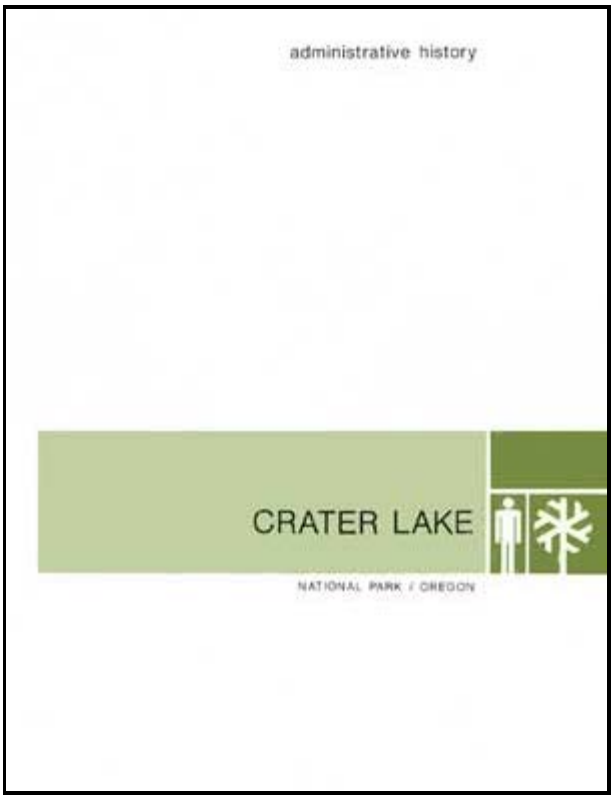
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Administrative History



ADMINISTRATIVE HISTORY

Crater Lake National Park

Oregon

Volumes I and II by
Harlan D. Unrau

Chaper 17 by
Stephen R. Mark
Park Historian

Volumes I and II: 1987
Chapter 17: 1991

U.S. Department of the Interior
National Park Service

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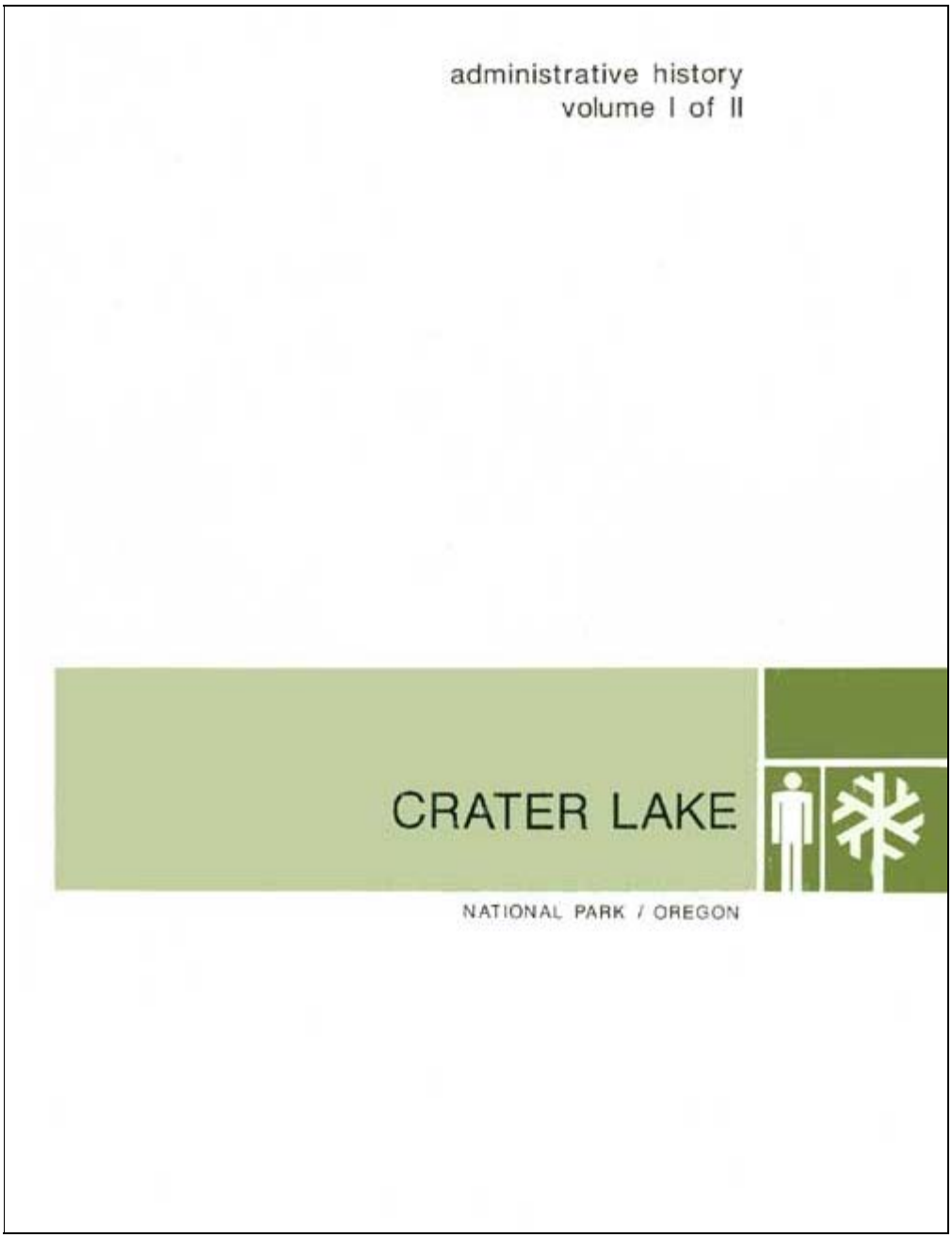
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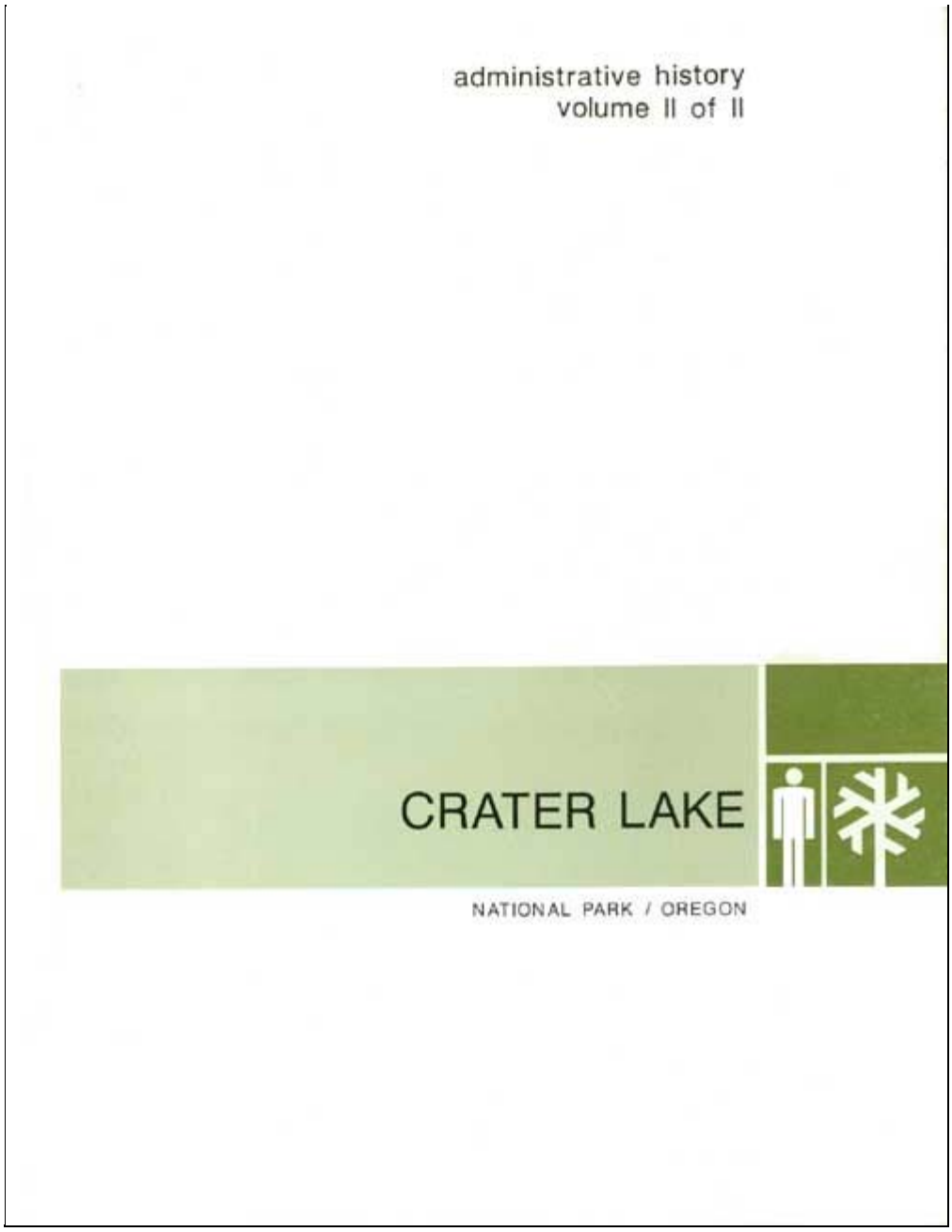
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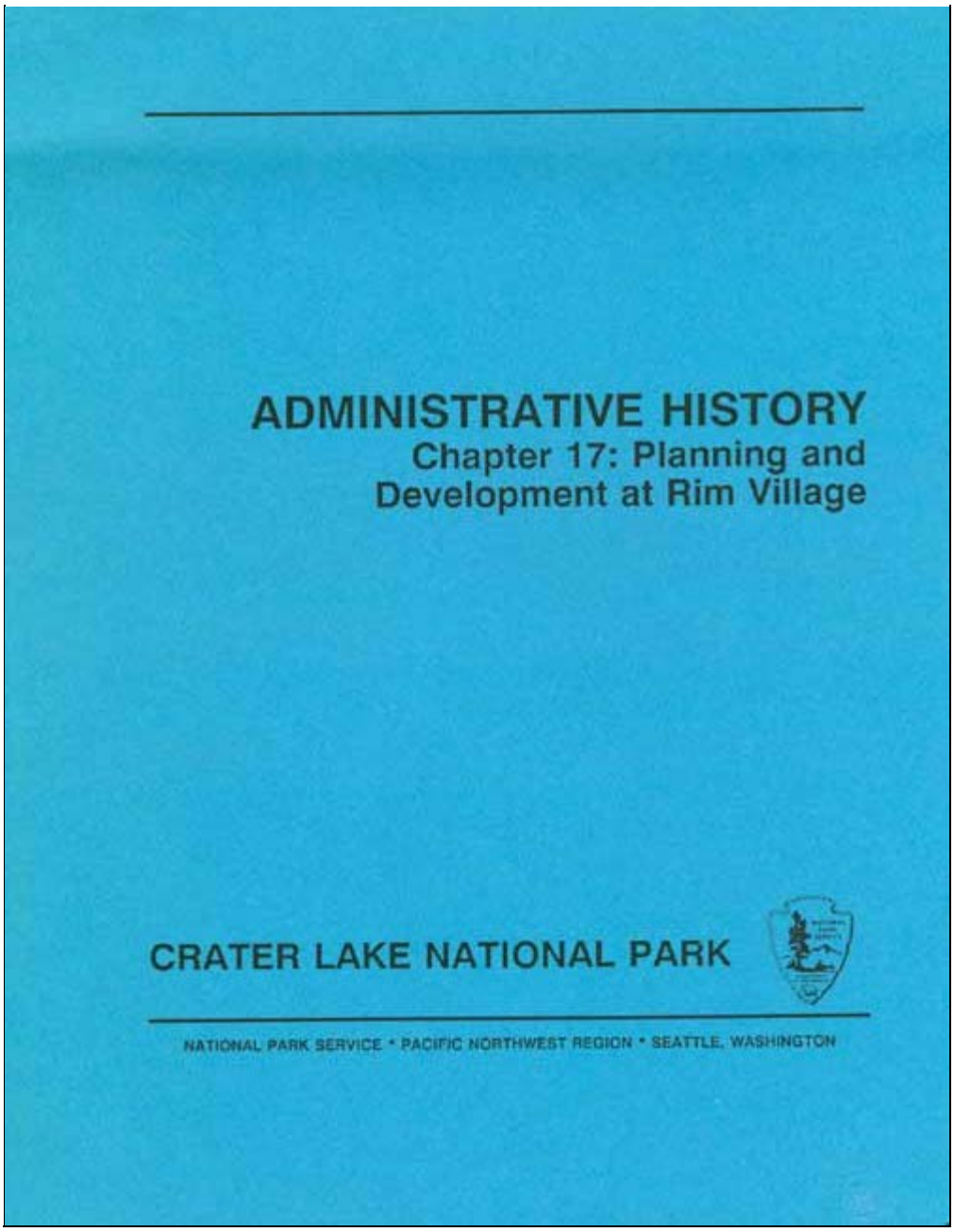
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PREFACE

This administrative history has been prepared to satisfy in part the research needs as stated in the task directive (approved by Acting Pacific Northwest Regional Director William J. Briggle in a memorandum dated July 15, 1986) concerning Crater Lake National Park, Administrative History under Package No. 245. The purpose of this study is the collection, presentation, and evaluation of historical research data pertaining to the conception, establishment, and operation of Crater Lake National Park from 1902 to the present. Several early chapters in the study cover the period of discovery and exploration of Crater Lake and its management as part of the Cascade Range Forest Reserve (1893-1902). It is intended that this study will provide a knowledge of the problems faced and actions taken by past park managers, thus providing present and future park administrators with a more informed background about the successes, failures, and recurring issues of the past and greater awareness for administrative decision-making.

A number of persons have assisted in the preparation of this report. Edwin C. Bearss, Chief Historian, and Barry Mackintosh, Bureau Historian, both of the National Park Service's Washington Office (WASO), provided direction for the project and made available to me WASO files on the park. Special thanks are due to Pacific Northwest Regional Office (PNWO) Director Charles H. Odegaard and PNWO Regional Historian Stephanie Toothman for sharing their ideas on the nature of research required for the project and making available the regional office files for research purposes. My appreciation also extends to Superintendent Robert E. Benton, Chief of Interpretation Kent Taylor, and Park Curator Jerry McCrea for helping me to understand the park administrative research needs and expectations for this report, making available the extensive park library and museum collections for research purposes, conducting me on a tour of the park, and providing the names of persons to interview and repositories to consult during my research.

In addition, my thanks go to the staffs of the various repositories I visited. These include: Denver Public Library, Denver, Colorado; Main Library, University of Oregon, Eugene, Oregon; Harpers Ferry Center, Harpers Ferry, West Virginia; Southern Oregon Historical Society, Jacksonville, Oregon; Klamath County Museum, Klamath Falls, Oregon; Jackson County Library, Medford, Oregon; Josephine County Library, Grants Pass, Oregon; Klamath County Library, Klamath Falls, Oregon; Oregon Historical Society, Portland, Oregon; Douglas County Library, Roseburg, Oregon; Oregon State Library, Salem, Oregon; Federal Records Centers, National Archives and Records Administration, San Bruno, California, and Seattle, Washington; Henry Suzallo Library, University of Washington, Seattle; National Archives and Records Administration, Washington, D.C.; and Library of Congress, Washington, D.C.

One of the unexpected benefits of undertaking this study has been the opportunity to contact a number of persons who have been involved with the operation of Crater Lake National Park. I am indebted to all those who allowed me to interview them either in person or by telephone.

My thanks also go to G. Frank Williss who began this project and conducted the initial discussions relating to the scope and research needs for the study. John Latschar, Section Chief, Branch of Planning, Western Team, Denver Service Center provided encouragement and administrative oversight for the project.

Harlan D. Unrau
September 1987

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CRATER LAKE

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INTRODUCTION:
DESCRIPTION OF THE PARK

A. GEOGRAPHIC LOCATION OF PARK

Crater Lake Natonal Park, consisting of 182,700 acres, lies in south central Oregon within the Cascade mountain range. The park boundaries are contiguous with the Winema, Umpqua, and Rogue River national forests and with Sun Mountain State Forest. The park lies within the Oregon counties of Klamath, Jackson, and Douglas. The lake occupies about one-eighth of the entire park area, lying in its center at an elevation of 6,176 feet.

B. PURPOSE OF PARK

The purpose of the park is stated in its establishing act signed into law by President Theodore Roosevelt on May 22, 1902. The park was to be an area "dedicated and set apart forever as a public park or pleasure ground for the benefit of the people of the United States." The act required that measures be taken for "the preservation of the natural objects . . . the protection of the timber . . . the preservation of all kinds of game and fish" and the use of "scientists, excursionists, and pleasure seekers." Crater Lake was the sixth national park to be established in the United States and became known as one of the "jewels of the National Park System."

C. SIGNIFICANCE OF PARK

Crater Lake is unique among American lakes. The "crater" is a caldera which was formed more than 6,000 years ago when the top of the 12,000-foot volcano Mount Mazama collapsed. Roughly circular in shape, about six miles across at its widest point, and covering an area of some twenty square miles, the lake is surrounded by nearly twenty-six miles of colorful lava cliffs rising from 500 to 2,000 feet above the surface of the water. From this rimmed summit the land slopes downward in all directions. Over the centuries the caldera has collected water from rain and snow. Evaporation and seepage are now in near balance with precipitation, providing a fairly constant water level. The lake is an incomparable example of a deep, pure, and stable caldera lake.

Crater Lake is the deepest lake in the United States, the second deepest in the Western Hemisphere, and the seventh deepest in the world, dropping downward to 1,932 feet just southeast of Merriam Cone. The beauty and scenic grandeur of the lake and caldera constitute the prime feature and attraction of the park and one of the prime scenic fascinations in the United States. It has been designated a national hydrological landmark and is being studied by an increasing number of scientists under the park research program.

D. PRIMARY RESOURCES OF PARK

While the lake and rim slopes are the primary resources of the park, there are a number of other significant natural resources within the park boundaries. In or near Crater Lake are reminders of the cataclysmic activity that once engulfed the area. These include the lava

formations on Mazama's sloping sides, extinct volcanic cones, and glacial valleys. Some of the more notable geological features of the park area are:

1. **Wizard Island**--Rising some 763 feet above the water, this island is an excellent example of the smallest type of volcanic cone. The summit of this perfect little cone is a crater about 90 feet deep and 300 feet in diameter. The cone and its massive flow of black lava in huge blocks form an island about three-fourths of a mile long by one-half mile wide. The oldest trees on the island date from about 800 years ago, indicating the last volcanic activity of Mount Mazama occurred about 1,000 years in the past.

2. **The Watchman**--A massive flow of andesite two-fifths of a mile wide and extending one and one-quarter miles downhill. It supports an impressive dike on the lake side.

3. **Hillman Peak**--The highest point on the rim, at 8,156 feet elevation, Hillman Peak was formed as a parasitic cone when a vent opened on the side of Mount Mazama. The collapse of the parent peak cut Hillman in half, exposing its inner structure. Its spires are ancient feeder tubes for the lava that built the cone and were decomposed and tinted yellowish-orange by the gases and other hot liquids that rose through them.

4. **Devils Backbone**--This is a vertical wall of dark andesite lining the cliff face and measuring about 1 ,000 feet long by 50 feet across near the top. A dike formed by molten lava that created and filled cracks, as it forced its way up through the rock and then solidified. It has been left standing by the erosion of the surrounding material.

5. **Llao Rock**--This great mass of dacite (a sluggish lava) was produced from a vent on the upper slopes of Mazama and hardened after moving only a mile or two. The dacite filled in a former explosion crater. This rock rises nearly 2,000 feet above the water- -the highest vertical precipice on the rim- -and was formed by the most massive single flow apparent in the caldera wall, with a maximum thickness of 1,200 feet.

6. **Red Cone, Timber Crater**--These are excellent examples of extinct cinder cones north of the lake, as is Crater Peak to the south.

7. **Pumice Desert**--A broad flat in the northern section of the park, this desert was covered with pumice and ash more than 200 feet deep in some places by the explosion of Mount Mazama. It has only started to be invaded by scattered lodgepole pines. Due to its scarcity of organic matter, few plants have taken hold to further enrich the soil.

8. **Mazama Rock**--This is a single huge block of andesite at least sixty feet high thought to have fallen from or been blown out of Mount Mazama. Erosion has removed surrounding materials.

9. **Palisade Point**--These are vertical andesite palisades covered with lichens.

10. **Wineglass**--This is a slide formation caused by erosion, that, when viewed from the opposite shore, resembles an enormous stemmed glass.

11. **Redcloud Cliff**--This portion of the rim shows seven distinct layers of glacial material, illustrating the relentless advance and retreat of glaciers on

Mazama's slopes.

12. **Castle Rock (Pumice Castle)**--Below Cloudcap a bright orange and pink formation of pumice and tuff protrudes from the caldera wall composed of layers of pumice laid down in the early days of Mazama and covered by later eruptions. Hot gases have colored them orange and apricot. Exposed during Mazama's final collapse, they have since been eroded by wind and water into a formation called Castle Rock.

13. **Mount Scott**--This is what remains of a parasitic satellite cone of Mount Mazama that grew near its eastern base, presenting on the east a classic symmetrical volcanic silhouette. The western slope has been eroded by glaciation. It was built up before Mazama's collapse and was probably a secondary vent during Mazama's activity. Mount Scott is the park's highest peak, at 8,926 feet.

14. **Kerr Notch**--Its U-shaped cross-section denotes the glacier that poured through the area and carved out Kerr Valley.

15. **The Pinnacles**--These towering needle-like formations of rock, called fossil fumaroles, projecting from the Sand Creek Canyon floor, were formed under sheets of volcanic pumice that preceded Mazama s collapse. As the surface of the hot pumice cooled over the years, steam and gases were released by the hot rocks underneath through vents and tubes that were welded into cement hardness by their passage. These ancient vents now stand alone due to the erosion of the surrounding softer materials.

16. **Phantom Ship**--A rugged island rising dramatically 175 feet above the lake surface, the "ship" is a remnant of an ancient volcano predating Mount Mazama, making this the oldest lava exposed in the caldera.

17. **Sun Notch**--This cross-section of a glacially scarred trough is located on the caldera rim. (Kerr Notch and Munson Valley are also evidence of glaciers that draped Mazama's long slopes, some extending as far as seventeen miles toward the valley.)

18. **Godfrey Glen and Colonnades**--With the Pinnacles, this area ranks as the most significant feature along park roads other than those along Rim Drive. It is composed of fossil fumaroles marking the site of hot gasses that rose through the glowing avalanches that once filled the canyon.

19. **Union Peak**--Its summit is an old cinder cone which grew on top of an old shield volcano.

20. **Llao's Hallway**--This 125-foot-deep gorge was cut through pumice material by stream erosion. It is located on Whitehorse Creek, a tributary of Castle Creek and once contained a trail leading through narrow passages to numerous cavelike amphitheaters.

In addition to the geological features of the park there are several ecological communities of importance within its boundaries. These include Boundary Springs near the northwest corner, Sphagnum Bog and Thousand Springs along the western boundary, and some specific areas within the caldera walls of which Wizard Island and the Phantom Ship are the most outstanding.

Three forest types are dominant within the park. These are the ponderosa pine at lower elevations, lodgepole pine extending from 5,500 to 6,500 feet, and mountain hemlock which is characteristic of the higher elevations. Also present in the park are Douglas fir; western white, whitebark, and sugar pines; and some incense cedar, aspen, and Englemann spruce.

Some 570 species of flowering plants and ferns thrive in the park. These range from lichen at Palisade Point to the wildflowers of Castle Crest and Munson Meadows to the stunted vegetation of the Pumice Desert and Wizard Island.

The variety of mammals found in the park is typical of the forested areas throughout the southern sections of the Cascade range. The most commonly observed large mammals are black-tailed deer, elk, black bear, porcupine, and yellow-bellied marmot. Seldom seen are the red fox, coyote, pine marten, bobcat, pronghorns, and even more rarely, the cougar.

More than 120 kinds of birds have been seen in the park, including raptors such as golden eagles, American bald eagles, falcons, ospreys, and horned owls; waterfowl; and smaller singers such as the western tanager and the hermit thrush.

Although Crater Lake is known primarily as a "natural park area," it does have significant cultural resources. The Superintendent's Residence has been designated as a National Historic Landmark, and the Munson Valley Historic District has been proposed for addition to the National Register of Historic Places. Crater Lake Lodge is an example of early park architecture designed to provide accommodations for overnight guests.

The thirty-three miles of Rim Drive provide park visitors with opportunities for quality scenic vistas. In addition to numerous scenic views of Crater Lake within the caldera, there is a peripheral display of Cascade peaks including Mounts Shasta, McLoughlin, Bailey, and Thielson, Union and Diamond peaks, and Three Sisters, which highlight prominently the forest and alpine surroundings of the park and national forest lands.

Crater Lake National Park is known for its long winters and heavy snowfalls. The average seasonal accumulation of snow is 544 inches. The winter of 1932-33 provided 878 inches of snow, the highest recorded total to date. Snow on the ground of 14-foot depth is common by late winter. The greatest recorded snow depth in the park was 252 inches on April 3, 1983. [1]

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CRATER LAKE

Administrative History

VOLUME I

PART I: HISTORY OF CRATER LAKE UNTIL ITS DESIGNATION AS A NATIONAL PARK

CHAPTER ONE:
DISCOVERY AND EXPLORATION OF CRATER LAKE: 1853-1885

A. DISCOVERY OF CRATER LAKE BY JOHN W. HILLMAN: 1853

Although claims for the discovery of Crater Lake in the 1840s have been made in the name of John C. Fremont and others, the first authenticated visit by white men was not made until 1853. After peaceful relations had been established temporarily with the Rogue Indians of southwestern Oregon in 1851 prospectors began entering the area looking for gold along the Rogue River and its tributaries. During the winter of 1851-52 four young packers transporting food supplies discovered gold on Rich Gulch in the vicinity of present-day Jacksonville. News of this discovery led to Oregon's first major gold rush, and soon new discoveries were made along the Applegate, Illinois, and Rogue rivers. A camp named Jacksonville took shape along Rich Gulch as merchants arrived with supplies of foodstuffs, mining tools, and liquor. One of a party of footloose and impoverished gold seekers to arrive at Jacksonville was John W. Hillman, a native of Albany, New York, who had joined the rush to California three years earlier as a youth of seventeen years. While drinking in a saloon he and his friends were told by a party of Californians that they possessed secret information that would lead them to a rich Lost Cabin Mine in the rugged mountains of present-day Josephine County. Hillman formed a party, consisting of Isaac G. Skeeters, Henry Klippel, J.S. Louden, Pat McManus, three others named Dodd, McGarrie, and Little, and possibly two more, to trail the Californians. Thereafter, both parties played a game of hide-and-seek until their rations began to get low. Hunting treasure gave way to hunting wild game, and soon the two parties agreed to work and hunt together. Several more days of floundering drew them further off course and soon they were hopelessly lost.

