor Vehicle Op. Neil Beaver
Motor Vehicle Op. Kenneth Smith
Motor Vehicle Op. Aaron Allen
Laborer Lawrence Trowbridge

Career Seasonal (subj.—furlough)
Statistician (Bio.) Noel Pavlovic
Interpretation Cynthia Garrison
Interpretation Jude Rakowski
Interpretation (vacancy)
Eng. Equip. Op. Mark Dever
Carpentry Worker Curtis Hardesty
Maint. Worker Dana Stumpf
Carpenter Leader Curry Neal
Eng. Equip. Op. Ldr. (vacant)
Eng. Eqp. Op. Frm. Donald Fleming

Seasonal Temporary
Interpretation Darryl Blink
Interpretation Michael Dale
Law Enforcement Susan Delhougne
Law Enforcement Thomas Howe
Interpretation Henry Jones
Generalist Joseph Joyce
Law Enforcement Phillip Lawson
Law Enforcement Mark Mangan
Interpretation Martin Marciniak
Law Enforcement William Schaudt
Park Tech (EE) (6 vacancies)
Interpretation (8 vacancies)
Law Enforcement (10 vacancies)
Park Tech (5 vacancies)
Law Enforcement Gordon Zwick
Dispatcher Robert Applegate
Environmental Education Thomas Belko
Law Enforcement William Evensen
Park Tech Albert Green Environmental
Education Mark Isley Law Enforcement
Rick Morrison Environmental Education
Bruce Rowe Forestry Aid Kregg Salvino
Environmental Education William Smith
Head Fee Collector Laura Trowbridge
Interpretation Travis Tucker
Boat/Lifeguard (5 vacancies)
Head Fee Collector (vacant)
Dispatcher Kirk Bargerhuff
Interpretation Sharon Biggs
Gen. —Fee Collector John Dearing
Genera l BPL Andrew Gavagan
General BPL Deborah Hatt

Gen.-Dispatch Wendy Hitchner
General BPL David Oates
Gen. —Fee Collector Robert Oates
Gen.—Fee Collector Helen Powell
General BPL (3 vacancies)
Dispatch (vacant)
Park Aid (vacant)
General BPL Tyrone Woods Gen.—
Fee Collector Alan Woodward
Biological Tech Christy Fox
Plants (vacancy)
Biological Tech (2 vacancies)
Plants Mark White
Park Tech (EE) (vacant)
Clerk—Typist (vacant)
Painting Worker (3 vacancies)
Motor Vehicle Operator (5 vacancies)
Motor Vehicle Op. Walter Benedict
Motor Vehicle Op. Robert Lundgren
Motor Veh. Op. Richard Schiller
Maint. Worker (2 vacancies)
Laborer Willie Hooks
Laborer Eddie Shear
Laborer Lawrence Trowbridge
Laborer (4 vacancies)
Motor Vehicle Op. Leonard Howard

TOTAL POSITIONS (1985)
Full—time permanent 52; vacant 6
Full—time temporary 39; vacant 66
Part—time 15; vacant l
Intermittent 5
Limited Srvc. Yr. 8; vacant 2
Other 0
Total: filled (128)/vacant (75)

1986

Full—time permanent
Superintendent Dale Engquist
Asst. Supt. Glen Alexander
Suprv. Res. Ecologist Ronald Hiebert
Admin. Officer Christine Bernthal
Research Ecologist Kenneth Cole
Chief RMVP Richard Littlefield
Chief Interpretation Larry Waldron
Research Ecologist Douglas Wilcox
Facility Manager Arthur Williams
Suprv. Park Ranger Carl Douhan
Landscape Architect Eric Ehn
Suprv. Park Ranger Warren Snyder
Spec. Asst. to Chf. Rngr. John Townsend
Landscape Architect (2 vacancies)
Suprv. Park Ranger (vacant)

Park Ranger (Interp.) Sam Vaughn
Contract Specialist Harry Tice
Park Ranger (Contract Spec.) Robert Daum
Management Analyst Jon Evans
Suprv. Park Ranger Marta Kelly
Suprv. Park Ranger William Lutz
Biologist (vacant)
Environmtl. Prot. Spec. Louis Brunansky
Park Ranger (Safety Ofcr.) Joseph Green
Park Ranger (Law Enfrc.) Frederick Grish
Park Ranger (Fire Mgt. Spec.) Leon Konz
Personnel Mgt. Spec. Sarah Nightingale
Admin. Assist. Shirely Prince
Secretary (Stenog.) Ruthanne Slamka
Park Ranger (Law Enfrc.) (2 vacancies)
Park Ranger (Interp.) (4 vacancies)
Lead Park Ranger (Law E.) Wayne Barnard
Lead Park Ranger (Law E.) Robert Carnes
Editorial Assist. Dorothy Gambrill
Lead Park Ranger Joni Jones
Secretary (Stenog.) (vacant)
Computer Assist. Linda Crakes
Secretary (Typing) Jeanette Gorman
Park Ranger (Dispatch) Constance Luckey
Secretary (Typing) Dorothy Mumma Park
Ranger (Interp.) Edward Patrovsky
Secretary (Typing) Diane Schaefer—Tice
Secretary (Typing) Paul Szpet
Purchasing Agent Patricia Taubert
Scheduling Clerk Nancy Jaeger
Park Ranger (Dispatch) John Lane
Park Ranger (Dispatch) (vacant)
Park Rngr (Dispatch) Ann Westerberg
Clerk—Typist Catherine Zaharias
Park Rngr (Dispatch) Gordon Zwick
Wood Craf ter Eugene Beschinski
Electrician Eugene Moldenhauer
Util. Syst. Rep. —Op. John Vargocko
Plumber Joe Gentry Carpenter
Curtis Hardesty Automotive
Worker John Javor Painter Neal
Curry
Small Engine Mech. Keith Bombard
Eng. Equip. Op. Mark Dever
Eng. Equip. Op. Michael Thomas
Carpentry Worker Ray Beahan
Maintenance Worker James Line
Maintenance Worker James Tarnow
Motor Vehicle Op. Dana Stumpf
Maintenance Worker Aaron Allen
Maintenance Worker Louise Derifield
Laborer Michael Coe
Maint. Mech. Gen. Frmn. David Bubac
Maint. Mech. Frmn. Charles Ross

