

D-142

File

NPS

General

IN
STORAGE



MISSION 66

for



the National Park
System

PLEASE RETURN TO:
TECHNICAL INFORMATION CENTER
DENVER SERVICE CENTER
NATIONAL PARK SERVICE

011 8100000000

MISSION 66

TO PROVIDE ADEQUATE
PROTECTION AND DEVELOPMENT
OF THE
NATIONAL PARK SYSTEM
FOR
HUMAN USE

National Park Service
U.S. Department of the Interior
January 1956

Table of Contents

	<u>Page</u>
FOREWORD	
The basic purpose of the National Park System.....	I-IV
CHAPTER I THE NATIONAL PARK SYSTEM	
Each of us is part owner of the parks.....	1
Policies established forty years ago still sound.....	3
Expanded responsibilities devolving upon the Service.....	4
The parks have a widespread appeal.....	6
CHAPTER II THE PROBLEM	
MISSION 66, a new look at old and new problems.....	9
A look at the future.....	13
Travel and Recreation prospects.....	14
A balanced program of developments is needed.....	15
An eight-point plan for the next decade.....	16
CHAPTER III THE PROGRAM	
Guidelines to using and conserving parks.....	18
Managing and operating the parks.....	22
Management and staffing at the park level.....	24
Visitor services for protection and understanding.....	26
Protection of people, park features, and buildings and facilities primarily a function of the rangers...	39
Wildlife conservation requires research.....	46
Soil and moisture conservation.....	47
Maintenance of park facilities.....	49
Valuable and historically important paintings, books, records, and other artifacts must be preserved.....	54
Recreation planning on a nationwide basis.....	56
Preliminary recreation study made fifteen years ago should be brought up to date.....	57
Planning for the National Park System is a part of the Nationwide Recreation Plan.....	58
Historic Sites Survey discontinued because of the War should be resumed.....	60
Boundaries of existing parks should be examined to determine adequacy.....	61
Planning for state park systems in cooperation with the States.....	63
Planning for recreation area facilities in cooperation with other Federal agencies.....	64
Executive direction and administrative services for the National Park System as a whole.....	68
Equipping the national parks.....	72

CHAPTER III THE PROGRAM (continued)

Page

Piecemeal developments costly and unsatisfactory as compared to the "package" approach.....	73
Concessioner operated facilities.....	74
Eight National Parkways authorized.....	81
Colonial Parkway will be completed by 1957.....	82
Four parkways would be nearly completed by 1966.....	82
Estimated costs and programs for individual parkways.....	83
Roads and trail construction follow the principle of providing maximum visitor benefit.....	86
Many park roads not constructed to adequate standards.....	87
Construction of new trails offset by reductions in total trail mileages.....	89
Airports and aviation in the parks.....	89
Careful observation needed to determine effects of aviation activities on the parks.....	91
Visitor information facilities directed at making the visitors' park experience educational and enjoyable.....	92
Visitor centers provide various types of information.....	93
Campfire circle programs in the parks are effective means of providing visitor benefits.....	95
Use of outdoor exhibits, signs, and markers along roads and trails routes.....	97
Campgrounds and picnic areas.....	99
Campground capacities should be more than doubled by 1966.....	102
Other facilities needed for park operations.....	103
Administrative facilities.....	105
Utility systems.....	106
Reconstructing and stabilizing historic structures and prehistoric ruins.....	106
Historic structures are in many instances the only physical evidences remaining of historic events or people.....	107
Housing for park employees.....	108
Employee housing program calls for 1,000 new family quarters during the next five years.....	110
Privately-owned lands within park boundaries create perplexing problems.....	111
Necessity for water resources studies and rights to use water are becoming increasingly important.....	113
Costs of the MISSION 66 program.....	115

CHAPTER IV LEGISLATION

Specific legislation required to implement the program will be sought as the needs therefor arise.....	116
--	-----

CHAPTER V	RETURNS FROM THE INVESTMENT	<u>Page</u>
Physical and mental refreshment, understanding, and inspiration are found in the parks.....		118
The parks generate business and add greatly to our economic well-being.....		118
Use we make of our expanding leisure time will have much to do with the future of America.....		119
The parks instill pride in Government, love of land, and faith in American traditions.....		120

FOREWORD

THE BASIC PURPOSE OF THE NATIONAL PARK SYSTEM

MISSION 66 is a fresh look at the problems and the future of the National Park System. It seeks to retain the best from the past, and to make new applications of policy and practice that will most effectively serve the needs of the future. If the results are to be realistic, consistent, and pointed in the right direction, MISSION 66 planning must start from familiar ground. The nature of any view depends upon the choice of position from which that view is obtained. What, then, is the vantage point from which MISSION 66 views the parks?

The Act of 1916 which established the National Park Service has guided this Service and will continue to do so. It is, in a sense, its constitution. This is the familiar ground from which we look at the problems of today and extend our view into the future. All plans, every development and management practice, and every use made of national park resources must find justification in the park purpose defined in that law. The first requirement of the MISSION 66 program, therefore, is to consider anew the purpose for which the parks exist, to explore that purpose to discover its full meanings and its new applications in the light of present and future conditions.

The significant part of the Act of 1916 reads as follows:

The service thus established shall promote and regulate the use of the Federal areas known as national parks, monuments, and reservations hereinafter specified by such means and measures as conform to the fundamental purpose of the said parks, monuments, and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

This Act charges the National Park Service to do one thing - to promote and regulate the use of the parks. This is the one positive injunction placed upon the Service - a clear statement of Service responsibility. The intent of the remaining portion of this Act, which defines the purpose of the National Park System, is clear, but its language leaves room for interpretations which may obscure its true meaning. Can we more exactly define the purpose of the national parks?

It is significant that the basic Act uses the singular form of the word purpose - it defined one purpose, a single objective, not several. True, that single purpose combines use with "conservation unimpaired." These are merely the components of one purpose, a concept that at once embraces and indistinguishably combines both use and preservation. Neither, standing alone, out of context, can be accepted as the true and adequate expression of the reason-for-being of the National Park System. The isolation and over-emphasis of either of these concepts can seriously impede and distort park planning and park management. What, then, is the

nature of this amalgamation which we seek to define - park purpose?

The National Park System is a national resource - a natural resource, a historical resource, a cultural resource. Like minerals, timber, soil, or water, it is a resource that has meaning and value only when transmuted into products useful to man. Parks differ from other resources chiefly in the nature of those products. Mines, timber, and cattle yield material products required by the Nation. Parks yield the cultural and inspirational products of knowledge, refreshment, and aesthetic enjoyment equally required by all people. The direct way, and essentially the only way, these products are realized in significant measure is through the intelligent and appropriate use of park resources by people. Therefore, the primary justification for a National Park System lies in its capacity to provide enjoyment. But, is this all?

In saying "conserve" the Act of 1916 recognized that the cultural and inspirational products of parks are supplied by the natural or historic scene undamaged, unmodified, and unimpaired. To change the character of a park area in any important way destroys a part of its ability to yield those benefits to the human mind and spirit. Protection, then, while an absolute requirement, is not an end in itself, but a means to an end - it is requisite to the kind and quality of enjoyment contemplated in the establishment and

CHAPTER I

THE NATIONAL PARK SYSTEM

As much as any institution to be found in America, the National Park System is a symbol of a free people. Every American shares equally in the ownership of the System; and all Americans, regardless of race or creed, are free to use it on equal terms.

When the Congress authorized the establishment of the National Park Service in 1916, it laid upon the new Bureau the responsibility of providing for public enjoyment of "the scenery, the natural and historic objects, and the wildlife" of the areas entrusted to its management. The law insisted that these areas were to be so managed that their natural qualities would remain unimpaired; for only if thus protected would they provide the fullest degree of enjoyment and inspiration for present and future Americans. Without the concept of public use and enjoyment the function of preservation and protection is without meaning.

It is the task of the National Park Service, therefore, to assure the American people opportunity for maximum beneficial use and enjoyment of kinds which derive directly from the qualities of the areas it administers.

GROWTH OF THE SYSTEM

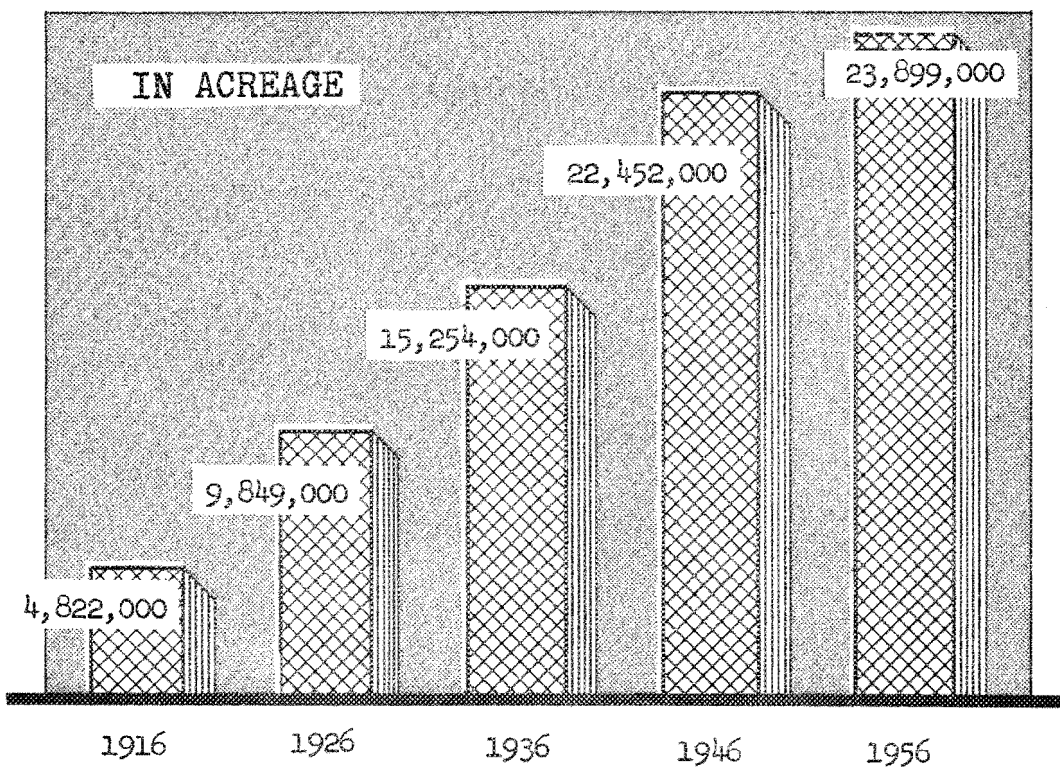
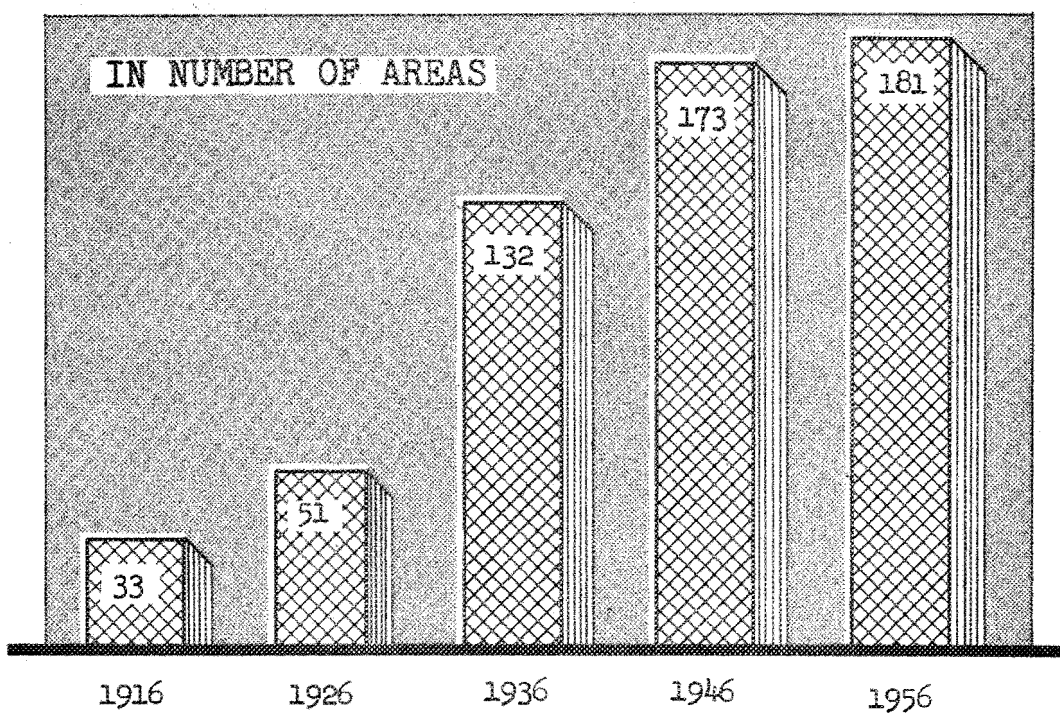
It is unlikely that those who proposed that Yellowstone National Park be set aside "for the benefit and enjoyment of the people" envisioned any such thing as a National Park System. However,

when the members of The Washburn-Doane Expedition in August 1870 agreed that what we now know as Yellowstone National Park should be set aside as a national park, they had as their goal a concept that it should be the property of all the people in perpetuity, rather than that it should be owned and managed for the profit of a few. This concept still guides the Nation in the establishment of its national parks.

Establishment of national parks in the 44 years between the creation of Yellowstone National Park in 1872 and authorization of the National Park Service in 1916 was not the result of any broad-gauge planning; yet one of the miracles of American conservation is the fact that Yellowstone set a pattern of superlative and unique scenic quality which, with rare exceptions, has been closely followed during and since that period. When national park creation was supplemented in 1906 by Congressional authorization of establishment of national monuments by Presidential proclamation (Antiquities Act), the new authority was also used for the most part with gratifying consistency for the protection of distinguished scientific exhibits and of unique and priceless reminders of the prehistoric cultures of America. Throughout the history of the National Park System, all but a handful of the areas included within it have been of such character as amply to justify national concern with their preservation and use.

In a letter dated May 13, 1918, to the first Director of the National Park Service, Stephen T. Mather, Secretary of the

THE SERVICE HAS GROWN



Interior Franklin K. Lane set forth the policies which were to govern the new Bureau. The fundamentals he stated, warmly accepted by national park advocates, are among those to which the Service still adheres faithfully.

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

In addition, he insisted that all developments were to be in harmony with the landscape; that each area have a comprehensive plan and that developments be in accordance with it; that private holdings in the parks should be acquired; and that the educational as well as recreational use of the parks be encouraged in every possible way.

At the time Secretary Lane set down his policy, the National Park Service was administering 17 national parks and 22 national monuments. The War Department had charge of one area designated as a national park as well as a number of national military parks and several national monuments of historical significance; the Forest Service of the Department of Agriculture managed certain national monuments which lay within national forests; the park system of

SYSTEM
TODAY

the National Capital was administered by several commissions and offices. The transfer of all these to the National Park Service in 1933 by Presidential Orders, under authority of the Reorganization Act of that year, greatly enlarged the responsibilities of the National Park Service. It also made the Service the custodian not only of major scenic-scientific exhibits but of all the historic and prehistoric areas which had been considered of sufficient significance to warrant federal establishment and care. Since that time, additional areas have been established in almost every category. The construction and management of national parkways has also become an important segment of the Service's responsibility. Passage of the Historic Sites Act in 1935 opened the way for establishment of national historic sites in both federal and non-federal ownership.

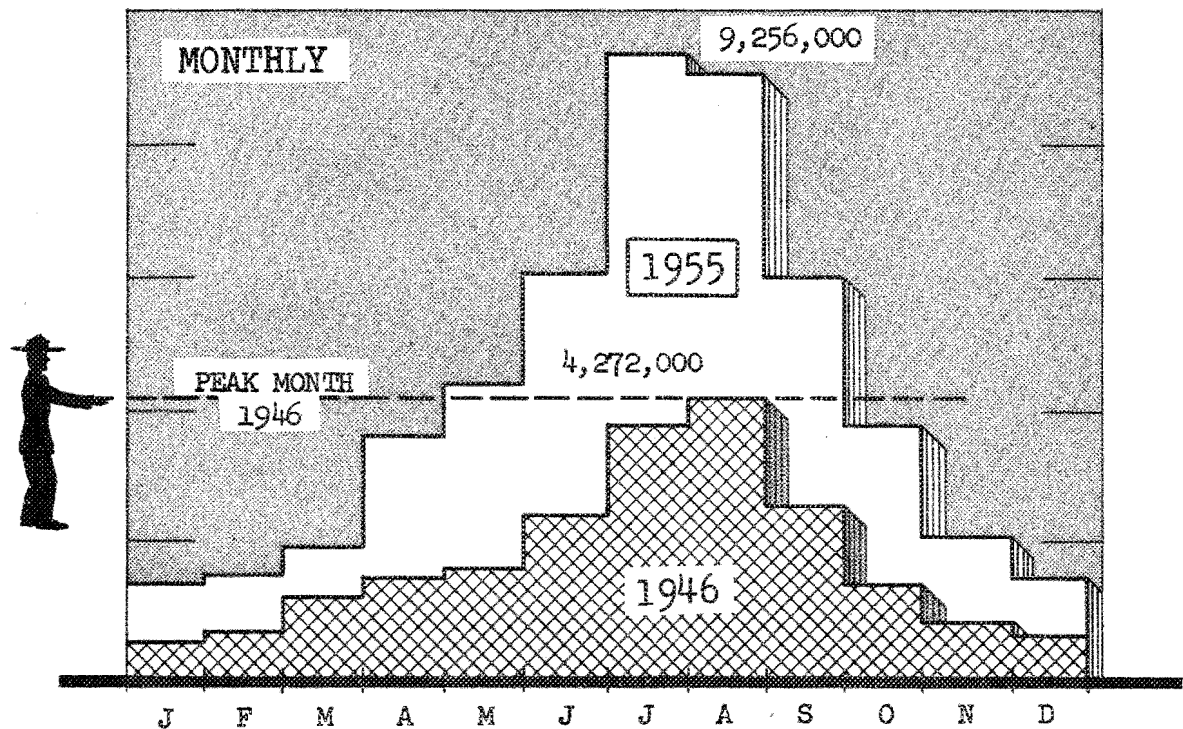
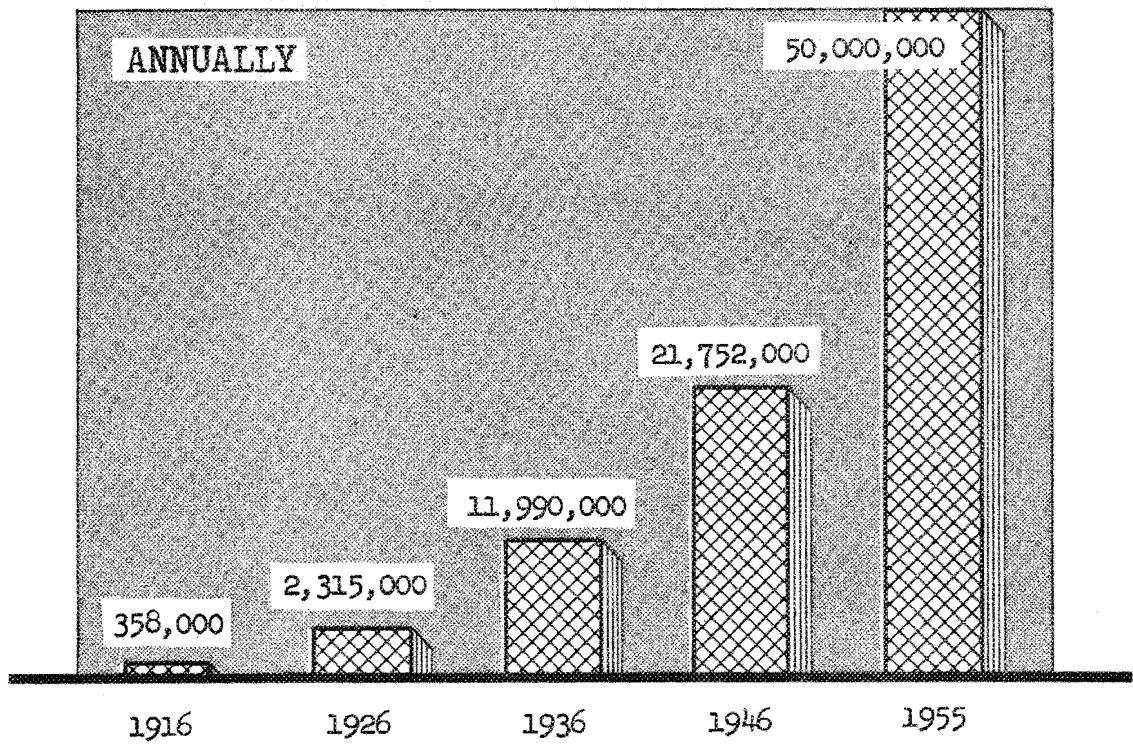
The past two decades have also brought considerable extensions of Service responsibility beyond the areas over which it has primary jurisdiction. Passage of the Park, Parkway, and Recreation Area Study Act in 1936 placed on a permanent basis certain cooperative planning activities with other Federal agencies, the States and their political subdivisions. The Service is entrusted with responsibility for evaluating the recreational potentials of the great federal water-control programs; it plans and, in some cases, administers reservoir recreational developments for the Bureau of Reclamation; and it performs other related tasks.