Hillman offered to lead a small party to the summit of the nearest peak so the party could reestablish its position. When the men reached the peak on June 12, 1853, the party gazed down on what would later become known as Crater Lake. In an article in the Portland Oregonian on June 7, 1903, Hillman described the experiences of the party fifty years before:

> On the evening of the first day, while riding up a long, sloping mountain, we suddenly came in sight of water, and were very much surprised, as we did not expect to see any lakes, and did not know but what we had come in sight of and close to Klamath Lake, and not until my mule stopped within a few feet of the rim of Crater Lake did I look down, and if I had been riding a blind mule I firmly believe I would have ridden over the edge to death and destruction. We came to the lake a very little to the right of a small sloping butte or mountain, situated in the lake, with a top somewhat flattened. Every man of the party gazed with wonder at the sight before him, and each in his own peculiar way gave

> expression to the thoughts within him; but we had no time to lose, and after rolling some boulders down the side of the lake, we rode to the left, as near the rim as possible, past the butte, looking to see an outlet for the lake, but we could find none.
>
> I was very anxious to find a way to the water, which was immediately vetoed by the whole party, and as the leader of the Californians had become discouraged, we decided to return to camp; but not before we discussed what name we should give the lake. There were many names suggested, but Mysterious Lake and Deep Blue Lake were most favorably received, and on a vote, Deep Blue Lake was chosen for a name. [1]

Upon their return to Jacksonville the miners reported their discovery, which was largely ignored for several reasons. News of the discovery could be spread only by word of mouth as no newspaper was published in southern Oregon at the time. Furthermore, the members of the party had been so disoriented and exhausted when they found the lake that they were unable afterwards to describe its location accurately. General Indian unrest in the area, coupled with the continuing search for gold, also diverted attention away from news of the discovery. Nevertheless, Hillman is credited as being the first white man to gaze upon Crater Lake. [2]

B. SUBSEQUENT VISITS TO CRATER LAKE: 1862-EARLY 1870s

According to documentary records more than nine years passed before the lake was visited a second time. Meanwhile, thousands of prospectors had stampeded from southwestern Oregon across the Cascades to new diggings in central and eastern Oregon. Apparently none stumbled onto the lake until October 21, 1862, when a six-man mining party headed by Chauncey Nye did so. The party was crossing the Cascades on its way to the Rogue River Valley from the Granite Creek mines on the North Fork of the John Day River. While searching for a camping place for the night and a high summit from which to view the surrounding countryside, they came upon the lake. The importance of the Nye party's discovery lay in the fact that the men not only authenticated the lake's existence and provided a description of its approximate location but published the first printed account of the lake in the Oregon Sentinel (Jacksonville) of November 8, 1862. The article, written by John W. Sessions who was one of the members of the party, stated:

> On the afternoon of the 21st day of October last [1862], a small party of us were wending our way up the Cascade Mountains, about 15 miles south of Diamond Peak, leaving behind us the black pine desert of the Klamath country, and anxious to reach the summit in time to obtain a view of the Promised Land, viz., Rogue River Valley. Reaching the summit aimed at, one of the highest points of the range, our course was changed by an unlooked-for obstacle, and one that even a John Day party were obliged to go around. Before us, and at our very feet, lay a large lake, encircled on all sides by steep and almost perpendicular bluff banks, fully as high as that we were standing upon. The circumference of the lake we could not estimate at less than 25 miles, and from the banks down to the water, not less than 3,000 feet. At no place could we see the remotest chance of being able to climb down to the water, without the aid of long ropes and rope ladders. Near the south end of the lake rises a butte island, several hundred feet high, and drifts of snow lay clinging to the crevices of the rocky banks. The waters were of a deep blue color, causing us to name it Blue Lake. It lays about one mile west of Mount Scott, 15 miles south of Diamond peak, and 80 miles northeast of Jacksonville. In the distance, and situated in the low pass that connects the Klamath country with the headwaters of Rogue River, another lake

> was visible, not so large, apparently, bordering, as it does, on a large prairie. From the banks of Blue Lake no outlet is visible, but on descending the west side of the mountain, which is densely covered with heavy hemlock timber, we found water gushing out, and fine grass, on what we called the water level of the lake, and following this level around the west and south sides, springs and small streams were crossed every few yards, the waters of which joined together in the large basin or valley below, form an important factor to the north fork of Rogue River, in fact, empty into it a volume of water equal in amount to one-quarter of the whole river at Table Rock ferry. . . . [3]

The next documented visit to the lake occurred on August 24, 1865, when hunters accompanying a military expedition approached it from a southerly direction. Two years earlier Fort Klamath had been established in the Wood River Valley, some twenty miles south of the lake. The objectives of the small garrison were to quell Indian disturbances and prevent them from harassing emigrant wagon trains heading into southern Oregon and northern California. The soldiers were also charged with building new roads and improving old trails connecting major supply points in eastern and western Oregon. Thus, in 1866 soldiers from the garrison built the first road approaching Crater Lake from the south. Known afterward as the Fort Klamath-Jacksonville Military Road it followed the general location of the present park south entrance road to Annie Spring, continuing over the Cascade Divide just west of Annie Spring and connecting with the Jacksonville Road to the John Day country.

Captain Franklin B. Sprague and twenty men from Company I of the First Oregon Volunteer Infantry were assigned to the road building. On August 1 John M. Corbell and F.M. Smith, who were hunting to provide Sprague's men with fresh meat, spied the lake and reported to Sprague that they had come upon a large body of water in a deep hole. He determined to see it for himself and in several weeks Sprague left Fort Klamath with a party of six soldiers and several curious civilians from Jacksonville.

After visiting the lake on August 24, Sprague returned to Fort Klamath where he wrote an account of his experiences the following day. His account, which was published in the Oregon Sentinel on September 9, 1865, included several significant perceptions: the volcanic origins of the lake, his description of Wizard Island as a remnant of volcanic activity, and his observation that the lake "will be visited by thousands hereafter, and some person would do well to build upon its banks a house where the visitor could be entertained, and to keep a boat, or boats upon its waters, that its beauties might be seen to a better advantage." In his account Sprague observed further:

> Upon rising the slope bordering the lake, the first impression made upon your mind is one of disappointment; it does not come up to your expectations; but this is only momentary. A second look, and you begin to comprehend the majestic beauties of the scenery spread out before you, and you sit down on the brink of the precipice, and feast your eyes on the awful grandeur, your thoughts wander back thousands of years to the time when, where now is a placid sheet of water, there was a lake of fire, throwing its cinders and ashes to vast distances in every direction. The whole surroundings prove this lake to be the crater of an extinct volcano. The appearance of the water in the basin, as seen from the top of the mountain, is that of a vast circular sheet of canvass, upon which some painter had been exercising his art. The color of the water is blue, but in very many different shades, and like the colors in variegated silk, continually changing. Now a spot will be dark blue, almost approaching black, the next moment it will change to a very pale blue; and it is thus continually changing from one shade to another. I cannot account for this changeableness, as the sky was perfectly clear,

> and it could not have been caused by any shadows; there was, however, a gentle breeze, which caused a ripple of the waters; this may account for it.
>
> At first sight a person would not estimate the surface of the water to be more than two or three hundred feet below the summit of the surrounding bluffs; and it is only after a steady look almost perpendicularly down into the water, that you begin to comprehend the distance. In looking down into the lake the vision seems to stop before reaching the bottom, and to use a common expression, you have to look twice before you see the bottom.
>
> Heretofore, it has been thought by those who have visited the lake, that it was impossible to get to the water, and this was also my impression at first, and I should have continued to remain on the summit, and view its beauties from that point without attempting to get to the water, but for Sergeant Stearns and Mr. Ford, who, after gazing for awhile from the top, disappeared over the precipice, and in a few minutes were at the bottom, near the waters edge, where no human beings ever stood before. Their shout induced Mr. Coats and myself to attempt the feat, which is in fact only perilous in imagination. A spring of water bursts out of the mountain near the top, on the side where we were, and by following down the channel which the water has made, a good footing may be obtained all the way down. . . . The water in the lake is as clear as crystal, and about the same temperature with the well water in Rogue River Valley. We saw no fish of any kind, nor even insects in the water; the only thing we saw that indicated that there are fish in the lake, was a Kingfisher. . . . Near the western shore of the lake is an island, about one half mile in diameter, upon which there is considerable timber growing. The island is not more than one quarter of a mile from the western shore of the lake, and its shape is a frustrum of a cone; the top seems to be depressed, and I think there is a small crater in the summit of the island. . . . I do not know who first saw this lake, nor do I think it should be named after the discoverer. Sergeant Stearns and Peyton Ford are the first white men who ever reached its waters, and if named after any person, should be named for them; but as I do not believe any more majestic sheet of water is found upon the face of the globe, I propose the name "Majesty" . . . . [4]

There is documentation indicating that at least three other parties visited Crater Lake in 1865. In mid-August an article appeared in the Oregon Sentinel mentioning the visit a week earlier of a party of citizens to "Great Sunken Lake" in the Cascade Mountains northeast of Jacksonville. Obviously referring to Crater Lake, it stated that "no living man ever has, and probably never will, be able to reach the water's edge." These visitors were probably citizens from Jacksonville who had gone out to inspect the progress of the Fort Klamath-Jacksonville wagon road and view the lake as news of its location and beauty was spreading throughout the area. [5]

On September 3, 1865, a party of eleven men, led by James D. Fay, arrived on the west side of the lake during a hunting trip to Diamond Peak. Fay found a more gentle slope enabling the party to descend to the water, where the men inscribed their names and the date on a nearby rock. Intrigued by Wizard Island they determined to return and bring a boat with which they could reach the island and explore its slopes and summit. [6]

The reports reaching surrounding settlements regarding the scenic grandeur of the remote lake began to capture the imagination of more adventurous spirits. Soon the Oregon Sentinel reported that the "desire to see and explore Lake Majesty" had become intense. [7] On October 9 a party of citizens and officers from Fort Klamath, including two women--Miss Annie Gaines and Mrs. O.T. Brown--visited the lake and camped in a clearing near where

the present park administration buildings are situated. Annie Gaines, for whom Annie Spring and Annie Creek are named, became the first woman to reach the water's edge. [8]

An article appearing in the Oregon Sentinel on September 12, 1868, mentioned that during the previous week two men from the Rogue River Valley area had visited the lake with Captain Sprague. Two of the men had descended to the water during the visit. [9]

On July 27, 1869, a party led by James M. Sutton, editor of the Oregon Sentinel, left Jacksonville for Crater Lake, which was wrongly assumed to be the source of the Rogue River. The list of excursionists included J.B. Coats, James D. Fay, Miss Annie Fay, David Linn and James M. Sutton and their families, Miss Fannie Rails, Mrs. Catherine Shook, and John Sutton. The group proceeded along the Rogue River road to its junction with the Fort Klamath Road, at which point the wagons turned eastward toward the lake, blazing a route for a wagon road from the Cascade Crest of the Fort Klamath-Jacksonville Military Road to within two miles of the rim. Here they were joined by Colonel J.E. Ross, Lieutenant S.B. Thoburn, and a Mr. Ish from Fort Klamath.

Finding the slope too steep for the wagons to continue, camp was established and the party walked two miles to the rim overlooking the lake. Sections of a canvas and wood boat had been brought in one of the wagons and were soon assembled and lowered carefully over the rocks to the water. On August 4 J.B. Coats, James Fay, David Linn, James Sutton, and Lieutenant Thoburn set out on a voyage to Wizard Island in the first boat navigated by white men on Crater Lake. They climbed up to the crater where they left a record of their visit in a tin can cached in rocks at the summit. The boat was left at the lake on their departure from the area about ten days later, having proven too frail to circumnavigate and sound the entire lake. One sounding was taken 550 feet deep half a mile from the island and from the slope of the floor indicated at this point, the men estimated the lake to be from 1,500 to 2,000 feet at the deepest part. Some sources indicate that the party renamed this geologic wonder "Crater Lake" because of the crater in the top of Wizard Island. Upon their return home, Sutton published graphic accounts of the trip in editions of the Oregon Sentinel. [10]

During the summer of 1872 another widely publicized visit of Crater Lake was undertaken by Lord William Maxwell of Scotland and A. Bentley of Toledo, Ohio. Accompanied by a Dr. Munson, the post surgeon at Fort Klamath, they headed toward the lake and established camp below Castle Crest. After Munson died on what is now Munson Point, Captain Oliver C. Applegate, who had gained fame in the Modoc War while commanding the garrison at Fort Klamath, led Bentley and Maxwell, John Meacham, and Chester M. Sawtelle to the lake. The men placed upon the water the first boat to make an extended lake inspection tour. After visiting Wizard Island, they boated around the perimeter of the lake, naming some of the prominent peaks after each other. [11]

Interesting accounts of visits to Crater Lake appeared in several publications in 1873. Mrs. Frances Fuller Victor described her experiences briefly in a book entitled Atlantic Arisen. In the December 1873 issue of Overland Monthly S.A. Clarke wrote an account of his trip to the lake. [12]

C. FIRST CRATER LAKE PHOTOGRAPHS: 1874

Despite its local popularity Crater Lake remained a largely unknown natural wonder, because it was not visited by the artists and photographers who accompanied the federal surveys of the West. By the late 1860s and 1870s western geological wonders were beginning to attract national attention as a result of illustrated accounts published in The National Intelligencer, Scribner's Magazine, congressional documents, and popular travelogues. The illustrations of

William Henry Jackson, who accompanied the Hayden Survey of 1871 to authenticate the existence of geysers in present Yellowstone National Park, played a prominent role in the argument for preservation of that area. These efforts helped to prod Congress to pass legislation establishing Yellowstone as our first national park, thus setting a precedent for preservation of other natural wonders such as Crater Lake. [13]

That Crater Lake went so long without being visited by official expeditions was due to the ruggedness and remoteness of southwestern Oregon and the fact that it had to compete with such natural wonders as the Grand Canyon of the Colorado and Yellowstone. Thus, it remained primarily as a local attraction despite the fact that by the early 1870s the three aforementioned frontier roads provided comparatively easy access.

While the Sutton party reportedly took a camera on its 1869 visit to the lake and "were the first to secure pictures of the Lake and of the most picturesque pieces of scenery on the way," no photographs taken by the expedition have ever been found. [14] Hence credit for taking the first photographs of the lake has been accorded to Peter Britt, a Swiss-born emigrant who would become southern Oregon's most distinguished pioneer artist and photographer. [15]

As a young man in his mid-twenties, Britt emigrated to the United States with his family in 1845, settling at Highland, Illinois. Trained as a portrait painter, he turned to photography and some time after 1847 he went to St. Louis to study with the famed frontier photographer J.H. Fitzgibbon. He purchased his first camera from his mentor, a small wooden daguerreotype box which he transported along with other photographic equipment across the plains to Oregon in 1852. Reaching Jacksonville in November, he tried mining and operating a pack train into northern California for several weeks before opening a photography studio which soon developed into a flourishing business.

In August 1874 Britt joined a small party taking a trek to Rogue River Falls and Crater Lake. Taking a large wet plate camera and a stereoscope camera, Britt took photographs of Crater Lake on August 13-15. While the photographs received little attention at the time, they would eventually be used to convince the public, Congress, scientists, and conservationists that steps should be taken to preserve the lake's significant features. [16]

D. VISITS TO CRATER LAKE: 1874-1883

By the mid 1870s Crater Lake had become a local tourist attraction. The improved military road between Jacksonville and Fort Klamath, connecting with both the old Southern Emigrant Route between central and eastern Oregon to the south and the Oregon-California Road linking Portland and Sacramento to the west, passed within several miles of the lake, providing relatively easy access to it. Added incentive for a trip to the lake was the opportunity to camp out at Huckleberry Mountain, which soon became an annual tradition for many settlers of the Rogue River Valley and Klamath County and Indians from the nearby Klamath Reservation. A camp-city, often numbering more than 50 people, was organized each year. A side trip to Crater Lake by horseback, foot, or light wagon became part of these annual camping trips. [17]

One such camping visit occurred in September 1877 when a party of seventeen persons left Ashland for Crater Lake. By the time they got to the rim, other tourists had joined them, swelling their numbers to more than forty. During the next three days eighteen more persons appeared. The newspaper writer described this as the "largest excursion party which ever left the marts of civilization to encamp along the ruins of what was once perhaps the grandest old volcano of the Cascade chain." [18]

E. SCIENTIFIC STUDIES COMMENCE: 1883

In 1883 John Wesley Powell, director of the U.S. Geological Survey, sent Professor J.S. Diller and Everett Hayden to the lake as the first Geological Survey party to study the caldera and its formation. Their investigation of lava flows and rock formations would form the basis for Diller's later theory that the mountain top collapsed rather than being blown away. They studied the geological features of Wizard Island to which they journeyed on a log raft, improvised by tumbling "logs over the cliffs to the water's edge," and lashing "them together with ropes." [19] The results of their studies were published in various scientific journals, thus providing increasing publicity for Crater Lake among the scientific community in the United States.

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CRATER LAKE

Administrative History

VOLUME I

PART I: HISTORY OF CRATER LAKE UNTIL ITS DESIGNATION AS A NATIONAL PARK

CHAPTER TWO:
EARLY EFFORTS TO ESTABLISH CRATER LAKE NATIONAL PARK: 1885-1893

As a sixteen-year-old farm boy in southeastern Kansas William Gladstone Steel (a biographical sketch of the early career of Steel may be found in Appendix A), who would later be known as the "Father of Crater Lake National Park," dreamed of visiting the lake, his curiosity being stimulated in 1870 by having read newspaper accounts of its discovery and scenic grandeur. In 1872 he moved to Oregon with his family, but it was not until 1885 that he managed to reach the lake. Accompanied by a friend, J.M. Breck, Steel took the Oregon & California Railroad to Medford, where he caught a stagecoach to Fort Klamath. The two travelers met Captain Clarence E. Dutton, then on leave from the U.S. Army for detached duty with the U.S. Geological Survey. Dutton was in charge of a small military party escorting Joseph LeConte, a geologist from the University of California, on a tour of the Pacific Coast mountains to examine volcanic phenomena. Steel would later find both Dutton and LeConte to be sympathetic allies in his campaign to preserve Crater Lake as a national park.

Steel, in company with Breck, Dutton, and LeConte, walked the 20 miles to the lake from Fort Klamath, arriving at the rim on August 15. In an article published in the March 1886 issue of The West Shore, a literary magazine in Portland, Steel described his feelings and reactions as he viewed the lake for the first time:

> Not a foot of the land about the lake had been touched or claimed. An overmastering conviction came to me that this wonderful spot must be saved, wild and beautiful, just as it was, for all future generations, and that it was up to me to do something. I then and there had the impression that in some way, I didn't know how, the lake ought to become a National Park. I was so burdened with the idea that I was distressed. Many hours in Captain Dutton's tent, we talked of plans to save the lake from private exploitation. We discussed its wonders, mystery and inspiring beauty, its forests and strange lava structure. The captain agreed with the idea that something ought to be done--and done at once if the lake was to be saved, and that it should be made a National Park. [1]

Steel's party had brought a canvas-bottomed canoe from Portland, in which they paddled over to Wizard Island for a short exploration. After staying in the area for several days they left with a determination to preserve the lake and its environs from private exploitation.

Upon returning home from their visit to Crater Lake, Steel and Breck began a campaign to establish a national park at Crater Lake. Breck wrote a letter describing the lake and its

beauty which was reprinted in regional newspapers. During the fall Steel sent some 1,000 circular letters at his own expense to virtually all the large newspapers in the United States, asking the editors to support the idea of a national park encompassing Crater Lake. He also wrote to every newspaper editor and postmaster in Oregon, urging them to circulate petitions addressed to President Grover Cleveland, requesting that such a park be established. [2]

The petitions circulated by Steel were signed by some 120 citizens of Oregon, including political, business, religious, and civic leaders. The two leading signatures were those of Congressman Binger Hermann and Governor Z.F. Moody. The signatures were consolidated into one petition which was forwarded to President Grover Cleveland on December 21, 1885. It read in part:

> The Crater Lake is located in Klamath County and State of Oregon, and is one of the natural wonders of the United States, if not of the world. It is a portion of the unappropriated vacant domain of the government, and in the opinion of your petitioners should be set apart and reserved from future disposal. . . .
>
> The limits herein asked to be reserved are valuable for neither agriculture or minerals.
>
> Therefore, your petitioners ask that the following area containing said lake and its approaches be set apart and reserved from future settlement or other appropriation by the government, and kept and reserved as a public park for the people of the United States, to-wit: Townships 27, 28, 29, 30 and 31, in ranges 5 and 6, east of the Willamette Meridian . . . . [3]

The land requested for the park incorporated a 12- by 30-mile area, including Diamond Peak and Mount Thielson.

The campaign by Steel led in part to a petition submitted by the Oregon state legislature to Congress in January 1886, requesting passage of an act setting aside Crater Lake and 4-1/2 townships of land surrounding it as a national park. The petition urged that a law be enacted

> setting apart from the public domain as a public park or pleasure ground for the benefit of the people of the United States, and reserving from public sale, settlement or occupancy Townships 27, 28, 29, 30 and the north half of Township 31, in Ranges 5 and 6, east side of the Willamette Meridian. . . . [4]

Similar memorials were forwarded to Congress by the Portland Board of Trade, Portland City Council, and various town and county councils throughout Oregon.

In response to the petition Oregon Senators John H. Mitchell and Joseph N. Dolph and Representative Binger Hermann were persuaded to seek favorable concurrence in the matter. Steel went to Washington himself and met with Secretary of the Interior Lucius Q. C. Lamar and President Grover Cleveland, convincing them that a mandatory first step should be the withdrawal from the public domain of five townships of land surrounding and including Crater Lake. Impressed by Steel's sincerity Secretary Lamar on January 30 recommended to President Cleveland "the temporary withdrawal from settlement or sale under the laws of the United States of the tract of land, surveyed and unsurveyed, comprising what is or would be townships twenty-seven, twenty-eight, twenty-nine, thirty, and thirty-one south, in ranges five and six east of the Willamette meridian in the State of Oregon." The withdrawal was recommended in "view of pending legislation looking to the creation of a public park, from the lands of the United States, surrounding and including Crater Lake." The following day (February 1) Cleveland issued an executive order to that effect, and the Commissioner of the General Land Office was instructed to inform "the Register and Receiver of the proper land

office by telegraph" of the order. [5]

Earlier on January 18, 1886, Senator Dolph introduced a bill (S. 1111) providing for establishment of a park or reserve that would include both Crater Lake and Diamond Lake. The bill would "set apart from the public domain in the State of Oregon, as a public park for the benefit of the people of the United States, townships twenty-seven, twenty-eight, twenty-nine, thirty, and thirty-one, in ranges five and six, east of the Willamette meridian . . . within the limits of which is Crater Lake. . . ."

The bill further provided that the land was to be

> reserved and withdrawn from settlement, occupancy, or sale under the laws of the United States, and dedicated and set apart forever as a public park or pleasure ground and forest reserve for the benefit of the people of the United States.

The park or reserve would be under the custody of the Secretary of the Interior whose duty it would be

> to cause adequate measures to be taken for the protection of the timber from the depredation, the punishment of trespassers, the removal of unlawful occupants and intruders, and the prevention and extinguishment of forest fires.

It would be unlawful for anyone to establish settlements or residence in the reserve or to engage in mining, lumbering, or other private enterprise. Violation of the provisions of the act would be punishable by a fine of $1,000, imprisonment of not more than one year, and liability for all damages arising from any destruction of timber or other property. Anyone participating in cutting or removing timber from the reserve would be required to "pay a fine of triple the value of the logs or timber at the place of delivery thereof, and shall be imprisoned not exceeding twelve months." The President would be empowered to employ the military to execute the provisions of the bill. [6]

A similar bill (H.R. 5075) was introduced in the House of Representatives by Congressman Hermann on February 1, 1886. This bill contained language similar to that of S. 1111, but expressly stated that the public park or reserve was designed "for the protection and preservation of the game, fish, timber, natural wonders, and curiosities therein, and the said reserve to be known as the Crater Lake National Park."

The house bill also stated that the

> reservation shall be open to all excursionists, pleasure-seekers, restaurant or hotel keepers for accommodation of visitors and those making scientific researches, who shall be privileged to fish in all lakes and streams of water, and to use the necessary timber for camping purposes on said grounds. . . . [7]

Both bills were assigned to the committees on public lands of their respective houses and quickly encountered considerable opposition because of strong lobbying efforts by private speculators and lumber, sheep, and ranching interests. Other forces that worked against passage of the bills included the prevailing belief in Congress that Oregon should protect its own lakes without federal help and questions as to whether there were significant funds to provide proper police protection for such a park.

While the bills were under consideration by the congressional committees, the Oregon state legislature, Portland and Albany city councils, and Portland Board of Trade submitted memorials and petitions to Congress in support of the proposed legislation. National

periodicals endorsed the bills by printing articles on the scenic and scientific wonders of Crater Lake. One such article by Clarence E. Dutton appeared in the February 26, 1886, issue of Science under the title, "Crater Lake, Oregon, A Proposed National Reservation." Among his observations Dutton noted:

> In the heart of the Cascade Range there is a little sheet of water which is destined to take high rank among the wonders of the world. It is a unique phenomenon, taken as a whole, though some of its component features, taken singly, may not be unexampled. . . .
>
> It is deeper and richer than the blue of the sky above on the clearest day. Just at the margin of the lake it shades into a turquoise, which is, if possible, more beautiful still. Ordinarily the water surface is mirror-like, and reflects an inverted image of the surrounding cliffs in detail. Very majestic, too, are the great environing walls. On the west side they reach their greatest altitude, rising almost vertically more than 2,000 feet above the water. It is difficult to compare this scene with any other in the world, for there is none that sufficiently resembles it; but, in a general way, it may be said that it is of the same order of impressiveness and beauty as the Yosemite valley. It was touching to see the worthy but untutored people, who had ridden a hundred miles in freight-wagons to behold it, vainly striving to keep back tears as they poured forth their exclamations of wonder and joy akin to pain. Nor was it less so to see so cultivated and learned a man as my companion hardly able to command himself to speak with his customary calmness.
>
> To the geologist this remarkable feature is not less impressive than it is to the lover of the beautiful . . . . [8]

Despite these efforts, however, opposition to the bills was overwhelming and they were never reported. [9]

Meanwhile, Steel continued his efforts to involve the federal government in Crater Lake's future. In July 1886 he persuaded John Wesley Powell, Director of the U.S. Geological Survey, to send a party headed by Dutton to the area to make a thorough examination by surveying and sounding the lake. Steel was appointed to prepare the boats and equipment to be used in the sounding process and to help in carrying out other scientific studies of the lake. [10]

On December 12, 1887, Senator Dolph introduced a bill (S. 16) similar to the one he had submitted the previous year. Senator Preston B. Plumb of Kansas, chairman of the Committee on Public Lands to which the bill was referred, accordingly solicited the views of various conservationists on the merits of the bill. One of those contacted was Powell. In his lengthy analytical response Powell provided observations on the unique scenic qualities of the proposed park and made a series of boundary extension proposals:

> I would submit that the proposed measure is one which I believe to be eminently wise and proper. Crater Lake and Diamond Lake and their surroundings constitute a group of natural objects which will, in my belief, acquire increasing celebrity with the lapse of time. In respect to beauty and impressiveness this scenery is of the same order as that of the Yosemite Valley or the finest parts of the Yellowstone park. The lake itself is a unique object, as much so as Niagara, and the effect which it produces upon the mind of the beholder is at once powerful and enduring. There are probably not many natural objects in the world which impress the average spectator with so deep a sense of the beauty and

majesty of nature. This will be better understood when the origin of the lake is considered. The lake lies in the basin of a huge volcanic mountain, and the basin itself owes its origin to a vast system of explosions by which the heart of the mountain has been thrown into the air as ashes and cinders. It is the deepest body of fresh water on the continent, and its clear, cold, waters reflect the crags and peaks of the volcanic rim by which it is surrounded. Although Crater Lake is the dominant object of interest in the proposed reservation the whole tract is eminently fit to be "set apart forever as a public park and pleasure ground and forest reserve for the benefit of the people of the United States;" and I might venture to add for the benefit of the people of the world. There is not a square mile within the proposed tract which does not contain something which would add to the attractiveness of such a park either in the way of varied beauty or of instruction and entertainment of visitors .