Maint. Mech. Frmn. (vacant)
Eng Equip. Op. Frmn. Donald Fleming
Maint. Mech. Frmn. Neil Beaver

Part—time permanent
Personnel Clerk Debbie Hall
Park Rgr (Interp) Roland Hesselbart
Secretary (Typing) Mary Pittman
Project Clerk (vacant)
Pk Rgr (Interp) B. Williams—Pearson
Clerk—Typist Ellida Earnhart
Clerk—Typist (Rm&VP) Anne Smith
Info Receptionist (Typing) (vacant)
Mail & File Clerk Cora Krajcir
Clerk—Typist (vacant)
Motor Vehicle Op. (2 vacancies)
Laborer (vacant)

Career Seasonal (subj.—furlough)
Statistician (Bio.) Noel Pavlovic
Prk Rngr (Interp.) Cynthia Garrison
Prk Rngr (Interp.) Laura Gundrum
Prk Rngr (Interp.) Jude Rakowski
Carpentry Worker (vacant)

Seasonal/Temporary
Park Rngr Law Enfrc) John Beaver
Park Rngr (Interp) Darryl Blink
Park Rngr (Interp) Michael Dale
Park Rngr (Law Enfrc) Albert Green
Park Rngr (Law Enfrc) Thomas Howe
Park Rngr (Interp) Henry Jones
Park Ranger Joseph Joyce
Park Rngr (Law Enfrc) Phillip Lawson
Park Rngr (Law Enfrc) Rick Morrison
Park Rngr (Law Enfrc) William Schaudt
Park Rngr (Interp) William Smith
Park Rngr (Law Enfrc) William Tadych
Park Rngr (Interp) John Thornburg
Park Rngr (Law Enfrc) (7 vacancies)
Park Rngr (Interp) (7 vacancies)
Park Rngr (Dispatch) Robert Applegate
Park Rngr (Gen—Dispatch) Kirk Bargerhuff
Park Rngr (Interp) Sharon Biggs
Park Rngr (Fire) Joe O'Haver
Park Rngr (Interp) Travis Tucker
Park Rngr (EE) (8 vacancies)
Park Rngr (Fire) (2 vacancies)
Park Rngr (Gen—Boat) (6 vacancies)
Park Rngr (Gen—Head Fee) (5 vacancies)
Park Rngr (Gen—BPL) (6 vacancies)
Park Rngr (Law Enfrc) Robb French
Park Rngr David Oates
Park Rngr (Fire) Mylese Tucker

Park Ranger (Dispatch) Tammy Wert
Park Rngr (Gen) (2 vacancies)
Bio Tech Mark Englebright
Bio Tech Laurie Kurth
Secretary (Typing) Jody Mills
Bio Tech (Plants) (2 vacancies)
Bio Tech (vacant) Clerk—
Typist (2 vacancies)
Park Rngr (Law Enfrc) Michael Williams
Motor Veh. Op. Ira Bibb Painting
Worker (3 vacancies) Motor Veh.
Op. (8 vacancies) Motor Veh. Op.
Walter Benedict Motor Veh. Op.
Robert Lundgren Motor Veh. Op.
Richard Schaefer Maint. Worker
(2 vacancies) Laborer (6
vacancies)
Laborer James Wagoner

TOTAL POSITIONS (1986) Full—
time permanent 63; vacant 13
Full—time temporary 29; vacant 82
Part—time 7; vacant 8
Intermittent 10
Limited Srvc. Yr. 4; vacant 1
Other 3
Total: filled (116)/vacant (104)

1987

Full—time permanent
Superintendent Dale Engquist
Asst. Supt. Glen Alexander
Suprv. Res. Ecologist Ronald Hiebert
Admin. Officer Christine Bernthal
Res. Ecologist Kenneth Cole
Chief RMVP Richard Littlefield
Chief Interpretation Larry Waldron
Res. Ecologist Douglas Wilcox
Facility Manager Arthur Williams
Suprv. Park Ranger Carl Douhan
Landscape Architect Eric Ehn
Suprv. Park Ranger Ronald Erickson
Park Ranger Raymond Gunn
Park Ranger (Interp.) Lynn Loetterle
Suprv. Park Ranger Warren Snyder
Spec Asst to Chf Rngr (vacant)
Landscape Architect (vacant)
Suprv. Park Ranger Janice Wobbenhorst
Contract Spec. Harry Tice
Park Rngr (Programs Spec) Robert Daum
Park Ranger Frederick Grish
Suprv. Park Ranger Marta Kelly