THE PUBLIC AND
THE NATIONAL
PARKS

In 1916, the 14 areas which counted or estimated visitor numbers showed a visitor total of 358,000. It is quite apparent that, before the National Park Service was established, the National Park System was making no great impress on the people of America, even though such places as Yellowstone and Yosemite were world famous. Roads were generally poor; automobile ownership was confined to a few; the work week was long; only a small fraction of the population had paid vacations; the 1920 census classified 49 percent of the population as rural - hence close to the open country; such travel as reached the parks was about 98 percent by rail.

Last year, 1955, the greatly extended National Park System, scattered the length and breadth of the United States, its territories, and possessions recorded 50,000,000 visits. While there is apparently no way of determining how many different individuals are represented by this figure, there is little doubt that over a period of a few years a large segment, if not a majority, of the total population visits one or more areas of the National Park System. It offers its visitors acquaintance with superlative exhibits of original America; with the homes and the cultures of prehistoric Americans; and with sites of major importance in our colonial and national history. In doing so, it helps to meet a fundamental social and cultural need. Its value for this

VISITORS HAVE INCREASED



purpose is increasing as our leisure time increases; as open spaces available for public recreation decrease; as more and more of the natural scene disappears before the march of commerce and industry; as our population becomes more urban; and as the complexities and pressures of existence grow greater.

It is doubtless true that a great many Americans have not yet grasped the concept of the national parks and that a great many more have only a vague idea of the extent and character of the National Park System. Yet few institutions are more ardently accepted by those who know something about them. One reason is that the System appeals to a wide variety of tastes. Most visitors expect a supremely inspiring experience, but many are also impelled by scientific curiosity (both professional and amateur), by the physical challenge of rugged country, by the desire for peace and quiet which is so easily obtained in even the most visited parks - by any of a dozen commonplace or exalted reasons. In the parks they find their desires and impulses satisfied. As for the exhibits of our history and our prehistory - these offer an opportunity for identifying oneself with these places, for getting the feel of great events, for stimulation of pride in our Country and in the qualities of those who had a hand in shaping its character and its destiny. There is no single reason and no simple explanation of the fact that the increase in use of the National Park System has been far more rapid than the increase

in population, and that few visitors fail to get from their park experience all that they hope for, or more.

The establishment of the first national park and of almost all the areas since included in the System have been popular acts - speaking of the Country as a whole. Popular moves for governmental economy have not singled out the national parks as targets for economizing. An impressive facet of national park history is found in the willingness of many State governments to devote large sums of public money to the purchase of lands for parks and parkways. Private generosity has been, and continues to be, important in enlargement of the System and in the conduct of projects for its betterment.

Generally speaking, the great natural units of the National Park System have been created from land already in public ownership. However, States and private individuals have contributed heavily to creation of some of the park areas. The acreage obtained by federal participation in land purchases is relatively small.

By and large, the people of the United States have accepted the National Park System not only as a proper function of the Federal Government, but also as a necessary one, without which the American way of life would lack an important element; and one about which there appears to be only one opinion - that this part of our heritage deserves to be given proper care and that it should be equipped to provide its owners with good and adequate service.

For most of the 44 years between the establishment of Yellowstone National Park and the establishment of the National Park Service, the national parks and monuments were a Federal Cinderella - beautiful, but not very well looked after. For several years after Yellowstone's creation no money was spent for its protection and administration. Because of the lack of appropriations, the major national parks were long administered in behalf of the Interior Department by the United States Army.

The policy stated by Secretary of the Interior Lane, quoted earlier, did not come into existence full blown. It had been forming through the preceding four decades, evolving and becoming clearer with the years. It had been stated briefly in the National Park Service Enabling Act, which asserted that the Service was to promote and regulate the use of the ... national parks, monuments, and reservations ... to conserve the scenery, the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations. That injunction has guided the National Park Service for nearly 40 years. Backed by an enlightened public opinion, the Service has been successful in holding off threat after threat to the integrity of the national parks. It has made constant efforts to improve the quality of service extended to those who use the parks and particularly to enlarge public understanding of the natural processes or historic events exemplified or commemorated in them.

CHAPTER II

THE PROBLEM

MISSION 66

The present day problems confronting the areas administered by the National Park Service are numerous and varied. The solution to many of them is not simple. But they are not insurmountable. A fresh, objective look at both old and new problems was needed, in order that a program could be developed which would meet modern requirements and the certain demands of the future.

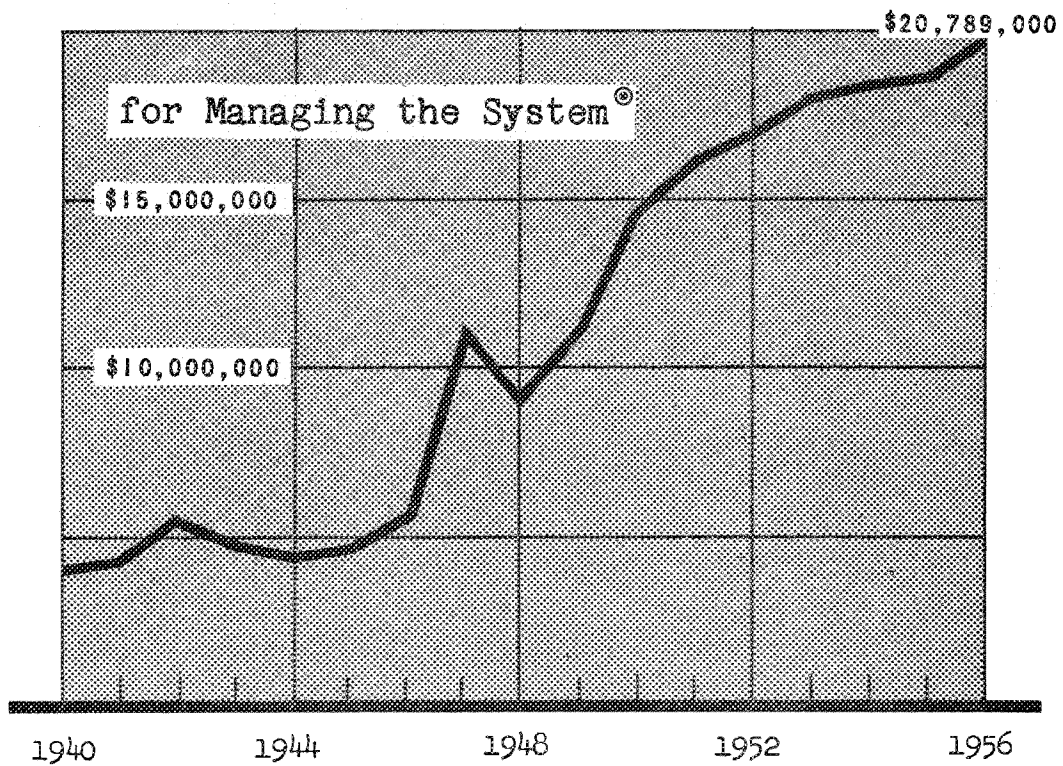
A special staff was brought together within the National Park Service to undertake this challenging task. The staff is comprised of experienced employees, taken from various backgrounds. Among them virtually every phase of national park administrative and professional work is represented. They were instructed to disregard precedent, policy, present operating and management procedures, traditions, and work habits. They were told to remember only the fundamental purpose of national parks, and on this basis to develop operating and development plans that best meet the problems of park use of today and the future. They have looked into operations, development, staffing, programming, park use, and protection problems. Consideration has been given to everything that gives promise of improving the protection of the parks, and of enhancing the effectiveness of providing the services which the visitor has the right to expect.

The year 1966 has been set as the goal - 1966 because that length of time is required to accomplish needed projects and programs on a sound dollar basis - it so happens also that 1966 will mark the 50th Anniversary of the establishment of the National Park Service. It would seem fitting and appropriate to give the American people on that anniversary a National Park System adequate in all ways for their enjoyment and inspiration - a system so managed and so used that it will pass down to generations yet unborn as a legacy, unconsumed and unexpended. This task, and the program advanced to meet its challenges and its problems, have been designated as the National Park Service MISSION 66.

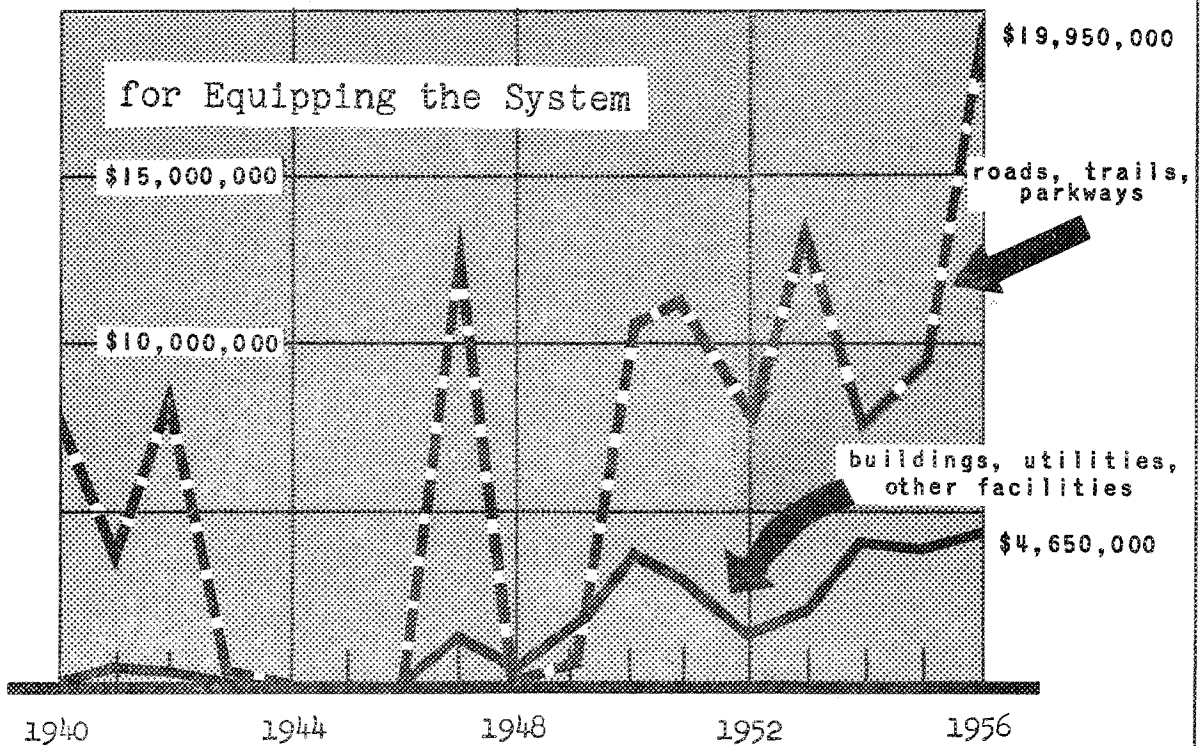
MISSION 66 was launched because the National Park System, subjected to immensely increased use by a public whose travel and vacation habits have undergone major changes in the last generation, is no longer capable of giving its users the degree of enjoyment and satisfaction intended. Developed and staffed to meet the needs of perhaps 25,000,000 visitors, the System is now called upon to take care of twice that many.

Despite Congressional awareness of the problems, and action to provide remedial measures through increased appropriations, the Service has not been able to keep pace with the increased operating load, nor to catch up with the backlog of

FUNDS APPROPRIATED 1940 - 1956



[©] management & protection - maintenance - administration



developments which accumulated during the War years. Specific benefits secured annually through increased operating funds have been largely temporary; funds provided to overcome staff deficiencies have been in many instances utilized to meet rising operating costs. Such increases in staff as have been possible have been outpaced by increased visitor requirements.

Major progress has been made in highway construction in recent years, but there still remain many miles of substandard roads in need of reconstruction, realignment, and other improvements. There is a serious shortage in other types of developments of all types. During the postwar years, about 80 per cent of development appropriations have been for highway construction as compared to about 20 per cent for other types of facilities, such as buildings of all types, sewer, water, electric and other utilities. This imbalance has been unsatisfactory. A large part of funds for buildings and utilities construction has had to be spread over a great many small projects or segments of projects, all urgently needed. This has been costly in proportion to what has been accomplished.

Many areas are seriously short of overnight accommodations and facilities for dining, of the kinds required by today's traveler. With few exceptions, there has been very little expansion in this field of development since 1942.

A survey of sanitary conditions throughout the parks by the Public Health Service showed the need for 310 projects to improve sanitary conditions, of which 78 were classed as urgent.

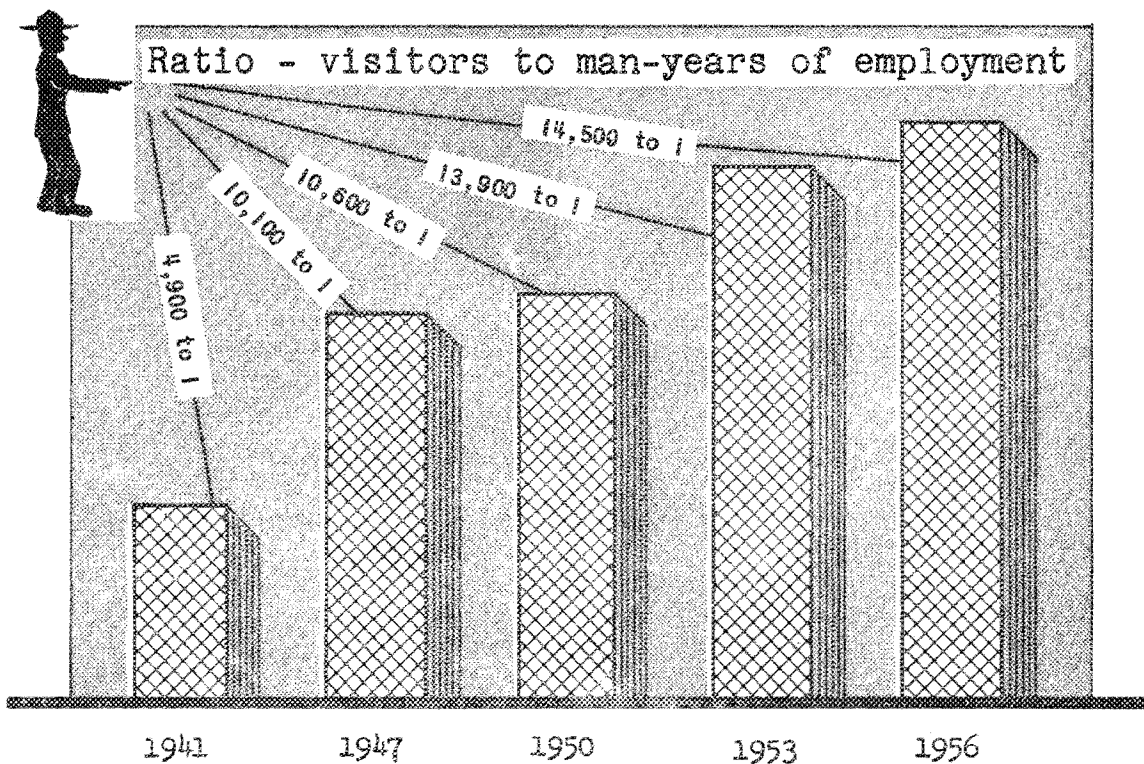
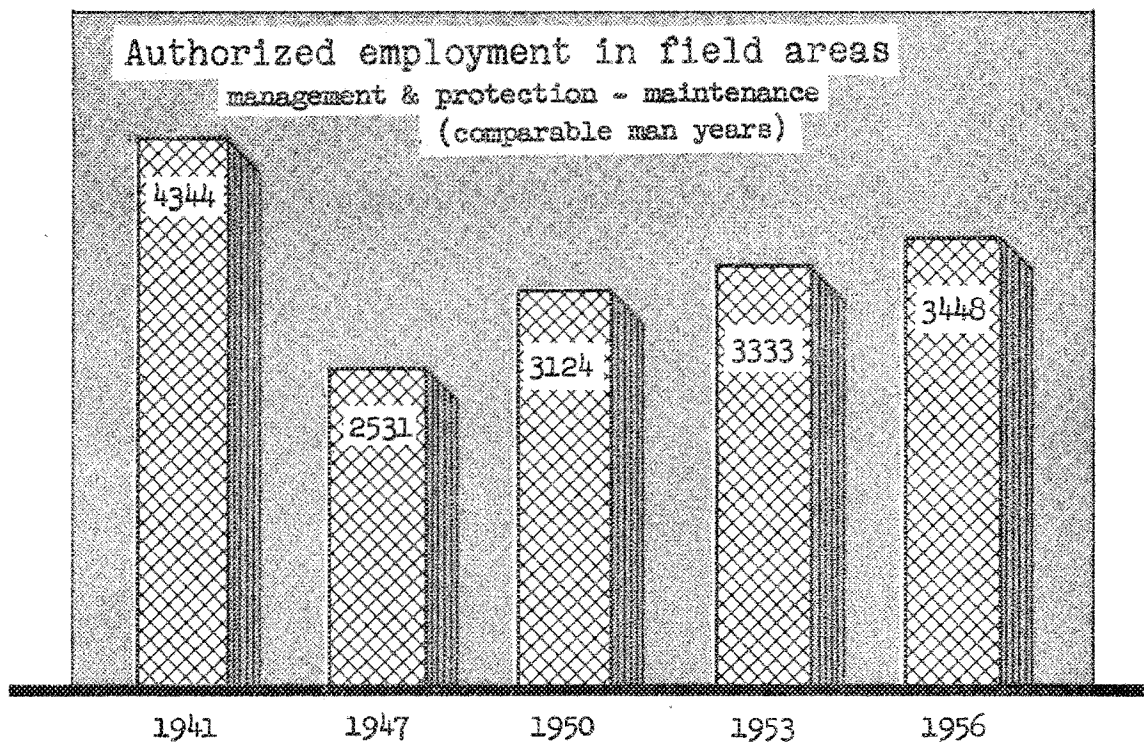
Although staffing in the field has improved materially during the past two years, deficiencies still exist in the protective staff. Interpretive services, results of which are a measure of protection, are short of those required and should be strengthened with additional employees as well as by providing up-to-date equipment and devices to add to visitor understanding of the parks.

There is need for further work on a thorough study of the park and recreation needs of the United States, and the part each level of government can be expected to play in the final program. This study, dropped before World War II, should be re-established.

These are some of the reasons the Service is dissatisfied with the way it has been serving the public and why, during the past few years, visitor dissatisfaction has been reflected in critical magazine articles, newspaper features, and editorials. The concensus of this public expression is that the national parks are sufficiently important a factor in American life that existing conditions should not be allowed to continue.

MISSION 66 is essentially an endeavor to look into the future; to determine what it is likely to bring; and to plan for it.

EMPLOYMENT HAS BEEN INADEQUATE TO MEET VISITOR LOAD



A LOOK AT
THE FUTURE

In the past, the volume and the pattern of park use have been governed to a large extent by the economic growth and strength of the Nation, and there is no reason to suppose that they will not be similarly governed in the future. The President of the United States has expressed his conviction that our economy will continue to grow in strength. In his Economic Report to the Congress in January 1955 he declared:

Many factors favor a continuation of our vigorous economic growth. The population is increasing rapidly, educational levels are rising, work skills are improving, incomes are widely distributed, consumers are eager to better their living standards, business men are starting new enterprises and expanding old ones, the tools of industry are multiplying and improving, research and technology are opening up new opportunities, and our public policies generally encourage enterprise and innovation.

With wise management of the national household, our country can within a decade increase its production from the current annual level of about 360 billion dollars to 500 billion, or more, expressed in dollars of the same buying power.