In the event of this region becoming a national park or reservation for public pleasure, I respectfully submit that great care and caution should be used at the outset to specify with accuracy the boundaries of the tract reserved. They should in my opinion also be surveyed and marked upon the ground at once, in order that settlers who desire to occupy adjoining lands not so reserved, may not be embarrassed as to lands upon which they may have acquired the right to enter or may desire to acquire such rights are within the proposed reservation. Such indications on the ground are also needed that the action of the land office may likewise be conducted with a full knowledge of what land is subject to entry and what land is not so subject. . . . I have caused a careful examination to be made of the land office surveys in the vicinity of Crater Lake, and have compared them with the trigonometric and topographic surveys made by this office in the same region, in order to ascertain as nearly as practicable where the boundaries indicated in the bill would lie with reference to natural objects within the proposed reservation . I find that only a few lines have as yet been run by the land office surveys across any portion of the reservation. . . . It will be seen that the eastern boundary will come very close to the eastern margin of Crater Lake; and as there is always more or less uncertainty about the geographic position of the Land Office lines in such a country, it is possible that the real position of the boundary, when it comes to be surveyed and marked, would run into the lake. In any event, there is no doubt that the eastern boundary as defined in the bill, would exclude portions of the flat summit of the Cascade Range, which ought, by reason of continuity, unity and similarity of features, to be included within the reservation. The country to the north, and somewhat to the northeast of Crater Lake, is moderately diversified with a few hills and with considerable patches of fir forest and large, open, grassy space which are very picturesque and pleasing. It is what is frequently termed a park country, where large grassy meadows alternate with forest, and the fine summits of Union Peak, Mt. Scott, Mt. Thielson, Mt. Gobbon and the great crags around the edge of Crater Lake are always in view. It seems to me that it would be well to leave the eastern boundary several miles further eastward, in order to include the whole of this very beautiful and pleasing tract instead of cutting it in two by an arbitrary line drawn without reference to the topographic or scenic features. The most eligible site for a hotel on the northern or northeastern side of Crater Lake is situated so near the boundary proposed in the bill that it is possible that it would be excluded altogether. . . . It has been a question with me, whether it would not be advisable to make the eastern boundary of the park conterminous with the Indian Reservation, thus closing all this tract against ingress by herders. There are two reasons for this. In the first place, the belt of yellow pine which occurs here is a very fine one and it seems advisable to protect it from the destruction which

must inevitably befall it as soon as a railroad is built along the eastern base of the Cascades- -an event which will not probably be delayed by many years. In the second place, it is the natural and only good winter range and breeding ground of the deer and antelope which frequent the summit of the Cascade Range in the summer; and unless these animals can be protected from pot hunters in their breeding grounds, they will be rapidly exterminated.

If, however, it is deemed desirable by your committee to restrict to a minimum the proper eastward extension of the proposed reservation, then I would suggest that the eastern boundary be a due north and south line running through the summit of Mt. Scott, which stands three or four miles to the east of Crater Lake.

The northern and southern boundaries of the proposed park as set forth in the bill, seem to me to be well selected. They include every feature from north to south which is germane to the park and do not appear to include too much. With regard to the western boundary, it seems to me that there are cogent reasons for extending it considerably to the westward of the line suggested by the bill.

The line of approach to the park from the west is by a county road leading from the lower Rogue River Valley across the Cascade range to Fort Klamath. This road follows the Rogue River upwards and about fifteen miles from Crater Lake leaves that river and passes south of the lake and about three miles from it. Here there is a wagon track leaving the county road which ascending by a rough trail brings the visitor at length to the brink of the lake. But he can proceed no farther. To reach the other portions of the park from this point is a feat of mountaineerings, unless he returns to the Rogue River and thence makes his approach by another route. At the point where the county road leaves the river there are still to be seen remnants of an old road built about 30 years ago for wagoning supplies from the Rogue River valley across the mountains to the placer mines which were then worked along the John Day River. This is still remembered as the John Day road. It has long ceased to be used; it is completely obstructed by fallen timber and for many miles can be followed only by the old blazes on the trees. At critical points, however, when it crosses gorges and ravines the old dugways remain. It winds its way by easy grades through magnificent scenery and through forests of trees which were of colossal size when Columbus discovered America. At length it emerges upon the upper platform of the Cascades in the midst of the park with Diamond Lake between two great mountains on the north and Crater Lake on the south. This is the natural line of approach to the park from the west. Unless the boundaries are made to include this road some private party will be sure to re-open it as he may easily do, and levy an extortionate toll upon any visitors who may enter the park. Along this route are numerous open parks which would be quickly seized for the grass they would yield and extortionate rates would be charged for hay. It is believed that the old John Day road should be included within the limits of the park. North of the John Day road are the sources of the south Umpqua River in the most picturesque surroundings and these also should be included in the park.

The region embraced in the limits designated by the bill does not include any of the really grand forest of the Cascades. It is too high. The species within it are firs and pines which never attain great dimensions, nor any marked beauty of form, though they grow in forests whose beauty and impressiveness is derived from the density and masses of foliage. The great trees, such as the Douglass spruce, the sugar pine (here larger than in California), the white pine and the tall, beautiful species of fir flourish at a lower altitude. But if the boundary were

> carried to the westward some eight or ten miles, it would take in a section of the finest part of the great forest of the Cascades, and a grander and nobler forest cannot be found in the world. There are many thousands of trees of which would yield more than 40,000 feet of lumber. The beautiful open parks in this timber are the breeding grounds and summer pasturage of the deer and the streams still preserve numerous beaver dams. It seems desirable on many accounts that the western boundary should include a large section of this forest belt. The scenery which it contains is of the most beautiful and impressive order. I believe that the addition of a considerable tract west of the limit proposed in the bill would greatly improve the park and avoid the danger of burdensome private control over the natural line of approach to the park. This would all be accomplished by drawing the boundary seven or eight miles farther west than the bill proposed. No settlement has been made and no possessory rights have been established so far as I can ascertain in the addition here suggested and up to the last autumn the entire tract was wholly unoccupied. [11]

Despite the recommendations of Powell and other conservationists, S. 16 again encountered opposition in the Committee on Public Lands, generated primarily by Oregon ranching and sheepherding interests. It was "reported adversely and indefinitely postponed" on February 6, 1888. [12]

With the rejection of his bill Senator Dolph on February 14 wrote to Steel concerning the virtual impossibility of getting Congress to approve legislation for a national park at Crater Lake. He observed:

> The majority of the Committee on Public Lands is opposed to the creation of any more National Parks, and there is no possibility of securing the passage at the present session of Congress, and I fear not at any future congress, for a bill creating such a park.

Dolph went on to say that in view of the political realities he had introduced a bill (S. 1817) on February 1, providing that the land surrounding Crater Lake be given to Oregon in trust for a state park. In this regard he noted:

> The Committee has consented, however, that I might report a bill granting the lands to the State for the purposes of a park only, and I have reported such a bill. I doubt whether it can pass the House. Should it pass, however, the State can exercise its option to accept the grant or not and no harm is done. Neither is any harm done to the measure if the bill does not pass, or even if it should fail in the Senate. It only attracts attention to the measure. The bill reported by me contains the same description as the bill introduced by me for a National Park. . . . [12]

The state park bill, which was opposed by Steel because he felt that Oregon would be unable to afford proper maintenance and protection for the park, provided for a public park upon certain conditions to be met by Oregon. The state legislature was to accept the grant from the federal government within three years. The land was to be held "for public use as a public park and place of public resort and forest reserve and shall be inalienable by the State of Oregon for all time." Oregon was prohibited from permitting the cutting or removal of timber from the park except for the construction of roadways and buildings for visitor accommodation and for fire wood usage on the reservation. Leases not exceeding fifteen years would be granted for hotels and other visitor services, the income derived from such leases to be spent for the preservation and improvement of the reservation and the construction of roads and access routes. [13]

The bill was referred to the Senate Committee on Public Lands which reported it with amendments on February 6, 1888. The Senate passed the measure with amendments on March 21, and it was sent to the House of Representatives. The bill received no further consideration after encountering opposition in the House Committee on Public Lands. [14]

Lumber, sheep, and ranching interests continued to oppose a public park of any kind at Crater Lake. To counter this opposition in 1890 Steel wrote a book entitled The Mountains of Oregon, copies of which he mailed to President Benjamin Harrison and members of his cabinet and Congress. The work was designed to publicize his interests in preserving the natural resources, scenic beauty, and early history of the state. Steel observed that the Jacksonville and Fort Klamath military road passed within three miles of the lake. The "road to the very walls of it (the lake)" was "an exceptionally good one for a mountainous country, while in near proximity may be found remarkably fine camping grounds." The Crater Lake vicinity abounded in "great numbers of deer, bear and panther." His work with the 1886 Geological Survey expedition had afforded him "a pleasure unsurpassed" in all his "mountain experience." Accordingly, Steel once again issued a clarion call to unite conservationists and members of the scientific community in the effort to have Crater Lake set aside as a public park or forest reserve. [15] Senator Dolph introduced state park bills (S. 67, December 4, 1889; S. 625, December 14, 1891; and S. 69, August 8, 1893) virtually identical to S. 1817 in each of the next three congresses. In discussing these bills the only questions raised in Congress concerned the extent to which money received from leases in the park would be used for building roads. Dolph promised that the money would be used for roads to make the park accessible. To prove his sincerity on the issue he introduced two bills (S. 2888, April 11, 1892, and S. 72, August 8, 1893) that provided for $50,000 to survey and construct a wagon road from Gold Hill Station in Jackson County to Crater Lake. While the road bills were never reported, the state park bills were all reported favorably by the Senate Committee on Public Lands and passed the Senate. Each bill, however, encountered opposition and died in the House Committee on Public Lands. On January 18, 1892, Congressman Hermann introduced a bill (H.R. 3966) similar to H.R. 5075 which he had submitted in February 1886, but it suffered a fate like those of the Senate bills. [16]

APPENDIX A:
Biographical Sketch Of Early Career Of William Gladstone Steel: 1854-1893

William Gladstone Steel was born in Stafford, Ohio, on September 7, 1854. His father William Steel was born in Biggar, Scotland, on August 26, 1809, and emigrated to the United States with his parents in 1817. The family first settled near Winchester, Virginia, but soon moved to Monroe County, Ohio. From 1830 until the Civil War Steel was a leader in the "Underground Railroad" in southeastern Ohio. It is reported that the slaveholders of Virginia offered $5,000 for his head at one point and that he offered to bring it to them if the money were placed in responsible hands. He acquired a fortune as a merchant, but lost it in 1844. As a leading abolitionist in southeastern Ohio, Steel was a Liberty Party candidate for the House of Representatives in the early 1840s, and in 1844 he circulated in eastern Ohio a petition, whose signers agreed to vote for Henry Clay if he would emancipate his one slave. By virtue of holding the balance of power, the Liberty Party played an important part in the presidential election that year, when it was responsible for the defeat of Clay.

The mother of William G. Steel (Elizabeth Lowry) was a native of Virginia. Her ancestors were among the early Dutch colonial settlers of Pennsylvania.

As a youth William G. Steel attended a district school five miles from his home in Ohio.

During the 1860s his family moved to southeastern Kansas. When his family moved to Portland, Oregon, in 1872, he attended a high school for eighteen months. After leaving school he was apprenticed to Smith Brothers, iron manufacturers, to learn the trade of pattern making. He worked in that capacity for three years and then engaged in newspaper work. In the fall of 1879 he moved to Albany and established the Albany Herald for the purpose of carrying the county for the Republican Party. The effort proved unsuccessful, and in 1880 he sold the paper and returned to Portland, where he and his brother David began publication of the Resources of Oregon and Washington. The enterprise was supported by Henry Villard, a prominent financier who reorganized the Northern Pacific Railroad in 1881 and oversaw the completion of its route from Lake Superior to Portland two years later. The publication was discontinued upon Villard's financial collapse soon thereafter. Steel then secured a position as substitute letter carrier in Portland and was promoted to the position of superintendent which he filled until Grover Cleveland became president in 1885. He next engaged in the real estate business, and in 1891 the firm of Wilbur & Steel was formed. Two years earlier Steel and C. Heald projected a railroad from Drain in Douglas County to the mouth of the Umpqua River and Coos Bay.

H.K. Hines, An Illustrated History of the State of Oregon (Chicago, 1893), pp. 588-89, and A. Cooper Allen, "The Guardian of Crater Lake," Sunset Magazine, LVI (May, 1926), 51-52.

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CRATER LAKE

Administrative History

VOLUME I

PART I: HISTORY OF CRATER LAKE UNTIL ITS DESIGNATION AS A NATIONAL PARK

CHAPTER THREE:
CRATER LAKE ADMINISTERED BY THE GENERAL LAND OFFICE AS PART OF THE CASCADE RANGE FOREST RESERVE: 1893-1902

A. EMERGENCE OF A NATIONAL CONSERVATION ETHIC

The debate over establishment of Crater Lake National Park was part of a larger movement for preservation of natural resources then going on in the United States. By 1864 three scientific thinkers--Henry David Thoreau, the Massachusetts naturalist-poet-philosopher; George Perkins Marsh, a Vermont lawyer and scholar; and Frederick Law Olmstead, superintendent of the Central Park project in New York City--had articulated the need for conservation and the preservation of our country's natural resources from exploitation by business and settlement. Their writings were the foundation upon which all subsequent conservation proponents built their arguments. Olmstead, in particular, advocated the concept of great "public parks" and was responsible for launching a movement to preserve the giant sequoias in Yosemite Valley from commercial exploitation. As a result of pressure exerted on Congress a law was passed in 1864 that granted Yosemite Valley and the Mariposa Grove of Big Trees to the State of California as a state park. This was the first time that any government had set aside public lands purely for the preservation of scenic values. [1]

The "public park" concept involving preservation of important natural features and their management for the benefit of the people circulated throughout the East and Midwest from the mid-1860s onward. As a result of the Washburn-Langford-Doane expedition in 1870 and another expedition led by U.S. Geologist Ferdinand V. Hayden the following year, pressure mounted that Yellowstone should be preserved. On March 1, 1872, President Ulysses S. Grant signed the Yellowstone Park bill into law, thus establishing our first national park by virtue of the fact that it was located in Wyoming Territory and hence under the immediate administration of the federal government. A precedent had been established to reserve and withdraw areas from settlement and set them apart as public parks for the benefit and enjoyment of the people. The Yellowstone Park Act empowered the Secretary of the Interior to protect fish and game from wanton destruction and provide for the preservation and retention in their natural condition of timber, mineral deposits, natural curiosities, and scenic wonders within the park. [2]

Meanwhile; wholesale devastation of timber reserves in the West continued. In 1876 the position of forestry agent in the U.S. Department of Agriculture was established to study the twin problems of timber consumption and preservation of forest lands. Other federal efforts that contributed toward awakening public interest in the diversified natural resources of the West were Hayden's Geological and Geographical Surveys of the Territories of the United States, John Wesley Powell's United States Geographical and Geological Survey of the

Rocky Mountain Region, and Lieutenant George Wheeler's Geographical Surveys West of the One Hundredth Meridian. In 1879 these three groups were incorporated into the United States Geological Survey and placed under the Department of the Interior with authorization to conduct all scientific surveys performed by the federal government. [3]

During the 1870s and 1880s a group of intellectuals, including scientists, naturalists, landscape architects, foresters, geologists, and editors of national periodicals, refined the basic concepts of conservation. Through their writings and leadership they made progress in reversing the traditional American attitude toward the utilization of natural resources. One of the most articulate and widely read spokesman for conservation and the national park idea was John Muir, a well-educated Scotsman who campaigned for the preservation of the wilderness and federal control of the forests in the West. His chief concerns were the waste and destruction of forests by lumbermen, cattle grazing, and sheepherding. [4]

As a result of Muir's campaigning, three national parks--Yosemite, Sequoia, and General Grant--were established to preserve the Sierra forests from timbering excesses and overgrazing. The establishing legislation for these parks passed Congress with little debate, primarily as a result of the fact that "scenic nationalism" and "monumentalism" were not in conflict with "materialism" in these areas by 1890. [5]

B. ESTABLISHMENT OF FEDERAL FOREST RESERVES

During the 1870s and 1880s conservationists in the United States focused considerable energy on a movement to repeal the Timber Culture Act of 1873 and the Timber Cutting Act of 1878. At the forefront of this movement were conservationists interested in forestry such as Charles S. Sargent, John Muir, and Robert V. Johnson, aided by the General Land Office of the U.S. Department of the Interior and foresters in the U.S. Department of Agriculture. Considerable fraud was associated with these laws, and as a result much valuable timber land was lost as it fell into the hands of large corporations and timber speculators. The two acts were ostensibly intended to provide for forest conservation. The Timber Culture Act of 1873 authorized any person who kept forty acres of timber land in good condition to acquire title to 160 acres. The minimum tree-growing requirement was reduced to ten acres in 1878. The Timber Cutting Act of 1878, on the other hand, allowed bona fide settlers and miners to cut timber on the public domain free of charge for their own use. [6]

In 1890 a committee of the American Association for the Advancement of Science, with Thomas C. Mendenhall, Superintendent of the U.S. Coastal Geodetic Survey, as chairman, presented President Benjamin Harrison with a petition recommending that a commission be established to "investigate the necessity of preserving certain parts of the present public forest as requisite for the maintenance of favorable water conditions." The petition further urged that "pending such investigation all timber lands of the United States be withdrawn from sale and provision be made to protect the said lands from theft and ravages by fire, and to supply in a rational manner the local needs of wood and lumber until a permanent system of forest administration be had." [7]

President Harrison and Secretry of the Interior John W. Noble endorsed the proposals. Provisions of the bill to accomplish these ends were drafted by Edward A. Bowers, a special agent and inspector in the General Land Office, with the advice of John Muir and Robert V. Johnson. Bowers' bill was attached as a "rider" to the Sundry Civil Appropriations Bill and passed by Congress without debate. [8]

The Forest Reserve Act (26 Stat. 1095), signed into law by President Harrison on March 3, 1891, repealed the Timber Culture Act of 1873 and the Timber Cutting Act of 1878. Section

24 further provided:

> That the President of the United States may, from time to time, set apart and reserve, in any state or territory having public land bearing forests, in any part of the public lands, wholly or in part covered with timber or undergrowth, whether of commercial value or not, as public reservations, and the President shall, by public proclamation, declare the establishment of such reservations, and the limits thereof. [9]

While the law did not define the objectives for setting aside the forest reservations the ostensible purposes, according to the House Committee on Public Lands, were the protection of "forest growth against destruction by fire and ax and preservation of forest conditions upon which water conditions and water flow" were dependent. The new policy was based on the perception "that a forest-cover on slopes and mountains must be maintained to regulate the flow of streams, to prevent erosion, and thereby to maintain favorable conditions in the plains below." The policy of reserving forest land was thus "confined mainly to those localities in which agriculturists" were "dependent upon irrigation." The overriding goal of the reserve policy was "to maintain favorable forest conditions, without, however, excluding the use of these reservations for other purposes." [10]

During the next decade the Department of the Interior refined its policies concerning the objectives and management of forest reserves. By 1902 the objectives had been developed into a broad formal policy statement:

> The object of setting land aside for forest reserves is --
>
> 1. To protect a growth of timber on land which is not fit to grow other crops and under conditions where no such protection is assured or can be supplied by private persons or local authorities.
>
> 2. To keep a growth of vegetation, especially of timber on mountain lands which would otherwise wash and gully. . . .
>
> Forest reserves have been and are created from lands (nearly all mountain lands) unfit for agriculture for reasons of altitude and consequent climate usually reinforced by poverty or insufficiency of soil. These lands generally bear a stand of timber or indicate that they have borne such and are likely to be restocked with forests if protected. Where these mountain forests have not been reserved and have passed into private ownership their history has generally been that of the Northern pineries and other forest areas. They are culled over for whatever will pay the expense of exploitation, the cutting is careless and wasteful, the profits of the timberman small and to the district much smaller. Since this work of denudation is a temporary matter it does little for the permanent improvement of the locality, but leaves behind it the characteristic ruins of abandoned sawmills and the devastated, fire-scorched mountain lands robbed of their forest and fertility alike and doomed for years, in many cases for centuries, to remain as unsightly, barren wastes where the much-needed waters gather unhindered to rush from the mountains and be wasted. To avoid this permanent injury to districts where every drop of water is precious, and where the protective function of the mountain forests, therefore, is of the greatest importance, is the first object of the creation of forest reserves. To husband an immense wealth of timber, to regulate its use, to utilize only the growth of these mountain forests and thereby insure a continued supply of one of the most important materials, is the second object of the reserve policy. [11]

The Forest Reserve Act was hailed as the cornerstone of national conservation policy. It was later characterized by Gifford Pinchot as "the most important legislation in the history of Forestry in America." [12] Benjamin H. Hibbard has commented on its effect in establishing a precedent that all of the public domain was not to be disposed of into private hands, thus reversing the previous course of federal land policy:

> Without question the act permitting the withdrawal of public [forest] land from private entry was the most signal act yet performed by Congress in the direction of a national land policy. [13]

President Harrison utilized the new act at once, establishing the Yellowstone Timberland Reserve of 1,250,000 acres on March 30, 1891, as the first national forest reserve. During the remainder of his administration he withdrew some 13,416,710 acres of the public domain, chiefly in California, Oregon, and Wyoming, as forest reserves. [14]

While a great victory had been achieved, it was not yet complete for Congress had not yet granted the authority to protect, administer, and utilize the new forest reserves. Although lumbermen, miners, settlers, and stockmen could no longer obtain legal title to the land located in the national forest reserves, they continued to trespass on public forest land as they had in the past. [15] For instance, in his annual report for 1892 Interior Secretary Noble commented on the need for protection of the new reserves:

> These forest reservations should receive protection, either by guards furnished from the Army, as has been done in the Yellowstone National Park, the Sequoia National Park, and elsewhere, or an appropriation should be made to pay custodians and watchmen, so that not only may depredations be detected, but fires, that consume so great a part of our timber, may be prevented. [16]

The problem of protecting the forest reserves was again discussed by Secretary of the Interior Hoke Smith in his annual report for 1893. He observed:

> Numerous complaints have been received by the Department of stock men driving their sheep on these reserves, destroying the herbage and setting fire to the trees; and on the 23d of June, the Acting Commissioner of the General Land Office also called the attention of the Department to the necessity for protecting these reserves, urging that details from the Army be secured to look after the same, until Congress could make suitable provision.
>
> Accordingly, the attention of the Secretary of War was directed to the facts in the case, and the request made that, if practicable, officers of the Army, with a suitable number of troops, be detailed to protect the several reservations.
>
> The Acting Secretary of War declined, however, to make the details desired, basing his refusal upon an opinion of the Acting Judge-Advocate-General of the Army to the effect that the employment of troops in such cases and under the circumstances described by the Secretary of the Interior, not being expressly authorized by the Constitution or by act of Congress, would be unlawful.
>
> These reservations remain, therefore, by reason of such action, in the same condition, as far as protection is concerned, as unreserved public lands and are only afforded such protection from trespass and fire as can be furnished with the limited means at the command of the General Land Office. A bill, however, is now pending in Congress which provides adequate means for the protection and management, by details from the Army, etc., of these forest reservations; it has the hearty approval of the Department, and its early enactment as a law is

desirable. [17]

C. ESTABLISHMENT OF CASCADE RANGE FOREST RESERVE

While the legislation to provide for adequate protection of the forest reserves languished in Congress, President Benjamin Harrison continued the policy of withdrawing lands from the public domain as national forest reserves. In 1892, the Oregon Alpine Club, headed by William G. Steel, circulated a petition for submission to the president calling for establishment of a forest reserve along the entire crest of the Cascades in Oregon. By the summer of 1892 the petition had received the endorsement of the governor, secretary of state, state printer, auditor, mayor of Portland, and the president and secretary of the Portland Chamber of Commerce.

Accordingly, in July 1892 Secretary of the Interior John W. Noble appointed R.G. Savery, Jr., as special agent of the General Land Office with instructions to report on the proposal. Based on meetings with Oregon officials and travels over the state Savery reported on July 23 "that the future welfare of the State of Oregon demands the withdrawal and protection of said proposed reservation." In support of his recommendation he noted:

> The summit of the Cascade Mountains embraces a narrow strip of land running north and south through the State, nearly all of which is unsurveyed and unoccupied. The surface is rough and broken and entirely unfit for cultivation. The altitude ranges from six to twelve thousand feet. Dense forests of very fine timber cover nearly the entire tract. Snow falls to a great depth on these mountains in winter, remaining until late in the summer, and in some places the snow-capped mountains can be seen the year round. . . .
>
> Not only will Western Oregon be greatly benefited by this reservation, but the same facts and conditions can be properly applied to all of that territory lying east of this range of mountains in Oregon. In this proposed reservation are included several points of interest, which in the near future will become places of great interest to the American people. Mt. Hood, a mountain rising to an elevation of nearly thirteen thousand feet, whose snow-capped peak can be seen from nearly every portion of the State the year round, is heavily timbered and is the source of thousands of small streams, and in the immediate future this mountain will become the source of water supply for the city of Portland. The region surrounding this mountain is rugged and elevated and not valuable for agriculture or minerals. There are also included Mt. Pitt, Mt. Scott, Union Peak, Mt. Theilsen, Old Baldy, Diamond Peak, Three Sisters, Black Butte and Mt. Jefferson, all of which are rough, broken and unfit for cultivation.
>
> Besides these mountains, numerous lakes are included, among which is Crater Lake. . . .
>
> This lake, as stated in the petition herewith enclosed, is one of the greatest natural wonders of the world. The surface of the water is 6,239 feet above the level of the sea. Its depth will average two thousand feet. It is entirely surrounded by precipitous walls or cliffs of great height, being at some points nearly two thousand feet. The diameter of this lake is six and one-half miles.
>
> Among the lakes of lesser importance are Diamond Lake, Crescent Lake, Wold's Lake and Bull Run Lake, all of which add to making this proposed reservation include several of the great natural wonders of the world.

> Elk, deer, and other noble game of the country, which have been quite plentiful in that country, are partly disappearing, and unless some reservation of this kind is made it is only a question of a few years when they will become entirely extinct.