Park Ranger (Fire) Leon Konz Suprv.
Park Ranger William Lutz Personnel
Mgt. Spec. Sarah Nightingale Park
Ranger (Safety) (vacant) Management
Analyst (vacant)
Suprv. Park Ranger Joseph Wieszczyk
Park Ranger (LE) Wayne Barnard
Environ Prot Spec Louis Brenan
Computer Assistant Linda Crakes
Park Ranger (Law Enfrc) Joni Jones
Secretary (Stenog) Ruthanne Slamka
Park Ranger (Law Enfrc) (2 vacancies)
Park Rngr (Interp) (vacant)
Suprv. Pk Rngr (Disp.) Constance Luckey
Lead Park Ranger (vacant)
Editorial Asst. (Typing) (vacant)
Park Rngr (Law Enfrc) Robert Carnes
Park Rngr (Law Enfrc) Kimberly Coast
Secretary (Typing) Jeanette Gorman
Res. Mgmt. Spec. Richard Harris
Secretary (Typing) Dorothy Mumma
Park Rngr (Law Enfrc) Edward Patrovsky
Budget Analyst (Trainee) Linda Roberts
Secretary (Typing) Diane Schaefer—Tice
Secretary (Typing) Paul Szpet
Purchasing Agent Patricia Taubert
Park Rngr (Law Enfrc) (vacant)
Park Rngr (Law Enfrc) Gordon Zwick
Clerk—Typist Jeannette Brandon
Scheduling Clerk Nancy Jaeger
Park Rngr (Dispatch) John Lane
Park Rngr (Dispatch) (vacant)
Park Rngr (Dispatch) Ann Westerberg
Mail & File Clerk Cora Krajcir
Clerk—Typist (vacant)
Park Rngr (Dispatch) Cheryl Vincson
Wood Crafter Eugene Beschinski
Electrician Eugene Moldenhauer
Util Syst Rep—Op (vacant)
Plumber Joe Gentry
Carpenter Curtis Hardesty
Automotive Worker John Javor
Painter Curry Neal
Small Engine Mechanic Keith Bomhard
Eng Equip Op Mark Dever
Eng Equip Op (vacant)
Carpentry Worker Ray Beahan
Maint. Worker James Tarnow
Maint. Worker Lawrence Trowbridge
Motor Veh. Op. Robert Lundgren
Motor Veh. Op. Dana Stumpf
Motor Veh. Op. (vacant) Motor
Veh. Op. Michael Coe Maint.
Worker Louise Derifield

Motor Veh. Op. Richard Schaefer
Maint. Worker (vacant)
Maint Mech Gen Frmn David Bubac
Maint Mech Frmn Charles Ross
Maint Mech Frmn (vacant)
Eng Equip Op Frmn Donald Fleming
Maint Worker Frmn Michael Thomas

Part—time permanent
Statistician (Bio) Noel Pavlovic
Personnel Clerk Debbie Hall
Park Rgr (Interp) Roland Hesselbart
Secretary (Typing) Mary Pittman
Secretary (Typing) Anne Smith
Project Clerk (vacant)
Prk Rgr (Intrp) B. Williams—Pearson
Clerk—Typist Ellida Earnhart
Info Receptionist (Typing) (vacant)
Clerk—Typist (vacant)
Motor Vehicle Op. (2 vacancies)
Laborer (vacant)

Career Seasonal (subj.—furlough)
Statistician (Biology) (vacant)
Park Rngr (Interp) Cynthia Garrison
Park Rngr (Interp) Laura Gun drum
Park Rngr (Interp) Jude Rakowski
Carpentry Worker (vacant)

Seasonal/Temporary
Park Rngr Law Enfrc) Brian Andrews
Park Rngr (Interp) Darryl Blink
Park Rngr (Interp) Michael Dale
Park Rngr (Law Enfrc) Lawrence Edwards
Park Rngr (Law Enfrc) William Evensen
Park Rngr (LE—Boat) Albert Green
Park Rngr (LE—Boat) Thomas Howe
Park Rngr (Interp) Henry Jones
Park Rngr (Law Enfrc) Joseph Joyce
Park Rngr (Law Enfrc) Phillip Lawson
Park Rngr (Interp) Dennis Mastroddi
Park Rngr (Law Enfrc) Rick Morrison
Park Rngr (Interp) Sally Parker—Johnson
Park Rngr (Law Enfrc) William Schaudt
Park Rngr (Interp) William Smith
Park Rngr (Law Enfrc) William Tadych
Park Rngr (Law Enfrc) (4 vacancies)
Park Rngr (Interp) (9 vacancies)
Park Rngr (Dispatch) Robert Applegate
Park Rngr (Interp) Sharon Biggs
Park Rngr (Interp) Sandi Bushor
Park Rngr (Fire) Patricia Byrnes
Park Rngr (Interp) Maureen Connell
Park Rngr (Interp) Janet Dombrowski

Park Rngr (Interp) Linda Garrett
Park Rngr (Dispatch) Wendy Hitchner
Park Rngr (Interp) Paul Jensen
Park Rngr (Fire) Katherine Karolczak
Park Rngr John Kupfer
Park Rngr (Interp) Eric Lutz Park
Rngr (Fire) Joe O'Haver Park
Rngr (Interp) Lourdes Ortiz Park
Rngr Maria Rodriguez
Park Rngr (Law Enfrc) Kenneth Sharkey
Park Rngr (Law Enfrc) Richard Svoboda
Park Rngr (Interp) Timothy Taglauer
Park Rngr (Law Enfrc) (4 vacancies)
Park Rngr (Dispatch) (vacant)
Park Rngr (Gen—Fee) (5 vacancies)
Park Rngr (Gen—Boat) (6 vacancies)
Park Rngr (Fire) (vacant)
Park Rngr (Gen—BPL) (6 vacancies)
Park Rngr (Gen) (2 vacancies)
Park Rngr (EE) (vacant)
Park Rngr (Gn—BPL) Rickey Armstrong
Park Rngr (Disptch) Ania Kedzierski
Park Rngr David Oates
Park Rngr Robert Pajor
Bio Tech Eric Kjellmark
Bio Tech Kenneth Klick
Secretary (Typing) (vacant)
Bio Tech (vacant)
Bio Tech (Plants) (2 vacancies)
Secretary (Typing) Johnnie Dinkins
Park Rngr Martin Kovalan
Park Rngr Troy Nied
Clerk—Typist (4 vacancies)
Park Rngr Angela Whitt
Wood Crafter Fred Fisher
Plumber Keith Weiser
Eng Equip Op (vacant)
Motor Veh Op Ira Bibb
Motor Veh Op Thaddeu Subartowicz
Painting Worker (3 vacancies)
Motor Veh Op (12 vacancies)
Motor Veh Op Walter Benedict
Maintenance Worker Willie Brown
Maintenance Worker Linford Haines
Maintenance Worker (3 vacancies)
Maintenance Worker Michael Williams
Laborer (5 vacancies)

TOTAL POSITIONS (1987) Full—
time permanent 67; vacant 16
Full—time temporary 47; vacant 83
Part—time 5; vacant 8
Intermittent 9
Limited Srvc. Yr. 3; vacant 2

Other 4
Total: filled (135)/vacant (109)

APPENDIX D:

ANNUAL VISITATION FIGURES

1971	28,317
1972	22,440
1973	50,322
1974	62,995
1975	100,458
1976	153,774
1977	263,735
1978*	677,532
1978	1,156,166
1980	1,222,874
1981	1,023,436
1982	1,066,573
1983	1,510,630
1984	1,560,324
1985	1,800,326
1986	1,680,160
1987	1,576,238

*Non—recreational visitation began to be counted.