In the future as in the past, increases in productivity and in useful employment opportunities will be the core of economic expansion.

We may expect, then, to become economically stronger and our planning for the future should be based on that assumption. There is equally good reason to expect that leisure time, which has increased so greatly during the past two or three decades, will continue to increase, and the significance of that assumption looms

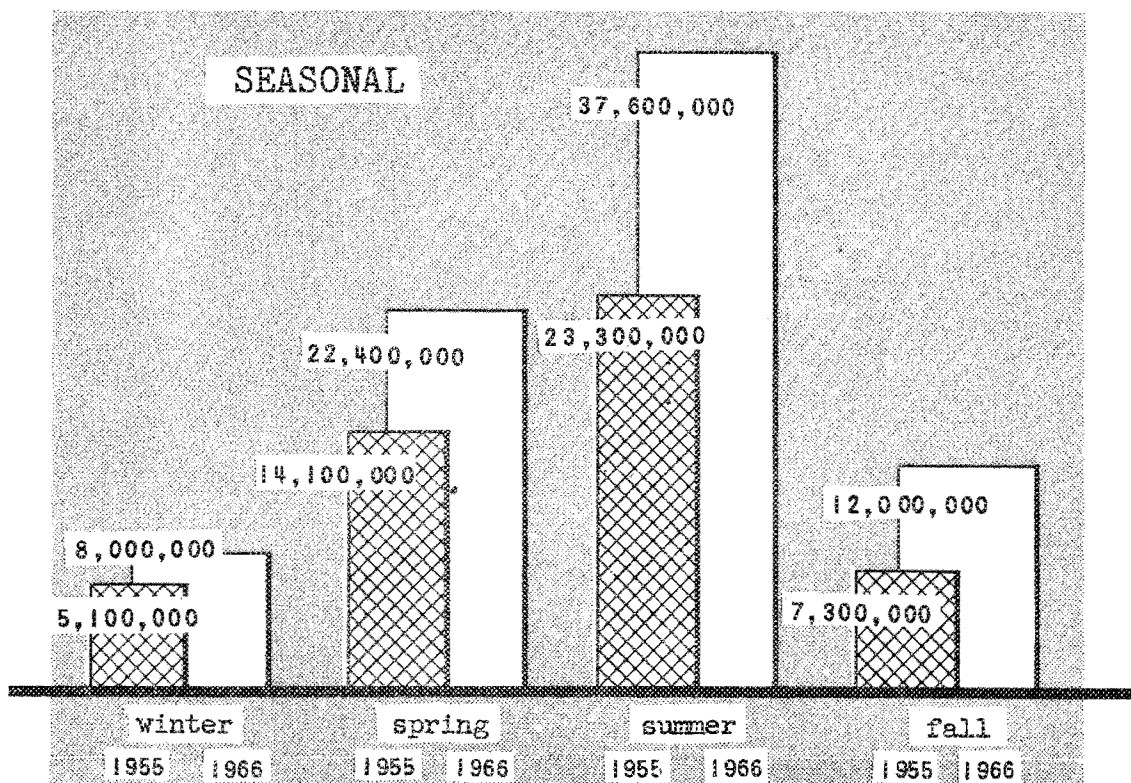
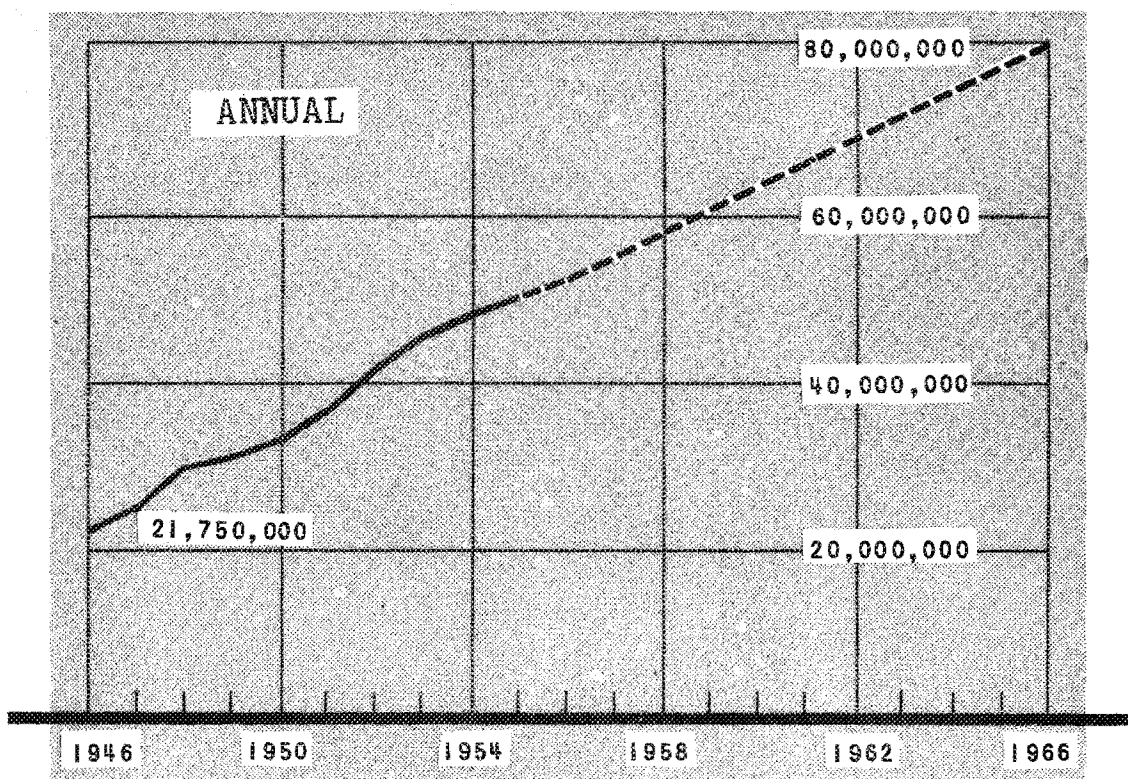
large in America's future. One labor leader has declared: "A shorter work week must flow from the fact that technology will have given us tools to create greater wealth with less labor and time."

Against this prospect of increased leisure time, there is the certain prospect that many opportunities for outdoor enjoyment now available will diminish or disappear, as lands not specifically dedicated to recreation are put to other uses. There is increasing reluctance on the part of landowners to turn recreation seekers loose on their properties.

TRAVEL AND
RECREATION
PROSPECTS

1. The demand for public parks and opportunities for outdoor recreation will continue to increase.
2. This increase in demand will be at a greater rate than the increase in population.
3. With respect to the National Park System, it is anticipated that there will be about 80,000,000 visits a year by 1966.
4. With adequate development in the proper places, the further increasing use can be accommodated in the National Park System of the future.
5. The private automobile will continue to be, by far, the major means both of reaching and seeing the parks, though air transportation, as a means of reaching the vicinity of the parks from distant points, will increase.

ANTICIPATED VISITOR INCREASE



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

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

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

Because of world conditions since the War,
A BALANCED PROGRAM construction funds for the Service have been
so limited that it has been necessary to deal
largely in applying palliatives: of doing a great deal of road
patching instead of building or rebuilding, of trying to make
reasonably liveable housing that should be replaced, of doing
many other things that do not remedy -- but merely delay remedy-
ing -- conditions that should not exist.

The solutions sought must be those which not only
eliminate unsatisfactory conditions but provide against their
recurrence. In seeking them, there is no substitute for a long-
range plan which takes into consideration every existing and
foreseeable element of the problem of the national parks. Its
accomplishment can be achieved only through the acceptance and

execution of an integrated program soundly conceived, logically and economically scheduled, and adequately financed.

The following 8-point program, to be accomplished within the limitations of the principle that preservation of park resources is a basic requirement, is recommended as the course to be followed. It comprises the basic elements of the MISSION 66 program.

1. Provide additional accommodations and related services of types adapted to modern recreational needs, through greater participation of private enterprise within and near the parks.
2. Provide the government-operated facilities needed to serve the public, to protect the park resources, and to maintain the physical plant.
3. Provide the services which will make the parks more usable, more enjoyable, and more meaningful, and thereby improve the protection of the parks through visitor cooperation.
4. Provide operating funds and field staff required to manage the areas, protect the resources, and provide a high standard of maintenance for all developments.
5. Provide adequate living quarters for the field employees of the Service.
6. Acquire lands within the parks and such other lands as are necessary for protection or use, acquire the water rights needed to insure adequate water supplies, and extinguish grazing rights and other competing uses.
7. Institute a coordinated nation-wide recreation plan to produce a system of recreational developments by each level of government,

Federal, State, and local, each bearing its proper share of the expanding recreational load.

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

As we proceed to plan for the future, facilities should be provided in sufficient quantity to keep abreast, and even slightly ahead, of visitor requirements and that they must be of kinds that conform to the travel and recreational habits of park users. But it is important that all aspects of development and operation go forward together and in proper relationship to one another. Concentration on building roads without providing facilities for those who use them, or developing a park fully without providing adequate operating resources, does not solve problems; it creates them.

Piecemeal, unbalanced, and unintegrated development and staffing is responsible for much of the National Park Service's present difficulties. Provision for just one year at a time and the spreading of funds in small amounts to a multiplicity of projects--or even parts of projects--is a highly uneconomical way to carry forward development programs. The economical use of funds and balanced and integrated development can be obtained by changing to the "package" approach to planning, development, and staffing. MISSION 66 is a 10-year program based upon the expectation of being able to proceed in just that way--to the vastly greater benefit of the parks and those who use them and at relatively less cost than present procedures permit.

CHAPTER III

THE PROGRAM

GUIDE LINES This chapter presents the specific program of
MISSION 66 for meeting the objectives of the
National Park System. Recommendations discussed
in the following pages are made in accordance with certain conclusions that form the basic national park concept of "enjoyment without impairment." The word "park" as used herein refers to any area of the System, regardless of its official designation.

This program shall further the basic purpose of the
National Parks:

TO CONSERVE the scenery and the natural and historic
objects and the wildlife therein, and

TO PROVIDE FOR THE ENJOYMENT of the same in such manner
and by such means as will

LEAVE THEM UNIMPAIRED for the enjoyment of future
generations.

1. Preservation of park resources is a basic requirement underlying all park management.
2. Substantial and appropriate use of the National Park System is the best means by which their basic purpose is realized and is the best guarantee of perpetuating the System.
3. Adequate and appropriate developments are required for public use and appreciation of any area, and for prevention of over-use.

Visitor experiences, which derive from the significant features of the parks without impairing them, determine the nature and scope of developments.

4. An adequate information and interpretive service is essential to proper park experience. The principal purpose of such a program is to help the park visitor enjoy the area, and to obtain appreciation and understanding of it, which leads directly to improved protection through visitor cooperation in caring for the park resources.

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

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

7. All persons desiring to enter a park area may do so; however, it may be necessary to place a limit on the number of visitors who may enter certain prehistoric and historic ruins and structures

because of limitations of space, or because only a restricted number may safely pass over or through them at one time. Lodging, dining, and camping facilities cannot be guaranteed every visitor.

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

9. Where airports are needed they should be located outside the park boundaries, and use of aircraft within the areas of the System should be restricted to investigations, protection, rescue, and supply services.

10. Camping is an appropriate and important park visitor use in many parks, and every effort should be made to provide adequate facilities for this use.

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

12. A nation-wide plan for parks and recreation areas as envisioned in the Park, Parkway, and Recreational Area Study Act of 1936 should be completed and implemented as promptly as possible in order that each level of Government - local, State, and Federal - may bear its share of responsibility in the provision of recreation areas and services.

13. Adequate and modern living quarters for National Park Service employees should be provided when required for effective protection and management. Living quarters for government and for concessioner employees, when located within the park, shall be concentrated in a planned residential community out of public view.

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

(The limitation does not apply to the National Capital Parks System in the Nation's Capital.)

Managing and Operating the System

The success of the Service in discharging its responsibilities rests almost wholly on the effectiveness of management at the area level. It is the area staffs that serve as the first line of defense against threats of destruction of park resources and facilities. They act as official hosts to millions of guests each year; they look after the comfort and safety of visitors; and they make possible the maximum understanding and enjoyment of the areas. Upon the area superintendents rests responsibility for the efficient performance of these functions and for the economical use of both personnel and funds.

In those areas having relatively large staffs, it is possible to provide a considerable degree of specialization in functions to be performed by employees. This is impossible in the smaller or less visited areas where staffs are small, ranging at present from a single employee to five or six. In such situations, an employee may find it necessary to greet and guide visitors, clean a comfort station, paint a building, dispose of garbage, repair a road or a road-grader, or prepare reports. For purposes of this discussion, the special and specific functions for which particular classes of personnel are employed will be dealt with.

Personnel needs vary greatly from area to area. They are not determinable by any mathematical formula based on visitor

numbers or size of area. The nature of the protection and operations problems and the kinds and extent of visitor services necessary are other major factors that must be considered for each area individually, in arriving at staffing requirements.

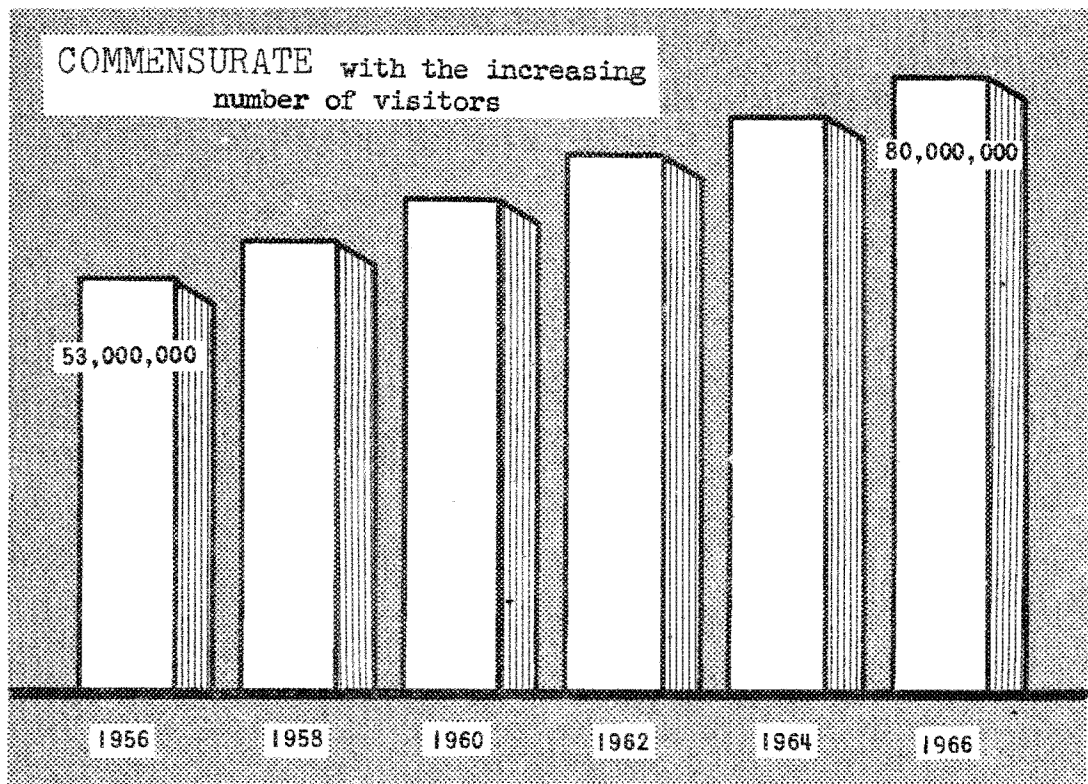
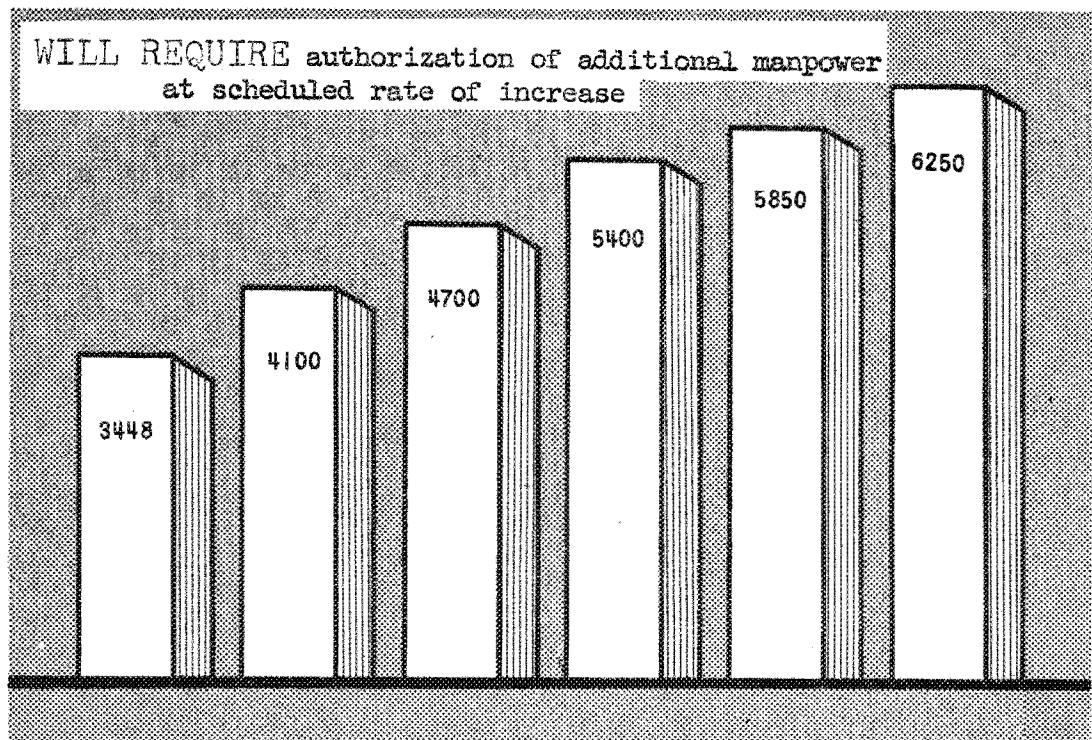
The greatest increases are justified on the basis of increased numbers of visitors, the need of expanded and more effective visitor services programs, and the increased maintenance resulting from new or enlarged facilities, or enlarged parks.

The ratio of National Park Service employment to visitor numbers will decrease with the complete development of the right kinds of facilities, with the increased use of self-service interpretive methods and facilities, and with greater utilization of the facilities of private enterprise for utilities, repair, supply, and research services.

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

The major functions performed by employees engaged in managing and operating the System are: Management at the park level; informational and interpretive services to visitors; protection of the parks, visitors, and facilities; maintenance of lands and facilities; and executive direction and general administrative services.

ADEQUATE SERVICE FOR VISITORS



Note: Manpower expressed in terms of many-years of employment
in field areas for management, protection and maintenance.

MANAGEMENT AND
STAFFING AT
THE PARK LEVEL

Each park open to the public should have, and in almost all instances now has, a superintendent. Dependent upon the size of park, its physical or other characteristics, volume of public use, and degree of development, the superintendent is assisted by staffs varying in size from perhaps a single seasonal employee to scores of permanent and seasonal employees. Functions performed by the administrative management staff in a typical large park are those comprising (1) personnel actions; (2) payroll, leave and retirement; (3) procurement and property management; (4) accounting and other fiscal services; (5) general guidance and supervision of all park activities; (6) miscellaneous administrative services; and (7) some public contact.

A number of parks having few visitors in the "off season" present a particularly difficult problem. They are generally staffed with only one permanent employee, assisted in the peak visitor-use months by one or more temporary employees. Any park having daily, year-round use, regardless of its volume, should be sufficiently staffed to assure the presence of a Service representative at all times, unless the resources they contain run comparatively little risk of being damaged, destroyed, or carried away. At least three year-round employees are necessary to provide essential visitor services, protect the park, and perform necessary maintenance. Leave must be foregone during periods of heaviest

visitor use, and unless a park is adequately staffed, it must be left unattended during the "off seasons" when employees are on leave. Sixteen parks now have less than this minimum of 3 permanent employees. It is proposed that adequate staffing in these less used and underdeveloped parks be provided at the earliest opportunity. The first steps to provide adequate staffing are reflected in the 1957 budget submission.