While he found that most citizens in the state were in favor of the proposed reservation, he reported rumors that sheepherders from eastern Oregon were opposed. He observed that the sheepherders

> from the eastern portion of the State would oppose the proposition from the fact that they penetrate deeper into the mountains each year where they find excellent grass on territory formerly burned over for that purpose. The deliberate setting out of fires and consequent destruction of vast bodies of timber cause constant encroachment of sterility of what is now a source of moisture. [18]

On February 17, 1893, the Oregon state legislature added impetus to the campaign for a forest reserve or reserves in the Cascades by adopting a memorial to the president. The gist of the memorial, copies of which were sent to the Secretary of the Interior and the members of the Oregon congressional delegation, read:

> First. The immediate establishment of two reservations, viz: one of Mt. Hood, to be called Mt. Hood Reserve, and the other of Crater Lake, to be called Crater Lake Reserve, with such contiguous territory about each as shall seem proper.
>
> Second. The enlargement and extension of each said reservations so as to include the entire crest of the Cascade Mountains in Oregon, with a convenient space on each side thereof, just as soon as the same can be intelligently done after a prompt but careful investigation by the Interior Department, of any vested rights there may be in such territory. [19]

Responding to these petitions President Cleveland on September 28, 1893, issued a proclamation (a copy of which may be seen in Appendix A) establishing the Cascade Range Forest Reserve. In his annual report for 1894 Secretary of the Interior Hoke Smith described the reserve:

> The Cascade Range Forest Reserve, Oregon, runs across the State from north to south, embracing the crest of the Cascade Range, including at either end Mount Hood and Crater Lake. The reservation is 234 miles long, with an average width of 30 miles. The area is 7,020 square miles, or 4,492,800 acres. The summit of the Cascade Mountains embraces a narrow strip of land, the altitude ranging from 6,000 to 12,000 feet. Dense forests of very fine timber cover nearly the entire tract. Snow falls to a great depth, remaining until late in the summer, and in some places snow-capped mountains are to be seen the year round. This range can be properly called the watershed of the Pacific coast, and is the source of thousands of small streams tributary to larger ones.
>
> The principal rivers whose head waters are in this reserve are Hood River, Molalla River, the Mckenzie Fork, Middle Fork and Coast Fork of the Willamette River, Metolins River, Deschutes River, Forks of the Umpqua River, Rogue River, and Klamath River from Klamath Lake. There are also numerous lakes and points of interest in the reservation.
>
> This reserve, as stated above, embraces Mount Hood and Crater Lake, points of interest to tourists and others, and which had previously been petitioned for as separate reservations. The reserve was created upon petitions presented by

citizens of Portland and of the localities directly affected. [20]

In the same report Smith went on to describe the problems of inadequate appropriations for the reserves. The lack of funds was having a deleterious effect on the policing and protection of the natural resources in the reserves. He observed:

> Small appropriations for special agents have thus far made it impossible to detail any of them for the protection of the public forest reserves that have been from time to time created by Presidential proclamation, and which now include some 17,000,000 acres of land. Practically this great mass of reserved lands of this kind are no more protected by the Government than are the unreserved lands of the United States, the sole difference being that they are not subject to entry or other disposal under the public-land laws. Under date of May 12, 1894, this office, with the approval of the Secretary, issued a public notice for posting throughout the forest reserves, calling the attention of the public to the fact that the lands included therein were in a state of reservation, and warning the public against setting fire to the forests or otherwise injuring them, and requesting its aid in checking this evil.
>
> As indicative of the spirit of lawlessness prevailing among those depredating upon these lands, it is significant that, soon after these notices were posted, upon at least one reservation one-half of them were torn down and destroyed. In view of such action, it seems imperative that Congress should appropriate sufficient money to place at least one superintendent upon each of these reservations, and upon the larger ones to provide him with a sufficient number of assistants to enable him to see that the laws and regulations of this Department are respected and that public property shall not be wantonly destroyed. That such action is that of only a few, who are desirous of furthering their personal ends, is apparent from the number of memorials from State legislatures, petitions of governors, and other State officials, State forestry associations, as well as the American Forestry Association, proposing additional forest reserves and laying out their boundaries, with cogent reasons for their establishment. But again, owing to the limited force of special agents, it is ordinarily impossible for this office to detail any of them to make the examinations of the proposed reservations, which are necessary, prior to creating them. [21]

D. ADMINISTRATION OF NATIONAL FOREST RESERVES UNDER THE FOREST MANAGEMENT ACT OF 1897

Conservationists continued to promote the need for a national forestry system while bills to provide for effective administration and protection of the national forest reserves languished in Congress. As a result of lobbying efforts Congress in 1896 appropriated $25,000 to defray the "expenses of an investigation and report by the National Academy of Sciences on the inauguration of a national forestry policy for the forested lands of the United States." The funds were used to establish a National Forest Commission to be composed of leading scientists and conservationists with Charles S. Sargent as chairman and Gifford Pinchot as secretary. [22]

The National Forest Commission visited the forests on the public lands of the West during the summer of 1896. During the trip the commission members traversed the Cascade Range Forest Reserve. John Muir, one of the commission members, commented on this part of their investigation:

> Thence we turned southward and examined the great Cascade Mountain Forest Reserve, going up through it by Klamath Lake to Crater Lake on the summit of the range, and down by way of the Rogue River Valley, noting its marvellous wealth of lodge-pole pine, yellow pine, sugar-pine, mountain-pine, Sitka spruce, incense-cedar, noble silver-fir, and pure forests of the Paton hemlock--the most graceful of evergreens, but, like all the dry woods everywhere, horribly blackened and devastated by devilish fires. [23]

After visiting all of the national forest reservations the National Forest Commission presented its final report to Congress and President William McKinley on May 1, 1897. The report pointed out that, under existing conditions, the United States was unable to protect its timber lands "because the sentiment of a majority of the people in the public land states with regard to the public domain, which they consider the exclusive property of the people of those states and territories, does not sustain the Government in its efforts to protect its own property; juries, when rare indictments can be obtained, almost invariably failing to convict depredators." The report further stated that "civil employees often selected for political reasons and retained in office by political favor, insufficiently paid and without security in their tenure of office, have proven unable to cope with the difficulties of [protecting timber] . . . . The commission also noted that "a study of the forest reserves in their relation to the general development and welfare of the country, shows that the segregations of these great bodies of reserved lands cannot be withdrawn from all occupation and use, and that they must be made to perform their part in the economy of the nation."

The report described the conditions of the forest reserves. The Cascade Range Forest Reserve, according to the commission, had

> suffered severely from forest fires which have destroyed a considerable part of its most valuable timber, and from the pasturage of sheep which has been excessive, especially on the dry northern and eastern slopes of the mountains. If timber is taken from this reserve, it is only in small quantities and probably only for the use of actual settlers or the owners of small mines.

The commission found nomadic sheep husbandry to be a serious problem in the Cascades and nearby areas. The report noted:

> Nomadic sheep husbandry has already seriously damaged the mountain forests in those States and Territories where it has been largely practiced. In California and western Oregon great bands of sheep, often owned by foreigners, who are temporary residents of this country, are driven in spring into the high Sierras and Cascade ranges. Feeding as they travel from the valleys at the foot of the mountains to the upper alpine meadows, they carry desolation with them. Every blade of grass, the tender, growing shoots of shrubs, and seedling trees are eaten to the ground. The feet of these "hoofed locusts," crossing and recrossing the faces of steep slopes, tread out the plants sheep do not relish and, loosening the forest floor, produce conditions favorable to floods. Their destruction of the undergrowth of the forest and of the sod of alpine meadows hastens the melting of snow in spring and quickens evaporation.
>
> The pasturage of sheep in mountain forests thus increases the floods of early summer, which carry away rapidly the water that under natural conditions would not reach the rivers until late in the season, when it is most needed for irrigation, and by destroying the seedling trees, on which the permanency of forests depends, prevents natural forest reproduction, and therefore ultimately destroys the forests themselves. In California and Oregon the injury to the public domain

> by illegal pasturage is usually increased by the methods of the shepherds, who now penetrate to the highest and most inaccessible slopes and alpine meadows wherever a blade of grass can grow, and before returning to the valleys in the autumn start fires to uncover the surface of the ground and stimulate the growth of herbage. Unrestricted pasturing of sheep in the Sierras and southern Cascade forests, by preventing their reproduction and increasing the number of fires, must inevitably so change the flow of streams heading in these mountains that they will become worthless for irrigation. [24]

Congress, torn between a militant and well-organized sentiment in the East in favor of forest reservation and scientific forestry management and an irate West fighting against withdrawal and forest protection, was divided on the issue in the wake of the National Forest Commission report. These conflicting views were reflected in the Sundry Civil Appropriation Act (sometimes referred to as the Forest Management Act) of June 4, 1897, The law reaffirmed the power of the president to create reserves and confirmed all reservations created prior to 1897. However, it limited the type of lands to be reserved in the future, stating:

> No public forest reservation shall be established, except to improve and protect the forest within the reservation, or for the purpose of securing favorable conditions of water flows, and to furnish a continuous supply of timber for the use and necessities of citizens of the United States; but it is not the purpose or intent of these provisions, or of the Act providing for such reservations, to authorize the inclusion therein of lands more valuable for the mineral therein, or for agricultural purposes, than for forest purposes.

The law granted the basic authority necessary for the federal government to regulate the occupancy and use of the forest reserves and guarantee their protection:

> The Secretary of the Interior shall make provisions for the protection against destruction by fire and depredations upon the public forests and forest reservations which may have been set aside or which may be hereafter set aside under the said Act of March third, eighteen hundred and ninety-one, and which may be continued; and he may make such rules and regulations and establish such service as will insure the objects of such reservations, namely, to regulate their occupancy and use and to preserve the forests thereon from destruction; and any violation of the provisions of this Act or such rules and regulations, shall be punished as is provided for in the Act of June fourth, eighteen hundred and eighty-eight, amending section fifty-three hundred and eight-eight of the Revised Statutes of the United States. [25]

In accordance with the provisions of the law Binger Hermann, who had been appointed Commissioner of the General Land Office, prepared rules and regulations for the administration and protection of the forest reserves. These regulations (a copy of which may be seen in Appendix C) were approved by Secretary of the Interior Cornelius N. Bliss on June 30, 1897. Later on March 21, 1898, the rules and regulations were amended (a copy of the amendments may also be seen in Appendix C). [26]

In 1897 Secretary Bliss commented on the effect of the regulations as well as the difficulties encountered in the initial efforts of the department to enforce them. Among other things he observed:

> These rules and regulations have been widely distributed, with a view to a better understanding of the subject by the public, and their publication has been secured

> by the agents of this Office in many of the newspapers of the West as a matter of news .
>
> More general interest is taken in the subject of forest preservation and reservation, and as it is the more inquired into by the people directly affected, the advocates of an efficient forest administration increase in number.
>
> The promulgation of the law and the rules and regulations has, in itself, had a tendency to create greater interest in the matter and to cause the public to observe more closely the regulations and the penalties for the violation thereof.
>
> Since the 1st of July, 1897, under the meager appropriation at the disposal of the Department for the purpose, but six special forest agents and supervisors have been appointed for the purpose of patrolling the forest reserves and enforcing the observance of the regulations. It is needless to say that this force is infinitesimal, considering the magnitude of the work and the territory to be covered. As a region requiring more immediate attention, they were assigned to the reserves in California, Oregon, Washington, Arizona, and New Mexico. it is too early to speak particularly of the work performed by them, but I am justified in saying that their presence in the reservations has already been felt beneficially by a more general observance of the regulations and by the suppression of what might have proved to be very destructive forest fires.
>
> The duties of these forest agents are many, and it goes without saying that the force will have to be very materially increased to fulfill the requirements of the forest-reserve law. It is in the interest of economy and a wise policy to increase the force to make it effective. A well-trained force of 50 or 60 forest agents and patrolmen judiciously distributed through the several States and Territories embracing forest reserves can readily be made the means of preserving millions of dollars' worth of public timber annually from the spoilation of trespassers and destruction by fire at a relatively slight cost to the Government, to say nothing of the importance of forest preservation and the growth and use of merchantable timber for the future generations. [27]

By July 1898 there were thirty forest reservations in the United States embracing an estimated area of 40,719,474 acres. Increased appropriations for fiscal year 1899 enabled the General Land Office to expand its forestry operations and "place a graded force of officers in control of the reserves." The reservations were grouped into eleven districts, each under a forest superintendent. The reserves were placed in immediate charge of forest supervisors with forest rangers under them to patrol the reserves, prevent forest fires and trespass from all sources, and see to the proper cutting and removal of timber.

Instructions were developed for the forest superintendents to guide the administration of the reserves. In regard to forest fires the forest superintendents were directed:

> Fire being the paramount danger to which the public forests are exposed, in comparison with which damage from all other sources is insignificant, it is desired that you will see to it that the utmost vigilance and energy are exercised by your forest force to prevent the starting and spread of fires in the reservations under your care.
>
> Each officer should be charged to make the matter of fires in his district the subject of close and careful study, with a view to ascertaining and reporting the chief causes of fires in the different localities and devising means to prevent the same.

> They should specially keep a constant watch to prevent fires occurring through the following sources:
>
> 1. Hunters, trappers, and other camping parties; more especially those made up of inexperienced persons from towns, who are known to be a fertile source of forest fires.
>
> 2. Sheep men, who set out fires to increase pasturage.
>
> 3. Prospectors, who frequently set fires to uncover the rock.
>
> 4. Parties constructing railroads or making other roadways through the forests.
>
> 5. Lumbermen, who should be required to clear the ground of all lops, tops, and other debris resulting from their operations.
>
> The localities specially exposed by reason of settlement, railway construction, lumbering operations, sheep grazing, mining operations, or other causes, should be closely watched, and prompt action taken not only to prevent and extinguish fires, but to bring to justice all parties responsible for fires originating from either carelessness or malicious intent.

The superintendents were instructed "to further report on advisable measures to adopt in devising the most practicable system of patrolling the reservations." Specifically, they were to report on the establishment of patrols and signal stations and telephonic connections between the two. As to sheep grazing the superintendents were "to inquire into and report upon" the "impact of pasturage on the forests," and make recommendations to minimize such negative impacts. [28]

E. CRATER LAKE AND THE CASCADE RANGE FOREST RESERVE: 1894-1902

While Congress and the Department of the Interior were grappling with forest management issues during the 1890s, Crater Lake and the Cascade Range Forest Reserve received considerable attention from various state and federal government bodies, political interest groups, and scientific experts.

Controversy over sheep grazing in the reserve developed after April 14, 1894, when the federal government took its first official action against such activity in the forest reserves. On that date regulations were issued prohibiting the "driving, feeding, grazing, pasturing, or herding of cattle, sheep or other live stock" in the reserves. Responding to political pressures from eastern Oregon sheepherders, as well as Klamath County settlers, the Oregon state legislature in February 1895 passed a memorial requesting that the portion of the reserve south of township 32, South Willamette Meridian in Klamath County, be opened for "sale, purchase, settlement, and homestead." [29]

By late 1895 the sheepherding interests of eastern Oregon had developed a scheme to reduce the size of the reserve and thus give them access to greater areas of the Cascades for grazing of their flocks. Their petition was included with a letter sent by Senator John H. Mitchell to S.W. Lamoreaux, Commissioner of the General Land Office, on November 30, 1895:

> There is a general belief upon the part of the people of the State of Oregon that a grave mistake was made in the proclamation of the President of September 28,

> 1893, creating the Cascade Range Forest Reserve in that State in this, that entirely too extensive a region of country was included in that reserve, embracing as it does a strip of land from 30 to 60 odd miles wide, perhaps, the whole length of the State. And it is believed that this proclamation should be so modified as to divide the same into two reservations--one of which shall include Mount Hood and all the land North of it in the State of Oregon and all the land in the present reservation for a distance of 25 or 30 miles south of the base of Mount Hood; the other to include Crater Lake in Southern Oregon and the whole of the present reservation in Oregon South of that Lake, and also for a distance of 25 or 30 miles North of the same; and it is my intention to prepare at an early date an application to the President with a view to such modification. . . .
>
> I would suggest that the Northern line be located at a distance of about 30 miles South of the snow line of Mount Hood and the Southern line about 30 miles North of the North shore of Crater lake, and that the whole of the reservation between these lines be released from the reservation and thrown open to settlement. [30]

Several months later on February 10, 1896, Mitchell followed up this letter with another, recommending that the lands in the reserve be subdivided into five separate tracts. These were to be designated the Mount Hood Public Reservation (322,000 acres), the Crater Lake Public Reservation (936,000 acres), and the Mount Jefferson Public Reservation (30,000 acres), with the two remaining tracts (totaling 3,320,000 acres) to be restored to the public domain. He observed that the forest reserve had been created without protest from the Oregon citizenry, because they did not realize the magnitude of the area it would embrace or that it would exclude from further settlement vast areas of land which he claimed were valuable for agricultural and mining purposes. The sheepherders of eastern Oregon were feeling the economic pinch by having their flocks of more than 400,000 sheep excluded from the eastern slopes of the Cascades for summer grazing.

To counter these proposals Steel and other like-minded conservationists in Oregon put up a stiff lobbying effort with President Cleveland and Secretary of the Interior Smith. On March 6 General Land Office Commissioner Lamoreaux responded to Mitchell with the support of Cleveland by observing:

> I have the honor to report that the creation of the "Cascade Range Forest Reserve" was recommended by the "Oregon Alpine Club," endorsed by various State, City and Boards of Trade officers, and others, and by a Special Agent of this office after an apparently careful and thorough personal investigation into all of the facts and circumstances involved, who in his report states that the citizens generally are unanimously in favor of the reserve being made.
>
> In view of these facts of record, I do not feel warranted in recommending the sub-dividing of the reserve and the restoration to the public domain of nearly three-fourths of the area embraced therein, without first having a careful and thorough field examination made, by competent and reliable special agents, to ascertain the exact portions of the reserve which are valuable for agricultural or mining purposes, and should be open to entry or location; and as such an examination would involve the services of not less than three special agents for several months, at a heavy expense, I do not feel justified in ordering such an examination to be made unless so directed by the Department. [31]

The lobbying efforts led by Steel against the potential breakup of the Cascade Range Forest Reserve were channeled through the Mazamas, a mountaineering club that he had organized

in 1894. A preliminary organization was formed and on July 17, 1894, some 350 persons met at Steel's ranch on the south slope of Mount Hood to hold a campfire. Two days later the club, named after a vanishing species of mountain goat, was formally established on the summit of Mount Hood by some 197 persons who had participated in the ascent. Thereafter, Steel used the club as a vehicle to champion the preservation of the forest reserve against the depredations of timber companies, sheepherders, and land developers. Representing the executive council of the Mazamas, Steel went to Washington to urge Congress and Department of the Interior officials to take more stringent measures to protect the natural resources and scenery of the reserve.

In an attempt to promote preservation of the reserve the Mazamas at Steel's suggestion held a summer outing and mountain-climbing excursion at Crater Lake in August 1896. The trip had the nature of a scientific expedition, since a number of professional men were invited to join the group. These included C. Hart Merriam, chief of the U.S. Biological Survey; J.S. Diller, geologist of the U.S. Geological Survey; Frederick V. Colville, chief botanist of the U.S. Department of Agriculture; and BartonW. Evermann, an icthyologist with the U.S. Fish Commission. Some fifty Mazamas joined these men on the crater rim in mid-August, along with several hundred individuals traveling by wagon and on foot from Ashland, Medford, Klamath Falls, the Fort Klamath Indian Reservation, and the nearby army post at Fort Klamath. Guided nature walks and campfire lectures by the scientists on the flora, fauna, and geology of the region occupied the group's time. A meeting of the executive committee of the Mazamas was held in the crater of Wizard Island. The excursion culminated in the christening of "Mount Mazama," the mountain containing Crater Lake, with appropriate ceremonies on August 21. [32]

The most important result of the excursion was that each of the scientists eventually recommended passage of a bill creating Crater Lake as a national park. Their arguments were made on the basis that the area was a natural wonder favorably situated for a healthful and instructive pleasure resort; potentially valuable for scientific study; a potential contributor to the economic prosperity of the region; and too susceptible to forest fires and worthy of greater care than it was receiving as a forest reserve. [33]

Following the 1896 excursion, the Mazamas began publication of a periodical Mazama that avidly supported national park status for Crater Lake. In 1897 Earl Morse Wilbur published an article in the periodical heralding the lake as one of "the seven greatest scenic wonders of the United States." In the article he described the three main routes to the relatively inaccessible lake. The shortest route led from the Southern Pacific Railroad at Medford and followed up the Rogue River Valley. A second route, known as "the Dead Indian Road," proceeded from the railroad at Ashland, passing by the Lake of the Woods and Pelican Bay on Klamath Lake. The third route left the railroad at Ager, California, and proceeded through Klamath Falls to Fort Klamath where it joined the Dead Indian Road. Wilbur went on to list four things that needed to be done to make Crater Lake a more popular resort:

> But to make Crater Lake more popular as a resort for tourists and other visitors, much must yet be done to make it more easy to go there and more comfortable to stay. If it had the improved turnpikes, the easy stages, and the comfortable hotels which have made it easy for visitors to enjoy the grandeur of the Yosemite Valley without great fatigue or discomfort, Crater Lake would gradually and rapidly become recognized as Yosemite's great rival on the Pacific Coast. When the routes of approach have been improved, when a plain but comfortable hotel has been built, when an elevator has been constructed so that one may descend to the water without great exertion, and when a steam launch has been placed on the Lake, the four things will have been done which must be done before Crater Lake can expect to be visited by any considerable number of people from a

> distance. Perhaps the first step in this direction would be to have the Lake and its vicinity set aside as a National Park. . . . [34]

During the August 1896 expedition to Crater Lake Barton W. Evermann conducted research for the U.S. Fish Commission, the results of which were published the following year. While the lake was found to contain no fish, he reported favorably on the quality of the water and its potential for fish food. He noted that small crustaceans flourished in the water and salamanders occurred in abundance along the shore. Several larval insects and one species of mollusk were also found. He noted that the level of the lake sank at the rate of one inch every five to six days, depending on weather conditions. The temperature of the water at different depths was taken as follows:

> Surface - 60°
> Depth of 555 feet - 39°
> Depth of 1,043 feet - 41°
> Depth of 1,623 feet (bottom) - 46°

While the increase of temperature with the depth suggested "that the bottom" might "yet be warm from volcanic heat," it was determined that further observations were needed to "establish such an abnormal relation of temperatures in a body of water." [35]

In July 1897 an article appeared in the Annual Report of the Smithsonian Institution describing the various scientific studies that had been conducted at Crater Lake. J.S. Diller, an employee of the U.S. Geological Survey, discussed the various geographical and geological features of the lake. Among his glowing observations which prompted him to call for national park status for Crater Lake were:

> Aside from its attractive scenic features, Crater Lake affords one of the most interesting and instructive fields for the study of volcanic geology to be found anywhere in the world. Considered in all its aspects, it ranks with the Grand Canyon of the Colorado, the Yosemite Valley, and the Falls of Niagara, and it is interesting to note that a bill has been introduced in Congress to make it a national park for the pleasure and instruction of the people. [36]

In January 1898 Frederick V. Colville, chief botanist of the Department of Agriculture, submitted a report on sheep grazing in the Cascade Range Forest Reserve. The investigation was performed in response to a request by the Department of the Interior for a disinterested study in view of the bitter controversy that had been raging over sheep grazing in the reserve. During the summer of 1896 several sheepherders and owners who were grazing sheep on the reserve were arrested under special instructions from the Attorney General of the United States. Later "these cases assumed the form of civil instead of criminal proceedings," and on September 3 suit was brought in the U.S. District Court of Oregon against several owners to enjoin them from grazing within the reserve. In May 1897, the Attorney General, in view of the expected passage of the Forest Management Act, issued instructions that the injunction suits be discontinued. Thus, subsequent to the passage of the act and the formulation of comprehensive rules and regulations the investigation by Colville was initiated.

After studying the sheep grazing problem in the reserve, Colville rejected the two proposals that had been recommended as remedial measures--the total exclusion of sheep and the abolition of the reserve. Instead he proposed ten recommendations that should be taken at once "to save and perpetuate the timber supply and the water supply of middle Oregon:"

> 1 . Exclude sheep from specified areas about Mount Hood and Crater Lake.
>
> 2. Limit the sheep to be grazed in the reserve to a specified number, based on the

number customarily grazed there.

3. Issue five-year permits allowing an owner to graze on a specified tract, limiting the number of sheep to be grazed on that tract, and giving the owner the exclusive grazing right.

4. Require as a condition of each permit that the owner use every effort to prevent and to extinguish fires on his tract, and report in full the cause, extent, and other circumstances connected with each fire.

5. Reserve the right to terminate a permit immediately if convinced that an owner is not showing good faith in the protection of the forests.

6. In the allotment of tracts secure the cooperation of the wool-growers association of Crook, Sherman, and Wasco counties through a commission of three stockmen, who shall receive written applications for range, adjudicate them, and make recommendations, these recommendations to be reviewed by the forest officer and finally passed upon by the Secretary of the Interior.

7. Ask the county associations to bear the expenses of the commission.

8. Charge the cost of administration of the system to the owners in the form of fees for the permits.

9. If the woolgrowers decline to accept and to cooperate in the proposed system, exclude sheep absolutely from the reserve.

10. If after five years' trial of the system forest fires continue unchecked, exclude sheep thereafter from the reserve.

Relative to the area around Crater Lake and Mount Hood that he wished to see closed to sheep grazing, Colville stated:

> The first step toward a satisfactory system of sheep-grazing regulations in the Cascade Reserve is to provide absolute protection for those places which the people of the State require as public resorts or for reservoir purposes. The grandeur of the natural scenery of the Cascades is coming to be better known. Even before the forest reserve was created a movement was on foot to have the Mount Hood region and the Crater Lake region set aside as national parks, and since the reserve was created the eminent desirability and propriety of the earlier movement has been clearly recognized, both in the continued efforts of the people to keep sheep from grazing in these regions and in the concession in the petition of the sheep owners that if the Cascade Reserve as a whole be abolished the Crater Lake and Mount Hood regions be maintained as smaller and separate reserves on which sheep be not allowed to graze. . . .

In terms of how much land should be included in the closed area at Crater Lake, he recommended:

> After going twice carefully over the ground at Crater Lake and consulting with various men well informed on the subject, especially Capt. O.C. Applegate, of Klamath Falls, I question whether a better area can be adopted than that covered by the special Crater Lake contour map, published by the United States Geological Survey, which extends from longitude 122° to 122° 15', and from latitude 42° 50' to 43° 04'. At present no sheep are grazed in the vicinity of Crater

> Lake, but for a few years up to and including 1896 a small amount of summer grazing was carried on in the watershed of Anna Creek and that of the upper Rogue River. [37]

In 1899 some of the recommendations of the Colville study were implemented. Upon the recommendation of the General Land Office the Secretary of the Interior approved permits to graze a limited number of sheep within restricted areas of the Cascade Range Forest Reserve. [38]

While the sheepherding controversy continued in the reserve Crater Lake received increasing attention in national periodicals. The thrust of these articles was for greater protection of the reserve and national park designation for Crater Lake. One such article appeared in the February 17, 1898, issue of Nature. The author described the scenic beauty and relative inaccessibility of the lake:

> Crater Lake is situated nearly in 43° N. and 122° W. It may be reached from several stations on the railway between Portland, Oregon, and San Francisco, by roads, usually bad, and as yet there is no house of any kind near its shore. Leaving the Southern Pacific Railway at Medford, one may reach it by 85 miles of road up the Rogue River valley. From Ashland a road of 95 miles must be traversed; but the best road--one which is practicable for bicycles--is from Ager, Cal., past the deserted Fort Klamath, a distance of 116 miles. The whole country is covered with dense coniferous forest. In approaching the lake, there is a steep climb for about three miles; then the forest-clad mountain slope gives place to a nearly level plateau, carpeted in autumn with flowers, across which one walks a few hundred yards with nothing to see, until suddenly a precipice of 900 feet yawns at one's very feet, and deep below the dazzling blue water of Crater Lake spreads far and wide. The weird grandeur of the scene accounts to the full for the superstitious awe with which the Indians of the district regard the lake. [39]

In the aftermath of the Forest Management Act, which made provision for the survey of the forest reserves, the U.S. Senate passed a resolution on February 28, 1898, "calling on the Secretary of the Interior for a report on the survey of the forest reserves' by the U.S. Geological Survey. The summary section of the report, which was devoted to a description of the resources and activities in the Cascade Range Forest Reserve stated that it consisted of 4,492,800 acres, of which 461,920 were railroad land. Some 95 percent of the reserve was forested with 75 percent "marked by fire" and 90 percent "badly burned." Accordingly, a force of two rangers, five forest guards, and thirty fire watchers was recommended for the reserve. Furthermore the report contained the following data on the reserve:

> A rugged mountainous region, densely timbered on the western slope, with much open land cleared by fire, and suitable for grazing.
>
> > Fire has done, and is still doing, very serious injury.
> > Irrigation is but little practiced on either slope.
> > Mining has little present or prospective importance.
> > Agriculture can attain little development within the reserve.
> > The grazing of sheep should be permitted tentatively and under careful restrictions.
> > The commercial development of this reserve is not demanded for the present. [40]

During 1900-01 various boundary changes were made to the Cascade Range Forest Reserve. On October 9, 1899, citizens of Wasco County submitted the following petition to the

General Land Office:

> We ask that you extend the reserve, and include within its borders the line of townships adjoining it on the east, or, in other words, we pray you that the east line of the Cascade Forest Reserve be moved 6 miles farther east than at present, between the East Fork of Hood River on the north and White River on the south, and that all of township 1 north of range 11 east of the Willamette meridian also be included in said forest reserve, and that all herded stock be excluded therefrom.