Recreational Visitation

In rounded figures:

1977	264,000
1978	677,000
1979	1,156,000
1980	1,223,000

In exact figures:

1981	1,023,436
1982	1,066,573
1983	1,510,630
1984	1,560,324
1985	1,800,326
1986	1,680,160

Specialized Visitation

Environmental Education:		Interpretive Programs:	
1978	16,500	1978	8,000
1979	31,000	1979	20,000
1980	48,500	1980	36,500
1981	52,500	1981	45,000
1982	32,500	1982	44,500
1983	31,000	1983	33,000
1984	27,563	1984	37,000
1985	31,445	1985	26,977
1986	31,114	1986	24,294
1987	34,252	1987	30,227

APPENDIX E:

ANNUAL BUDGETARY FIGURES

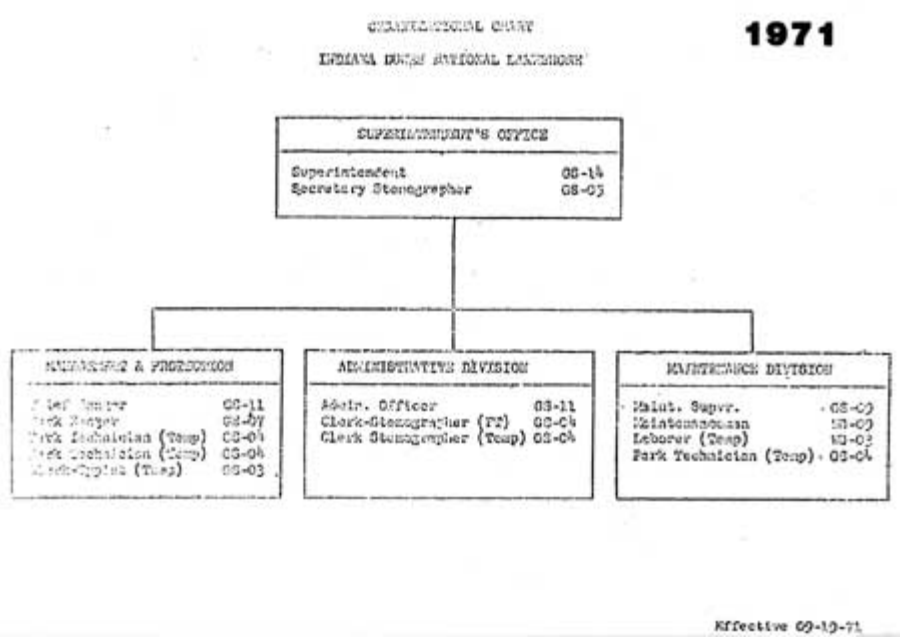
Operation of the National Park System (ONPS)

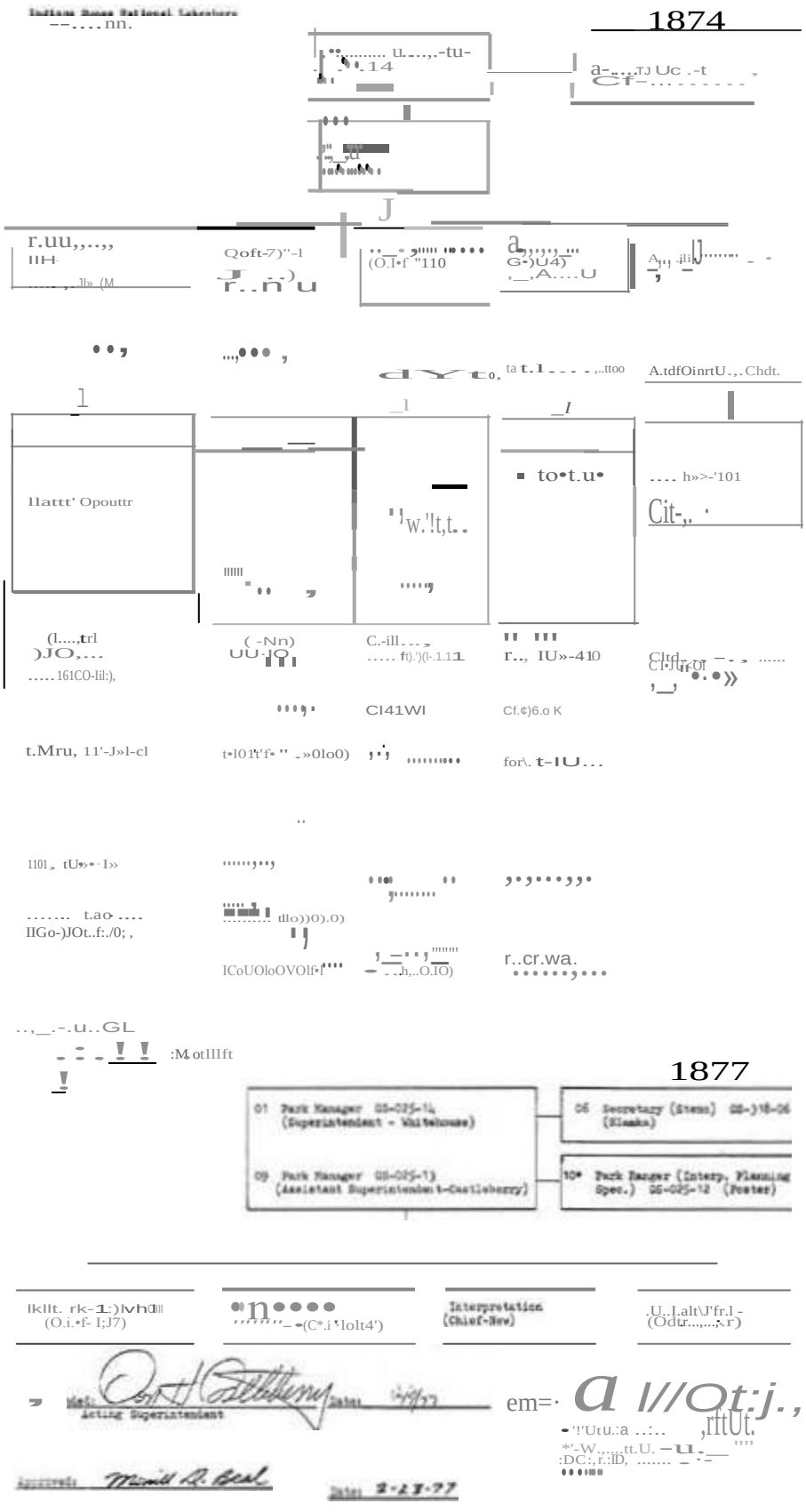
Fiscal Year	
1973	$ 214,700
1974	$ 503,500
1975	$ 477,800
1976	$ 755,600
1977	$1,003,500
1978	$1,582,900
1979	$2,299,800
1980	$2,904,500
1981	$3,359,175
1982	$3,397,700
1983	$3,593,400
1984	$3,916,800
1985	$3,750,600
1986	$3,729,400
1987	$3,818,300