VISITOR
SERVICES

The extent to which public use of the National Park System can safely increase is directly dependent upon an effective program of visitor services. If the impact of 50 million visitors already creates serious preservation problems, 80 million visitors will create greater ones. These problems are multiplied as travel includes more city-bred people unfamiliar with wilderness ways; more children and more older people requiring special attention; more people whose rising level of education demands more knowledge and guidance; and more citizens accustomed through the great mass media of press, radio, television, and motion pictures to the professional and graphic presentation of knowledge.

This changing, growing body of visitors holds in its hands the future of the National Park System. If these visitors appreciate and understand the national parks, and use them with wisdom and restraint, the parks can benefit great numbers of people and still be passed on to the next generation unimpaired. If these visitors do not understand the parks; if they yield to habits of litter, vandalism, and abuse of public property; and particularly if they attempt to use them in ways inconsistent with their high purpose; the parks will inevitably deteriorate and ultimately be lost.

It is the function of the information and interpretation program to help visitors enjoy the parks and use them wisely. The values of an area do not derive from lodges, coffee shops, or roads,

but from the recreational use, in its fullest sense, of the significant park resources. Physical recreation, and refreshment of the body is part of this experience, but the full realization of park values depends equally upon understanding and mental stimulation, as well as esthetic appreciation. This phase of park presentation deserves greater emphasis than has been possible in the past. Through visitor centers, information stations, publications, exhibits, campfire talks, conducted trips, roadside displays, audio-visual presentations, and other means, the visitor services program meets this growing need.

Ranger Services for Visitors. The park ranger in uniform is the National Park Service symbol of public service and assistance to visitors. For 40 years, park rangers have helped visitors to the National Park System derive maximum enjoyment from the parks, safely and without impairing park features.

While the primary job of the park rangers is to protect park values and the public, they also man entrance and ranger stations, collect fees, and serve visitors throughout the park, providing much indispensable information. On an average it is estimated that perhaps half the ranger's time is devoted to visitor services.

Usually the visitor upon arrival at a park needs answers to a great variety of questions. He must know how to get about the area, what roads or trails to take and where and how to reach

portions of the park that are of special interest to him. He wants information on lodging, camping, and picnicking facilities; where he can find food and refreshments, gasoline and comfort stations; how he can get to the canyon or the falls or the giant Sequoias; and similar answers to a multitude of questions. This information is usually secured at an entrance station or a ranger station.

The demand for public information increases as the number of visitors increases. While every effort is being made to utilize labor-saving techniques, including automatic audio-devices, bulletin boards and similar visitor aids, the need to increase ranger-information services during the next 10 years will be substantial. The growing park travel includes an increasingly large proportion of inexperienced visitors who are unfamiliar with wilderness surroundings, and who must be helped.

Naturalist and Historian Services. The Park Naturalist or Park Historian in uniform provides the special scientific and historical knowledge needed to interpret the rich resources of the parks in popular language to the visitor. Park naturalist and historian services are used by millions of persons each year who are seeking a clearer and deeper understanding of the natural and human history of their country. For example, during 1954, a total of 2,138,592 visitors participated in guided naturalist and historian trips; audiences at talks, lectures, campfires, and similar

programs totaled 3,969,084; while 13,724,301 persons used park museums, historic houses and other attended exhibits.

The Visitor Center is the hub of the park interpretive program. Here trained personnel help the visitor start his trip and with the aid of museum exhibits, dioramas, relief models, recorded slide talks, and other graphic devices, help visitors understand the meaning of the park and its features, and how best to protect, use, and appreciate them. School groups are given special talks at visitor centers. Many parks lack visitor centers today, and a substantial portion of park visitors, lacking these services, drive almost aimlessly about the parks without adequate benefit and enjoyment from their trips. The MISSION 66 program provides for needed visitor centers and the staffs to man them so that our growing millions of visitors may reap the full benefit of their investment in the National Park System.

One of the most delightful and enlightening experiences a visitor may have is participating in an informative conducted trip led by a naturalist or historian. Learning to read the trail-side may well enrich a person's life and develop in him a wholesome philosophy and an understanding of his place in the great scheme of things or in the stream of history. Visitor reaction to guided trips is uniformly one of gratitude and enthusiasm. Some major park features, such as caves and cliff dwellings, can only be visited with such guidance. Maximum enjoyment and benefit

are derived from conducted walks and caravans when groups are small. At present many visitors participate in overcrowded guided trips or miss this rewarding opportunity entirely and the number will rise unless additional personnel is made available to conduct these activities.

In recent years the Service has developed many self-guiding walks outdoors or through historic structures, as well as automobile tours, on which the visitor uses booklets and markers for information. These have all proven extremely valuable, supplementing historian and naturalist personnel in providing guide service. They are preferred by some visitors because of the sense of discovery and the feeling of freedom from group participation they afford the user, and can be expanded in those locations where protection of park features does not require the continuous presence of uniformed personnel.

The evening gathering of visitors about the campfire typifies the national park idea - that concept so uniquely American and so truly democratic. The informal campfire gathering with a naturalist conducting group singing and question and answer sessions, and telling of the lore of the particular area's wildlife, forests, geology, Indians, pioneers, and of the struggles of the growth and development of the thriving America we know today - these are experiences dear to the hearts of park visitors.

Campfire-type programs are especially effective in promoting full and proper use and protection of national parks and monuments. Increased use means greater enjoyment and benefit to the

visitors. Proper use and protection mean significant fiscal savings to the Government and general benefit to the park areas through minimizing visitor impact, fire, vandalism, litter, and even reckless driving.

At present, in many parks, inadequate facilities deplorably limit the numbers of visitors who can attend campfire programs. In other cases, lack of personnel has caused campfire programs to become large-scale formalized presentations often of lessened inspirational and educational value. The compelling answer is to serve more people better with increased numbers of campfire circle and amphitheater facilities. These should be as small in size as practicable. Increased facilities, equipment, and personnel are needed not only to meet unsatisfied current demands, but even more to meet the visitor demand in 1966. Furthermore, to be fully effective, naturalists and historians conducting campfire-type programs should be given more training and supervision than is currently possible.

Audio-Visual Aids. In the mechanical age in which we live, and with millions of visitors to serve, the parks must be supplied with the mechanical inventions and audio-visual aids that permit large bodies of people to be cared for at one time, with continuing repeat performances during the day. For this purpose, an audio-visual device costs much less than personal services and is better suited to the task. They can be used in the parks as a means of saving and supplementing

modest personnel forces. For this purpose the Service needs a workable audio-visual aid staff and laboratory to study and develop the latest devices, such as tape recorders, slide projectors, animated pictures, short motion pictures for orientation lectures, etc. The few audio devices already installed to explain complicated museum dioramas, to provide orientation, or to give elevator talks such as that in the Washington Monument elevator have demonstrated the practical success of such devices and the saving in manpower and personnel. In this field as in others, the Service must keep abreast of the times and abreast of the growing numbers of visitors with more and more questions to ask.

Visitor services are provided at low cost, not only by audio-visual aids, but also by roadside markers and exhibits. National Park Service highways and trails serve a greater purpose than mere turnpikes and access routes. They are recreational and inspirational features in themselves and require the utilization of turnouts, markers, overlooks, and other roadside facilities to realize their full public use potential. A road or trail only becomes complete when these facilities are installed to bring out the significance of the area traversed and the importance of the natural history or historical features observed.

In addition to providing for fullest visitor experience, these inexpensive devices are most helpful in spreading the impact of use. They provide answers to many questions and save personnel.

They serve, in many cases, such as along the parkway areas, as the prime means of imparting information and interpretation. It is proposed to install roadside markers and exhibits along existing park roads and on new projects, so that their full use will be achieved by 1966.

Museums. Museum exhibits in the parks are an essential service to help provide graphic answers to the questions of countless visitors to the National Park System. The scientific and geologic wonders, such as the Grand Canyon and the geysers of Yellowstone; the battlefields, the historic remains of ancient man or early American history, the buildings, such as Independence Hall that once rang to the footsteps of the founding fathers of our Republic, do not explain themselves. Their value in holding America to her best ideals and traditions and in building our future greatness depend in no small measure on the accuracy and inspirational content of the exhibits that will explain them. Toward this end, the Service operates about 90 small museums as well as 14 house museums. Frequently the museum is a part of our administration building or visitor center. Each museum interprets and explains the story of the area in which it is located. In quality, they range from temporary exhibits in one-room buildings to full-scale installations embodying the latest exhibit techniques, including graphic devices, such as dioramas, electric maps and automatic slide projectors.

They are not a luxury. They respond to the public demand for exact knowledge. The graphic presentation which they give, enormously increases the satisfaction and benefit of the park to the public. Apart from the need to answer the questions, "When?" "Where?" "Why?" and "How?" and to make the parks more meaningful to the visitor, the museums are absolutely essential to the preservation and public display of the treasured objects in the parks which are too fragile to withstand exposure or handling, and which thus need the protection afforded by the museum building and its cases. For this purpose, accurate museum records and professional curatorial services are necessary. Without accurate records many historic objects with important associations with the past become valueless; and scientific specimens without proper data cards become worthless to scholars. Too much emphasis cannot be placed upon the careful recording and preservation treatment needed for the Service museum collections and house-museum furnishings. Without adequate curatorial services and changing exhibits, priceless national legacies may be wasted, or lost to future generations.

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

These demands are met through the distribution of free descriptive leaflets and other material to visitors at the park areas;

through the publication of historical, scientific and natural history handbooks which are sold by the Government Printing Office and by cooperating with mass media of public communication such as the press, periodicals, radio and television stations.

In addition large numbers of citizens call upon the Service individually to supply them with information about park areas which they are planning to visit, or for additional factual material about the scenic and historic areas they have already visited. Schools and other educational institutions draw heavily upon the informative material available in the Service. Many people who are unable to visit the park areas derive satisfaction from studying about them and request that factual material be mailed to them.

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

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

The publications of the National Park Service are an essential tool of management, and they play an important part in the program of interpretation which enables the public to understand and appreciate the natural wonders and historic significance of the 182 areas of the Park System.

Although some eight million copies of Service publications will be distributed in response to public requests in the 1956 fiscal year, the program falls short of adequately fulfilling the demands made upon it. Results of important historical and scientific research by Service specialists cannot be made available in terms readily understandable to the general public in many instances because of shortages of funds and personnel.

The MISSION 66 publications program is designed to provide for production of adequate quantities of free informational literature and the issuance of additional sales publications covering fields where public demand for increased knowledge about Park Service subjects is known to exist. In the past, revenues accruing to the U. S. Treasury from sales of such publications have exceeded printing costs.

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

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

Guess-work is not good enough for America's national heritage. Exact knowledge and understanding based on the latest scientific and historical research is essential, for example, to preserve rare and vanishing species of wildlife, to protect unique geysers and other fragile thermal features, to stabilize ancient Indian ruins, and to restore and furnish priceless historic structures. The resources of the National Park System represent almost the entire range of human knowledge. They include the geology of mountain ranges, plains, volcanoes, canyons, glaciers, caverns and other superlative physical features; the paleontology of rock strata from Pre-Cambrian to recent times; the plants and animals of tidal zones, semitropical swamps, rain forests, deserts, alpine tundras, prairies and oceanic islands; the cliff dwellings, pueblos, and earthen mounds of ancient man in America; and the full range of American history from the coming of the Spanish conquistadors to the mid-twentieth century, including homes of famous Americans, sites of Colonial settlements, celebrated public buildings, forts and battlefields, pioneer sites and trails, and other notable landmarks of our progress as a nation. To preserve, develop, and display these treasures properly for the American people requires the accurate application of specialized knowledge in many fields of science and history.

It is Service policy to enlist the assistance of other federal agencies, and of interested research institutions and

universities, whenever possible, to provide needed basic knowledge. In many cases important scientific data on park resources have been thus provided without cost. In other instances, the Service has been able to negotiate economical contracts with cooperating institutions to accomplish essential research at minimum expense. There are, however, certain unusual research problems peculiar to the National Park Service, such as determining the original furnishings of Independence Hall, or the long-range performance of the geysers in Yellowstone, which require intensive study by Service personnel. In other cases also, it sometimes proves impossible to secure the assistance of another research institution on a pressing problem, either because the timing is not right or the problem falls outside the scope of the institution's research program. In those cases also, to discharge its responsibilities properly, the Service must itself perform or finance the performance of the needed research. A modest program of scientific and historical investigations and studies, essential to the management of park resources, which cannot be otherwise accomplished and which cannot be postponed, is provided in the program for MISSION 66.

PROTECTION OF
PEOPLE, PARK
FEATURES, AND
BUILDINGS AND
FACILITIES

Every employee of the Service has a responsibility for park protection and preservation, and a part to play in it. All park employees, and especially the uniformed staff, have the basic duty of safeguarding the public and promoting beneficial use of the parks and protecting all developments. However, the primary responsibility for these duties falls on the park ranger organization. As indicated in another section, the park protection forces assist extensively in performing visitor services, such as managing campgrounds and giving information. This phase of their work, with the specific aim of securing visitor cooperation in protection problems faced by this Service, is subordinate to the immediate job of protecting visitors, features and developments.

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

Protecting Park Features. Prevention and control of vandalism is a major problem in many areas, and prevention or early detection and control of forest fires if they occur is also critically important. Damage to cave features, poaching of wildlife or plant life, timber trespass, illegal fishing, detection and treatment of forest diseases or insect infestations, thoughtless damage to irreplaceable historic or prehistoric features, are all examples of the problems for which protection is required. This phase of the work may involve police and court action for violations.

Protecting Buildings and Facilities. Protection is provided for all developments in a park through policing them, making necessary inspections and patrols, and organizing, directing and training fire brigades of the Service and the concessioners. Problems of theft, vandalism, and misuse may occur in this field.

Related Protection Responsibilities. Some types of protection service require full-time specialists. These include forest fire prevention and control, watchmen and guards for certain valuable properties, life guards for intensively used water recreation developments, and wildlife management. The protection personnel employed to meet all protection responsibilities are required to be constantly prepared for prompt, efficient, and effective action. Collection of park entrance fees is also a responsibility of the protection forces at the present time.

MISSION 66 plans do not include any great expansion of the protection function of this Service, but they do provide for increases in the necessary personnel, equipment and facilities for

meeting the existing protection responsibilities. Adequate protection today and the increase required to meet 1966 problems require a greatly expanded protection organization, much of it proposed for additional seasonal positions. Staffing standards in this field are difficult to establish, but there is full recognition of the importance of providing enough manpower for this basic job.

The facilities and specialized equipment required for this continuing protection responsibility are relatively simple. Provision may be needed in or near ranger stations for public contact work. An adequate system of patrol cabins to meet modern needs is required. The use of specialized information stations in relation to park entrance stations should continue to be studied and adopted where desirable. Fire control facilities are mentioned elsewhere.

Modern and suitable equipment for protection work is a vital part of the program, including such items as over-snow vehicles, proper emergency and rescue equipment, specialized boats as needed, up-to-date communications facilities, and fire-fighting vehicles capable of meeting the widely varying field conditions. All modern developments which may facilitate protection work should be adopted where it proves practical to improve protection effectiveness, and to increase efficiency. Streamlining and use of mechanical aids can reduce the actual manpower needs in many instances.

Training throughout the Service is mentioned elsewhere, but emphasis should be given to the specialized training required in protection work. Not only is the routine item of professional and technical training in forestry, fire control and law enforcement important, but many specialized fields should be included. The problems of mountain, cave, and snow or ice field rescue jobs require special study, and the present outstanding teams of specialists in these fields should be continued in parks where it is required. As a large part of the normal and routine daily protection job is in public relations and public contact work, developing this phase of the work should be given emphasis so that the public can be handled intelligently, helpfully and courteously, and necessary restraints applied without over-aggressiveness.

Various phases of preservation of the natural scene require informed observations and preliminary studies leading often to full-scale investigations and reports which may be made by rangers or by other specialists within the Service or from outside sources as outlined elsewhere in this report. However, the carrying out of the management programs resulting from these studies, such as plans to resolve some of the complicated wildlife problems within the Service, falls upon the protection organization. Consequently, this group must cooperate closely with others in setting up such programs, and then carry them out.

The concept of the park ranger as the representative of the park superintendent in the field of park use and protection has been tested through the years and found to be sound. It has become a tradition in this Service and is mentioned here only to give emphasis to continuation of this concept.

A discussion of the scope of some protection problems follows:

Management of Use Areas. Campgrounds, picnic grounds, winter-use areas, and all public-use centers are managed so as to carry out basic responsibilities for public safety and visitor service in routine public contacts, and to take advantage of the opportunity to develop visitor cooperation in park protection. As park use expands, the intimate personal contact which has been so effective a means of carrying on the traditional Service policy of courteous and helpful service, will become diluted unavoidably, but planning should include continuation of as much of this personal service as is possible. In these use areas the problems of over-use, human erosion, and vandalism need constant attention leading to restraint of visitors where required, and recommendations for correction of the problem.

Forestry. In the areas administered by the Service there are about 13,743,000 Federal acres of vegetated lands. Included are extraordinary stands of primeval forest--in some cases museum forests

representing the only good sized remaining samples of certain types of virgin forest. Wherever forests occur in the national parks they are essential elements of the natural scene. In most of the historic areas and along parkways are thousands of shade trees and areas of woodland. All of these together place a real responsibility on this Service for forest protection.

Fire Control. Fire prevention and control constitute the major portion of this forestry program. With two exceptions, all fire-control personnel financed out of the Forestry and Fire Control item of the budget are seasonal employees. These men augment the park ranger force as fire lookouts, dispatchers, patrolmen, smoke jumpers, or members of suppression crews. In most areas the basic fire control staffs have been provided and only slight increases will be necessary by 1966. However, an expanded program of replacement of equipment is needed as is provision for meeting the increased supporting costs required in a program of this type. Increases proposed for fire control will provide for meeting these needs and for the cost of leasing commercial communications facilities, both radio and telephone. These are critical requirements for effective fire control. The amount provided for fighting forest fires was increased in 1950, and should be again increased, based on demonstrated actual average costs in recent years. Also, additional on-the-ground professional assistance is needed in some areas for handling their

forest protection problems. The excellence of the Service fire-control record is a source of real pride, and every effort will be made to continue the work at its present standard of quality.

Tree Maintenance. Because of the large number of valuable shade trees in areas of the System, particularly in the East and the South, a mobile crew has been employed for some years to maintain them. Trees in developed and heavily used areas in a number of the western parks and monuments require similar treatment. The work is needed both to preserve valuable trees, and to provide public safety by treatment or removal of trees which are a danger to visitors. It is proposed to extend the tree preservation and maintenance program to include western areas, and to contract for expert services in meeting local emergency conditions.

Forest Pest Control. Funds for forest pest control work in this Service are obtained by transfer from the Department of Agriculture, and no change in this procedure is contemplated. This activity is directly meshed with the Service's other forest protection work. The program varies in extent from year to year, depending upon the severity of insect and tree disease infestations, or progress on continuing control projects such as white pine blister rust control. This latter project is nearing maintenance status. In emergencies and for control of unanticipated severe epidemics, supplemental appropriations have been provided in the past and it is expected that this practice will continue.

WILDLIFE
CONSERVATION

As encroachment upon wild areas by man's activities becomes more severe, the role of the national parks as sanctuaries for wildlife becomes increasingly important. The maintenance of animal species in harmony with their environments is not simply a matter of "letting nature take its course" while providing protection from direct outside influences. The techniques of managing wildlife in the islands of wilderness represented by the park areas are only partly developed. Much needs to be learned about methods of protecting and managing animal resources so that they may be enjoyed by the visiting public as well as protected for posterity and for their scientific values.

Particular fields in which additional attention is required include the control of overabundant hoofed animals and the maintenance of their range areas, the safeguarding of rare and threatened species, the reintroduction of extirpated species, the control of exotic animals and plants, and the necessary management of diseases and other factors inimical to the welfare of the native animal populations and the public health. This partial listing covers only some of the broad aspects of conservation requirements. Specific aspects of these problems are legion.

A two-fold approach to an adequate biological program in the national parks is contemplated. First, the existing program and staff need to be strengthened so that each area in the National Park

System may be given the biological attention it requires for routine management. Secondly, the needed research on broad aspects of animal conservation problems peculiar to these areas will be facilitated by review and modification as needed of existing cooperative research agreements, the development of additional cooperative research facilities, and the initiation of independent research studies by the Service as may be required to supplement the cooperative activities. The over-all management and protection programs under MISSION 66 include specific provisions to implement this approach.

SOIL AND
MOISTURE
CONSERVATION

About 16 percent--approximately 3,900,000 acres--of the lands administered by the National Park Service have been seriously eroded or are badly depleted because of unnatural erosion or prior misuse. A System-wide soil and moisture conservation program is necessary for restoring, protecting or improving the land resources of more than 70 areas of the System.