After several studies of the question were conducted by Forest Superintendent S.B. Ormsby a presidential proclamation was issued on July 1, 1901, adding 142,080 acres to the reserve. This addition included most of the land requested by the Wasco County citizens, but excluded "township 1 north, range 11 east, and the north 1/2 of township 1 south" because there were many permanent settlers on those lands. At the recommendation of Ormsby the proclamation included the addition of "township 5 south, ranges 9 and 10 east, and the strip of land lying directly south thereof and extending to the north line of the Warm Springs Indian Reservation."

On June 29, 1900, two townships comprising 46,080 acres were eliminated from the reserve by executive order. Townships 22 and 23 south, range 9 east on the eastern border of the reserve were eliminated on behalf of ranchers and sheep owners who prior to the creation of the reserve had established homes and made improvements on their lands. The townships were deemed nonessential to forest usage and water conservation purposes, their primary value being derived from agricultural utilization. As they were on the border of the reserve, it was determined that they could be eliminated without affecting the integrity or obstructing the control of the reservation. [41]

APPENDIX A:
Proclamation No. 6

(No. 6)

By the President of the United States of America

A PROCLAMATION

September 28, 1893

Preamble Vol. 26 P. 1103

Whereas, it is provided by section twenty-four of the Act of Congress, approved March third, eighteen hundred and ninety-one, entitled, "An act to repeal timber-culture laws, and for other purposes," "That the President of the United States may, from time to time, set apart and reserve, in any State or Territory having public land bearing forests, in any part of the public lands wholly or in part covered with timber or undergrowth, whether of commercial value or not, as public reservations, and the President shall, by public proclamation, declare the establishment of such reservations and the limits thereof;"

And Whereas, the public lands in the State of Oregon, within the limits hereinafter described, are in part covered with timber, and it appears that the public good would be promoted by setting apart and reserving said lands as a public reservation.

Forest reservation

Now, Therefore, I, Grover Cleveland, President of the United States, by virtue of the power in me vested by section twenty-four of the aforesaid Act of

Oregon Congress, do hereby make known and proclaim that there is hereby reserved from entry or settlement and set apart as a Public Reservation, all those certain tracts, pieces or parcels of land lying and being situate in the State of Oregon, and particularly described as follows: to wit:

Boundaries Beginning at the meander corner at the intersection of the range line between Ranges six (6) and seven (7) East, Township two (2) North, Willamette Meridian, Oregon, with the mean high-water-mark on the south bank of the Columbia River in said State; thence north-easterly along said mean high-water-mark to its intersection with the township line between townships two (2) and three (3) North; thence easterly along said township line to the north-east corner of Township Two (2) North, Range eight (8) East; thence southerly along the range line between Ranges eight (8) and nine (9) East, to the south-west corner of Township two (2) North, Range nine (9) East, thence westerly along the township line between Townships one (1) and two (2) North, to the north-west corner of Township one (1) North, Range nine (9) East; thence southerly along the range line between Ranges eight (8) and nine (9) East; to the southwest corner of Township one (1) North, Range nine (9) East; thence easterly along the Base Line to the northeast corner of Township one (1) South, Range ten (10) East; thence southerly along the range line between Ranges ten (10) and eleven (11) East, to the southeast corner of Township four (4) South, Range ten (10) East; thence westerly along the Township line between Townships four (4) and five (5) South, to the south-west corner of Township four (4) South, Range nine (9) East; thence southerly along the west boundary of Township five (5) South; Range nine (9) East, to its intersection with the west boundary of the Warm Springs Indian Reservation; thence south-westerly along said Indian reservation boundary to the south-west corner of said reservation; thence south-easterly along the south boundary of said Indian reservation to a point on the north line of Section three (3) township twelve (12) South, Range nine (9) East, where said boundary crosses the township line between Townships eleven (11) and twelve (12) South, Range nine (9) East; thence easterly to the northeast corner of Township twelve (12) South, Range nine (9) East; thence southerly along the range line between Ranges nine (9) and ten (10) east, to the south-east corner of Township thirteen (13) South, Range nine (9) East; thence westerly along the Third (3rd) Standard Parallel South, to the northeast corner of Township fourteen (14) South, Range nine (9) East; thence southerly along the range line between Ranges nine (9) and ten (10) East, to the south-east corner of Township fifteen (15) South, Range nine (9) East; thence easterly along the Third (3rd) Standard Parallel South, to the north-east corner of Township sixteen (16) South, Range nine (9) East; thence southerly along the range line between Ranges nine (9) and ten (10) East, to the south-east corner of Township twenty (20) South, Range nine (9) East; thence easterly along the Fourth (4th) Standard Parallel South, to the north-east corner of Township twenty one (21) South, Range nine (9) East; thence southerly along the range line between Ranges nine (9) and ten (10) East, to the south-east corner of Township Twenty-three South, Range nine (9) East; thence westerly along the township line between Townships twenty-three (23) and twenty-four (24) South, to the southeast corner of Township twenty-three (23) South, Range six (6) East; thence southerly along the range line between Ranges six (6) and seven (7) East to the southwest corner of Township twenty-five (25) South, Range seven (7) East; thence westerly along the Fifth (5th) Standard Parallel South, to the point for the north-west corner of Township twenty six (26) South, Range seven East; thence southerly along the surveyed and unsurveyed west boundaries of Townships twenty six (26) twenty seven (27), twenty-eight (28) twenty-nine (29) and thirty (30) South, to the southwest

corner of Township thirty (30) South, Range seven (7) East; thence westerly along the unsurveyed Sixth (6th) Standard Parallel South, to the point for the north-west corner of Township thirty-one (31) South, Range seven and one half (7-1/2) East; thence southerly along the surveyed and unsurveyed west boundaries of ownerships thirty one (31) thirty-two (32) and thirty three (33) South, Range seven and one half (7-1/2) East, to the south-west corner of Township thirty three (33) South, Range seven and one half (7-1/2) East; thence easterly along the township line between Townships thirty-three (33) and thirty-four (34) South to the north-east corner of Township thirty-four (34) South, Range six (6) East; thence southerly along the east boundaries of Townships thirty four (34) and thirty-five (35) South, Range six (6) East, to the point of intersection of the east boundary of Township thirty-five (35) South, Range six (6) East, with the west shore of Upper Klamath Lake; thence along said shore of said lake to its intersecion with the range line between Ranges (6) and seven (7) East, in Township thirty-six (36) South; thence southerly along the range line between Ranges six (6) and seven (7) East, to the southeast corner of Township thirty-seven (37) and thirty eight (38) South to the south-west corner of Township thirty-seven (37) South, Range four (4) East; thence northerly along the range line between Ranges three (3) and four (4) East, to the north-west corner of Township thirty six (36) South, Range four (4) East; thence easterly along the Eighth (8th) Standard Parallel South, to the south-west corner of Township thirty five (35) South, Range four (4) East; thence northerly along the range line between Range 3 & Range four (4) East; to the southwest corner of Township thirty-one (31) South, Range four (4); thence westerly along the township line between Townships thirty-one (31) and thirty-two (32) South, to the southwest corner of Township thirty one (31) South, Range one (1) East; thence northerly along the surveyed and unsurveyed Willamette Meridian to the northwest corner of Township twenty (20) South, Range one (1) East; thence easterly along the township line between Townships nineteen (19) and twenty (20) South, Range (1) East; thence northerly along the range line between Ranges one (1) and two (2) East, to the northwest corner of Township eighteen (18) South, Range two (2) East; thence easterly along the township line between Townships seventeen (17) and eighteen (18) South, to the south-east corner of Township seventeen (17) South, Range two (2) East; thence northerly along the range line between Ranges two (2) and three (3) East, to the south-west corner of Township seventeen (17) South, Range three (3) East; thence easterly along the surveyed and unsurveyed township line between Townships seventeen (17) and eighteen (18) South, to the point for the southeast corner of Township seventeen (17) South, Range four (4) East; thence northerly along the surveyed and unsurveyed range line between Ranges four (4) and five (5) East, subject to the proper easterly or westerly offsets on the Third (3rd), Second (2nd) and First (1st) Standard Parallels South, to the northwest corner of Township five (5) South, Range Five (5) East; thence easterly along the township line between Townships four (4) and five (5) South, to the southeast corner of Township four (4) South, Range six (6) East; thence northerly along the range line between Ranges six and seven (7) East to the north-west corner of Township four (4) South, Range seven (7) East; thence easterly along the township line between Townships three (3) and (4) South, to the southwest corner of Section thirty-four (34), Township three (3) South, Range seven (7) East; thence northerly along the surveyed and unsurveyed section line between Sections thirty-three (33), twenty-one (21) and twenty two (22), fifteen (15) and sixteen (16), nine (9) and ten (10) and three (3) and four (4), to the northwest corner of Section three (3) of said Township and Range; thence easterly along the surveyed and unsurveyed township line between Townships two (2) and three (3) South, to the point for

the southeast corner of Township two (2) South, Range eight (8) East; thence northerly along the unsurveyed range line between Ranges eight (8) and nine (9) East, to the southeast corner of Township one (1) South, Range eight (8) East; thence westerly along the township line between Townships one (1) and two (2) South, to the southeast corner of Section thirty-four, Township one (1) South, Range eight (8) East; thence northerly along the section line between Sections thirty-four (34) and thirty five (35) twenty-six (26) and twenty-seven (27) and twenty two (22) and twenty three (23) to the north-east corner of Section twenty-two (22) thence westerly along the section line between Sections fifteen (15) and twenty-two (22) to the south-east corner of Section sixteen (16); thence northerly on the section line between Sections fifteen (15) and sixteen (16) to the point for the northeast corner of Section sixteen (16); thence westerly along the section line between Sections nine (9) and sixteen (16) to the southeast corner of Section eight (8); thence northerly along the section line between Sections eight (8) and nine (9) and four (4) and five (5) to the northwest corner of Section four (4); Township one (1) South, Range eight (8) East; thence along the unsurveyed section lines northerly to the point for the northeast corner of Section thirty-three (33) westerly to the point for the north-east corner of Section thirty-two (32), northerly to the point for the northeast corner of Section eight (8), westerly to the point for the south-west corner of Section six (6); thence northerly along the unsurveyed range line between Ranges seven (7) and eight (8) East, to the point for the northwest corner of Township one (1) North, Range eight (8) East; thence westerly along the unsurveyed township line between Townships one (1) and two (2) North, to the north-west corner of Township one (1) North Range seven (7) East; thence northerly along the surveyed and unsurveyed range line between Ranges six (6) and seven (7) East, to the meander corner at its intersection with the mean high water mark on the south bank of the Columbia River, the place of beginning.

Excepting from the force and effect of this proclamation all lands which may have been, prior to the date hereof, embraced in any legal entry or covered by any lawful filing duly of record in the proper United States Land Office, or upon which any valid settlement has been made pursuant to law, and the statutory period within which to make entry or filing of record has not expired; and all mining claims duly located and held according to the laws of the United States and rules and regulations not in conflict therewith;

Provided that this exception shall not continue to apply to any particular tract of land unless the entryman, settler or claimant continues to comply with the law under which the entry, filing, settlement or location was made.

Warning is hereby expressly given to all persons not to enter or make settlement upon the tract of land reserved by this proclamation.

In witness whereof, I have hereunto set my hand and caused the seal of the United States to be affixed.

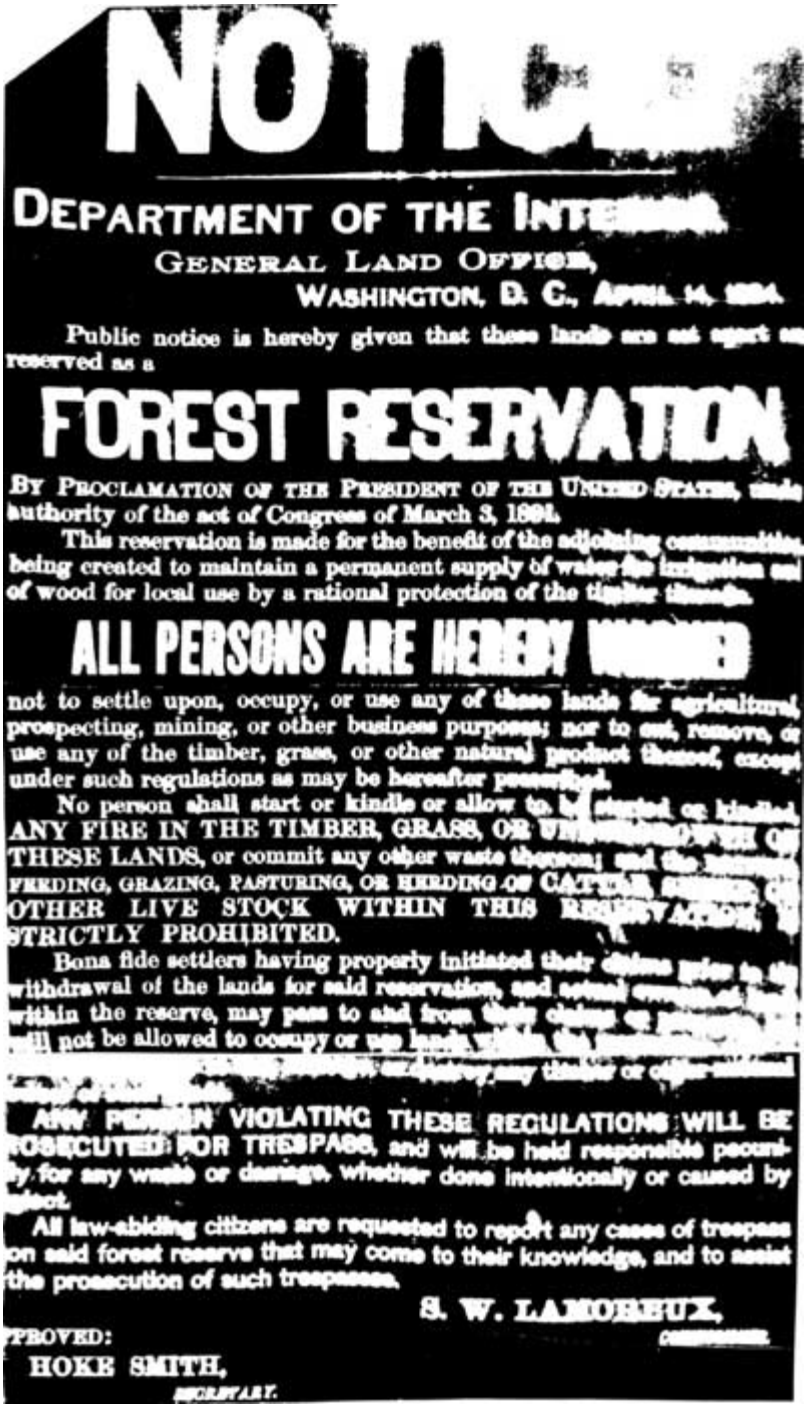
Done at the City of Washington, this twenty-eighth day of September, in the year of our Lord, one thousand eight hundred and ninety three, and of the Independence of the United States, the one hundred and eighteenth.

Grover Cleveland
By the president:
Alvey A. Adee

Acting Secretary of State

Steel Scrapbooks, Forest Reserves, No. 24, Vol. I, Museum Collection, Crater Lake National Park.

APPENDIX B:



NOTICE

DEPARTMENT OF THE INTERIOR

GENERAL LAND OFFICE,

WASHINGTON, D. C., APRIL 14, 1894.

Public notice is hereby given that these lands are and appear reserved as a

FOREST RESERVATION

BY PROCLAMATION OF THE PRESIDENT OF THE UNITED STATES, made authority of the act of Congress of March 3, 1891.

This reservation is made for the benefit of the adjoining communities being created to maintain a permanent supply of water for irrigation and of wood for local use by a rational protection of the timber thereon.

ALL PERSONS ARE HEREBY WARNED

not to settle upon, occupy, or use any of these lands for agricultural, prospecting, mining, or other business purposes; nor to cut, remove, or use any of the timber, grass, or other natural product thereof, except under such regulations as may be hereafter prescribed.

No person shall start or kindle or allow to be started or kindled ANY FIRE IN THE TIMBER, GRASS, OR UNDERBRUSH ON THESE LANDS, or commit any other waste thereon; and the herding, FEEDING, GRAZING, PASTURING, OR HERDING OF CATTLE, SHEEP, OR OTHER LIVE STOCK WITHIN THIS RESERVATION IS STRICTLY PROHIBITED.

Bona fide settlers having properly initiated their claims prior to the withdrawal of the lands for said reservation, and actual residents within the reserve, may pass to and from their claims as [illegible] will not be allowed to occupy or use lands [illegible] for any timber or other material.

ANY PERSON VIOLATING THESE REGULATIONS WILL BE PROSECUTED FOR TRESPASS, and will be held responsible pecuniarily for any waste or damage, whether done intentionally or caused by accident.

All law-abiding citizens are requested to report any cases of trespass on said forest reserve that may come to their knowledge, and to assist in the prosecution of such trespassers.

S. W. LAMOREUX,
Commissioner.

APPROVED:
HOKE SMITH,
Secretary.

Steel Scrapbooks, Forest Reserves, No. 24, Vol. I, Museum Collection, Crater Lake National Park.

APPENDIX C:

Rules and Regulations Governing Forest Reserves Established Under

Section 24 of the Act of March 3, 1891 (26 Stats., 1095).

[CIRCULAR.]

DEPARTMENT OF THE INTERIOR,
GENERAL LAND OFFICE,
Washington, D. C., June 30, 1897.

1. Under the authority vested in the Secretary of the Interior by the act of Congress, approved June 4, 1897, entitled "An act making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and ninety-eight, and for other purposes," to make such rules and regulations and establish such service as will insure the objects for which forest reservations are created under section 24 of the act of March 3, 1891. (26 Stats., 1095), the following rules and regulations are hereby prescribed and promulgated:

OBJECT OF FOREST RESERVATION.

2. Public forest reservations are established to protect and improve the forests for the purpose of securing a permanent supply of timber for the people and insuring conditions favorable to continuous water flow.

3. It is the intention to exclude from these reservations, as far as possible, lands that are more valuable for the mineral therein, or for agriculture, than for forest purposes; and where such lands are embraced within the boundaries of a reservation, they may be restored to settlement, location, and entry.

PENALTIES FOR VIOLATION OF LAW AND REGULATIONS.

4. The law under which these regulations are made provides that any violation of the provisions thereof, or of any rules and regulations thereunder, shall be punished as is provided for in the act of June 4,1888 (25 Stats, 166), amending section 5388 of the Revised Statutes, which reads as follows:

That section fifty-three hundred and eighty-eight of the Revised Statutes of the United States be amended so as to read as follows: "Every person who unlawfully cuts, or aids or is employed in unlawfully cutting, or wantonly destroys or procures to be wantonly destroyed, any timber standing upon the land of the United States which, in pursuance of law, may be reserved or purchased for military or other purposes, or upon any Indian reservation, or lands belonging to or occupied by any tribe of Indians under authority of the United States, shall pay a fine of not more than five hundred dollars or be imprisoned not more than twelve months, or both, in the discretion of the court."

This provision is additional to the penalties now existing in respect to punishment for depredations on the public timber. The Government has also all the common-law civil remedies, whether for the prevention redress of injuries which individuals possess.

5. The act of February 24, 1897 (29 Stats., 594), entitled "An act to prevent forest fires on the public domain," provides:

That any person who shall wilfully or maliciously set on fire, or cause to be set on fire, any timber, underbrush, or grass upon the public domain, or shall carelessly or negligently leave or suffer fire to burn unattended near any timber or other inflammable material, shall be deemed guilty of a misdemeanor, and upon conviction thereof in any district court of the

United States having jurisdiction of the same, shall be fined in a sum not more than five thousand dollars or be imprisoned for a term of not more than two years, or both.

SEC. 2. That any person who shall build a camp fire, or other fire, in or near any forest, timber, or other inflammable material upon the public domain, shall, before breaking camp or leaving said fire, totally extinguish the same. Any person failing to do so shall be deemed guilty of a misdemeanor, and upon conviction thereof in any district court of the United States having jurisdiction of the same, shall be fined in a sum not more than one thousand dollars, or be imprisoned for a term of not more than one year, or both.

SEC. 3. That in all cases arising under this act the fines collected shall be paid into the public-school fund of the county in which the lands where the offense was committed are situate.

Large areas of the public forests are annually destroyed by fire, originating in many instances through the carelessness of prospectors, campers, hunters, sheep herders, and others, while in some cases the fires are started with malicious intent. So great is the importance of protecting forests from fire, that this Department will make special effort for the enforcement of the law against all persons guilty of starting or causing the spread of forest fires in the reservations in violation of the above provisions.

6. The law of June 4, 1897, for forest reserve regulations, also provides that—

The jurisdiction, both civil and criminal, over persons within such reservations shall not be affected or changed by reason of the existence of such reservations, except so far as the punishment of offenses against the United States therein is concerned; the intent and meaning of this provision being that the State wherein any such reservation is situated shall not, by reason of the establishment thereof, lose its jurisdiction, nor the inhabitants thereof their rights and privileges as citizens, or be absolved from their duties as citizens of the State.

PUBLIC AND PRIVATE USES.

7. It is further provided, that—

Nothing herein shall be construed as prohibiting the egress or ingress of actual settlers residing within the boundaries of such reservations, or from crossing the same to and from their property or homes; and such wagon roads and other improvements may be constructed thereon as may be necessary to reach their homes and to utilize their property under such rules and regulations as may be prescribed by the Secretary of the Interior. Nor shall anything herein prohibit any person from entering upon such forest reservations for all proper and lawful purposes, including that of prospecting, locating, and developing the mineral resources thereof: *Provided*, That such persons comply with the rules and regulations covering such forest reservations.

The settlers residing within the exterior boundaries of such forest reservations, or in the vicinity thereof, may maintain schools and churches within such reservation, and for that purpose may occupy any part of the said forest reservation, not exceeding 2 acres for each schoolhouse and 1 acre for a church.

All waters on such reservations may be used for domestic, mining, milling, or irrigation purposes, under the laws of the State wherein such forest reservations are situated, or under the laws of the United States and the rules and regulations established thereunder.

8. The public, in entering, crossing, and occupying the reserves, for the purposes enumerated in the law, are subject to a strict compliance with the rules and regulations governing the

reserves.

9. Private wagon roads and county roads may be constructed over the public lands in the reserves wherever they may be found necessary or useful, but no rights shall be acquired in said roads running over the public lands as against the United States. Before public timber, stone, or other material can be taken for the construction of such roads, permission must first be obtained from the Secretary of the Interior. The application for such privilege should describe the location and direction of the road, its length and width, the probable quantity of material required, the location of such material and its estimated value.

10. The permission to occupy public lands in the reserves for schoolhouses and churches, as provided for in the law, is merely a privilege, and is subject to any future disposition that may be made of such tracts by the United States.

11. The right of way in and across forest reservations for irrigating canals, ditches, flumes and pipes, reservoirs, electric-power purposes, and for pipe lines, will be subject to existing laws and regulations.

12. Under time term "to regulate their occupancy and use," the Secretary of the Interior is authorized to grant such licenses and privileges, from time to time, as many seem to him proper and not inconsistent with the objects of the reservations minor incompatible with the public interests.

13. The pasturing of live stock on the public lands in forest reservations will not be interfered with, so long as it appears that injury is not being done to the forest growth, and the rights of others are not thereby jeopardized. The pasturing of sheep is, however, prohibited in all forest reservations, except those in the States of Oregon and Washington, for the reason that sheep-grazing has been found injurious to the forest cover, and, therefore, of serious consequence in regions where the rain fall is limited. The exception in favor of the States of Oregon and Washington is made because the continuous moisture and abundant rainfall of the Cascade and Pacific Coast ranges make rapid renewal of herbage and undergrowth possible. Owners of sheep are required to make application to the Commissioner of the General Land Office for permission to pasture, stating the number of sheep and the location on the reserves where it is desired to graze. Permission will he refused or revoked whenever it shall appear that sheep are pastured on parts of the reserves specially liable to injury, or upon and in the vicinity of the Bull Run Reserve, Crater Lake, Mount Hood, Mount Rainier, or other well-known places of public resort or reservoir supply. Permission will also cease upon proof of neglect as to the care of fires made by herders, or of the violation by them of any of the forest reserve regulations.

RELINQUISHMENT OF CLAIMS.

14. The law provides that where a tract within a forest reservation is covered by an unperfected bona fide claim, or by a patent, the settler or owner may, if he so desires, relinquish the tract to the United States and select in lieu thereof a tract of vacant public land outside of the reservation, open to settlement, not exceeding in area the tract relinquished. No charge is to be made for placing the new entry of record. This is in consideration of previous fees and commissions paid. Where the entry is in lieu of an unperfected one, the necessary fees in the making of final proof and issuance of certificate will be required. Where the entry is based on an unsurveyed claim, as provided for in paragraph 17 hereof, all fees and commissions attending entry must be paid, none having been paid previously.

15. Where an application is made for change of entry under the above provision, it must be filed in the land office for the district in which the lieu selection lies. The application must describe the tract selected and the tract covered by the unperfected entry, and must be

accompanied by a formal relinquishment to the United States of all right, title, and interest in and to the tract embraced in said entry. There must also be filed with the application an affidavit, corroborated by at least two witnesses cognizant of the facts, showing the periods and length of claimant's residence on his relinquished claim, as credit for the time spent thereon will be allowed under the new entry in computing the period of residence required by law. Residence and improvements are requisite on the new entry the same as on the old, subject only, in respect to residence, to a deduction of the period covered by the relinquished entry.

16. Where final certificate or patent has issued, it will be necessary for the entry-man or owner thereunder to execute a quitclaim deed to the United States, have the same recorded on the county records, and furnish an abstract of title, duly authenticated, showing chain of title from the Government back again to the United States. The abstract of title should accompany the application for change of entry, which must be filed as required by paragraph 15, without the affidavit therein called for.

17. In case a settler on an unsurveyed tract within a forest reservation desires to make a change of settlement to land outside of the reservation and receive credit for previous residence, he should file his application as provided for in paragraph 15, including the affidavit as to residence therein required, and describing his unsurveyed claim with sufficient accuracy to enable the local land officers to approximately determine its location.

18. All applications for change of entry or settlement must be forwarded by the local officers to the Commissioner of the General Land Office for consideration, together with report as to the status of the tract applied for.

LOCATION AND ENTRY OF MINERAL LANDS.

19. The law provides that "any mineral lands in any forest reservation which have been or which maybe shown to be such, and subject to entry under the existing mining laws of the United States and the rules and regulations applying thereto, shall continue to be subject to such location and entry," notwithstanding the reservation. This makes mineral lands in the forest reserves subject to location and entry under the general mining laws in the usual manner.

20. Owners of valid mining locations made and held in good faith under the mining laws of the United States and the regulations thereunder are authorized and permitted to fell and remove from such mining claims any timber growing thereon for actual mining purposes in connection with the particular claim from which the timber is felled or removed. (For further use of timber by miners see below, under heading "Free use of timber and stone.")

FREE USE OF TIMBER AND STONE.

21. The law provides, that—

The Secretary of the Interior may permit, under regulations to be prescribed by him, the use of timber and stone found upon such reservations, free of charge, by bona fide settlers, miners, residents, and prospectors for minerals, for firewood, fencing, buildings, mining, prospecting, and other domestic purposes, as may be heeded by such persons for such purposes; such timber to be used within the State or Territory, respectively, where such reservations may be located.