APPENDIX F:
ADMINISTRATIVE POSITIONS CHARTS

> I went to see Nixon in the spring of '71. I asked him, "What is the future of [the] Land and Water Conservation Fund?" And he said, "You're going to be the Assistant Secretary that's going to have the greatest amount of money in the nation's history to spend on the expansion of the parks and the refuges." And I said, "I'll take the job!"
>
> Nathaniel P. ("Nat") Reed, former Assistant Secretary of the Interior for Fish and Wildlife and Parks, interview, March 9, 1987.

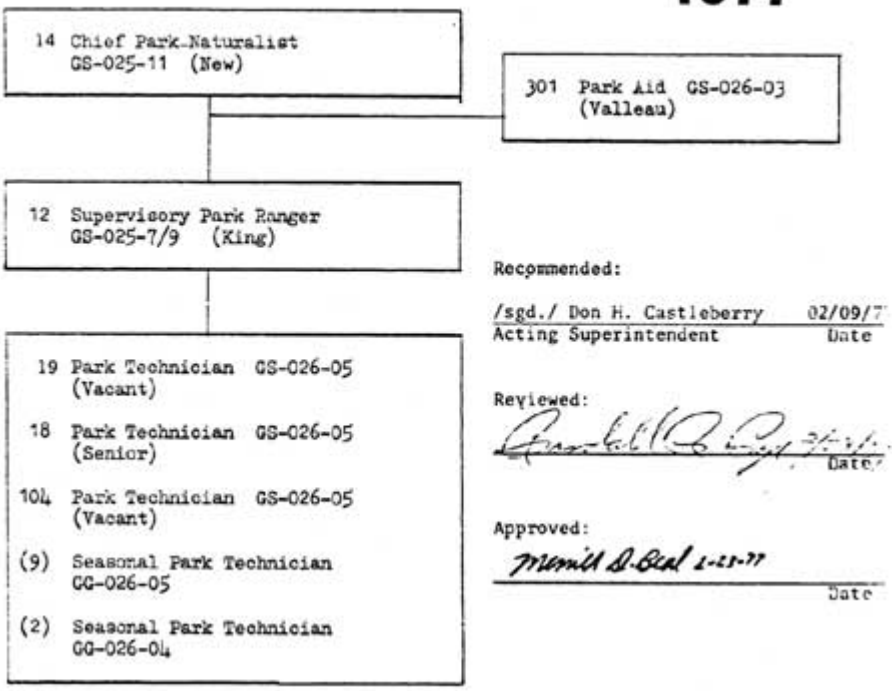
Note: Since 1970, there have been numerous reorganizations—substantial as well as minor—of the national lakeshore's administrative staff. The following is a representative sampling of administrative positions charts from the years 1971, 1974, 1977, and 1986. These charts and others may be found in the lakeshore's files in A6427 Organization Charts/Role and Function Statements.




1874
1877
Park Manager GS-025-14
(Superintendent - Whitehouse)
Park Manager GS-025-11
(Assistant Superintendent-Castleberry)
Secretary (Steno) GS-318-06
(Alaska)
Park Ranger (Interp, Planning Spec.) GS-025-12 (Foster)
Acting Superintendent
Chief-Rev
Interpretation
Date 2-23-77