In certain areas in which farming and the grazing of domestic livestock were carried on for long periods before they were added to the System, the land has, in varying degrees, lost its soil nutrients or has eroded badly because of overgrazing or unsound farming practices. In a few areas, the peculiar type of erosion to which loess soil is subject, is encroaching on areas of public use or is threatening the stability of heavy monuments. Continuance of

grazing in certain national monuments, livestock trespass, unnatural concentrations of wildlife arising from a variety of causes, all present serious problems of soil conservation. Ultimate elimination of grazing from all areas where it violates park values has long been the stated policy of the Service; this objective must be realized at the earliest possible date. Weed control is becoming an increasingly serious problem in a number of parks.

Until destructive conditions are remedied, soil and moisture conservation work consists of doing the most pressing jobs while conditions elsewhere become worse and the remedy more costly. The annual rate of appropriations needs to be doubled over the next 10-year period, as approximately \$2,000,000 is needed for high-priority preventive and remedial measures.

The physical plant requiring maintenance and
MAINTENANCE operation in the 161 areas administered by the
National Park Service is enormous. It includes
virtually all of the varied facilities found and required in the
normal operation of a large urban area, as well as others more
typical of the out-of-doors. Numerous types of buildings and other
structures, utilities of nearly every kind, road and trail systems,
campground and picnic facilities, etc., must be maintained and
operated under every climatic condition found throughout the United
States and the several territories. For purposes of clarity, these
facilities will be discussed in two categories: (1) Roads and
trails maintenance and (2) Maintenance and operation of other
facilities.

Roads and Trails Maintenance. The Service presently main-
tains about 6,800 miles of roads and about 8,100 miles of trails.
The capital investment in these is about \$233,000,000. The estimate
of \$4,293,000 for their maintenance in 1956 represents about 1.8 per
cent of the investment. This comes to about \$535 per mile for road
maintenance and about \$80 per mile for trail maintenance.

As only the most essential maintenance was performed during
the World War II years, the roads and trail systems were greatly run
down when peacetime operations were resumed. Although considerable
progress has been made since the War on deferred maintenance, many
miles of roads are now beyond satisfactory maintenance, and major

reconstruction under the "Construction" program will be required.

This procedure, although inevitable, and therefore perhaps excusable, in time of emergency, should be obviated in the interests of economy. This, and the provision annually of sufficient funds for routine road maintenance, prove to be less costly in the long run. Although aircraft will obviously increase in use as a means of transporting visitors to the parks, the roads and trails systems will remain the most practicable and controllable means of visitor circulation within park boundaries.

Visitor safety must remain a foremost objective in road maintenance. Such maintenance activities as the sight and vista clearing, patching of "chuck-holes", adequate signing, center striping, repair of guardrail and guardwall, repair of road shoulders, etc., while essential to visitor safety, will at the same time add greatly to his comfort and enjoyment. The normally short maintenance season in high elevation parks - which is also the period of greatest public use - and the problem of recruiting labor for short-season work, makes a difficult task of road maintenance. Snow removal is necessary in many high-altitude areas. Snow removal costs on 1,800 miles of roads run in excess of \$600,000 annually for the System as a whole, an average of \$333 per mile. With the increased winter use of the parks, snow removal requirements and attendant costs will increase.

During the past few years, the Service has undertaken negotiations to transfer maintenance functions on certain park and monument

approach roads to the States in which the areas are located. Many years ago, the primary function of these roads was to provide access to the parks. In many instances, they are now parts of the State Highway Systems and their primary use is no longer solely for park purposes. Some road mileages have been transferred to the States.

It is recommended that negotiations be continued with the objective of transferring maintenance functions on about 215 additional miles. This recommendation is in conformity with previous recommendations of others, including Congressional Appropriations Committees. The budgetary programs of the Service will be adjusted when such transfers are effected. Where states or counties have road maintenance organizations nearby and economies can be effected by utilizing them, the Service should continue to contract with them for road maintenance and center striping.

The possibilities of contracting with private firms or individuals for trails maintenance are being explored in all areas. This arrangement is in effect in whole or in part in some of the larger parks, and has proved to be an efficient and economical method of accomplishing the work. In some instances, this will obviate the necessity of recruiting for labor in competitive areas, the purchase of equipment, and Service operation of trail camps.

In consideration of the foregoing, maintenance costs are projected into the future upon the basis of roads and trails mileages existing and those to be constructed. Maintenance costs per mile are

projected at an average cost of \$575 per mile for roads and \$90 for trails, the minimum acceptable standard. It is estimated that \$5,109,000 will be required for maintaining 7,618 miles of roads and 8,100 miles of trails during the 1966 fiscal year. Although some new trail mileage will be constructed, the improvements in locations will result in a lesser total mileage requiring maintenance thereafter.

Maintenance and Operation of Other Facilities. By 1966 the value of all physical facilities in the areas administered by the National Park Service, except for roads and trails and structures related to them, is estimated conservatively at \$330,000,000. These are both structural and non-structural in character. Some of them, such as utilities, require both operation and maintenance; others, such as monuments, require only maintenance. In many instances, the maintenance and operation functions are to some extent performed simultaneously and by the same persons; and costs cannot be segregated. Therefore, recommendations herein will deal, in such cases, with both maintenance and operation of facilities.

The current maintenance workload is reflected in the 6,782 buildings and other structures containing more than 32,500,000 square-feet of area; thousands of monuments, cemetery headstones, and minor commemorative structures; numerous piers, wharves, and observation towers; and hundreds of prehistoric ruins. During the course of a year, electricity utilized in the parks is equivalent to that consumed

by a city of 25,000 people. In months of peak use, the rate is equal to that of an average city of 75,000 people. The same can be said of sewage disposal, water systems and other utilities. There are nearly 12,600 developed campsites and 4,850 developed picnic and recreation sites requiring maintenance and grounds cleanup; lawns and other landscaped areas total more than 48,000 acres; thousands of signs and markers must be maintained and replacements made annually; many types of automotive and other motorized equipment must be maintained and operated, including three boats in excess of 65 feet in length.

Practically all classes of labor must be employed ranging from unskilled to the professional, and those with highly specialized techniques. Some of the most simple maintenance functions involve enormous expenses because of volume. Examples are the maintenance of a neat and orderly appearance in a national cemetery where much work is required to trim around headstones and realign them, the simple clean-up of campgrounds and picnic areas; cleaning of comfort stations; garbage disposal, etc.

Lack of facilities, or lack of adequate capacity in existing facilities to meet use requirements, coupled with the increasing visitor load, has resulted in unsatisfactory maintenance performance. It has been necessary to operate utilities such as water, sewer, electric and communication systems, at peak capacities in order to meet visitor requirements. These must receive first priority in the maintenance

program to obviate possibility of breakdown, as such services are essential to public use and protection of the visitor and in some instances the parks themselves. When failures do occur, repairs must be made immediately. When it becomes impossible to meet all maintenance and operating requirements no choice remains but to defer maintenance of buildings and structures, and leave undone much of the cleanup of grounds, comfort stations, campgrounds, etc. The resultant unsightly and unsanitary conditions have accounted for the majority of complaints.

Care of Valuable Objects. The Service has a major responsibility in preserving valuable and historically important artifacts of various types, including paintings, prints, books, and other records; furniture, rugs, etc. There are also valuable archeological and scientific objects requiring preservation for public benefit. These are as much a part of our heritage as are such physical features as lands and structures. Innumerable artifacts, furnishings, textiles, ceramics, and other objects of historic, prehistoric, or scientific value, are found in the 90 museum and public use buildings and 14 historic houses administered by the Service.

It can be safely stated that the Independence Hall collections are worth at least \$1,000,000 and some items are beyond price; the Lloyd Smith collection of Washingtonia recently donated for Morristown National Historical Park has been valued at more than

\$500,000; the Fuller Arms Collection at Chickamauga-Chattanooga National Military Park has an appraised valuation of \$250,000; tax valuations on furnishings of one historic house were placed at \$62,000; a carriage collection at Hopewell Village National Historic Site was recently appraised at \$36,000.

Such materials warrant the attention of preservation specialists, such as painting restorers who may be trusted with renovating and preserving paintings by such masters as the Peales and Stuart. The small organization handling this work for the past several years cannot keep abreast of the workload, and should be expanded considerably. Sufficient funds need also be provided to permit this staff to overcome a backlog of more than \$500,000 in preservation work during the next 10-year period.

About \$4,800,000 was provided in 1956 to maintain and operate existing facilities; by 1966 the amount of \$8,900,000 will be required. This estimate contemplates utilizing improved construction and maintenance techniques, materials, and equipment, the end result of which will be increased efficiency and economy in maintaining and operating the increased physical plant required to service adequately 80,000,000 visitors expected in 1966.

It is recommended that the Service continue to utilize commercial sources wherever economical and practicable, to maintain and operate facilities such as telephone, telegraph and electric systems. In many situations this principle can be and should be applied to equipment repair and other maintenance and operating functions.

NATIONWIDE
RECREATION
PLANNING

The rapidly increasing population of the United States, accompanied by an increasing interest in outdoor recreation, requires the provision of a greatly expanded system of public recreation areas, involving all levels of government. It is essential that the planning for adequate systems of areas be brought up-to-date and be kept current, to keep pace with the needs of the people for outdoor recreation areas and the changing demands for use of our lands and waters for other purposes.

The Historic Sites Act of August 21, 1935 (49 Stat. 666), declared "... that it is a national policy to preserve for public use historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States." The act directed the Secretary of the Interior, through the National Park Service to make a survey of historical and archeological sites, buildings, and objects for the purpose of determining which possess exceptional value as commemorating or illustrating the history of the United States.

In the Act of June 23, 1936 (49 Stat. 1894), Congress recognized the need for "developing a plan for coordinated and adequate public park, parkway and recreational-area facilities for the people of the United States" and authorized the National Park Service "to make a comprehensive study of such programs" and "... to cooperate with other Federal, State and local agencies in planning their park, parkway and recreational programs."

Under this Act, 37 of the States, in cooperation with this Service, developed preliminary State park and recreation-area plans before World War II and the Service published a report entitled "A Study of the Park and Recreation Problem of the United States," in 1941. This report reviewed the situation with respect to public outdoor recreation facilities as it then existed; discussed the recreational needs, and the administrative, financial, and legal aspects of the problem; and outlined the requirements of a park and recreational land plan for the Nation. Much has happened to change the picture since these State plans were made and the report written. To be of value, planning must be a continuing process unless the Nation remains static, which it will not.

It is now 15 years since the preliminary report was published. To be effective and useful, the nationwide plan should be kept sufficiently current to permit its publication at 5-year intervals.

One of the primary reasons for undertaking such a nationwide study is to focus attention on, and emphasize, the growing need for additional recreational facilities and to enable the States and local governments to do their share in meeting it.

The Service can best achieve the goal of a National Recreation Plan by continued and expanded cooperation with the States and with their political subdivisions; by cooperation with the various federal agencies engaged in resource planning and

development, including the continuance of river basin and reservoir studies in cooperation with the Bureau of Reclamation and the Corps of Engineers; and by participation in the programs of regional inter-agency committees composed of representatives of the States and of the agencies concerned with water resource conservation and development.

To carry out the authorized and directed planning and cooperative assistance functions of these two acts of Congress, it is proposed that an adequate and permanent staff of planners be employed to make possible publication of the national plan no later than 1961 and to keep it current thereafter.

National Park System Planning. Elements of the planning program are: This program would be concerned with the orderly achievement of a well-rounded system of nationally significant areas to include types now missing or inadequately represented; and the provision of sound data upon which both the Legislative and Executive Branches of the Government can act in considering the merit of new area proposals consistent with the country's need for them. It contemplates a thorough reappraisal of existing areas to disclose whether certain types are too generously represented in the System or otherwise lacking sufficient justification for retention in it, and planning for long-term boundary, land, and resource requirements of existing areas.

The present System began as a product of circumstance and opportunity. At first it just grew - fortunately to high standards. As time passed, more and more study has been given to evaluating the qualities and merits of areas proposed for addition to the System. But at times it has been difficult, and sometimes impossible, to avoid including areas of doubtful significance.

The general practice of adding qualified areas to the System only if they are available without initial cost to the Federal Government should be reconsidered. Some areas of national significance should be acquired for public benefit at Federal expense if they cannot be acquired in any other way. A plan for such acquisition should be completed soon and much of it carried out in the next ten years. Further delay would be costly as land values increase, and as desirable and significant sites are engulfed by the rising tide of civilization.

It is generally accepted that the National Park System should embrace the broad outlines of our national heritage and of man's career on this continent. However, there are types of areas of national significance that are wholly or inadequately represented in the System. As park use continues its phenomenal increase, grave questions arise as to whether the System may not be deficient also in the number of areas it contains. And as the public need for parks increases, the supply of areas worthy of preservation as national parks continues to shrink.

To produce the nationwide recreation plan and the plan for the orderly rounding out of the National Park System will require a comprehensive survey of all types of areas - scenic, scientific, historic, archeological, seashore, etc. - in the United States and its Territories to determine which are of sufficient national significance to be included in the National Park System and which might more appropriately be included in State or local recreation systems.

These studies would include resumption of the Historic Sites Survey under the Historic Sites Act of August 21, 1935. This work was approximately half completed when the outbreak of World War II caused the program to be terminated. It needs to be completed, brought up-to-date, and kept current.

The study and selection of potential new parks and the reappraisal of certain existing ones would be made within the framework of appropriate criteria already approved or where lacking to be perfected in advance. Basic information would be assembled for all areas studied. Complete information and justifications, sufficient for Departmental and Congressional consideration, would be prepared for those parks whose establishment or disestablishment might reasonably be sought at an early date.

The plan would be directed not toward the wholesale expansion of the National Park System, but toward the inclusion or retention in it of only those areas that are of outstanding interest

to the people of the Nation, adequate for their foreseeable needs, and worthy of preservation by the Federal Government. Such a plan would also serve the Government well in resisting the increasing pressures for the establishment of sub-standard or doubtful parks with their resulting unwarranted drain on the Federal Treasury.

Boundary Planning for Existing Parks. This program contemplates completion of comprehensive boundary and scientific studies of each existing park to determine its long-term boundary needs for protection, development and use in keeping with, and to permit accomplishment of, the primary purposes for which the park was established.

Departmental instructions require that the Service review the boundaries of all areas to determine where boundary revisions might simplify administrative problems and reduce inholdings. Many of the areas of the System are under attack to alter boundaries to permit exploitation of their lands or resources for non-conforming purposes. In other cases, unsuitable boundaries exist as a result of area establishments prior to full knowledge of area needs; or before the development of adequate standards; or through omission of important features or objects because the lands were unsurveyed; or because changing land uses outside the area threaten the continuation or achievement of the area's purposes; or for other reasons.

This program visualizes a proper boundary not as a thing in itself, but as a line drawn around those areas of land or water

which contain the features or values or resources to be conserved and such lands as are needed for their administration, protection, and use. The primary task, therefore, is to define fully those values and needs for each park. In the larger and more complex ones, this should be done for each topographic or other appropriate unit of the park.

Basic studies of this kind cannot be done hastily, all at once, or with present personnel and funds. Many areas will require scientific studies by technical experts in one or more of the several fields of science -- botany, zoology, geology, history, archeology, etc. From the analysis and correlation of such information would come firm and defensible recommendations for park boundaries whether through the addition or deletion of lands. The Service would be in a position to say authoritatively what it did--or did not--need, and why. And in the process of finding out there would be produced information invaluable in improving the protection, interpretation, and public use of the park.

The National Park System Plan would disclose the needs for legislation for such purposes as: (a) revocation of authorizations for projects considered sub-standard or no longer feasible; (b) boundary revisions; (c) area authorizations or abolishments; (d) standardization of provisions of existing park laws relating to non-conforming uses by adding desirable clauses and by revoking those which authorize non-conforming uses.

It is believed that further planning will indicate the desirability of additional kinds of nationally significant areas to complement the National Park System.

State Park System Planning. The approximately 2,000 State parks in the United States contain about 5 million acres of land and water, used by 166 million visitors annually. They employ some 5,000 permanent and 7,000 seasonal personnel; in addition, a large number of concessioner employees operate special facilities, as in many parks of the National Park System. State expenditures on their park systems total more than \$50 million annually. These are encouraging figures, indicating the magnitude of State park and recreation-area programs. However, many of the State park systems are in need of more facilities.

The first and most urgent need is to bring State park system plans up-to-date so that the required areas and facilities may be provided before the opportunity to do so is lost or becomes impracticable because of cost or other factors.

In the conduct of its cooperative planning activities with the States, it has been the constant effort of the National Park Service to encourage the States to establish and maintain adequate planning staffs of their own. Its role in working, upon request, with the park agencies of the several States has been that of a consultant, analyzing the needs of the States, suggesting programs,

advising on the development of individual areas, and offering constructive criticism of development plans.

Essential to such planning are special studies relating to park and recreation structures, State park practices and policies, the use of prison labor in State parks, park fees and charges, etc., the publication of findings and recommendations resulting therefrom, and the rendering of numerous kinds of cooperative assistance, through advice and consultation, training conferences, publications, etc.

Planning in Cooperation with Other Federal Agencies. Of major importance in achieving adequate park, parkway, and recreation area facilities for the people of the United States is the use of the vast acreage of federally administered lands and waters other than the national and State park systems. This requires Service cooperation with numerous other federal agencies in planning for the recreation use of federal lands, as specified in the Recreation Planning Act of 1936.

A major and continuing phase of this cooperative work involves Service participation in water resource planning studies. In these, the Service cooperates with the Bureau of Reclamation and the Corps of Engineers in determining the feasibility and extent of recreation developments at federal reservoirs, developing recreation plans for such areas and in negotiating with the States and their political subdivisions to administer reservoir recreation areas of

State and local interest. When advantageous, the Service contracts with universities and research organizations to obtain desired data. Additionally, it reviews applications filed with the Federal Power Commission for hydroelectric power developments and furnishes recommendations concerning the recreational potentialities of such reservoirs.

The Service's river basin studies have included participation in several basin-wide and regional recreation studies since 1946. Now in preparation are recreation-area reports and inventories for the Missouri River Basin and the Atlantic and Gulf seashores and a regional survey is being made of the recreation resources and potentialities of the Pacific Northwest. The basic planning information obtained in these surveys, now covering nearly half of the United States, will be of major benefit in bringing State park system plans up-to-date and, reciprocally, adequate and up-to-date State park system plans will provide much of the information heretofore sought in the basin-wide and regional surveys.

The greatest threat to knowledge of the pre-history of the United States which exists today lies in the reservoirs which are to be created behind the many large, multipurpose dams now planned and under construction throughout the country. The prehistoric people of this country tended to congregate around the streams, using them as a means of sustenance and a source of water, and archeologists estimate that as much as 80 percent of the prehistoric sites of this

country are situated along water courses. Some of these sites will be inundated because of dams under construction or proposed. Section 2 of the Historic Sites Act of 1935 instructs the Secretary of the Interior, through the National Park Service, to secure data, make surveys and investigations, and make available to the public, facts and information relating to the archeological sites of the United States. Provision is made for this continuing work in the MISSION 66 program.

The Service also cooperates with General Services Administration in making investigations and recommendations on applications of State and local agencies for surplus federal properties for public park, recreation and historical monument purposes, under the Surplus Property Act of 1944, as amended, and with the Bureau of Land Management in making investigations and recommendations on applications by State and local agencies for public domain land for park and recreation purposes, under provisions of the Recreation Act of 1926, as amended. These functions are increasing and will require additional field work.

Historic American Building Survey. The Historic Sites Act of August 31, 1935, directed the Secretary of the Interior, through the National Park Service, to "secure, collate, and preserve drawings, plans, photographs, and other data of historic and archaeologic sites, buildings, and objects."

Under an agreement among the Department of the Interior, the Library of Congress, and the American Institute of Architects, the Survey started in 1933. Although not completed the active recording program was suspended in 1941, and it has not been resumed since then because of lack of funds. Before work stopped, the Survey had recorded, in some form, 7,600 buildings. The accumulated records of the Survey contain 25,600 sheets of measured drawings, 29,200 photographs, and 7,600 pages of historical and architectural data. These records cover buildings of various periods and diverse styles ranging from the 17th century to the Civil War period in 44 States, the District of Columbia, and Puerto Rico. Many types of structures - dwellings, churches, public buildings, mills, shops, and bridges, to name only a few - are represented in the Survey data.