This provision is limited to persons resident in forest reservations who have not a sufficient supply of timber or stone on their own claims or lands for the purposes enumerated, or for necessary use in developing the mineral or other natural resources of the lands owned or

occupied by them. Such persons, therefore, are permitted to take timber and stone from public lands in the forest reservations under the terms of the law above quoted, strictly for their individual use on their own claims or lands owned or occupied by them, but not for sale or disposal, or use on other lands, or by other persons, provided that where the stumpage value exceeds $100, application must be made to and permission given by the Department.

SALE OF TIMBER.

22. The following provision is made for the sale of timber within forest reservations in limited quantaties:

For the purpose of preserving the living and growing timber and promoting the younger growth on forest reservations, the Secretary of the Interior, under such rules and regulations as he shall prescribe, may cause to be designated and appraised so much of the dead, matured, or large growth of trees found upon such forest reservations as may be compatible with the utilization of the forests thereon, and may sell the same, for not less than the appraised value, in such quantities to each purchaser as he shall prescribe, to be used in the State or Territory in which such timber reservation may he situated, respectively, but not for export therefrom. Before such sale shall take place, notice thereof shall be given by the Commissioner of the General Land Office, for not less than sixty days, by publication in a newspaper of general circulation, published in the county in which the timber is situated, if any is therein published, and, if not, then in a newspaper of general circulation published nearest to the reservation, and also in a newspaper of general circulation published at the capital of the State or Territory where such reservation exists; payments for such timber to be made to the receiver of the local land office of the district wherein said timber may be sold, under such rules and regulations as the Secretary of the Interior may prescribe; and the moneys arising therefrom shall be accounted for by the receiver of such land office to the Commissioner of the General Land Office, in a separate account, and shall be covered into the Treasury. Such timber, before being sold, shall be marked and designated, and shall be cut and removed under the supervision of some person appointed for that purpose by the Secretary of the Interior, not interested in the purchase or removal of such timber nor in the employment of the purchaser thereof. Such supervisor shall make a report in writing to the Commissioner of the General Land Office and to the receiver in the land office in which such reservation shall be located of his doings in the premises.

The sale of timber is optional, and the Secretary may exercise his discretion at all times as to the necessity or desirability of any sale.

23. While sales of timber may be directed by this Department without previous request from private individuals, petitions from responsible persons for the sale of timber in particular localities will be considered. Such petitions must describe the land upon which the timber stands, by legal subdivisions, if surveyed; if unsurveyed, as definitely as possible by natural landmarks; the character of the country, whether rough steep or mountainous, agricultural or mineral, or valuable chiefly for its forest growth; and state whether or not the removal of the timber would result injuriously to the objects of forest reservation. If any of the timber is dead, estimate the quantity in feet, board measure, with the value, and state whether killed by fire or other cause. Of the live timber, state the different kinds and estimate the quantity of each kind in trees per acre. Estimate the average diameter of each kind of timber, and estimate the number of trees of each kind per acre above the average diameter. State the number of trees of each kind above the average diameter it is desired to have offered for sale, with an estimate of the number of feet, board measure, therein, and an estimate of the value of the timber as it stands. These petitions must be filed in the proper local land office for transmission to the Commissioner of the General Land Office.

24. Before any sale is authorized the timber will be examined and appraised, and other questions involved duly investigated, by an official designated for the purpose; and upon his report action will be based.

25. When a sale is ordered, notice thereof will be given by publication by the Commissioner of the General Land Office, in accordance with the law above quieted; and if the timber to be sold stands in more than one county, published notice will be given in each of the counties, in addition to the required general publication.

26. The time and place of filing bids, and other information for a correct understanding of the terms of each sale, will be given in the published notices. Timber is not to be sold for less than the appraised value, and when a bid is accepted, a certificate of acceptance will be issued by the Commissioner of the General Land Office to the successful bidder, who, at the time of making payment, must present the same to the receiver of public moneys for the land district in which the timber stands. The Commissioner of the General Land Office must approve all sales, and he may, in cases in excess of $500 in value, make allotments of quantity to several bidders at a fixed price, if he deems proper, so as to avoid monopoly. The right is also reserved to reject any or all bids. A reasonable cash deposit with the proper receiver of public moneys, to accompany each bid, will be required.

27. Within thirty days after notice to a bidder of an award of timber to him, payment must be made in full to the receiver for the timber so awarded. The purchaser must have in hand the receipt of the receiver for such payment before he will be allowed to cut, remove, or otherwise dispose of the timber in any manner. The timber must all be cut and removed within one year from the date of the notice by the receiver of the award; failing to so do, the purchaser will forfeit his right to the timber left standing or unremoved and to his purchase money.

28. Sixty days' notice must be given by the purchaser, through the local land office, to the Commissioner of the General Land Office, of the proposed date of cutting and removal of the timber, so that an official may be designated to supervise such cutting and removal, as required by the law. Upon application of purchasers, permits to erect temporary sawmills for the purpose of cutting or manufacturing timber purchased under this act may be granted by the Commissioner of the General Land Office, if not incompatible with the public interests. Instructions as to disposition of tops, brush, and refuse, to be given through the supervisors in each case, must be strictly complied with as a condition of said cutting and manufacture.

29. The act provides that the timber sold shall be used in the State or Territory in which the reservation is situated, and is not to be exported therefrom. Where a reservation lies in more than one State or Territory, this requires that the timber shall be used in the State or Territory where cut.

30. Receivers of public moneys will issue receipts in duplicate for moneys received in payment for timber, one of which will be given the purchaser and the other will be transmitted to the Commissioner of the General Land Office in a special letter, reference being made to the letter from the Commissioner authorizing the sale, by date and initial and with title of case as therein named. Receivers will deposit to the credit of the United States all such moneys received, specifying that the same are on account of sales of public timber on forest reservations under the act of June 4, 1897. A separate monthly account current (form 4—105) and quarterly condensed account (form 4—104) will be made to the Commissioner of the General Laud Office, with a statement in relation to the receipts under the act as above specified.

31. Special instructions will be issued for the guidance of officials designated to examine and

appraise timber, to supervise its cutting and removal, and for carrying out other requirements connected therewith.

BINGER HERMANN,
Commissioner

Approved June 30, 1897.
C. N. BLISS, *Secretary*

AMENDMENTS TO
RULES AND REGULATIONS GOVERNING FOREST RESERVES.

DEPARTMENT OF THE INTERIOR.

GENERAL LAND OFFICE,

WASHINGTON, D. C., *March 21, 1898.*

The following amendments and additions to the Rules and Regulations governing Forest Reserves, issued June 30, 1897, are hereby prescribed and promulgated:

Paragraph 11 is amended to read as follows:

11. The right of way in and across forest reservations for irrigating canals, ditches, flumes and pipes, reservoirs, electric power purposes, and for pipe lines, will be subject to existing laws and regulations; and the applicant or applicants for such right will be required, if deemed advisable by the Commissioner of the General Land Office, to give bond in a satisfactory surety company to the Government of the United States, to be approved by him, such bond stipulating that the makers thereof will pay to the United States for any and all damage to the public lands, timber, natural curiosities or other public property on such reservation or upon the lands of the United States, by reason of such use and occupation of the reserve, regardless of the cause or circumstances under which such damage may occur.

Paragraph 27 is amended to read as follows:

27. Within thirty days after notice to a bidder of an award of timber to him, payment must be made in full to the Receiver for the timber so awarded; or equal payments therefor may be made in thirty, sixty and ninety days from date of such notice, at the option of the purchaser. The purchaser must have in hand the receipt of the Receiver for each payment before he will be allowed to cut, remove, or otherwise dispose of the timber covered by that payment. The timber must all be cut and removed within one year from the date of the notice by the Receiver of the award; failing to so do, the purchaser will forfeit his right to the timber left standing or unremoved and to his purchase money: *Provided*, that the limit of one year herein named may be extended by the Commissioner of the General Land Office, in his discretion, upon good and sufficient reasons being shown.

The following additional regulations are prescribed:

32. In order to meet the necessities of persons, firms, companies, or corporations, whose business requires a large and continuous supply of timber, it is hereby provided that where the annual consumption exceeds one million feet of timber, board measure, application for the succeeding year's supply may be made in time to permit the appraisement and sale of the timber desired six months in advance of its actual need.

33. Where timber has been appraised and advertised for sale and no satisfactory bid has been

offered, a new appraisement and sale may be ordered, from time to time, until an appraisement and sale has been made, which shall receive the approval of the Commissioner of the General Land Office.

BINGER HERMANN
Commissioner.

Approved March 21, 1898:
C. N, BLISS,
Secretary.

APPENDIX D:
Report on the Survey and Examination of Forest Reserves, March 1898

The Cascade Range Forest Reserve occupies a narrow and irregular strip along the crest and on both slopes of the Cascade Mountains in western Oregon, and extends from near the Columbia River to within about 20 miles of the California line. Adjoining it on the north and west is the Bull Run timber land reserve, which, for the purposes of this description, may be considered as forming part of its larger neighbor. The Cascade Range Forest Reserve has an area of 4,492,800 acres, and includes 461,920 acres of railroad land, of which 34,560 acres are now in litigation. The Bull Run timber land reserve, with an area of 142,080 acres, includes 24,160 acres claimed as railroad land, but as to which a suit is now pending. The eastern slope of the Cascade Range is comparatively dry, and the forest is generally open enough to furnish pasturage, while the forest on the western slope is exceedingly dense and affords grazing only in the numerous areas which have been burned. The trade relations of the reserve have, so far, been restricted to the cutting of small amounts of timber on the western slope and to supplying settlers and ranchers outside of the reserve from the forests of yellow and lodge pole pine east of the summit. It will be convenient to describe the two slopes separately.

THE FOREST, EASTERN SLOPE.

The forest on the eastern slope is open and grassy in its lower part, dense and composed of smaller trees higher up, and interrupted throughout by burned areas, often of great size, on many of which grass has entirely replaced the forest. The principal trees are yellow pine and Douglas fir (red fir) in the lower portions, and lodge-pole pine and lowland fir (white fir) at higher elevations. Occasionally the latter tree predominates in a mixed forest of Douglas fir, Engelmann spruce, larch, hemlock, and mountain white pine (silver pine). The Douglas fir is here a tall tree with a long, clear trunk. In the open its reproduction is vigorous, but less so under cover. It is of much smaller size here than on the western slope. The yellow pine forms the bulk of the forest at moderate elevations. Below 4,000 feet its reproduction is generally good. It has suffered very severely from the tramping out of its seedlings, in different parts of this slope, by the hoofs of pasturing sheep.

The lowland fir (white fir) is a tall tree, with clear trunk in good situations, and good reproduction throughout.

The mountain white pine (silver pine) occurs at moderate elevations in mixture with the Douglas spruce and various firs. It is a tall tree with long, clear trunk, of great value for lumber and with good powers of reproduction.

The larch reaches a diameter of from 4 to 5 feet. A tall tree with a very short crown, it reproduces itself admirably, seeding up many burned areas, if not interfered with by sheep, to the north of the Metolius River.

Lodge pole, or black pine, here, as elsewhere, is a small tree with remarkable powers of reproduction. It occupies situations avoided by more valuable trees, but is apt to disappear and be replaced by grass and brush as the result of repeated fires.

Engelmann spruce occurs chiefly in hollows and basins. Its reproduction is excellent near seed trees, and the young seedlings bear shade well. In places it is an important factor in the forest.

The black hemlock is a subalpine tree with good reproduction, but without commercial importance at present.

The white-bark pine occurs on the summits of the mountains, and need not be considered here. Other trees are the western cedar, amabilis fir, and western hemlock.

FIRE, EASTERN SLOPE.

Fires have done more injury in this reserve than all other causes put together. It is believed that fire has occurred in every township within the reserve and in nearly every section, and it is evident that many hundred thousand feet of timber have been destroyed. Fires increase, in general, proportionately to the extent of human occupation of any region up to the time when a change of public sentiment takes place. After that time the safety of the forest increases in proportion to the density of population. Protection against fire is made difficult at present by the absence of trails and by the nature of the forests.

The larger number of fires on this slope are said to be kindled by campers and Indians. Sheep men have undoubtedly been responsible for many fires in the past, and, as noted by Mr. Coville, the broken character of the forest which permits them to graze their herds on this reserve would not have existed without the agency of fire.

Fires started in heavy timber are often exceedingly difficult to extinguish. Such a fire was burning in the vicinity of the Lake of the Woods, in the southern part of the reserve, August 27 and 28, 1896, and was carefully studied at that time. At 6 p. m., although it was said to have been started on the morning of the same day, it had already burned holes from 2 to 3 feet deep, following, the roots of dead trees, and was slowly spreading along the surface. The vegetable litter on the ground was dry; but, except for the dead timber standing and prostrate in the woods, this fire would have died out of itself. It was kept alive and enabled to spread chiefly by the fallen logs. Where such a log lay on the ground the fire either crept along its under surface near the ground if the bark had fallen, or if the bark remained it moved usually beneath it, reappearing at intervals along the trunk and igniting the dry humus and litter within reach. Half-rotten logs carried the fire with bright flame even when the bark had not fallen. Dead standing stubs from 50 to 90 feet high assisted powerfully in spreading the damage, for the fire ascends such trunks beneath the bark, reappearing at intervals, and burning fiercely under the chimney-like draft established. Instead of falling at once such stubs break off high above the ground from time to time and scatter burning fragments far and wide. In heavy winds the blazing bark is detached and carried far ahead of the main fire, and so forms a powerful factor in carrying and spreading the conflagration. To extinguish this particular fire, which was said to have been wantonly started by a party of campers, would have required the labor of several men for at least a day.

Fires in the open yellow pine do much less serious damage and are far easier to control.

WATER, EASTERN SLOPE.

The effect of forests on irrigation in the lava area of the southern portion is probably not important, since all rain sinks at once into the ground and reappears in the enormous springs which dot the country here and there. Farther north the question is different. The testimony on this point is conflicting, but by far the greater weight of evidence tends to show that the flow of streams has already been seriously influenced by forest fires. The supply of water from this slope is very important to local settlements and should be protected.

MINING, EASTERN SLOPE.

I am not aware that mines of any importance have been developed or that prospects for such development exist.

AGRICULTURE, EASTERN SLOPE.

Agriculture within the reserve can never be important. A few ranches are included by the boundaries, but, so far as known, little cultivation is carried on, as the climate is unfavorable.

GRAZING, EASTERN SLOPE.

The most important question touching the reserve at this time regards the pasturage of sheep. During the past summer about 190,000 sheep were grazed within the reserve, two-thirds of which occupied ranges on the eastern slope. The careful investigation of Mr. Coville, botanist of the Department of Agriculture, the study by Mr. Henry S. Graves under my direction in 1896, and other trustworthy evidence leave no room to doubt that the pasturage of sheep on any area constitutes, so long as it lasts, a prohibitory tax on the reproduction of the forest.

It can not be questioned that sheep grazing in this reserve owes its existence directly to forest fires. Without such fires the openings where the sheep feed would never have been made, nor, after they were made, would many of them have been kept so free from trees. It is almost equally certain that sheep herders in the past have been in the habit of setting fires, although the evidence at hand goes to show that of late years this practice has been largely discontinued. Grazing in fresh burns is apt to be followed by the discoloration and cheapening of the wool.

Sheep do not feed on the leaves or seedlings of coniferous trees, except in the way of desultory nibbling or when at the point of starvation. The harm which they do is of another character altogether. The seedlings of conifers are small and very susceptible to injury during their early life. When a band of sheep passes over an area on which such seedlings grow the trampling of the sharp hoofs not only cuts and bruises the young trees, but it also exposes their roots, and so leads directly to their destruction. On dry slopes, where reproduction is difficult at best, the passage of a band of sheep makes it simply impossible until a new crop of seedlings can replace those which have been destroyed. It is in this way, and not at all by injury to the old trees (an alleged fact frequently contradicted by sheep men), that sheep hurt the forest.

In so far as sheep tend to destroy or prevent a dense forest cover, they injure the water supply, and that they have done both to some extent, at least indirectly, is evident. The effect of their action is not believed , however, to have been seriously felt hitherto. In this connection it may be well to add that actual observations at Fort Klamath and Government Camp, quoted by Mr. Coville, indicate that snow lasts about six weeks longer in the forest than in the open.

It is believed that the reproduction of considerable parts of the eastern slope may be

postponed with safety to the forest, and that in consequence sheep herding may there be permitted under suitable restrictions. The importance of this industry to the three counties where the sheep are chiefly owned (Wasco, Crook, and Sherman) is so great that its sudden prohibition within the reserve would work great hardships. Under the circumstances, the wiser course appears to be to permit the pasturage of definite numbers of sheep on definite ranges for the present, and in a tentative spirit, throwing the burden of the prevention of the forest fires upon the sheep owners, and in general following the course advocated by Mr. Coville and summarized in Part II of this report. It should not be forgotten that overgrazing will lead to the extension of the ranges by means of fire. For a more extended treatment of this subject, reference is made to Mr. Coville's admirable report, in the conclusions of which I fully concur.

THE FOREST, WESTERN SLOPE.

The forest of the western slope is tall, dense, moist, and rich in valuable kinds of trees. The range is more heavily timbered in its northern and central portions than toward the south, but the forest throughout is very valuable, rapid, or fairly rapid in growth, and of great prospective commercial importance.

The most important tree is the Douglas fir (red fir), which reaches in places a height of over 250 feet and a diameter near the ground of from 10 to 12 feet. It forms very extensive forests on the lower slopes, sometimes almost without admixture of other trees. The reproduction is wonderfully good in places, especially in the open. Up to an elevation of 2,000 feet this is the most plentiful tree.

The western hemlock has great reproductive powers, and young trees of this species are plentiful in the forest, especially on fallen logs and dead stumps. Its wood is valuable for lumber, but has been little used hitherto. Its average dimensions may he given as follows: Height, 125 feet; diameter, 3 feet: length of clear trunk, 40 feet.

The western cedar, while of less size here than nearer the coast, is still a large tree of great economic value. It prefers moist land, has good reproductive powers, both within the forest and in the open, and will be one of the first trees cut in many localities.

The mountain white pine is another lumber tree of importance. It does not attain large size, but has a long, clear trunk, and produces excellent material.

The lowland fir (white fir) is often not of great size, as compared with other species growing with it, but it has as excellent reproduction, and great sylvicultural value as undergrowth.

The lodge pole pine is less widely distributed on the western than on the eastern slope. It occurs chiefly in portions where its great reproductive powers give it peculiar value.

The noble fir, a valuable lumber tree chiefly known locally as larch, reaches, in exceptional cases, a height of 300 feet, with a diameter of 6 or 7 feet near the ground. It is a common tree throughout the larger part of the reserve.

The sugar pine, whose northern limit is near the center of the reserve, extends also to the eastern slope, near Crater Lake. It is a large tree of the first economic value, but its reproduction in this locality is not strong.

Other trees are the Sitka spruce and the incense cedar, neither of which is common.

FIRE, WESTERN SLOPE.

Fire has done less damage on the western than on the eastern slope. Still, its ravages have been exceedingly severe, and it is of the first importance that they should be checked. Reference is made to the description of a fire in dense forest on the eastern slope. When such fires are assisted by violent winds they travel with great rapidity, and while the wind continues efforts to subdue them are ineffectual. As has already been mentioned in a previous part of this report, the object of organization against fire should be to reach the scene of a conflagration before it has had time to gather strength. Trails, therefore, are of the first importance.

WATER, WESTERN SLOPE.

Water for irrigation is of comparatively little importance except in the eastern part of this reserve. Floods are dangerous, and the protection of the mountain slopes is required on their account.

MINING, WESTERN SLOPE.

Mining is not known to have reached any development, nor to show promise for the future.

AGRICULTURE, WESTERN SLOPE.

Except in the vicinity of Detroit, where the agricultural lands within the reserve are practically all taken up, the climate usually forbids development of this kind within the boundaries. No special measures are required.

GRAZING, WESTERN SLOPE.

About one-third of the sheep pastured within the reserve occupy ranges on the western slope. Still more than those on the east, these bands depend for their livelihood on areas which have been cleared by fire, and from which the presence of the sheep excludes all but the most meagre reproduction. The measures which seem to be required have already been referred to.

FOREST FORCE.

It has already been recommended in Part II that one ranger be stationed at Oregon City and another at Roseburg. Five guards at or near Summit Camp, Detroit, Sisters, Big Meadows, and Fort Klamath, with 30 fire-watchers at local points, complete the list of men assigned to this reserve under the plan heretofore described.

FOREST MANAGEMENT.

Actual forest management will probably first be possible in the upper Santiam Valley, on the western slope, where the character of the reproduction indicates either clear cutting in strips or a system of selection fellings extremely localized. Operations should be delayed until a stronger demand becomes evident.

East of the summit provision will be required to furnish settlers and ranchers with small amounts of timber, but the commercial development of these forests is not at present required. Forest fires and the supervision of sheep ranging throughout the reserve must form the most important objects of management for some years to come. The regulations suggested by Mr. Coville, and quoted in Part II of this report, should be adopted; and it is here repeated that unless a year is to be lost in the enforcement of this reform measures must be taken at once to carry out Mr. Coville's plan. It is earnestly recommended that such action be taken without delay.

BOUNDARIES.

Study of the reserve has developed the fact that the present boundaries are far less faulty than had been supposed. Until more complete examination of them can be made it is recommended that they be allowed to remain without change.

"Report on the Survey and Examination of Forest Reserves (March), 1898," in S. Doc. 189, pp. 69-74.

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CRATER LAKE

Administrative History

VOLUME I

PART I: HISTORY OF CRATER LAKE UNTIL ITS DESIGNATION AS A NATIONAL PARK

CHAPTER FOUR:
ESTABLISHMENT OF CRATER LAKE NATIONAL PARK: 1902

A. LEGISLATIVE BILLS: 1898-1900

The legislative struggle to establish Crater Lake National Park was renewed by Thomas H. Tongue in 1898 when he entered the House of Representatives as Oregon's sole Congressman. On January 25 of that year he introduced a bill (H.R. 7200) that provided for

> Reserving from the public lands in the State of Oregon, as a public park for the benefit of the people of the United States, and for the protection and preservation of the game, fish, timber, and all other natural objects therein, a tract of land. . . . That the tract of land bounded north by the parallel forty-three degrees four minutes north latitude, south by forty-two degrees forty-eight minutes north latitude, east by the meridian one hundred and twenty-two degrees west longitude, and west by the meridian one hundred and twenty-two degrees sixteen minutes west longitude, having an area of two hundred and forty-nine square miles, in the State of Oregon, and including Crater Lake, is hereby reserved and withdrawn from settlement, occupancy, or sale, under the laws of the United States, and dedicated and set apart forever as a public park or pleasure ground for the benefit of the people of the United States, to be known as Crater Lake National Park.

The reservation would be under the control of the Secretary of the Interior whose duty it would be to establish regulations and take appropriate measures

> for the preservation of the natural objects within said park, and also for the protection of the timber from wanton depredation, the preservation of all kinds of game and fish, the punishment of trespassers, the removal of unlawful occupants and intruders, and the prevention and extinguishment of forest fires.

It would be unlawful for any person to

> establish any settlement or residence within said reserve, or to engage in any lumbering or other enterprise or business occupation therein, or to enter therein for any speculative purpose whatever, and any person violating the provisions of this Act, or the rules and regulations established thereunder, shall be punished by a fine of not less than fifty dollars and not more than five hundred dollars, or by imprisonment for not more than one year, and shall further be liable for all destruction of timber or other property of the United States in consequence of any such unlawful act. . . .

The reservation, however, would be open "to all scientists, excursionists, and pleasure seekers." Furthermore, 'restaurant and hotel keepers, upon application to the Secretary of the Interior" would be permitted "to establish places of entertainment within the Crater Lake National Park for the accommodation of visitors, at places and under regulations fixed by the Secretary of the Interior."

The bill provided for judicial and police protection of the proposed park. The United States marshal for the Oregon district would be empowered to appoint one or more deputy marshals for the park. The deputies could live in the park, and the district and circuit courts of the United States Judicial District of Oregon would have jurisdiction over all offenses committed in the park. Upon the request of the Secretary of the Interior, the Secretary of War was authorized

> to make the necessary details of troops to prevent trespassers or intruders from entering the park for the purpose of destroying the game or other natural objects therein, or for any other purpose prohibited by law, and to remove such person from the park, if found therein. [1]
>
> After examining the bill the House Committee on Public Lands recommended passage of the legislation with one amendment on March 3. The amendment proposed by the committee was to strike the prohibition against mining in the proposed park. With that exception the committee gave its enthusiastic endorsement to the park bill stating:
>
> The area included within the proposed park is situated in the Cascade Mountain Range in southern Oregon, and does not embrace in its limits any agricultural lands; the altitude is from 6,000 to 8,000 feet above sea level. While a large part of the tract is covered with timber, it is not of a character suitable for lumber, most of it being what is known as lodge-pole pine, and of very little commercial value.
>
> Near the center of the proposed park is situated Crater Lake, which is conceded by all who have visited it to be one of the greatest scenic wonders in the United States, if not in the known world. Increasing numbers of scientists visit it from year to year for the purpose of making additional investigations, and all of them regard it as one of the greatest natural wonders of our country. The people of the West, as well as tourists, with one accord join the scientist in the wish that this grand work of nature may be preserved in its original beauty for the instruction and pleasure of all who may desire to visit it.
>
> There are no settlers within the limits of the proposed park; hence its establishment would in no way interfere with any vested or squatters' rights, and for this reason it is desirable that the proposed park be authorized at an early day.
>
> Another argument in favor of such action is the fact that the park would be easily accessible by means of roads already constructed.
>
> We are fully satisfied that the land designed to be set aside for the purpose contemplated by this bill is of such a character that it can not be utilized for agricultural purposes, nor with profit for any purpose of trade whatever, but is chiefly valuable for the purpose for which the proposed act seeks to appropriate it. . . .

The report included supporting letters of endorsement from Binger Hermann, Commissioner

of the General Land Office, Acting Secretary of the Interior Thomas Ryan, and the aforementioned scientists J.S. Diller, C. Hart Merriam, Barton W. Everman, and Frederick V. Colville. [2]

The bill died on the House floor, the result of lobbying efforts by timber and other speculative interests. Tongue introduced an identical bill (H.R. 2976) on December 8, 1899, and it was again reported favorably by the Committee on Public Lands on March 6, 1900, this time without recommending the removal of the ban on mining. The bill, however, met a fate similar to its predecessor on the House floor. [3]

Action on the Crater Lake National Park bill focused on the Senate where Oregon's two senators introduced bills virtually identical to those submitted by Tongue.The bills, however, encountered opposition from various political interest groups and died in the Committee on Public Lands.

B. LEGISLATIVE HISTORY OF PARK ESTABLISHING ACT: 1901-1902

Finally, on December 10, 1901 , Representative Tongue introduced a bill (H.R. 4393) that would ultimately be enacted into law, thus establishing Crater Lake National Park. [4] As introduced the bill read:

> Be it enacted, etc., That the tract of land bounded north by the parallel 43° 4' north latitude, south by 42° 48' north latitude, east by the meridian 1220 west longitude, and west by the meridian 122° 16' west longitude, having an area of 240 square miles, in the State of Oregon, and including Crater Lake, is hereby reserved and withdrawn from settlement, occupancy, or sale under the laws of the United States, and dedicated and set apart forever as a public or pleasure ground for the benefit of the people of the United States, to be known as Crater Lake National Park.
>
> SEC. 2. That the reservation established by this act shall be under the control and custody of the Secretary of the Interior, whose duty it shall be to establish rules and regulations and cause adequate measures to be taken for the preservation of the natural objects within said park, and also for the protection of the timber from wanton depredation, the preservation of all kinds of game and fish, the punishment of trespasses, the removal of unlawful occupants and intruders, and the prevention and extinguishment of forest fires.
>
> SEC. 3. That it shall be unlawful for any person to establish any settlement or residence within said reserve, or to engage in any mining, lumbering, or other enterprise or business occupation therein, or to enter therein for any speculative purpose whatever, and any person violating the provisions of this act, or the rules and regulations established thereunder, shall be punished by a fine of not less than $50 and not more than $500, or by imprisonment for not more than one year, and shall further be liable for all destruction of timber or other property of the United States in consequence of any such unlawful act: Provided, That said reservation shall be open, under such regulations as the Secretary of the Interior may prescribe, to all scientists, excursionists, and pleasure seekers: And provided further, That restaurant and hotel keepers, upon application to the Secretary of the Interior, may be permitted by him to establish places of entertainment within the Crater Lake National Park for the accommodation of visitors, at places and under regulations fixed by the Secretary of the Interior, and not otherwise.