INTERPRETATION DIVISION

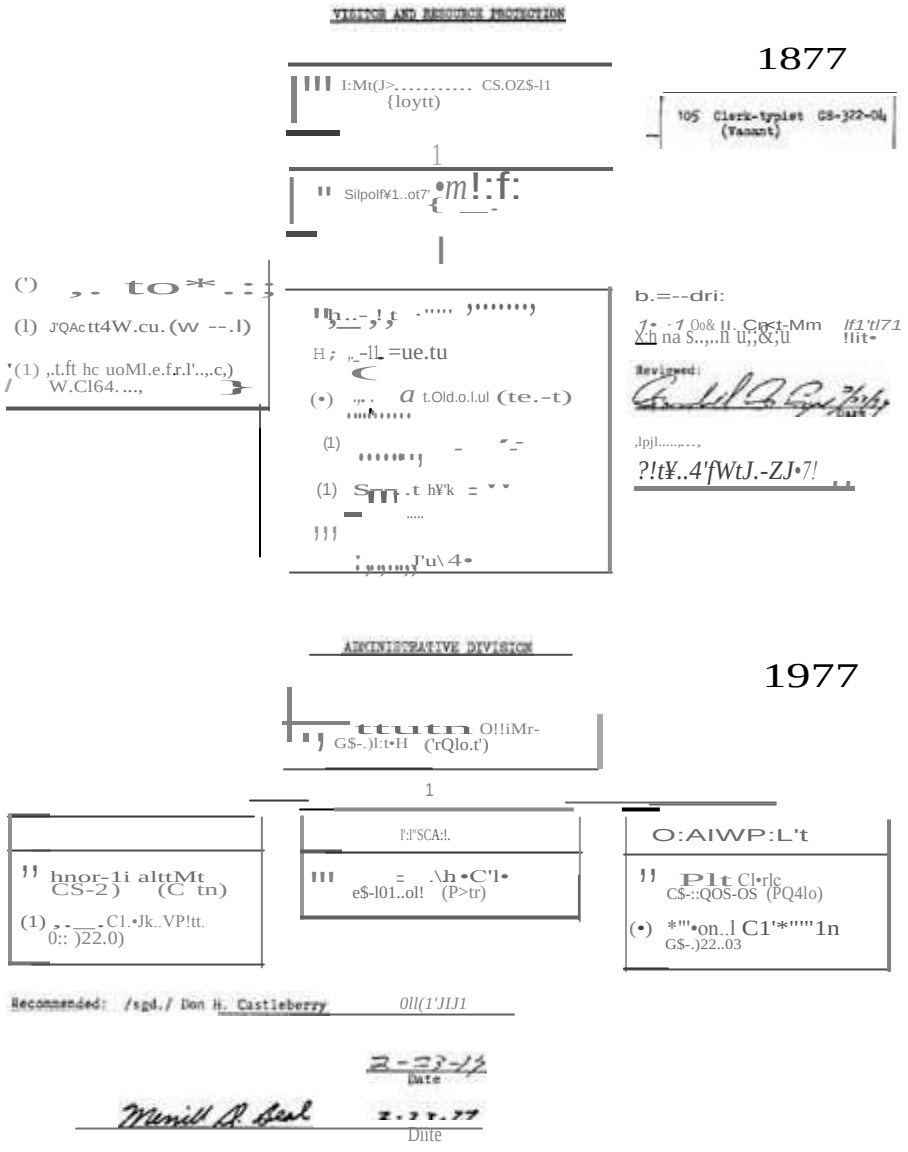
1977



(click on images for an enlargement in a new window)

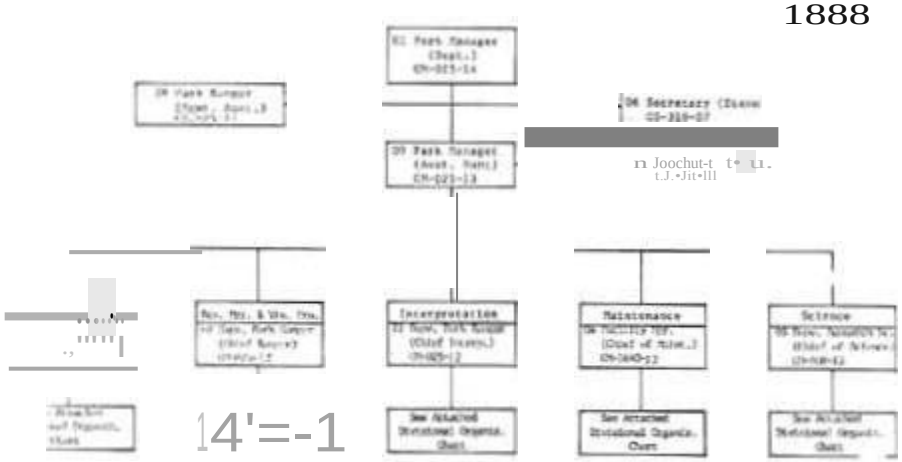
APPENDIX F:

ADMINISTRATIVE POSITIONS CHARTS (continued)