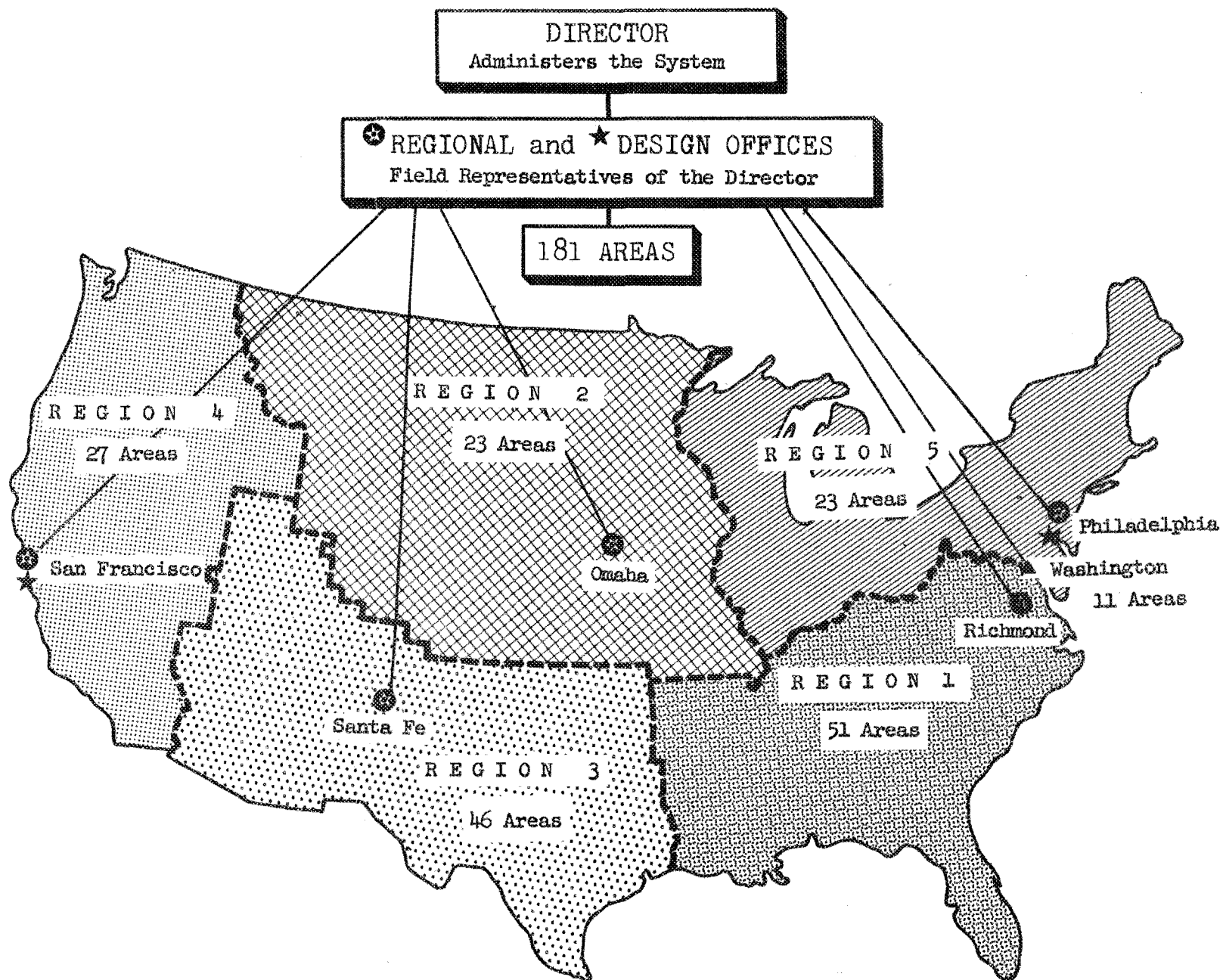
The Survey needs to be completed by recording structures from a selected list jointly compiled and approved by authorities in the fields of history and architecture, with priority of treatment for deteriorating buildings and those most likely to be razed or materially changed. It is recommended that the Survey be programmed for completion in a ten-year period.

EXECUTIVE
DIRECTION AND
ADMINISTRATIVE
SERVICE

Over-all administration of the 181 areas managed by the Service is accomplished by the Director and a staff located in Washington, D. C., with counterparts, or representatives of that staff, in five regional offices, and the District of Columbia, located as follows: Region One Office, Richmond, Virginia; Region Two Office, Omaha, Nebraska; Region Three Office, Santa Fe, New Mexico; Region Four Office, San Francisco, California; Region Five Office, Philadelphia, Pennsylvania; and the National Capital Parks in Washington, D. C.

For purposes of this report, "General Administration" shall be construed to apply to those persons, and their expenses, engaged in the executive direction of Service functions, and those general or common services which are not devoted to some specific program function. These latter administrative services deal with (1) budget and accounting; (2) personnel administration; (3) procurement and property management; (4) records maintenance; and (5) any other general functions serving all activities at the staff level.

The 181 areas administered lie in 40 States, the District of Columbia, and in Alaska, Hawaii, Puerto Rico and the Virgin Islands. They contain about 24,000,000 acres. Their operational workload has been set forth previously in this report. Any agency dealing annually with millions of recreation-minded people has a huge workload. Practically all problems of administering a metropolitan area are found in many of the large parks such as Yellowstone, Yosemite,



and others. Most of these problems are met by the Superintendent in charge, but many involve policy decisions which must be made at the Washington Office level by the Director and his staff, or by the five Regional Directors who are his representatives in the field. Service policies must be formulated for general application throughout the 181 area; procedures and regulations must be developed for general and specific application; and administrative direction and coordination of numerous functions must be given.

The varied and widespread workload of the Service led to establishing four Regional Offices in 1937 when 136 areas were administered. The rapid growth in the 1930's and later gradual increment to the areas, together with the increasing overall workload, led to an Organization and Management Survey by the Department of the Interior in 1953. The report of the group making the survey stated that "The Washington Office should be a policy determining unit and its organizational structure should recognize that its main functions are the formulation of policies, procedures and standards." Substantial changes were recommended for the Regional Offices organization, and a further study of this field group by another survey team resulted in the establishment of another Regional Office to bring the total to five.

One major proposed objective is the development of a comprehensive and well-coordinated training program for Service employees to supplement and strengthen existing programs. Stimulation

of effective training is needed leading to participation of all offices to secure more actual grass-roots training in the parks and offices concerned. This stimulation may take the form of training aids and training guides, with inspections and suggestions for making field training more effective, using personnel already available. In addition, plans and procedures are proposed for better early identification of promising personnel and assisting them in furthering their Service career through a planned program of broad job assignments and specialized training.

Continued emphasis will be given to delegating authority and responsibility to the Regional Directors and officials directly in charge of areas. Workload involved in executive direction and administrative services should not increase in ratio to the increased use of the parks. There are now 117 employees performing these functions in Washington, D.C., and 63 perform them in the five Regional Offices, a total of 180 man-years of employment. It is expected that about 215 man-years of employment will be needed in 1966. Comparison of funds utilized for such purposes with those for other Service activities, shows what is considered to be a very favorable ratio, and one which will improve as time goes on. This relationship is shown as follows:

	<u>Estimated Expenditures</u>	
	<u>1956</u>	<u>1966</u>
	<u>F.Y.</u>	<u>F.Y.</u>
1. Appropriation or estimate for general administrative expenses.....	\$1,250,000	\$1,500,000
2. Annual appropriations or estimates for management, protection, maintenance and operation.....	19,538,200	33,826,000
3. Total appropriations or estimates for annual operations, improvements, land acquisition, or other capital investments.....	44,617.500	81,916,000
4. Relationship, Item 1. to Item 2.....	6.4%	4.4%
5. Relationship, Item 1. to Item 3.....	2.8%	1.8%

Equipping the National Park System

To provide a National Park System that is safe and enjoyable for the visitor, and susceptible of efficient administration, maintenance, and conservation requires that the parks be equipped adequately with a variety of structures and facilities. Such capital improvements fall into two broad categories; those required for serving the visitors, and those essential to proper administration, maintenance, and protection of the parks. Those facilities contributing directly to the visitors' enjoyment, comfort, safety, and understanding constitute by far the major portion of the total need. Included among them are such facilities as roads, trails, campgrounds, overnight and meal accommodations and related services, information centers, and utilities such as water, electricity, communications and sanitation systems.

No less essential are facilities for administrative offices, ranger stations, repair shops, equipment storage and warehouses, fire towers and fire equipment stations, employee housing, and fencing.

The succeeding sections of this chapter deal with the specific needs in these fields, the accomplishment of which will narrow the long disparity which has prevailed between programs for constructing roads and trails, and those which have made

provision for urgently needed buildings, utility systems, and camp-grounds.

When the annual programs for employee housing, buildings and utilities, and roads and trails projects are prepared, emphasis should be placed upon their accomplishment in large increments, or what might be called a "package" basis. There are many reasons for this. The first is the necessity of financial savings which accrue from the purchase of materials and equipment in large amounts. Greater savings are achieved on labor, and the costs of building and operating construction camps when construction is undertaken in sizeable amounts, in contrast to small, scattered projects. Great economies in personnel required for surveys and supervision can be effected when the work is concentrated in fewer and larger units. In most of the areas, the short construction season is also the visitor season. With travel constantly on the rise, it becomes increasingly necessary to avoid having most of the areas in a partially torn-up condition resulting from construction activities, over a period of years. By concentrating construction in fewer areas per year, useable facilities can be completed and put into use in a shorter time with construction moving on to other areas.

It is recognized that badly needed projects do exist in isolated locations not susceptible to the "package" approach. Such items will be scheduled in accordance with relative need. However,

it is likely that as much as 80 percent of construction funds could be more economically and efficiently programmed on a basis of complete, or sizeable, units of accomplishment.

CONCESSION-
OPERATED VISITOR
FACILITIES

The guiding principle that should control any analysis of visitor facilities operated by concessioners in areas administered by the National Park Service, and of the need for such facilities, has been stated as follows:

Concession facilities shall be developed in the parks only when they are necessary for appropriate enjoyment of the areas by the visiting public. Where public accommodations are available or can be developed in adequate quantity in the immediate vicinity of a park, this will normally preclude the need of providing them within the park.

Thus the only justification for a concession operation within a park is to supply needed visitor services that cannot be provided satisfactorily in any other way.

Not all areas administered by the Service have concession operations; in most of the areas they are not needed. Of those that do, most have relatively small operations involving usually only the sale of refreshments and souvenirs. It is in the large, scenic parks of the West, distant from communities which might provide lodging and dining services, that concessions are so important as to be a necessity for the park visitor.

Launched originally to offer food, lodging, and transportation, concession operations have been extended to include a number of

other services dictated by present-day travel habits and requirements. Originally, concession agreements were for terms of not more than 10 years. Since this was found to be too short a period to permit the investor to recover his investment, Congress extended the period in 1907 to 20 years. Preferential consideration in awarding a new contract is given the concessioner if his performance has been satisfactory.

Although concession facilities in the National Park System were becoming outmoded before World War II because of changing American travel habits, they were, on the whole, reasonably adequate for the demand at that time. The cost value of concessioners' fixed assets at the outbreak of the War amounted to approximately \$30,000,000, although the cost of replacing the facilities bought with that \$30,000,000 would probably be at least three times that amount now. Since the War, the cost value of the fixed assets has risen to \$37,000,000--slightly more than 23 percent--but has produced only 16 percent more lodging, including some instances of putting buildings back into service which had previously been closed.

The following statement compiled from concessioners' annual reports for 1953, the last year for which a consolidated report was prepared, will indicate in general the extent of private investment in concession activities at the end of 1953. It also indicates the volume of business and profit in relation to investment and income from all sources.

Concessioner Operations in the National Park System - 1953

Assets.....	\$26,096,418.31
Liabilities.....	6,336,243.05
Investment (net worth).....	19,760,175.26
Income from all Sources.....	32,641,355.47
Net Profit.....	1,292,787.91
Rate of Return on Investment (Net Worth).....	6.87%
Percent of Net Profit to Income from all Sources.....	3.96%

The provision of meals, retail stores, gasoline services, and other services usually supplied by concessioners offers no particular problem. The concessions problem is almost wholly one of lodgings and it arises principally from the difficulty of recovering original investment and making a fair profit on investment when construction costs are high, seasons are short, and the public is seeking low-rental accommodations. There was a time when certain railroads were quite willing to take a loss on operation of such facilities because it tended to be made up by the passenger and freight income engendered by such an operation. They are much less ready to take such losses today when concession operations have relatively little effect upon railroad passenger and freight income. The profit on park travel now finds its way into other business enterprises, such as gasoline sales and the like, including gasoline and other forms of tax returns. Concessioners expect their operations to return a reasonable profit; they can continue in business only if they do so.

The following table will give some idea of the concessioner facilities lodging capacities in some of the larger parks where the need is greatest:

Overnight Accommodation Capacity, Hotel, Lodge, Cabins, & Other
in National Park System Areas, 1955

<u>Number of Areas</u>	<u>Range in Capacity</u>	<u>Total Capacity</u>
1	8,417	8,417
1	4,853	4,853
4	1,190 - 1,896	5,763
7	407 - 677	3,892
6	288 - 356	1,893
6	104 - 178	760
5	10 - 61	172
<u>30</u>		<u>25,750</u>

Four of the 30 areas have large numbers of visitors, but they are favorably located to permit private enterprise to provide accommodations outside; also, all four have heavy traffic that merely passes through or that, in any case, is purely day-use rather than overnight.

In the remaining 26, overnight capacity is 23,797 with an average of 89,660 visitors per day during the peak months of travel; thus, the ratio of capacity to the total number of visitors per day is 1 to 3.8. Overnight capacity will have to be increased by about 16,600 by 1966 if the same ratio between capacity and total visitors is to be maintained. This would mean a total capacity of 40,100 for the 26 areas. Actually, however, total capacity for the

System as a whole should be higher. In certain areas, a greater proportion of all visitors would use lodgings if more were available; also, there are a few areas now without overnight accommodations which should have them, either within their boundaries or only a short distance outside. A more satisfactory ratio of 1 to 3 (capacity to total visitors) during the peak months necessitates additional guest capacity of about 28,000 - 1966.

A current estimate for expansion of lodging capacity in the next decade in Yellowstone to meet the needs indicates the following:

	<u>Present</u>	<u>Proposed</u>
Guest Capacity	8,417	13,891
Rooms	3,179	6,443
 <u>Program for Future</u>		
Construct 3,264 new cabin rooms (includes related facilities)		\$13,654,000
Rehabilitate 568 existing cabin rooms		<u>721,200</u>
Total concessioner costs		\$14,375,200
Roads, Utilities, Parking (Government costs)		\$ 4,475,650

From the above estimate it can be assumed that the cost of 28,000 additional capacity would be approximately \$52,000,000, of which about three-quarters would be provided by the concessioner;

the remaining quarter would have to be supplied by the Government for roads, walks, parking spaces, water lines, power lines, and sewage systems.

Probably at least a quarter of present capacity is so outmoded as to justify replacement. Assuming that such replacements would tie in with present utilities and would use at least some existing roads, paths, and parking spaces, it would still require about \$10 million for these, to make a total concessioner and Government investment of about \$62 million.

The situation in the largest park and one where the accommodation problem is acute will be further illustrated by the following facts for the calendar year 1955:

Yellowstone National Park

Average number of persons entering park daily during July and August	14,347
On 21 days of this period daily entry exceeded	15,000
Maximum capacity in all hotels, cottages, lodges, tourist cabins approximately	8,500
Record house count for 1955 season in park on August 16	8,360
Record house count for July (July 23)	8,394
Nightly average during July and August number of people camping in their own tents or house trailers in public campgrounds in park	3,671
Census taken in mid-August showed park population	14,912

Employees 3,729

(Of the employees, 2,656 were employed by concessioner; 897 by the National Park Service; 176 by contractors and other Government agencies.)

Total visitors 11,183

Visitors in hotels & cottages 2,118

Visitors in lodges 2,151

Visitors in tourist cabins 3,285

Visitors in automobile campgrounds 3,629

Motor vehicles numbering 411,049, including 361 motorcycles, checked through the Yellowstone Park entrance stations in 1955.

A total of 1,368,515 people checked through the Yellowstone entrances; 15,447 of them came to the park by train, 3,792 by bus, 159 by plane, and 1,349,117 in their own transportation in 1955.

Concessioners find it difficult to obtain capital from private lenders because accommodations are on Government lands. To extend the authority of the Small Business Administration to guarantee loans to concessioners in the parks will go far in solving this problem.

PARKWAYS The typical national parkway is an elongated park, traversed throughout its length by a road.

Its width is intended to be sufficient to permit complete public control for an average distance of 400 feet from the centerline of the road. At intervals there are considerable widenings of the park, to permit the provision of facilities for camping, picnicking, and other recreational uses. As with any other kind of park, access from adjoining properties is limited.

The parkway is for pleasure travel; commercial traffic is excluded. It is laid out to take full advantage of scenic and recreational features, as well as sites of historic or other cultural interest.

Of the eight authorized national parkways, six traverse regions either of great scenic interest or follow historic routes of travel. The two exceptions are the Baltimore-Washington Parkway

and the Suitland Parkway, each of which is situated partly in Maryland and partly in the District of Columbia. As they are essentially expressways, it is being recommended that those portions lying in Maryland be transferred to the State at the earliest practicable date, and that the District of Columbia portion of the Suitland Parkway be transferred to the D. C. Highway Department. Accordingly, no recommendations are included herein for additional construction on these two parkways.

Of the six other authorized parkways, one--the Colonial Parkway, which is a part of Colonial National Historical Park, Virginia--will be completed by 1957 with funds or contractual authorization already provided. Another--the C. & O. Canal Parkway, on which no parkway construction has been undertaken--is recommended for a change in status to a national historical park, for which it is fully qualified. The construction program deals, therefore, with only the remaining four parkways.

The MISSION 66 program contemplates the continuance and acceleration of road construction and related developments on these four, though not the completion of all of them by 1966. The following discussion of each parkway indicates what is expected to be accomplished by 1966 and what work is planned for later years.

Some of these parkways were started more than 20 years ago; except during the War years, continuation of their construction has

had consistent approval of the Congress. Particularly good construction progress has been made under the authorizations contained in the Federal Aid Highway Acts of 1952 and 1954, whereby programs of \$10,000,000 were authorized for the 1955 fiscal year, and \$11,000,000 for each of the fiscal years 1956 and 1957. An increased construction rate, to \$16,000,000 per year, is being recommended to permit a better rate of progress towards ultimate completion. The public interest will be served through elimination of detours and provision of longer unbroken parkway stretches for motorist enjoyment; provision of grade separation structures, turnouts, overlooks, water, sewer, and comfort station facilities; etc.; and the construction of appurtenant public-use facilities. All these are directed toward visitor enjoyment, the primary purpose of parkways construction. Funds authorized, those estimated to be required to complete the 4 authorized parkways as mentioned above, and those proposed for expenditure through 1966, are as follows:

Name of Parkway	Estimated Total Cost	Appropriated or Authorized through 1957*	Estimated Cost to Complete	Proposed by this Program
1. Blue Ridge	\$ 85,231,660	\$ 50,246,660	\$ 34,985,000	\$ 27,885,000
2. Foothills	21,945,646	2,569,946	19,375,700	19,375,700
3. George Washington Memorial	47,996,816	6,150,016	41,846,800	39,146,800
4. Natchez Trace	89,307,290	27,885,790	61,421,500	57,592,500
Subtotals	\$244,481,412	\$ 86,852,412	\$157,629,000	\$144,000,000
* Contractual authorization included in the Federal				
Aid Highway Act of 1954				11,000,000
Total proposed, 1957 - 1966				\$155,000,000

The Blue Ridge Parkway (Virginia and North Carolina) was begun in 1933 under authority of the National Industrial Recovery Act. When completed, it will extend along the crest of the Blue Ridge Mountains for a distance of 477 miles in Virginia and North Carolina. About 336 miles of the Parkway have been paved and about 32 additional miles have been graded or placed under contract for grading. It is proposed that the Parkway be completed by the end of 1966, except for those portions which by-pass the Cities of Roanoke, Virginia, and Asheville, North Carolina, a total of 25 miles. Construction of these two parkway sections will be particularly costly, and their deferment beyond the 1967 fiscal year will detract less from the public convenience and enjoyment than any other comparable sections.