> SEC. 4. That the marshal of the United States for the district of Oregon may appoint one or more deputy marshals for said park, who may reside in said park. That said park, for all the purposes of this act, shall constitute a part of the United States judicial district of Oregon, and the district and circuit courts of the United States in and for said district shall have jurisdiction of all offenses committed within said park.
>
> SEC. 5. That all costs and expenses arising in cases under this act, and properly chargeable to the United States, shall be certified, approved, and paid as like costs and expenses in the courts of the United States are certified, approved, and paid under the laws of the United States.
>
> SEC. 6. That the Secretary of War, upon the request of the Secretary of the Interior, is hereby authorized and directed to make the necessary details of troops to prevent trespassers or intruders from entering the park for the purpose of destroying the game or other natural objects therein, or for any other purpose prohibited by law and to remove such persons from the park, if found therein. [5]

With the introduction of H.R. 4393, which was virtually identical to Tongue's earlier bills, Steel began circulating a petition via Oregon's newspapers. Addressed to "the Senate and House of Representatives assembled" the petition requested "favorable consideration" of the bill. It read:

> Crater Lake is located on the summit of the Cascade range of mountains, in Klamath County, Oregon, and is one of the greatest natural wonders of the world. It is a portion of the unappropriated vacant domain of the Government, and in the opinion of your petitioners should be set apart and maintained as a National Park. To this end Hon. Thomas H. tongue has introduced in your honorable body H.R. 4393, for which we respectfully request your support.
>
> The surface of the lake is 6,239 feet above sea level, it is nearly six miles in diameter and is completely surrounded by nearly perpendicular walls from 1,000 to 2,000 feet high. It contains a circular island, or cinder cone, 845 feet high, in the top of which is an extinct crater 90 feet deep. The water is clear as crystal, 2,000 feet deep and of the richest possible blue. Adjoining the lake and guarding its approaches the mountains are rugged, of great altitude and of no value for agriculture or mining. In spite of laws to the contrary, wild game in the Pacific Northwest is rapidly disappearing, and unless steps are taken in the near future to provide a refuge for it, many varieties will become extinct. [6]

By March 1902 the petition had been signed by more than 4,000 persons, many of them being political, business, and religious leaders in the state. [7] National periodicals contributed to the campaign effort by printing illustrated articles describing the beauties of the lake. [8]

Responding to publicity engendered by the Steel petition and the national periodical articles, the House Committee on Public Lands unanimously recommended passage of the bill without amendment on March 11. The report contained supporting letters of recommendation from Binger Hermann, Commissioner of the General Land Office; Thomas Ryan, former Acting Secretary of the Interior; Diller, Merriam, Everman, and Colville. [9]

Despite the favorable report by the committee, the bill encountered opposition from House Speaker David B. Henderson of Iowa. Because there were a number of national parks and battlefield bills before the House at the time Henderson refused to recognize any of them. Thus , when Representative John F. Lacey of Iowa attempted to call up the bill for consideration by the Committee of the Whole on March 14, Henderson refused to permit the

bill to be debated. [10] Tongue, as well as Steel, took the matter to President Theodore Roosevelt, who supported the bill, and, at the request of the president the Speaker agreed to let the bill be considered by the full House.

As a result of these negotiations Tongue was permitted to bring up the bill for consideration by the House on April 19. After the bill was read it was subjected to considerable debate. Representative Charles L. Bartlett of Georgia requested that Tongue describe the character of the land that was "proposed to be appropriated as a park." Tongue responded:

> I think, possibly, I can best answer the gentleman's question by reading from the report of Prof. Hart Merriam, chief of the Biological Survey, who has visited the park, and who makes this statement, which will be found on page 4 of the committee's report:
>
> The proposed park is a very small affair--only 18 by 22 miles, if I am correctly informed--and contains no agricultural land of any kind, but consists wholly of a mountain, a little more than 9,000 feet in altitude, whose summit has been destroyed by volcanic action, and is now occupied by a gigantic caldron nearly 6 miles in diameter and 4,000 feet in depth.
>
> That is the character of the land included in the park. I requested Professor Diller, of the Geological Survey, who has visited this lake at different times, to draw the boundaries of this park so as to include no valuable land. Now, the object of the bill is simply this: Crater Lake is one of the most interesting natural objects on the continent, if not in the world. It is an extinct volcano. The top of the mountain has apparently been cut smoothly off. There is a cavity about 4,000 feet in depth, 2,000 feet of which is water. Along the sides of the mountains there seem to be an unusual variety of fauna and flora, a great variety of timber, of mammal, birds, etc. , rendering this place of great scientific value. The object of this bill is simply to withdraw this land from public settlement. The most of it has been withdrawn already by reason of being in a forest reserve, and also, which is the most important object, to punish mutilation and destruction of the natural objects of interest within the park and to preserve it in its present condition, in its natural beauty and native wildness, both for its great beauty and great scientific value.
>
> This bill has been reported three times in three separate Congresses unanimously by the Committee on Public Lands. It has been recommended by the Secretary of the Interior, by the Commissioner of the Land Office, by the officers of the Geological Survey, by the Biological Department, and two or three others of the bureaus of the Agricultural Department, and is favored by all the scientific offices of the Federal Government. [11]

Thereafter, an extended debate ensued over the matter of mining in the proposed park. Participants in the debate were Representatives John H. Stephens of Texas, Eugene F. Loud of California, John F. Shafroth of Colorado, Joseph G. Cannon of Illinois, Thomas C. MacRose of Arkansas, and Franklin W. Mondell of Wyoming. The course of the debate, which ultimately led to amendments providing for development and location of mining claims in the park bill, proceeded as follows:

> Mr. STEPHENS of Texas. Does this [park] contain any mineral lands?
>
> Mr. TONGUE. No mineral lands. Nothing of any value. It will simply preserve the curiosity of the scenery and of the growth of animals and vegetation, trees,

flowers, and so forth, for scientific purposes.

Mr. STEPHENS of Texas. Is there any provision for the lease of mineral lands?

Mr. LOUD. It prohibits that.

Mr. TONGUE. There is none.

Mr. SHAFROTH. Does the clause remain in this bill that permits prospecting? We had that matter up when the bill was considered once, I know, and I offered an amendment allowing prospecting.

Mr. LOUD. If I understand the bill correctly, it prohibits that and imposes a penalty, both minimum and maximum, for entering the reserve for this purpose.

Mr. SHAFROTH. I think you will find that it allows prospecting and the locating of mineral claims. At least that was an amendment that was put in the bill at my suggestion one year.

Mr. LOUD. If you think it is there, you had better find it.

Mr. CANNON. I do not think this bill ought to pass, I will say to the gentleman.

Mr. SHAFROTH. I think that amendment must be in the bill.

Mr. CANNON. Does the bill stand on a request for unanimous consent?

Mr. TONGUE. Yes.

Mr. STEPHENS of Texas. Do you not think this reservation ought to be thrown open for the location of mining claims under the mineral laws of the United States?

Mr. TONGUE. There is no mining in that vicinity or in that range of mountains or near that locality

Mr. STEPHENS of Texas. Suppose there should be. We do not want to lock it up perpetually.

Mr. TONGUE. If there should be, I have no doubt there would be means and methods found to get it mined. At the same time, if it is thrown open indiscriminately for prospectors, then it will be of little use to undertake to preserve the natural conditions.

Mr. STEPHENS of Texas. It would be impossible to ascertain whether there are any minerals there or not unless prospecting is allowed.

Mr. TONGUE. This is close to one of the oldest settled sections of Oregon. It is in one of the counties where the first mines in that State were discovered and where the most prospecting has been done; but the mining is in the other range of mountains opposite from this. None has ever been discovered here, so far as I ever heard of.

Mr. LOUD. Why do you prohibit mining if there is no mining there?

Mr. TONGUE. The object is to prohibit people from coming in under the name

of prospecting and destroying the natural conditions of the park and the natural objects of beauty and interest.

Mr. LOUD. Then you provide for a deputy United States marshal. Is not that something unusual?Mr. TONGUE. The deputy United States marshal is simply proposed as the cheapest way of arresting people who violate the law. This is simply a provision to give him authority to make arrests.Mr. LOUD. Is not such a provision new in the establishment of reservations of this kind?

Mr. TONGUE. I could not say as to that. That provision was placed in the bill by the Department of the Interior.

Mr. LOUD. The gentleman will admit that the prohibition in regard to mining should not be in that bill. The gentleman from Colorado [Mr. SHAFROTH] seemed to think that there was an amendment in the bill allowing prospecting. He has evidently had to do with the bill before. There is not a park in this country set aside in this way that you can not go into for mining purposes. Now, it will not do to say that there is no mining land there, because if this provision is put in the bill they never will be able to enter this park to find out whether there is or not.

Mr. TONGUE. So far as mining is concerned, I am just informed by a gentleman at my right that mining is prohibited in all the national parks, including the Yellowstone.Mr. LOUD. The gentleman is mistaken; that is all. I had occasion to read this law yesterday, in response to an inquiry of one of my constituents. If I did not know, I would not say anything about it.Mr. SHAFROTH. Would the gentleman from Oregon object to inserting after the word "seekers," in line 3, page 3, the words "and for the development and location of mining claims?"

Mr. TONGUE. I have no objection.

Mr. SHAFROTH. And also strike out the words in line 16, page 2, "or to engage in any mining."

Mr. TONGUE. I have no objection to the amendment the gentleman proposes.

Mr. SHAFROTH. I have no objection to the bill if that is done.

I have no doubt this is a meritorious bill if these amendments are included. I think we ought to have considerable to say as to what shall be done with these lands.

Mr. TONGUE. I have no objection to the amendments proposed by the gentleman.

Mr. BARTLETT. The gentleman from Colorado stated a while ago that the amendment in reference to mining was in the bill.

Mr. SHAFROTH. It was in the bill one year, I know, but I did not remember whether it was in the bill introduced in this Congress or not.

Mr. MCRAE. I suggest to the gentleman that he permit this bill to go over until Monday. It is unusual and unprecendented, in my opinion, to open national parks to free mining. That carries with it the right to utilize any and all of the public timber in the park in the operation of mines, and you may defeat the very

purpose of the park if you allow that to be done. I do not want to object to consideration of the bill, but I hope the matter will go over until that feature of it can be considered. I am opposed to this amendment, and will also ask some other amendments.

Mr. TONGUE. I will say to the gentleman from Arkansas that I am so well satisfied that there is no mining there that I regard any provision on that subject as of no importance one way or the other, and in order to avoid objection to the bill, I am perfectly willing to submit to the amendment.

Mr. MCRAE. The creation of a national park is a very different thing from the making of a public reserve, and we should see to it that the parks are established for public and not private purposes. To set these public lands aside as a national park, and then to allow miners to go into and work it freely and at pleasure may result in dedicating it to mining, if there is mineral there. If there is mineral in the land, it ought not be a park. The two are inconsistent.

Mr. SHAFROTH. Suppose it were discovered that there were some valuable mines on this land, that it was infinitely more valuable for mining than for any other purpose?

Mr. MCRAE. If there is a probability of that, then I say there ought not to be any park created. The idea of a national park and a mining camp are inconsistent with each other.

Mr. SHAFROTH. You can not determine that at this time, nor possibly for ten or twenty years, whether there is to be any mining done there.

Mr. MCRAE. Then if you can not determine that, you ought not to undertake at this time to make a park of the lands in question. Declare it a reservation and wait.

Mr. SHAFROTH. Then you exclude them from the privilege of having a public park there. I think they ought to have a public park there.

Mr. MCRAE. I am not certain but we are overdoing the business of establishing national parks; but I do not arise for the purpose of objecting to this one if the facts stated in the report are true and some other amendments are made as to the administration of the park.

Mr. MONDELL. I hope the gentleman will not insist on his amendment. There is not a national park in the country that is open to exploration under the mining laws. There is no reason why this national park should be so open.

The debate then moved to other topics, such as its prohibition against settlement, cost and expense to the federal government, and provisions for military policing. The course of this portion of the debate went as follows:

The SPEAKER. No amendment can be offered, as the [Crater Lake National Park] bill is not yet before the House. It is pending on a request for unanimous consent for its consideration. Is there objection?

Mr. CANNON. Mr. Speaker, I have hastily glanced at this bill, and I am not prepared to say that I would object to it if I had a little more time to examine it; but I will say to the gentleman that I notice that it prohibits settlement. I notice

that it binds the United States to pay all cost and expense. I am not sure but what it binds the United States to extinguish title to any lands that may be owned. It puts a troop of soldiers in there--a superintendent, full fledged. I think that the bill ought to be considered in committee; and I suggest to the gentleman that he modify his request; that it be considered in the House as in Committee of the Whole. And it seems to me that if it could go over until Monday it would be better. I do not want to object.

Mr. BARTLETT. Let the gentleman withdraw his request.

Mr. LACEY. The suggestion that the gentleman from Illinois makes ought to be acceded to, and then these matters of detail could be speedily arranged. I do not think the bill would take very long in Committee of the Whole. It is not at all a complicated bill; and I would suggest to my friend from Illinois that this land is all from six to ten thousand feet above the sea. It is a very high altitude park.

Mr. CANNON. The Government owns all the land inside of it?

Mr. LACEY. The Government owns all the land.

Mr. CANNON. Every foot?

Mr. LACEY. I understand every foot of it. It is not a very difficult proposition. In Committee of the Whole these matters could be considered as separate propositions, and could be readily adjusted.

Mr. TONGUE. I make that request.

The SPEAKER. The gentleman modifies his request and asks unanimous consent that the bill be considered in Committee of the Whole.

Mr. CANNON. Just a word.

The SPEAKER. Is there objection?

Mr. CANNON. One word, Mr. Speaker. I suggest to the gentleman from Iowa that all after section 1 be stricken out. That reserves it as a national park and leaves to the future for Congress to say how it shall be made and policed. There it is; it is not suffering. I do not think this bill ought to pass in its present shape if it is desirable to make it a national park.

The SPEAKER. Objection is made.

Mr. LACEY. Does the gentleman object?

Mr. CANNON. Will the gentleman consent to strike out all after the first section?

Mr. TONGUE. I will not do that.

Mr. CANNON. I will have to object for the present. I do not want to be discourteous to the gentleman.

The SPEAKER. Objection is made.

The debate on the bill rested until April 21 when Tongue requested unanimous consent for

reconsideration of the bill with amendments. Tongue agreed to a number of amendments: (1) the minimum penalty as stated in Section 3 was to be removed; (2) Sections 4, 5, and 6 were to be stricken from the bill; and (3) the restriction against mining in Section 3 was to be eliminated and a clause was to be inserted that the reservation would be open, under regulations to be prescribed by the Secretary of the Interior, to "the location of mining claims and the working of the same." After adopting these amendments the House passed the bill. [12]

Considerable behind-the-scenes politicking had been undertaken by Representative Tongue to secure House passage of the bill. In a letter to Steel on April 21 he described the maneuvering that he had conducted to secure passage:

> I presume you will be gratified at the action of the House on last Saturday in passing the Crater Lake bill. I had secured the endorsement of about every scientific officer in any of the Departments, the Secretary of Agriculture and the President. Before the bill came on the floor I had consulted with Mr. Richardson the leader of the opposition, and had supposed everything was all smooth. But I had reckoned without my host. The idea of a National Park was alarming. Quite a number of gentlemen were on their feet at once, as soon as the bill was read. Nearly half the members have bills pending for the establishment of National Parks. This is the first one that has been permitted to come up this session. When I went to Mr. Richardson, the leader of the opposition, and endeavored to disarm his opposition, his first statement was "why I have a bill for a National Park, why does not the Speaker allow me to bring mine up"? For a while the opposition became too strong, and Mr. Cannon at last objected. I at once went around to interview the different gentlemen, explaining the bill, smoothed down their objections, and at last agreed to several small amendments which did not in any way militate against the bill. In fact, the last three sections were a little inconsistent with the general provisions of the bill. These leave it under the Secretary of the Interior who prescribes the rules. Under the last sections of the bill, the enforcement of these rules were left to the United States Marshal, striking out these sections and also the provision of the Secretary of War can send soldiers, leaves the matter wholly under the direction of the Secretary of the Interior, as is done with other National Parks. I cannot see why this is not just as good, if not the best policy. The whole forestry reserve is under his charge. The bill provided a penalty of not over $500 nor less than $50 for violation of the laws. The less than $50 was stricken out, leaving it discretionary with the Court from $1 to $500. There was no objection to this.
>
> The mining people seemed anxious to retain a provision so that if mines were discovered they could be worked, so the provision making it criminal to engage in mining was stricken out, and the provision leaving it under the Secretary of the Interior to arrange rules for the location and working of mining claims is left in. As I apprehend no mines will ever be discovered I regard this matter as entirely immaterial. If you find the congressional record you will find the matter on pages 4669 to 4673. While all those objecting were Cannon, Loud, Bartlert [sic], Shafroth, Stevens [sic]. So you may imagine I felt very much like being in the sweat box and was considerably relieved when the matter went through. I think there is no doubt whatever about its passing the Senate at an early day. Senator [Henry Clay] Hansbrough [of North Dakota] is chairman of the Committee on Public lands, and I think will report it at once. If that is done and the bill signed, I shall now feel like I could join the Mazamas next summer and take some enjoyment out of the visit to Crater Lake. [13]

On April 21, 1902, the legislation was sent to the Senate, where it was assigned to the Committee on Public Lands. [14] The committee chairman, H.C. Hansbrough, was concerned about the issue of whether there were railroad grants within the proposed park. If such grants existed the question of lieu lands for the grants would have to be addressed. On April 29 General Land Office Commissioner Hermann assured Hansbrough that there were no railroad grants in the proposed park and the nearest land grant was the Oregon military road which was ten miles distant and some seven miles from the indemnity limits of that grant. With the question of land grants settled, the Senate committee recommended that the bill pass without amendment on April 29. [15]

The Senate passed the bill without debate or amendment on May 9, 1902. [16] Upon hearing of that event, Steel wrote a letter to President Roosevelt expressing his thanks for the chief executive's aid:

> Please accept my sincere thanks and grateful acknowledgement for the great assistance rendered in this matter by you. When I tell you I have labored for seventeen years to bring this to pass, paying every expense, except one single item, and all as a matter of love for the grand region in question, you may comprehend the depth of my gratitude.

He concluded the letter by inviting Roosevelt to join him as he led "a party of eminent men--and women, too"--to Crater Lake for a two week outing that summer. [17] On May 22, the President signed the bill, creating Crater Lake as the nation's sixth national park. [18] The establishing act for Crater Lake National Park (32 Stat. 202) contained three sections: Section 1 described the boundaries and the purpose of the park:

> That the tract of land bounded north by the parallel forty-three degrees four minutes north latitude, south by forty-two degrees forty-eight minutes north latitude, east by the meridian one hundred and twenty-two degrees west longitude, and west by the meridian one hundred and twenty-two degrees sixteen minutes west longitude, having an area of two hundred and forty-nine square miles, in the State of Oregon, and including Crater Lake, is hereby reserved and withdrawn from settlement, occupancy, or sale under the laws of the United States, and dedicated and set apart forever as a public park or pleasure ground for the benefit of the people of the United States, to be known as "Crater Lake National Park."

Section 2 provided that the reservation would be under the custody of the Secretary of the Interior.He was authorized to establish "regulations and cause adequate measures to be taken" for the

> preservation of the natural objects within said park, and also for the protection of the timber from wanton depredation, the preservation of all kinds of game and fish, the punishment of trespassers, the removal of unlawful occupants and intruders, and the prevention and extinguishment of forest fires.

Section 3 contained prohibitions and penalties for infractions in the park as well as provisions for the admission of visitors, location and working of mining claims, and establishment of visitor accommodations. The section stated:

> That it shall be unlawful for any person to establish any settlement or residence within said reserve, or to engage in any lumbering, or other enterprise or business occupation therein, or to enter therein for any speculative purpose whatever, and any person violating the provisions of this act, or the rules and regulations established thereunder, shall be punished by a fine of not more than

> five hundred dollars, or by imprisonment for not more than one year, and shall further be liable for all destruction of timber or other property of the United States in consequence of any such unlawful act: Provided, That said reservation shall be open, under such regulations as the Secretary of the Interior may prescribe, to all scientists, excursionists, and pleasure seekers and to the location of mining claims and the working of the same: And provided further, That restaurant and hotel keepers, upon application to the Secretary of the Interior, may be permitted by him to establish places of entertainment within the Crater Lake National Park for the accommodation of visitors, at places and under regulations fixed by the Secretary of the Interior, and not otherwise. [19]

The issue of mining in the park bothered officials in the Department of the Interior, although it was considered to be of negligible impact on the operation of the reservation. In his annual report in 1902 Secretary of the Interior Ethan A. Hitchcock noted that Crater Lake's establishing act differed from that of other national parks in that it provided that the reservation should be open "to the location of mining claims and the working of the same." It was not believed, however, to be the purpose of that provision to extend the mining laws to the reservation without limitation. Rather the provision was intended "only to authorize the location and working of mining claims thereon in such manner as not to interfere with, or prejudicially affect, the general purpose for which the reservation was established." [20]

APPENDIX A:
Act Establishing Crater Lake National Park
May 22, 1902

An Act Reserving from the public lands in the State of Oregon, as a public park for the benefit of the people of the United States, and for the protection and preservation of the game, fish, timber, and all other natural objects therein, a tract of land herein described, and so forth, approved May 22, 1902 (32 Stat. 202)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the tract of land bounded north by the parallel forty-two degrees forty-eight minutes north latitude, east by the meridian one hundred and twenty-two degrees west longitude, and west by the meridian one hundred and twenty-two degrees sixteen minutes west longitude, having an area of two hundred and forty-nine square miles, in the State of Oregon, and including Crater Lake, is hereby reserved and withdrawn from settlement, occupancy, or sale under the laws of the United States, and dedicated and set apart forever as a public park or pleasure ground for the benefit of the people of the United States, to be known as "Crater Lake National Park." (U.S.C., title 16, sec. 121.)

SEC. 2 That the reservation established by this act shall be under the control and custody of the Secretary of the Interior, whose duty it shall be to establish rules and regulations and cause adequate measures to be taken for the preservation of the natural objects within said park, and also for the protection of the timber from wanton depredation, the preservation of all kinds of game and fish, the punishment of trespassers, the removal of unlawful occupants and intruders, and the prevention and extinguishment of forest fires. (U.S.C., title 16, sec. 122.)

SEC. 3. That it shall be unlawful for any person to establish any settlement or residence within said reserve, or to engage in any lumbering, or other enterprise or business occupation therein, or to enter therein for any speculative purpose whatever, and any person violating the provisions of this act, or the rules and regulations established thereunder, shall be punished

by a fine of not more than five hundred dollars, or by imprisonment for not more than one year, and shall further be liable for all destruction of timber or other property of the United States in consequence of any such unlawful act: Provided, That said reservation shall be open, under such regulations as the Secretary of the Interior may prescribe, to all scientists, excursionists, and pleasure seekers and to the location of mining claims and the working of the same:

And provided further, That restaurant and hotel keepers, upon application to the Secretary of the Interior, may be permitted by him to establish places of entertainment within the Crater Lake National Park for the accommodation of visitors, at places and under regulations fixed by the Secretary of the Interior, and not otherwise. (U.S.C., title 16, sec. 123.)