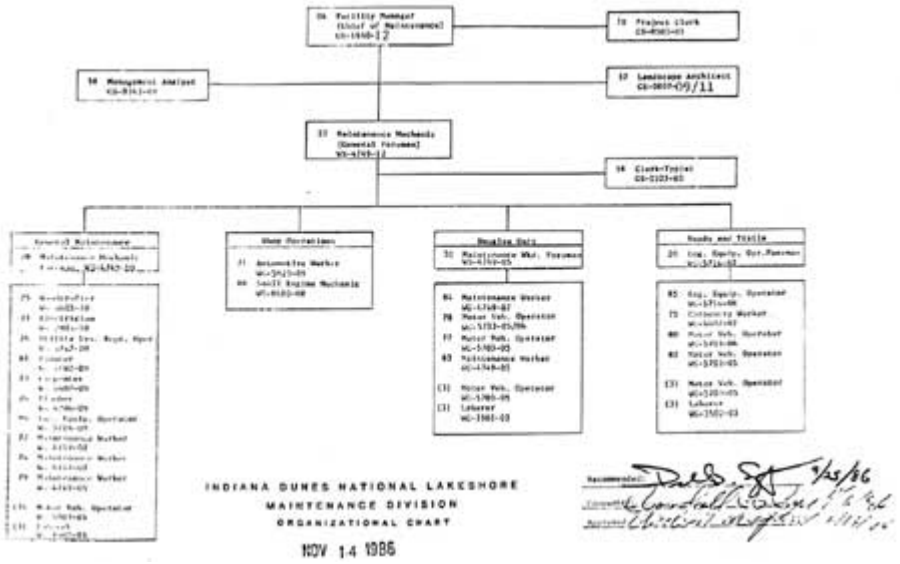


1877

1888



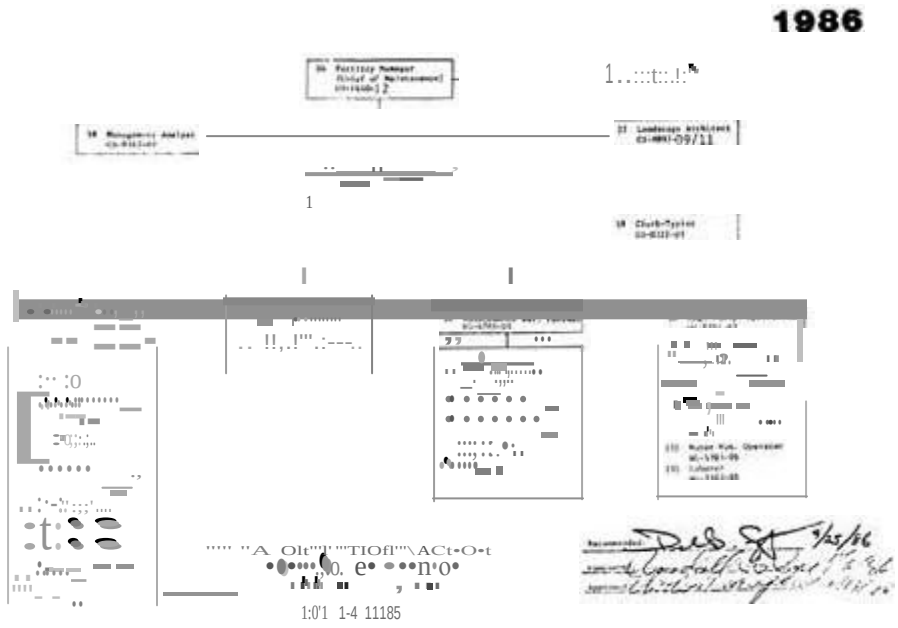
1986

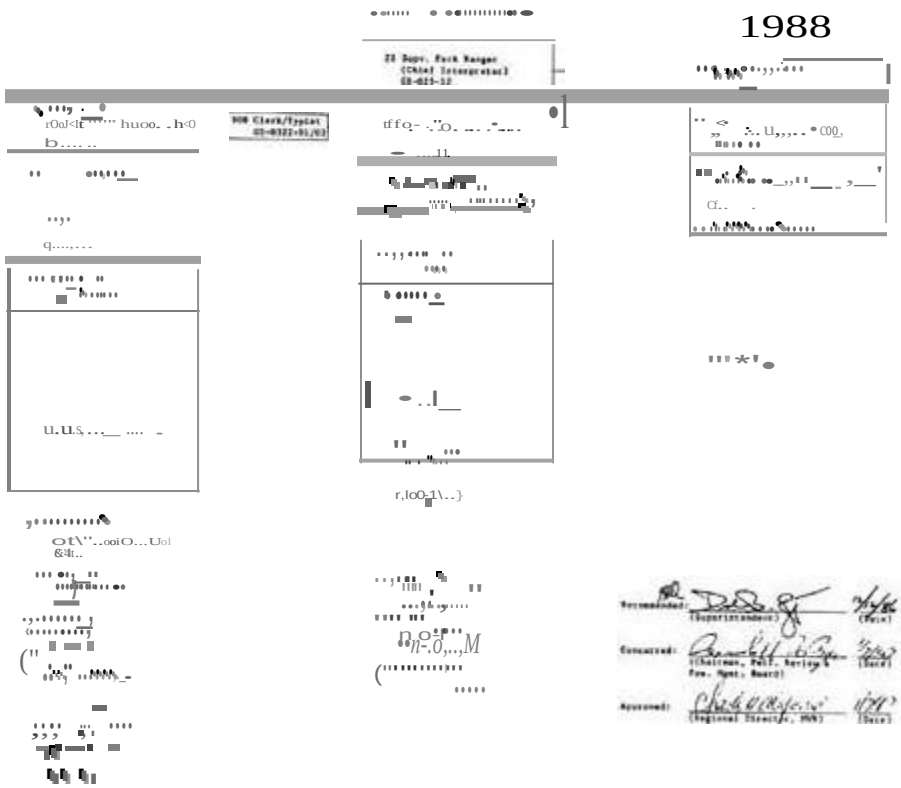


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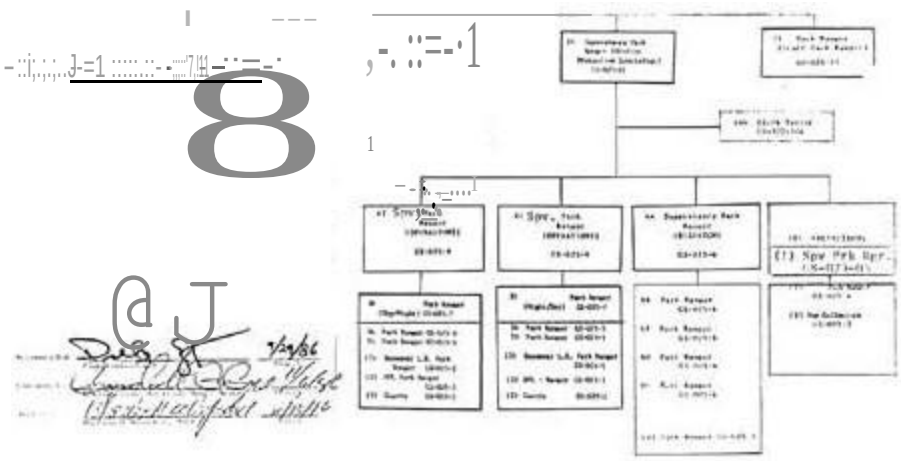
APPENDIX F:

ADMINISTRATIVE POSITIONS CHARTS (continued)