The Foothills Parkway was authorized by the Act of February 22, 1944. When completed, it will extend about 72 miles generally parallel to the northern boundary of the Great Smoky Mountains National Park between the Pigeon River and the Little Tennessee River. All rights-of-way for the parkway proper have not yet been acquired by the State; however, work has been progressing on the connecting link between the parkway and the City of Gatlinburg, the Tennessee entrance to the Park, and about 1-1/2 miles of roadway construction has been completed. It is recommended that this project be completed within the ten-year period of MISSION 66.

The George Washington Memorial Parkway, (Virginia and Maryland), was authorized by the Act of May 29, 1930. When completed, it will extend from Great Falls to Mt. Vernon on the Virginia side of the Potomac River, and from Great Falls to Ft. Washington on the Maryland side, a total length of about 49 miles, not including the distance through Alexandria, Virginia, and the District of Columbia. The Mount Vernon Highway portion of the Parkway was completed several years ago; more recently it has been extended from Arlington Memorial Bridge to a connection with Lorcom Lane above Key Bridge, a total distance of about 15 miles from Mount Vernon. Rights-of-way are being provided by the States of Virginia and Maryland, with participation of counties and the United States Government.

It is proposed to complete most of this Parkway during the next ten-year period, including reconstruction of some portions of the roadway comprising the Mount Vernon Memorial Highway, but not including the Great Falls Bridge. It could be built in 1967-68.

The Natchez Trace Parkway had its inception under the Act of May 21, 1934, which authorized a survey to determine the route. Construction was started with Emergency Relief Funds. When completed, the Parkway will extend for a distance of about 450 miles from Nashville, Tennessee, through the northwestern portion of Alabama, and in a southwesterly direction across the State of Mississippi to the City of Natchez. About 113 miles of the Parkway have been paved or are under

contract for paving, and about 59 miles have been graded or are under construction. It is recommended that the entire Parkway be completed during the next 10 years, except for the 15-mile portion that will by-pass the City of Jackson, Mississippi. Construction of this unit could be accomplished in 1967.

ROADS AND
TRAILS

In order that there may be no misunderstanding as to the park road program contemplated by MISSION 66, it seems advisable to make clear what it is not.

It is not a program for the construction of extensive additional road mileage in the National Park System. Neither is it a program for such modernization as will convert existing park roads into speedways. The plan is to complete the remaining mileage needed to the same standard as the new and modern park roads now constructed in the Park System.

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

With rare exceptions, road mileage added during the past ten years and that contemplated by the MISSION 66 program has been and will be in relatively newly established areas, and of an extent which will be in keeping with the guiding principle stated above. Approximately 90 percent of the amount needed for expenditure on park roads from now to 1966 will be required for reconstruction and realignment. They will be designed to discourage speed and to increase safety and pleasure. In the older parks, much present mileage follows, with little or no change, the routes of roads built 50 or more years ago for traffic which was predominantly by horse-and-buggy or horse-drawn stagecoach. Until funds for highways became available under the 3-year program of the 1954 Federal Aid Highway Act, only relatively small amounts were available for highway modernization; about 90 percent of the available funds had to be spent on such palliatives as resurfacing of roads either badly located for present day demand or without adequate bases, a highly uneconomical process.

An integral part of the building of new roads and the rebuilding and relocation of old ones will be the provision of needed informational and interpretive signs, markers, and exhibits, and of necessary turnouts, parking spaces, and overlooks to enable the traveler to make safe and satisfactory use of them.

Analysis of the road needs of the National Park System shows that approximately 2,000 miles of road construction--including

reconstructed and relocated roads--costing \$156,500,000 to build, will be needed by 1966 to provide systems of a standard that will care for traffic at that and for the years to follow, and to take the visitor to those features which he should be able to reach by motor road. Of the total, approximately 300 miles will represent additional road mileage. During the 9 years starting with the fiscal year 1958 and ending with the fiscal year 1966, annual appropriations of \$16,000,000 will be needed for adequate progress on the program, including trails.

Trails are important to the proper and adequate use of the parks. They supplement the road system in providing closer access to and more intimate contact with the scenic, historic, scientific, and archeologic features, and they open up access for recreational travel to the wilderness of the back country of the larger parks and monuments. They are also important in the forest protection program, and for other protection and management purposes.

The most used are the close-in trails which lead from convenient parking areas to places or features of special interest, and over routes and to vantage points from which outstanding scenes or important terrain are visible. Many of these need to be improved in the interest of convenience to the visitor, safety, and protection of the features displayed. Some of the trails require special treatment for these purposes, such as the walks over the

geyser formations of Yellowstone, trails through the Sequoia groves and to named trees, and trails through ruins and caves.

There is no need to increase the total back-country trail mileage. In fact, the improvement of certain sections of existing trail, and the construction of connecting links are expected to materially reduce the total mileage requiring heavy maintenance. Some of the trails of the western parks are essentially as they were when first beaten by sheep and cattle men, or hunters. Consequently they are seldom properly located, and in many places far too steep to serve the needs of recreational travel. New trails, forming connecting links between existing arterial trails, are needed to permit shorter loop trips and to scatter use more evenly throughout the back country, thus avoiding over-use of strategic camping spots, and adding greatly to the interest of the trail users.

The National Park Service now maintains approximately 8,100 miles of trails. The MISSION 66 program, including improvement of close-in trails, relocation of portions of existing trails, and the building of new connecting trails, totals approximately 1,500 miles of trail construction.

AIRPORTS AND
AVIATION

Public Law 463, 81st Congress, approved March 18, 1950, authorized the Secretary of the Interior to plan, acquire, construct, improve, equip, maintain, and operate airports in or in close proximity to national parks,

national monuments, and national recreational areas. Under the Act any such airports acquired or constructed must be included in the current National Airport Plan formulated by the Civil Aeronautics Administration, and the operation and maintenance of such airports must be in accordance with rules, regulations, and standards of that agency. The Act authorized an appropriation of not to exceed \$2,000,000 for establishing such airports.

The Civil Aeronautics Administration's 1954 revised National Airport Plan contains seven airports proposed for construction in close proximity to Yellowstone, Rocky Mountain, Grand Canyon, Glacier, Mount Rainier, and Carlsbad Caverns National Parks, and Wright Brothers National Memorial. Airports exist within Mt. McKinley and Grand Teton National Parks, Death Valley National Monument, and Lake Mead National Recreation Area. None of these is operated by the Secretary of the Interior. The Civil Aeronautics Administration has prepared preliminary plans for airports close to Yellowstone and Grand Canyon National Parks, but the status of construction funds and land titles has not yet made their construction possible.

The National Airport Plan is revised annually, and it is expected that the next ten years will bring need for additional airport facilities in close proximity to national park areas.

Close scrutiny will be maintained with respect to the relation of aviation activities in general to the welfare of the parks. Already the courts have established the principle that over roadless wilderness areas authority exists for proper administrative action to require that aircraft fly at a minimum of 4,000 feet above the ground. This authority derives from the Air Commerce Act of 1926 and Executive Order 10092 signed by the President on December 17, 1949. The Order was tested in the United States District Court of Minnesota in 1953 (10 F. Supp. 315), relating to a roadless wilderness area in Superior National Forest, confirmed in the United States Court of Appeals for Eighth Circuit (204 F. 2nd 446), and writ of certiorari on the case denied by the Supreme Court of the United States on October 12, 1953.

Public interest in safety, wildlife conservation, and the sanctity of wilderness type park areas require the seeking of airspace reservations over certain park areas, portions of areas, and points of visitor concentration. This will be accomplished through cooperation with the Civil Aeronautics Administration.

VISITOR
INFORMATION
FACILITIES

This category of physical developments deals primarily with those facilities directed at making the visitors' park experience an educational and enjoyable one. There are many facilities which serve both the visitor and the park employee. This discussion will deal with only those for the visitor. They consist of visitor center buildings, campfire circle developments, informational and interpretive displays and devices, outdoor exhibits, and signs and markers.

Visitor Centers. Almost any visitor entering a park is in need of information and it should be possible for him to obtain it easily, accurately, and adequately. To meet this requirement of satisfactory use and enjoyment, one of the most pressing needs for each area is the visitor center. It is one of the most useful facilities for helping the visitor see the park and enjoy to the fullest extent what it has to offer.

The visitor center is a public-use building containing, as fully as they can be supplied, all the aids and helps necessary to get the visitor off to a good start. This means providing information about accommodations, services, routes of

travel, and park regulations, as well as conveying some understanding of the features of the area and their significance. In other words, its function is both informational and, in some degree, interpretive.

The typical visitor center provides publications, maps, and general exhibits on the park; and these are supplemented by personal services, supplied by uniformed park personnel, in the answering of questions asked by visitors. Public telephones are at hand, primarily to enable the visitor to arrange for overnight accommodations if he wishes to do so. Comfort stations are an essential part of each visitor center. It is, in fact, the focal point for much of the information and public services program of a park.

The visitor center may be a separate building or it may comprise part of a building containing also the park headquarters offices, or a ranger station, or a museum, or other facilities. Its size and the extent of its facilities will vary greatly with the size of the park, visitor volume, and the amount and complexity of the information

and interpretation to be provided. In the larger parks, the visitor center will nearly always serve its purpose better if it is designed and built for that special purpose; it should be in a center of visitor activity, so that it will serve virtually all those who enter the park who wish to avail themselves of such facilities. It probably should not be at or near the park entrance, unless such center of visitor activity is also situated there.

In the case of most units of the National Park System, a single center will suffice. Larger parks, however, will require one at each important center of visitor concentration. It is estimated that slightly more than 100 are now required or will be required within the next ten years.

Campfire Circles are the settings for campfire programs, among the oldest of the services offered to visitors in the parks. Because they are "in the park atmosphere," because they are fun, and

because they offer a pleasant and profitable way to spend that part of the waking day when few other opportunities to enjoy the out-of-doors are available, they have constantly gained in popularity with the passing years. They are perhaps the most effective meeting place of the Service with the visitor. Not only do they add to visitor enjoyment but they are also a most effective occasion for securing cooperation in good park use. They require simple, rustic facilities, a canopy of the skies, surroundings that partake of the wilderness or the camp environment and, most importantly, the brightness and cheerfulness of the campfire itself. In any successful campfire program there is a pervading atmosphere of informality and fellowship, and a spirit of participation.

The roots of the modern campfire tradition lie deep within the human race. The records of ethnology are rich with the lore of tribal rituals that centered about the campfire. To the explorers and pioneers of the American West, its cheerful flame and glowing coals were comfort at night in the wilderness. The first national park owes its existence largely to a decision made about an evening campfire--a time and situation which encourage confidence, frankness, the disclosure of one's innermost thoughts and feelings.

It was natural that, after the end of World War I, when more and more Americans began to discover their national parks, there should develop a practice of informal gatherings about evening

campfires, where stories were told, songs were sung, and friendliness and good-fellowship developed. As naturalist leadership came to the parks in the early 1920's, this friendly and impromptu custom evolved into planned campfire assemblies. Informality continued to be characteristic of them, as did group participation; they were different only in that advance planning became necessary and that the "doings" about the campfire included a talk on some outdoor theme by a naturalist, a ranger, or an invited guest, often with discussion in which all were welcome to participate.

Physical provision for them varies in extent and complexity with the size of audience. For groups of a dozen or so, nothing may be required but a fire pit and logs or rocks to sit on. As the number of participants becomes larger, ranging up to 100 or more, it becomes necessary to arrange seating in somewhat more orderly fashion--usually logs or benches in concentric semicircles--and with this enlargement comes a speaker's stand and provision for projection of slides or motion pictures. Experience has shown that it is undesirable to provide in any campfire circle for more than 300 persons. As greater capacity is provided for, the provision for it becomes an amphitheater and it is necessary--except in places having unusual acoustics--to have sound amplification. Even for amphitheaters, a capacity greater than 800 is undesirable. Campfire circles and amphitheaters needed within the next ten years total 96.

Informational and Interpretive Displays in Existing Buildings.

A very important part of the visitor services pertaining to information and interpretation is carried on by means of displays and exhibits, in ranger stations, public use buildings, and small wayside museums. These materials must be kept up-to-date, and replaced as they become outmoded or shopworn. There is nothing so unattractive as a moth-eaten exhibit. A program of replacement should be included in any long-range plan. Much of the present material of this kind was originally installed prior to World War II. Installation and the rehabilitation of displays and exhibits came to a halt during the period 1941-1945, and the program since that time has been of very modest proportions. Consequently, much of the present material is in need of replacement, and there are many situations where needed displays and exhibits are completely lacking. During the next ten-year period, nearly all existing displays and exhibits should be replaced or gone over.

Outdoor Exhibits, Signs, and Markers. The traveler in the parks, whether afoot, or on horseback, or in an automobile, has a lively and natural curiosity about the what and the why of what he sees along the way. One of the most effective and satisfactory ways to gratify that curiosity is by means of signs, markers and exhibits along the roads and trails. Indeed, such appurtenances are integral and necessary parts of any complete road or trail.

MISSION 66 states the principle involved here in this way:

Scientific features, historic structures and objects, and the natural landscape with all its elements will be used as exhibits in the interpretive presentation of any area. Interpretive possibilities will be a major determinant in the choice of road and trail routes; and road and trail development will include facilities needed for effective interpretation. All areas of the system are somewhat of the character of museums; and certainly a museum that provided no explanation or interpretation of its exhibits would be of slight value to anyone but the expert.

The principle stated above has already been adopted in connection with new roads and trails planned or under construction; a study of informational and interpretive possibilities and how best to take advantage of them has become a necessary and accepted part of road and trail planning. In many instances, both safety and convenience will require the provision of turnouts and parking spaces along park roads--as necessary parts of those roads--where the motorist may stop without danger to himself or impediment to traffic, to read the signs and markers, examine the exhibits, and view the features with which they deal. Provision of these facilities is a legitimate part of the original road construction cost but after construction has been completed any changes, as well as maintenance, are proper charges against the cost of road maintenance. Even along trails, turnouts are often

found necessary to permit the trail traveler to enjoy to best advantage some special feature not fully or satisfactorily revealed from the main trail. As is the case with roads, these and the markers and exhibits along the main trail and at turnouts, are integral parts of complete park trail.

The system of signs, markers, and exhibits now found along existing roads and trails and at other points in the parks where they serve a useful function is far from adequate; yet they are among the essentials of full and satisfactory enjoyment of the parks.

CAMPGROUNDS
AND PICNIC
AREAS

Campgrounds. Although there is a considerable amount of camping in sites not accessible by road-- particularly in connection with travel in the

Sierra high country--the campground problem of the National Park Service is related primarily to the provision of tent camping space in locations reachable by automobile; secondarily, to a steadily increasing extent, to the provision of space for trailer camping--something that is a far cry from the long accepted concept of camping.

Use of the national parks generally is overwhelmingly family use; and this is particularly true of the use of campgrounds throughout the National Park System. For one thing, camping is, under laws, a form of free overnight accommodation, so that where it is provided, it is possible for thousands of families of limited means, who could

not afford to occupy even the least expensive rented accommodations, to visit and remain in a park for several days. Such families would be unable to have the kind of park experience to be obtained by remaining in an area long enough to really become acquainted with it, unless camping facilities were available free or at low cost.

However, camping is by no means confined to those who cannot readily afford to pay for shelter. An unknown but heavy percentage of those who camp do so simply because they find it more enjoyable than staying in hotel, lodge, or cabin. They like its high degree of informality, the friendships so readily made among campers, cooking and living in the open; they simply consider it a superior way--regardless of cost--to live in and with a park. The provision of campgrounds is believed to be a compelling necessity in most of the major national parks and in many of the other kind of areas in the System.

The modern trailer campground requires a through drive for each space, as well as waste outlets, electrical connections and water connections. These are expensive installations; in the opinion of the National Park Service, such facilities should be provided by concessioners where demand and prospective income are sufficient to justify the investment or may reasonably be expected to become so. Where these conditions do not exist the Service proposes simply to continue, where feasible, to provide drive-through individual campsites for trailer use, with the expectation that the trailer camper

will use the same sanitary facilities and the same water supply as do the other campers. In some situations, metered electric power outlets might be provided, particularly in those areas served by commercial power.

Wilderness-type camping offers those who participate in it probably the best park experience obtainable; and the National Park Service will continue to encourage it. However, in some areas it already poses certain problems of its own and will do so in others as the volume of such use increases. Several superintendents have found it necessary to issue leaflets on "back country" behavior. These are directed particularly at wilderness sanitation, camp clean-up, care with fire, trash disposal, grazing by pack and saddle stock, and other matters which differ in the wild from those encountered in the campground accessible to motor vehicles and provided with utilities similar to those found in towns and cities. Camping spots in the back country which are especially attractive or which are strategically situated along routes of trail travel are bringing concentrations of campers at the height of the summer season which require, or will require, at least simple toilets, the provision of safe water supplies, and better means of trash disposal than burial in an individually chosen pit. Even by 1966, however, it is expected that the capital outlay required for facilities for the back-country camper will be small.

In the campgrounds throughout the National Park System which are reached by automobile there are approximately 12,000 campsites. Groups using these sites average 3.6 persons. For the System as a whole, the camping season will approximate 60 days each year. In 1954, there were 3,073,865 visitor days of camp use, or--averaged over the 60-day period--51,321 campers per day, against an actual campground capacity--with 3.6 persons per site--of 43,200 campers. The large volume of use of undeveloped overflow campsites indicates that there was a serious shortage of campground space.

If camping simply continues in its present relationship to the number of visits to the areas of the National Park System, expected to total 80,000,000 by 1966, nearly 23,000 campsites will be needed by that year. However, a study of recent trends in both national and state parks indicates that camp use is almost certain to increase at a more rapid rate than park visitation. It is probable, therefore, that at least 25,000 campsites will be needed by 1966; and further increases thereafter will have to be planned for.

The need of campgrounds for users of certain areas of the System will be greater than can be met on those areas without too close encroachment on superlative features or without too great modification of terrain. In some such cases, it will be necessary for the Service to look outside the boundaries--to National Forest or other public lands, for campground sites. Subject, of course, to

agreement by the Forest Service or other administering agency, the National Park Service would ordinarily expect to meet the costs of developing campgrounds, regardless of location, that are required for satisfactory enjoyment of the areas it administers.

Picnic Areas. More and more sightseers today carry a picnic lunch, and expect to find places at convenient intervals where they can stop for lunch. Many of the smaller areas are day-use areas, and the larger western parks have a large volume of day use by persons from the surrounding populated areas, as well as by those who stay in park lodges, motels, and campgrounds and from these bases spend the day sightseeing through the park. Adequate and well spaced picnic areas and lunch grounds are therefore a growing need, and are included in this development program to serve the convenience of visitors, and also to localize use and thus minimize impairment of the landscape, the danger of fire, and the cost of providing water and sanitation.

OTHER
FACILITIES

It would be a difficult task to enumerate all of the numerous behind-the-scenes facilities and services necessary for a park to operate. A park that plays host to a million or more visitors requires counterparts of nearly all the utilities and miscellaneous services that support the life and the activities of a good sized city. Water, lights, telephones, and sewerage systems; police, fire, and hospital service;

offices, shops, warehouses, and storage facilities--these are the most obvious. There is one important difference, however, between a park and a city. Whereas a single, large utility plant, economical to operate, will serve a city, the same capacity in a park may be widely dispersed and require a dozen or more isolated water, sewer, or power systems. Therefore, construction costs are considerably greater.

The Service has been successful in securing the assistance of the established local utilities companies in supplying some of these services in some of the park areas, and this trend will continue. Communications and power supply, as well as heavy repair and supply services, can be furnished by private enterprise in many of the areas more economically than by the Service, at once reducing the necessity for extensive Service installations, and reducing the impact of large shops and warehouses on the area of the park.

However, there are a great many facilities and services of this kind which will remain the responsibility of the Service. Some of the areas that must be served are too remote to justify the expensive construction of feeder lines over difficult terrain, and here a utility system contained within the park and operated by the Service is the only answer. Storage facilities for equipment used on park roads and buildings, on the job repair and maintenance facilities, and supply services, and a great many kinds of facilitating structures are things which the Service itself must provide.

Before lodges, cabins, administrative centers, campgrounds, or any other development for the use of people can operate, all of these utilities and supporting developments must be in place, and the provision of them is an important part of the MISSION 66 program for development. The following is an indication of needs in various categories.

Administrative Facilities. The management, maintenance, and protection of the areas require a great many different types of buildings and other facilities, apart from those which are used by the public. These include administration buildings, ranger stations, park entrance stations, patrol cabins, warehouses and shop facilities, fire towers, and the like. The more important categories of these administrative and maintenance facilities are cited below to indicate the scale of the program.

Many field areas have no administrative buildings whatsoever, the necessary office work being performed in quarters, old CCC structures or other makeshift buildings. Fifty-one administration buildings are included in this program, including new construction, as well as the rehabilitation and expansion of existing facilities. Field surveys reveal needs for 76 district ranger stations, and 102 stations at park entrances for the collection of fees and to provide initial information services. For the storage of cars and trucks, snowplows, and other equipment, 447 storage sheds and buildings, and

In addition to replacing inadequate and outworn buildings, the rehabilitation and reconstruction of 225 existing ranger stations, shops, storage and warehouse buildings is proposed.

Utilities. Approximately \$20,000,000 will be required to provide water supply for developed areas within the parks. Over \$5,000,000 is required to generate and distribute power, the projects ranging from the installation of a small portable generator, to the installation of 42 generating and distributing units costing \$1,800,000 in a single park. Over 300 sewerage systems are needed, ranging from a simple unit costing \$1,500 in one area, to 34 separate systems totaling \$1,200,000 in another. Communication facilities projects number approximately 100, the longest requiring 15 separate central installations at an estimated cost of over \$300,000. Field surveys reveal that nearly 1,500 comfort stations will be required in campgrounds, picnic areas, parking areas and other places remote from centers of public accommodations.

Reconstruction and Stabilization of Historic Structures.

The areas of the National Park System contain approximately 340 historic structures, including handsome mansions, forts and fortifications, public buildings, and other structures of numerous kinds. In addition, the Service is guardian of the finest and most distinguished ruins of structures erected by the aboriginal inhabitants

of our country. Possession of these historic and prehistoric structures imposes on the Service an immense responsibility to keep them in repair; to reconstruct those which are beyond repair but which are sufficiently important to justify reconstruction; and to stabilize against further deterioration those structures--principally prehistoric ruins--when reconstruction is inadvisable.

In many instances, the historic or prehistoric structures comprise the major remaining physical symbols of important events, people, or cultures they memorialize. The Custis-Lee Mansion in Arlington, Virginia; the Ford Theater in Washington, D. C.; Independence Hall in Philadelphia, Pennsylvania; or the prehistoric cliff dwellings found in the Southwestern States, of which those at Mesa Verde National Park in Colorado are prime examples. So far as it has been possible within the fund resources available, Service policy in dealing with these structures has been to follow this general precept: It is better to preserve than to repair; better to repair than to restore; and better to restore than reconstruct.

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

Miscellaneous Facilities. The construction program also includes a great many miscellaneous items that serve to complete and to support park management and visitor use. Most of these are small, but they are so numerous that in aggregate they constitute an important part of the program. They consist in part of the following: constructing several hundred miles of boundary fencing, razing old buildings and structures and rehabilitating grounds, landscaping around developments, historic houses, etc; and screen planting, constructing incinerators for disposal of garbage and waste, constructing boat docks and marinas, and beach preparation, vista clearing, preparing winter-use areas, constructing barns and corrals, entrance gates, stream bank and shoreline stabilization to protect existing developments, etc.

MISSION 66 considers the employee housing
HOUSING FOR program to be of such high priority that it
EMPLOYEES proposes that it be carried out within 5 years
rather than the 10-year period contemplated for most other segments
of the program.

A survey conducted for the Service in 1953 by the wives of its field employees reveals the following:

10%	of all field employees live in tents
24%	" " " " " " 1-bedroom houses or apartments
26%	" " " " " " 2-bedroom houses or apartments
13 $\frac{1}{2}$ %	" " " " " " 3-bedroom houses or apartments
20%	" " " " " " dormitories or single rooms
6 $\frac{1}{2}$ %	" " " " " " trailers and other make-shifts

The survey disclosed 11 families of 5 or more persons housed in tents; 108 families of 4 or more persons housed in 1-bedroom quarters; 73 families of 5 or more persons housed in 2-bedroom quarters, and 117 employees with from 1 to 5 dependents living in quarters designed to house no more than 2 people.

The following table shows the status on June 30, 1954, of employee housing in the National Park System:

National Park Service Employee Housing - 1954 F. Y.

Housekeeping Units	1,518
Non-housekeeping Units	808
Total	2,326

Costs of Maintaining Housing	
Units, Defrayed from Rental	
Collections	\$500,839

Approximately 1,000 new family quarters are required to meet present needs and the increase in park staffs expected in the next few years. This program will provide the necessary new housing and replace 500 existing units.

In addition, there is also a need of approximately 400 seasonal housing units. Provision of the seasonal units will be in addition to the special housing program. Rental rates for all employee housing will conform to prevailing policies established by the Bureau of the Budget.

The complete housing program follows:

1. Build 200 family house units annually for a period of 5 years.
2. The average cost of a house unit will be approximately \$18,000.
3. Annual expenditure for this purpose will be \$3,600,000, totaling \$18,000,000 in the 5 years proposed for completion of construction.
4. Houses will be constructed to comply with Bureau of Budget requirements as to location, standards, and size.
5. For economic reasons, construction would be concentrated by areas according to the greatest need.

This will permit contracting for a maximum number of units of similar design in one area at one time to secure the lowest unit cost.

ACQUISITION OF
LANDS AND WATER
RIGHTS

Lands. Reference has been made elsewhere in this report to the problems which arise because of existence of non-federal lands within the boundaries of the parks administered by the National Park Service. Development of these lands as private homesites or for commercial enterprises detrimental to the parks, the hindrance they present to orderly park development, and the problems they present to management and protection, warrant their acquisition at the earliest practicable date.

Growing recognition of the problem by the Federal Government led to the regular appropriation of acquisition funds on an annual basis, in varying amounts beginning with the 1948 fiscal year. Annual average for the past ten years has been about \$195,000, exclusive of matching funds or those appropriated for special projects, pursuant to special acts of Congress. Further impetus was given to the acquisition program by the Act of August 31, 1954 (P.L. 745, 83rd Congress), which authorized appropriations to be matched by donated funds, with

a limit of \$500,000 upon the amount to be appropriated in any one year. The Congress has appropriated \$500,000 for each of the 1955 and 1956 fiscal years, and a like amount is included in the 1957 fiscal year, and it is expected that subsequent matching donations will be forthcoming.

There are about 747,000 acres of privately-owned lands lying within the areas administered by the Service. The rapidly increased rate of development of these lands by the owners for non-park uses, coupled with their rising values, should be offset by acceleration of the acquisition program. A recently completed survey shows that 363,570 acres of these privately-owned lands stand in high priority for acquisition.

It is proposed to acquire those privately-owned lands of the highest priority at the purchase rate of \$1,500,000 a year, of which \$1,000,000 would comprise appropriated funds and \$500,000 donated funds, as follows:

<u>Federal Funds</u>	<u>Amount</u>	
Annual appropriation for General land acquisition	\$500,000	
To match donations, pursuant to provisions of P. L. 745, 83rd Congress	<u>500,000</u>	\$1,000,000
 <u>Private Donations</u>		
To match appropriations pursuant to provisions of P.L. 745, 83rd Congress	<u>500,000</u>	
Total, Annual Program		<u>\$1,500,000</u>

Water Resources Studies and Acquisition of Water Rights.

Rights to use water are extremely valuable assets in the arid and semiarid regions of the country; it is being increasingly recognized as a valuable asset in those regions where rainfall is plentiful. Rights to use water became an acute problem more than 20 years ago, and it was necessary for the Service to establish a small organization unit to devote full time to this and related problems as early as 1936.

Availability of water is a potent factor in determining types of use and extent of development in many parks. Many sources of water supply are already over-appropriated. The need for water to meet increased public use of the parks calls for added emphasis on the program of finding sources of unappropriated water, and in protecting existing rights. Ground water studies must be made to determine needs and sources of supplies which can meet these needs under the rapidly changing ground water laws in all 48 States.

This need is greatest, of course, in the western arid and semiarid States. There are 793 water systems in the western States for which it is highly important that rights to use water be established in the next ten years. Of these, 608 need appropriative rights under existing State water laws, and 185 need similar rights

in localities where the States have limited exclusive jurisdiction. In the past 20 years, rights have been established for only 355 western water systems.

In the eastern States there are 240 water systems where the workload of establishing appropriative rights is somewhat speculative and depends upon pending and proposed legislation to require appropriation in the manner now followed in the West. There are approximately 54 of these systems in States where the appropriation laws have already been passed.

During the next 10-year period, it is estimated that \$60,000 will be required annually for the water-rights studies. This will provide approximately \$37,000 annually for continuing routine water-resources studies essential to proofs of use, to determine acquisition needs, and to collect engineering data for development of water systems. It will also provide approximately \$23,000 annually to pay for the specialized services of the Geological Survey, the Corps of Engineers, and other Federal Agencies. The services of these agencies are utilized for special studies when special skills are required.

Many of the water resources studies should be completed before negotiation can be undertaken for the acquisition of rights to water use. These rights may be acquired through purchase or otherwise. The water rights acquisition program is approximately 31 percent complete. A 10-year program to acquire the needed rights is estimated to require \$865,000 at an average annual rate of \$90,000 beginning with the 1958 fiscal year.

COST OF
THE
PROGRAM

Forecasts of costs of the 10-year program are based upon today's prices for supplies and services. It should be adjusted periodically to take into account such factors as major changes in economic conditions; large expenditures required for reconstructing facilities destroyed by fire, flood, storm or other emergencies; growth in number of areas to be administered, etc. Total estimated costs of the MISSION 66 program are as follows:

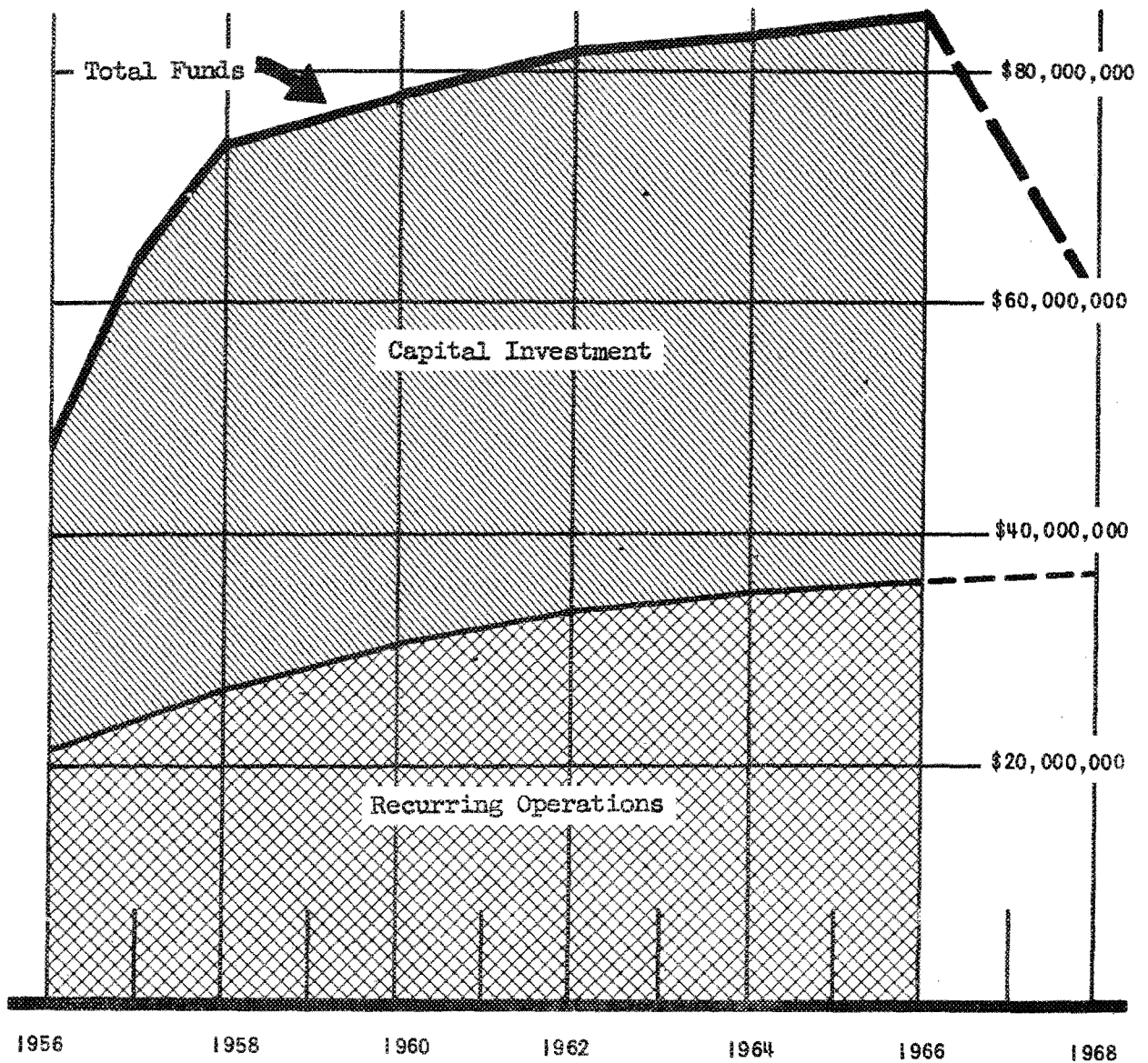
10-year program proposed at a total cost of...	\$786,545,600
1957 fiscal year program (\$66,238,000)	
multiplied by 10-years to arrive at a	
total base of.....	<u>662,380,000</u>
Difference, or estimated cost of MISSION 66...	<u>124,165,600</u>

The foregoing costs are broken down into the broad categories of construction and operating costs which follow:

Park developments, including roads, trails, parkways, buildings, utilities, and other facilities.....	\$ 42,300,000
Acquisition of lands, property, and water rights.....	360,000
Management, protection, interpretation, maintenance and operation of facilities.....	<u>81,505,600</u>
Total costs of MISSION 66 program.....	<u>124,165,600</u>

FUNDING SCHEDULE

MISSION 66



Capital Investment

construction - acquisition of land and water rights

Recurring Operations

management & protection - maintenance - administration

Funding Schedule for Operating and Equipping the Areas
Administered by the National Park Service

	FISCAL YEAR									
	1957	1958	1959	1960	1961	1962	1963	1964	1965	1966
MANAGEMENT AND PROTECTION:										
Management of parks and other areas:										
National parks, monuments, etc.	\$ 9,340,210	\$10,283,600	\$11,569,000	\$12,854,400	\$13,657,700	\$14,461,200	\$15,104,000	\$15,585,900	\$15,907,300	\$16,068,000
Publications program	132,530	273,000	291,000	308,000	316,000	335,000	355,000	375,000	395,000	415,000
Subtotals	9,472,740	10,556,600	11,860,000	13,162,400	13,973,700	14,796,200	15,459,000	15,960,900	16,302,300	16,483,000
Forestry and fire control	765,045	928,200	1,045,300	1,002,100	999,700	1,015,200	1,039,400	1,069,000	1,083,400	1,112,000
Soil and moisture conservation	101,150	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000
Park and recreation programs:										
Cooperative activities	501,720	1,330,000	1,566,500	1,590,400	1,397,900	1,279,300	1,218,500	1,158,300	1,103,500	1,059,000
Visitor services program	297,338	530,000	626,000	666,000	706,000	726,000	726,000	726,000	726,000	726,000
Lands and water resources	69,307	110,000	110,000	110,000	110,000	110,000	110,000	110,000	110,000	110,000
Subtotals	868,365	1,970,000	2,302,500	2,366,400	2,213,900	2,115,300	2,054,500	1,994,300	1,939,500	1,895,000
Concessions management	272,700	275,700	278,800	281,800	284,800	287,900	290,900	293,900	297,000	300,000
Totals	11,480,000	13,930,500	15,686,600	17,012,700	17,672,100	18,414,600	19,043,800	19,518,100	19,822,200	19,990,000
MAINTENANCE AND REHABILITATION OF										
PHYSICAL FACILITIES:										
Roads and trails	4,503,900	4,590,000	4,743,000	4,845,000	4,947,000	4,998,000	5,049,000	5,074,000	5,085,000	5,100,000
Buildings, utilities, and other facilities	5,654,100	6,052,000	6,586,000	7,120,000	7,654,000	8,010,000	8,366,000	8,633,000	8,811,000	8,900,000
Totals	10,158,000	10,642,000	11,329,000	11,965,000	12,601,000	13,008,000	13,415,000	13,707,000	13,896,000	14,000,000
CONSTRUCTION:										
Parkways	13,500,000	16,000,000	16,000,000	16,000,000	16,000,000	16,000,000	16,000,000	16,000,000	16,000,000	16,000,000
Roads and trails	16,300,000	16,000,000	16,000,000	16,000,000	16,000,000	16,000,000	16,000,000	16,000,000	16,000,000	16,000,000
Buildings, utilities, and other facilities	12,500,000	15,000,000	15,000,000	15,000,000	15,000,000	15,000,000	15,000,000	15,000,000	15,000,000	15,000,000
Acquisition of:										
Lands	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000
Water rights	50,000	90,000	90,000	90,000	90,000	90,000	90,000	90,000	90,000	90,000
Totals	43,350,000	48,090,000	48,090,000	48,090,000	48,090,000	48,090,000	48,090,000	48,090,000	48,090,000	48,090,000
GENERAL ADMINISTRATIVE EXPENSES:										
Departmental expenses	789,100	652,300	679,500	706,700	733,900	761,100	788,300	815,500	842,700	870,000
Regional offices expenses	460,900	479,700	498,500	517,300	536,100	554,900	573,700	592,500	611,300	630,000
Totals	1,250,000	1,132,000	1,178,000	1,224,000	1,270,000	1,316,000	1,362,000	1,408,000	1,454,000	1,500,000
Totals	\$66,238,000	\$73,794,500	\$76,283,600	\$78,291,700	\$79,633,100	\$80,828,600	\$81,910,800	\$82,723,100	\$83,262,200	\$83,580,000

CHAPTER IV

LEGISLATION

SPECIFIC

LEGISLATION

It is believed that much of the program can be carried out under existing legislation; however, as plans for carrying out the objectives and the programs comprising MISSION 66 become definite, such legislation as is required to accomplish the proper administration, protection, and development will be recommended as the needs therefor arise.

CHAPTER V

RETURNS FROM THE INVESTMENT

Less than 1% of this Nation's lands; and one 1 cent out of each \$150 of this Nation's budget, are devoted to the national parks. Yet, this is as wise an investment as this Nation has ever made. It is an investment in the physical, mental, and spiritual well being of Americans as individuals. It is a gainful investment. It is an investment in something as simple and as fundamental as good citizenship - love of country, and love of the natural and historic fabric of America.

Most directly, the benefits of national parks accrue to the millions of individuals who use them, for these wonderlands are the people's vacation lands. They are available to every American, and every citizen has an interest in each one. Here people cast off the cares, escape the sounds, and get away from the grind, tensions, and monotony of routine living. Parks are a spiritual necessity, an antidote to the high pressures of modern life, places to regain spiritual balance and to find strength. "Everybody needs beauty as well as bread, places to play in and pray in, where Nature may heal and cheer and give strength to body and soul alike." The park visitor is a better man afterward, a more effective and a more productive member of his society. It is entirely proper that the Government provide effective and wise use of the resources from which so large a segment of its people

obtain refreshment, understanding, and inspiration.

The national parks are an economic asset as well. To-day, Americans spend more for leisure time pursuits than for new automobiles, and out-door recreation is a large element in this spending. The people who visit Yellowstone leave 20 million dollars in and near this park alone each year, and six times this amount along the way to and from their homes. The business generated by national parks is big business. It benefits a myriad of large and small enterprises throughout the land. It contributes substantially to the national economy.

Parks are an expense, but they are also a source of income for the Federal Government. The tax returns from the spending reasonably attributable to the parks will probably always exceed what the Federal Government needs to spend on their development and care. To provide the facilities and services which the American people have a right to expect when they visit a national park will never cost as much as the parks produce in tax returns.

The tourist industry may favor a strong park system for reasons of economics. But, who would measure the true worth of the National Park System by the dollars earned for business and the Federal Government? Like a fine painting or a beautiful

symphony, true worth is better measured in terms of human enjoyment and inspiration. But, again, who would measure this worth entirely in terms of individual pleasure? The benefits of parks go far beyond what they do for the person; they are a source of national strength and moral health.

When Americans labored from dawn to dusk, six days a week, their social and moral habits and pursuits derived largely from the home, the school, and the church. Today, leisure time pursuits influence the character of America to a degree far greater than is generally recognized. How America plays can strengthen or seriously weaken the influence of home, school, and church; and what America does with its expanding leisure will have a great deal to do with the character and strength of America in the future.

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

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

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