1988



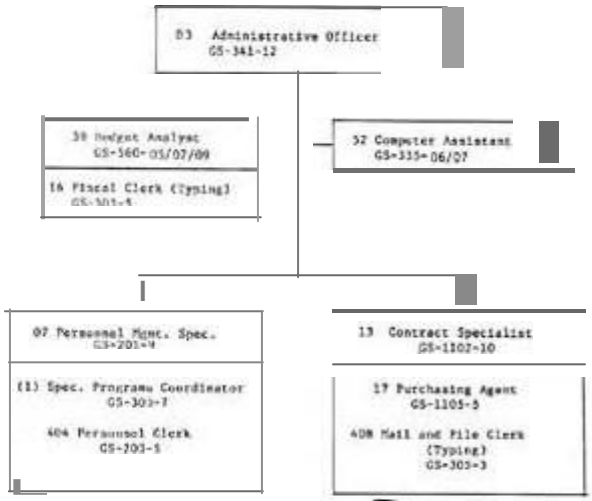
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National Park Service
Midwest Region
NOV 1 4 1988

Indiana Dunes National Lakeshore

Administration Division

1988

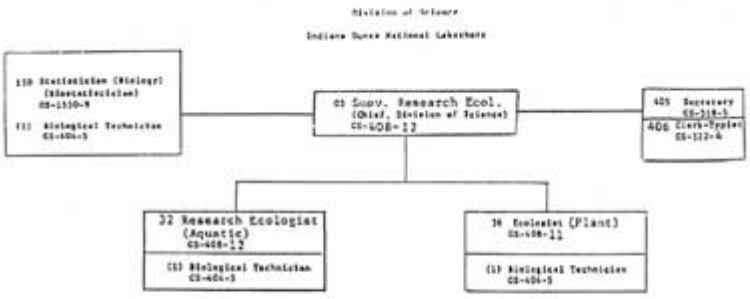


Recommended: _____ Superintendent

Concurred: _____ Chairman, Fed. Mgmt. Bd.

Approved: _____ Regional Director, Midwest Region

1986



National Park Service
Midwest Region
Indiana Dunes National Lakeshore

A300

April 21, 1986

Recommended: _____ (Superintendent) 3/6/86 (Date)

Concurred: _____ (Chairperson, Position Management Board) 4-17-86 (Date)

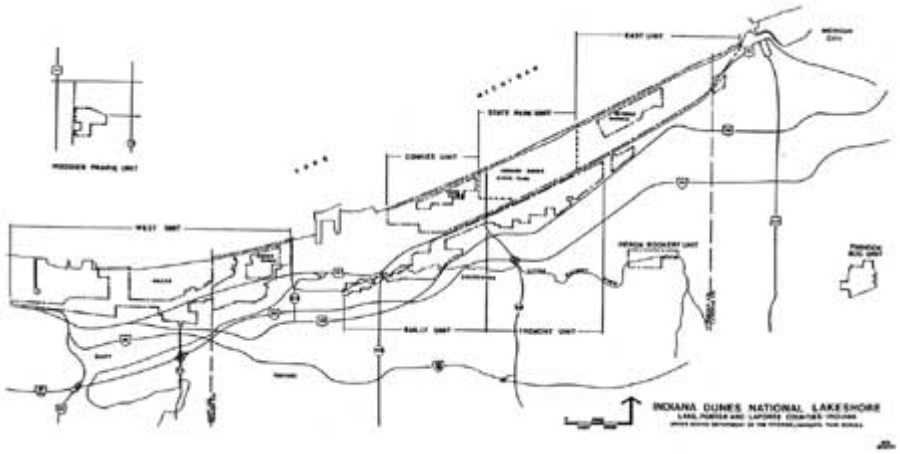
Approved: _____ (Regional Director, MWR) 4/24/86 (Date)

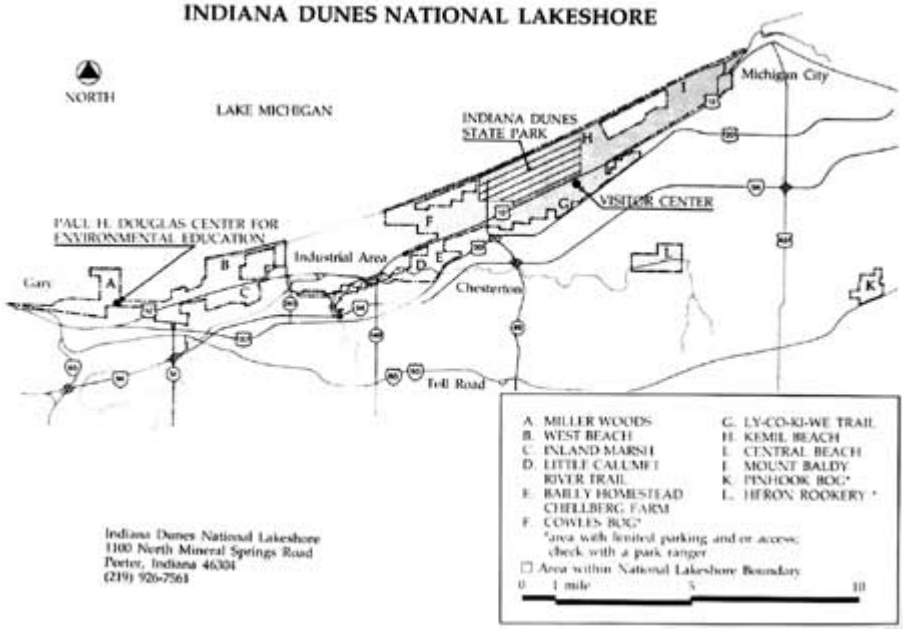
(click on images for an enlargement in a new window)

APPENDIX G:
AREA AND BOUNDARY MAPS

To the body and mind...cramped by noxious work or company, nature is medicinal and restores their tone. The tradesman, the attorney, come out of the din and draft of the street and sees the sky and the woods and is a man again. In their eternal calm, he finds himself. The health of the eye demands a horizon. We are never tired so long as we see far enough.

Words of Ralph Waldo Emerson spoken by Senator Paul H. Douglas as he waded into Lake Michigan after announcing his goal of seeking legislation to preserve the remainder of the Indiana Dunes.





(click on images for a enlargement in a new window)