32 Stat. 202.

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CRATER LAKE

Administrative History

VOLUME I

PART II: MANAGEMENT AND ADMINISTRATION OF CRATER LAKE NATIONAL PARK UNDER THE OFFICE OF THE SECRETARY OF THE INTERIOR: 1902-1916

INTRODUCTION

Before the establishment of the National Park Service by an act of August 25, 1916 (39 Stat. 535), administration of national parks was under the direct supervision of the Secretary of the Interior. Most of the work was performed by the Patents and Miscellaneous Division until 1907 and thereafter by the Miscellaneous Section of the Office of the Chief Clerk. On June 4, 1914, Mark Daniels was appointed General Superintendent and Landscape Engineer of National Parks with headquarters in San Francisco. Some eighteen months later on December 101 1915, Daniels was replaced by Robert B. Marshall, who was given the title of Superintendent of National Parks with an office in Washington, D.C. Marshall resigned on December 31, 1916, and was not replaced. Stephen T. Mather, who as Assistant to the Secretary of the Interior since January 1915 had been particularly concerned with national parks, was appointed the first Director of the National Park Service on May 16, 1917. [1]

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CRATER LAKE

Administrative History

VOLUME I

PART II: MANAGEMENT AND ADMINISTRATION OF CRATER LAKE NATIONAL PARK UNDER THE OFFICE OF THE SECRETARY OF THE INTERIOR: 1902-1916

CHAPTER FIVE:
GENERAL ADMINISTRATIVE CONSIDERATIONS FOR CRATER LAKE NATIONAL PARK: 1902-1916

A. SUPERINTENDENTS OF CRATER LAKE NATIONAL PARK: 1902-1916

During the period 1902-16 Crater Lake National Park had two superintendents who were in immediate charge of park operations, development, and planning. These two men left an indelible imprint on the early growth and development of the park as a result of their ideas, policies, and initiatives. The two men were William F. Arant (June 7, 1902-July 1, 1913) and William G. Steel (July 1, 1913-November 20, 1916), the aforementioned "Father of Crater Lake National Park." [1]

B. RULES AND REGULATIONS FOR CRATER LAKE NATIONAL PARK: 1902-1916

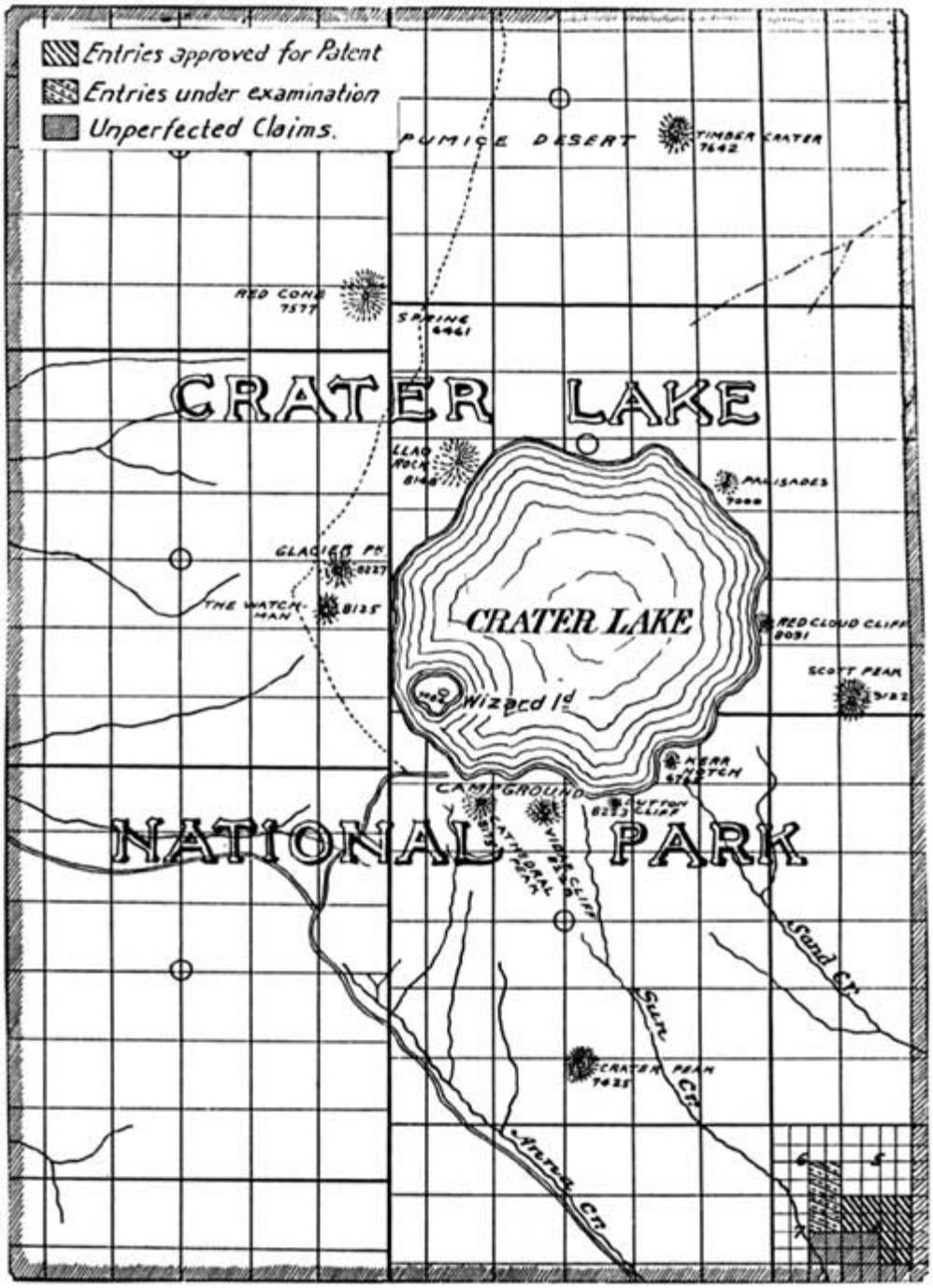
In accordance with the provisions of the park establishing act, the Department of the Interior issued rules and regulations for the park on August 27, 1902. Regulations were also drawn up governing the impoundment and disposition of loose livestock found within the park boundaries. [2]

With the growth and development of the park these regulations were revised and updated on June 10, 1908, and March 30, 1912. [3]

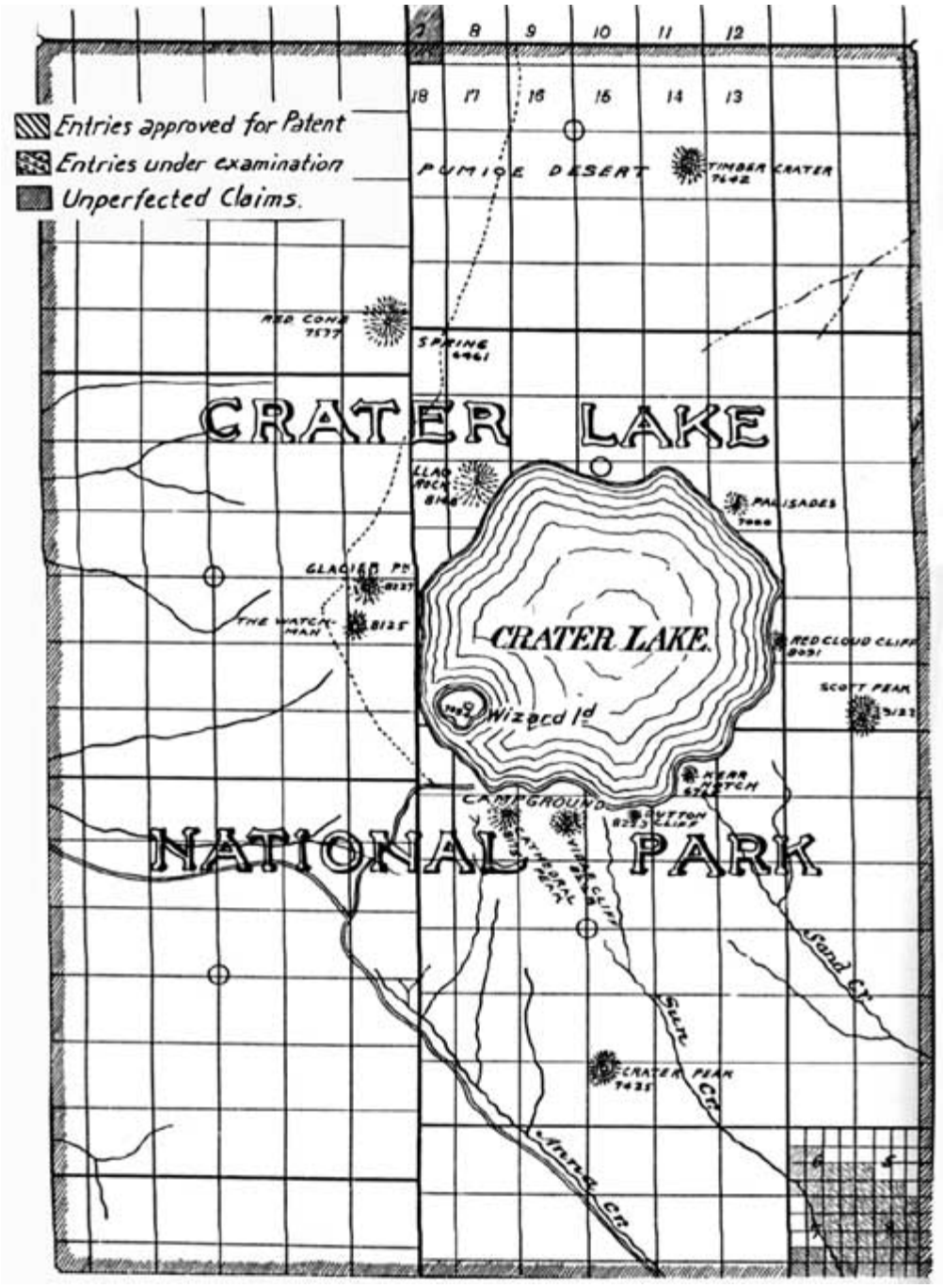
C. LAND ISSUES IN CRATER LAKE NATIONAL PARK: 1902-1916

At the time of the creation of the park there were fifteen land entries within its boundaries, totaling 2,395.33 acres. Twelve of these, incorporating 1,914.22 acres, were patented by 1908. Homestead entry No. 2415 (160 acres) of John Fitzgerald for S. 1/2 N. 1/2 of Sec. 17, T. 32 S., R. 7-1/2 E., was canceled by the General Land Office on November 13, 1908. Homestead entries Nos. 2620 and 2660 of John Wallace Dickey and Louis Stanosheck, totaling 321.11 acres, were canceled in 1909. Included in the total of 2,395.33 acres was a considerable portion of Homestead entry No. 2415 and timber land entries Nos. 2116 and 2120 (patented to Daniel M. and Arthur C. Griffith by 1908), which extended beyond the park boundary line. [4]

The title of the State of Oregon to school sections 16 and 36 within the park boundaries had been extinguished before the creation of the park by selection of other lieu lands. The only exception was a tract of 192.20 acres in the N. 1/2 of sec. 16, T. 32 S., R. 7-1/2 E., which was disposed of by the state to private parties by 1908. [5] (See the following maps showing land entries in the park in 1904 and 1906).



Annual Report of the Department of the Interior, 1904, I, following p. 435.



Report of the Superintendent of Crater Lake National Park, Oregon, to the Secretary of the Interior, 1906, following p. 12.

D. APPROPRIATIONS FOR CRATER LAKE NATIONAL PARK: 1902-1916

Appropriations for Crater Lake National Park remained small and barely adequate to maintain park operations during the 1902-16 period. Congress allocated annual sums of only $2,000 for fiscal years 1902, 1903, and 1904, thus forcing the park to operate at a bare minimum subsistence level without sufficient funds for necessary improvements or protection services. Appropriations for the park increased to $3,000 per year during 1905-07. After the park received an extraordinarily generous appropriation of $7,315 in 1908, annual appropriations for the years 1909-13 were again lowered to $3,000. [6]

The low level of appropriations prevented necessary development and effective

administration and protection of the park. The lack of adequate park funding was a continuing source of irritation to Superintendents Arant and Steel. In September 1911, for instance, Arant reported on the needs of the park at the National Park Conference held in Yellowstone:

> Now, referring again to the matter of appropriations for the Crater Lake National Park, I would say that with a sufficient amount appropriated for the purpose there would be no difficulty in maintaining a good administration over the affairs of the reserve. The appropriations that are made are for the protection and improvement of the park, but the funds provided are not sufficient for either the protection or the improvement. There has been no more than $3,000 appropriated any year excepting one, and that amount must cover every expense of the reserve, including all salaries as well as all other expenses.
>
> The amount available for the roads, trails, and bridges in the park this year is $850. Exclusive of any consideration for the construction of new roads, there should be an appropriation of at least $20,000 for the proper protection of the reserve.
>
> That, of course, would include the protection of the game; of the timber from forest fires, and other damages; the establishing of a sufficient number of ranger camps upon the lines of the park, and the maintaining a constant patrol throughout the reserve; the protection of the natural objects and curiosities in the park, and a general administration over all of the affairs of the reserve. [7]

During the nearly 4-1/2 years of Steel's superintendency, he pressed for increasing appropriations to provide for adequate administration and development of the park. Congress was more responsive than in earlier years, and appropriations increased from $3,000 in 1913 to $7,540 in 1914. The rising level of park funding continued in 1915 and 1916 with appropriations of $8,040 and $8,000 respectively. [8]

APPENDIX A:
Biographical Sketch of William A. Arant

William F. Arant was born on September 29, 1850, in Tazewell County, Illinois, the son of Jesse T. and Mary Jane (Emmett) Arant. The family, which would eventually consist of twelve children, resided in Illinois until March 12, 1852, when they left for Oregon, crossing the plains in ox-pulled wagons. They arrived at the Sandy River in September and located in Linn County. After a year they moved to Douglas County, where Arant's father secured a "donation claim" of 320 acres some seven miles northwest of Roseburg in September 1853. Arant's father devoted his entire life to farming and stock raising.

Arant acquired a common school education and worked on the home farm during his youth. On October 29, 1871, he married Emma L. Dunham, who had come to Oregon with her family in 1864 from her birthplace in Livingston County, Missouri. In the fall of 1872 he moved his family to Klamath County, where he engaged in farming and stock raising for some thirty years. He became active in Republican Party political circles in southern Oregon. His father had been a member of a local militia company known as the Minute Men during the Rogue River Indian War in 1855, and he followed his father's footsteps by serving in the state militia for five years--one year as private, one year as company bugler, two years as first sergeant, and one year as guidon sergeant. During the Modoc Indian War in 1872-73, he served as a teamster in the employ of the U.S. Government and engaged in furnishing

supplies to the troops. In 1892 he won the championship medal as the finest shot of Troop B, Oregon National Guard, one of the two cavalry troops in the state. On June 7, 1902, he was named superintendent of Crater Lake National Park, being recommended for that position by Representative John H. Tongue, Senator John H. Mitchell, Governor T.T. Greer, the Republican Congressional Committee, First District, the secretary of state, and the secretary of the treasury. He assumed his full-time duties several months later and served as superintendent until July 1, 1913.

During those eleven years he wintered at his home in Klamath Falls, devoting attention to his private farming and stock raising interests.

Joseph Gaston, The Centennial History of Oregon: 1811-1912 (4 vols., Chicago, 1912), IV, 287-88, and "Crater Lake National Park," June 5, 1911, RG 79, Central Files, 1933-49, File No. 101-0, Part 1, Crater Lake, History. Steel bitterly opposed Arant's appointment, thus straining his own lifelong friendship with Tongue. According to a letter written by Steel in May 1909, however, he soon recognized that Arant was "industrious, conscientious and painstaking in his work" and apologized to both Arant and Tongue. Steel to Bourne, May 12, 1909, Steel Correspondence Collection, Letter File 2, Item 47, Museum Collection, Crater Lake National Park.

APPENDIX B:
Rules and Regulations of the Crater Lake National Park: 1902

DEPARTMENT OF THE INTERIOR,
Washington, D. C., August 27, 1902.

1. By act of Congress approved May 22, 1902, the tract of land bounded north by the parallel forty-three degrees four minutes north latitude, south by forty-two degrees forty-eight minutes north latitude, east by the meridian one hundred and twenty-two degrees west longitude, and west by the meridian one hundred and twenty-two degrees sixteen minutes west longitude, having an area of two hundred and forty-nine square miles, in the State of Oregon, and including Crater Lake, has been reserved and withdrawn from settlement, occupancy, or sale under the laws of the United States, and dedicated and set apart forever as a public park or pleasure ground for the benefit of the people of the United States, to be known as Crater Lake National Park.

2. The park by said act is placed under the exclusive control of the Secretary of the Interior, and these rules and regulations are made and published in pursuance of the duty imposed on him in regard thereto.

3. It is forbidden to injure, or destroy in any manner, any of the natural curiosities or wonders within the park, or to disturb the mineral deposits in the reservation, except under the conditions prescribed in paragraph 12 of these regulations.

4. It is forbidden to cut or injure any timber growing within the park except for use in the construction of places of entertainment and in connection with the working of located mining claims. Camping parties and others on the reservation will be allowed the use of dead or fallen timber for fuel, in the discretion of the superintendent.

5. Fires shall be lighted only when necessary and completely extinguished when not longer required. The utmost care must be exercised at all times to avoid setting fire to the timber and grass.

6. Hunting or killing, wounding or capturing, any bird or wild animal on the park lands, except dangerous animals when necessary to prevent them from destroying life or inflicting an injury, is prohibited. The outfits, including guns, traps, teams, horses, or means of transportation used by persons engaged in hunting, killing, trapping, ensnaring, or capturing such birds or wild animals, or in possession of game killed on the park lands under other circumstances than prescribed above, will be taken up by the superintendent and held subject to order of the Secretary of the Interior, except in cases where it is shown by satisfactory evidence that the outfit is not the property of the person or persons violating this regulation, and the actual owner thereof was not a party to such violation. Firearms will only be permitted in the park written permission from the superintendent thereof.

7. Fishing with nets, seines, traps, or by the use of drugs or explosives, or in any other way than with hook and line is prohibited. Fishing for purposes of merchandise or profit is forbidden. Fishing may be prohibited by order of the superintendent of the park in any of the waters of the park, or limited therein to any specified season of the year until otherwise ordered by the Secretary of the Interior.

8. No person will be permitted to reside in or to engage in any business in the park without permission, in writing, from the Secretary of the Interior. The superintendent may grant authority to competent persons to act as guides and revoke the same in his discretion, and no pack train shall be allowed in the park unless in charge of a duly registered guide.

9. The herding or grazing of loose stock or cattle of any kind on the Government lands in the park, as well as the driving of such stock or cattle over the same, is strictly forbidden, except in such cases where authority therefor is granted by the superintendent.

10. The sale or use of intoxicating liquors on the Government lands in the park is strictly forbidden.

11. Private notices or advertisements shall not be posted or displayed on the Government lands within the reservations, except such as may be necessary for the convenience and guidance of the public.

12. The act provides that, under such regulations as the Secretary of the Interior may prescribe, the reservation shall be open "to the location of mining claims and the working of the same." It was not the purpose of this provision to extend the mining laws to the reservation without limitation, but only to authorize the location and working of mining claims thereon, under regulations to be prescribed by the Secretary of the Interior, and in such manner as not to interfere with or prejudicially affect the general purpose for which the reservation was established. It is therefore prescribed:

(a) That persons desiring to locate mining claims within the reservation shall enroll their names and addresses with the superintendent of the reservation, and shall file with such superintendent a description, in writing, of the land desired to be located. They shall also file with the superintendent evidence that they are severally qualified to make locations under the mining laws, and before entering upon the reservation for such purpose they most obtain from the Secretary of tine Interior, through the superintendent, a written permit to do so. Such permit will be issued only upon condition that the applicant or applicants therefor while upon the reservation, will not destroy or damage any game, fish, timber, or natural object therein, and wild strictly observe and comply with the requirements of the law and these regulations.

(b) Lands in the reservation upon which valuable deposits of mineral shall have been or may be found may be located under the mining laws by any person or persons duly qualified and holding a permit such as is described in the preceding paragraph, and such person or persons, his or their successor or successors in interest, may work the claim or claims so located; but

in carrying on the work he or they shall in all respects observe and comply with the provisions of the statute creating the reservation and with these regulations; *Provided,* That such person or persons may, as the proper working of such mining claim or claims shall require, be permitted to use, for mining purposes, such timber or stone found upon the land located as in the judgment of the superintendent may be so used without injury or damage to the reservation "as a public park or pleasure ground:"; *And provided further,* That within thirty days after the location of any mining claim upon the reservation, and before development work thereon shall be commenced a copy of the notice of location shall be filed with the superintendent, together with proof satisfactorily showing that discovery of a valuable mineral deposit has been made within the limits of the location, and, if be a placer location, that every ten-acre tract embraced therein has been found to contain valuable deposits of mineral.

(c) The statute does not authorize the purchase of or the acquisition of the legal title to lands located as mining claims within the reservation. The rights of the locator or locators therefore will be at all times subject to forfeiture upon breach of any of the conditions mentioned in the permit herein provided for, or upon refusal or failure to comply with any of the provisions of the statute or of these regulations.

(d) Upon breach of any such conditions, or upon refusal or failure to comply in all respects with the provisions of the statute and of these regulations, or where locators of mining claims do not appear to be acting in good faith, or who after location do not work their claims in such manner as to show good faith in the assertion thereof, the superintendent will revoke their permits, forthwith remove them from the reservation, and report the facts to the Secretary of the Interior.

13. Persons who render themselves obnoxious by disorderly conduct or bad behavior, or who may violate any of the foregoing rules, may be summarily removed from the park and will not be allowed to return without permission, in writing, from the Secretary of the Interior or the superintendent of the park.

14. The superintendent designated by the Secretary is hereby authorized and directed to remove all tresspassers from the park and enforce these rules and regulations and aid the provisions of the act of Congress aforesaid.

THOS. RYAN,
Acting Secretary of the Interior.

Regulations Governing the Impounding and Disposition of Loose Live Stock Found in the Crater Lake National Park.

DEPARTMENT OF THE INTERIOR,
Washington, D. C., August 27, 1902.

Horses, cattle, or other domestic live stock running at large or being herded or grazed on the Government lands in the Crater Lake National Park without authority from the superintendent of the park will be taken up and impounded by the superintendent, who will at once give notice thereof to the owner, if known. If the owner is not known, notices of such impounding, giving a description of the animal or animals, with the brands thereon, will be posted in six public places inside tine park and in two public places outside the park. Any owner of an animal thus impounded may, at any time before the sale thereof, reclaim the same upon proving ownership and paying the cost of notice and all expenses incident to the taking up and detention of such animal, including the cost of feeding and caring for the same. If any

animal thus impounded shall not be reclaimed within thirty days from notice to the owner or from the date of posting notices, it shall he sold at public auction at such time and place as may be fixed by the superintendents, after ten days' notice, to he given by posting notices in six public places in the park and two public places outside the park and by mailing to the owner, if known, a copy thereof.

All money received from the sale of such animals and remaining after the payment of all expenses incident to the taking up, impounding, and selling thereof shall be carefully retained by the superintendent in a separate fund for a period of six months, during which time the net proceeds from the sale of any animal may be claimed by and paid out the owner upon the presentation of satisfactory proof of ownership; and if not so claimed within six months from the date of sale such proceeds shall be turned into the Crater Lake National Park fund.

The superintendent shall keep a record in which shall be set down a description of all animals impounded, giving the brands found on them, the date and locality of the taking up, the date of all notices and manner in which they were given, the date of sale, the name and address of the purchaser, the amount for which each animal was sold and the cost incurred inn connection therewith, and the disposition of the proceeds.

The superintendent will, in each instance, make every reasonable effort to ascertain the owner cat of animals impounded and to give actual notice thereof to such owner.

THOS. RYAN, *Acting Secretary.*

Annual Report of the Department of the Interior, 1902, I, 226-28.

APPENDIX C:
General Regulations of June 101, 1908

GENERAL REGULATIONS OF JUNE 10, 1908.

By act of Congress approved May 22, 1902, the tract of land bounded north by the parallel forty-three degrees four minutes north latitude, south by forty-two degrees forty-eight minutes north latitude, east by the meridian one hundred and twenty-two degrees west longitude, and west by the meridian one hundred and twenty-two degrees sixteen minutes west longitude, having an area of 249 square miles, in the State of Oregon. and including Crater Lakes has been reserved and withdrawn from settlement, occupancy, or sale under the laws of the United States, and dedicated and set apart forever as a public park or pleasure ground for the benefit of the people of the United States, to be known as "CRATER LAKE NATIONAL PARK."

The park by said act is placed under the exclusive control of the Secretary of the Interior, and these rules and regulations are made and published in pursuance of the duty imposed on him in regard thereto.

1. It is forbidden to injure, or destroy in any manner, any of the natural curiosities or wonders within the park, or to disturb the mineral deposits in the reservation, except under the conditions prescribed in paragraph 11 of these regulations.

2. It is forbidden to cut or injure any timber growing on the park lands, except for use in the construction of places of entertainment, and in connection with the working of located mining claims, or to deface or injure any government property. Camping parties and others on the reservation will be allowed to use dead or fallen timber for fuel in the discretion of the

superintendent.

3. Fires should be lighted only when necessary and completely extinguished when not longer required. The. utmost care must be exercised at all times to avoid setting fire to the timber and grass.

4. Hunting or killing, wounding or capturing any bird or wild animal on the park lands, except dangerous animals when necessary to prevent them from destroying life or inflicting an injury, is prohibited. The outfits, including guns, traps, teams, horses, or means of transportation used by persons engaged in hunting, killing, trapping, ensnaring, or capturing such birds or wild animals, or in possession of game killed on the park lands under other circumstances than prescribed above, will be taken up by the superintendent and held subject to the order of the Secretary of the Interior, except in cases where it is shown by satisfactory evidence that the outfit is not the property of the person or persons violating this regulation and the actual owner thereof was not a party to such violation. Firearms will only be permitted in the park on written permission from the superintendent thereof.

5. Fishing with nets, seines, traps, or by the use of drugs or explosives, or in any other way than with hook and line, is prohibited. Fishing for purposes of merchandise or profit is forbidden. Fishing may be prohibited by order of the superintendent in any of the waters of the park, or limited therein to any specified season of the year, until otherwise ordered by the Secretary of the Interior.

6. No person will be permitted to reside permanently, engage in any business, or erect buildings, etc., upon the government lands in the park without permission, in writing, from the Secretary of the Interior. The superintendent may grant authority to competent persons to act as guides and revoke the same in his discretion. No pack trains will be allowed in the park unless in charge of a duly registered guide.

7. Owners of patented lands within the park limits are entitled to the full use and enjoyment thereof; such lands, however, shall have the metes and bounds thereof so marked and defined that they may be readily distinguished from the park lands. Stock may be taken over the park lands to patented lands with the written permission and under the supervision of the superintendent.

8. The herding or grazing of loose stock or cattle of any kind on the government lands in the park, as well as the driving of such stock or cattle over the same, is strictly forbidden, except in such cases where authority therefor is granted by the superintendent.

9. No drinking saloon or barroom will be permitted upon government lands in the park.

10. Private notices or advertisements shall not be posted or displayed on the government lands within the reservation, except such as may be necessary for the convenience and guidance of the public.

11. The act provides that, under such regulations as the Secretary of the Interior may prescribe, the reservation shall be open "to the location of mining claims and the working of the same." It was not the purpose of this provision to extend the mining laws to the park without limitation, but only to authorize the location and working of mining claims thereon, under regulations to be prescribed by the Secretary of the Interior, and in such manner as not to interfere with or prejudicially affect the general purpose for which the reservation was established. It is therefore prescribed:

(a) That persons desiring to locate mining claims within the park shall enroll their names and addresses with the superintendent of the reservation, and shall file with such superintendent a

description, in writing, of the land desired to he located. They shall also file with the superintendent evidence that they are severally qualified to make locations under the mining laws, and before entering upon the park for such purpose they must obtain from the Secretary of the Interior, through the superintendent, a written permit to do so. Such permit will be issued only upon condition that the applicant or applicants therefor, while upon the reservation, will not destroy or damage any game, fish, timber, or natural objects therein, and will strictly observe and comply with the requirements of the law and these regulations.

(b) Lands in the park upon which valuable deposits of mineral shall have been or may be found may be located under the mining laws by any person or persons duly qualified and holding a permit such as is described in the preceding paragraph, and such person or persons, his or their successor or successors in interest, may work the claim or claims so located; but in carrying on the work he or they shall in all respects observe and comply with the provisions of the statute creating the park amid with these regulations : *Provided,* That such person or persons may, as the proper working of such mining claim or claims shall require, be permitted to use, for mining purposes, such timber or stone found upon the land located as in the judgment of the superintendent may be so used without injury or damage to the reservation "as a public park or pleasure ground:" *And provided further,* That within thirty days after the location of any mining claim within the park, and before development work thereon shall be commenced, a copy of the notice of location shall be filed with the superintendent, together with proof satisfactorily showing that discovery of a valuable mineral deposit has been made within the limits of the location, and, if it be a placer location, that every 10-acre tract embraced therein has been found to contain valuable deposits of mineral.

(c) The statute does not authorize the purchase of or the acquisition of the legal title to lands located as mining claims within the park. The rights of the locator or locators, therefore, will be at all times subject to forfeiture upon breach of any of the conditions mentioned in the permit herein provided for, or upon refusal or failure to comply with any of the provisions of the statute or of these regulations.

(d) Upon breach of any such conditions, or upon refusal or failure to comply in all respects with the provisions of the statute and of these regulations, or where locators of mining claims do not appear to be acting in good faith, or who after location do not work their claims in such manner as to show good faith in the assertion thereof, the superintendent will revoke their permits, forthwith remove them from the park, and report the facts to the Secretary of the Interior.

12. Persons who render themselves obnoxious by disorderly conduct or bad behavior, or who violate any of the foregoing rules, will be summarily removed from the park and will not be allowed to return without permission, in writing, from the Secretary of the Interior or the superintendent of the park.

No lessee or licensee shall retain in his employ any person whose presence in the park shall be deemed and declared by the superintendent to be subversive of the good order and management of the reservation.

13. Any person who violates any of the foregoing regulations will be deemed guilty of a misdemeanor, and upon conviction, be fined not more than $500, or imprisoned not more than one year, and shall be liable for any loss sustained by the United States as a result of such violation, as provided by the act creating the park.

14. The superintendent designated by the Secretary is hereby authorized and directed to remove all trespassers from the government lands in the park and enforce these rules and

regulations and all the provisions of the act of Congress aforesaid.

REGULATIONS OF JUNE 10, 1908, GOVERNING THE IMPOUNDING AND DISPOSITION OF LOOSE LIVE STOCK.

Horses, cattle, or other domestic live stock running at large or being herded or grazed in the Crater Lake National Park without authority from the Secretary of the Interior, will be taken up and impounded by the superintendent, who will at once give notice thereof to the owner, if known. If the owner is not known, notice of such impounding, giving a description of the animal or animals, with the brands thereon, will be posted in six public places inside the park and in two public places outside the park. Any owner of an animal thus impounded may, at any time before the sale thereof, reclaim the same upon proving ownership and paying the cost of notice and all expenses incident to the taking up an d detention of such animal including the cost of feeding and caring for the same. If any animal thus impounded shall not be reclaimed within thirty days from notice to the owner or from the date of posting notices, it shall be sold at public auction at such time and place as may be fixed by the superintendent after ten days' notice, to be given by posting notices in six public places in the park and two public places outside the park, and by mailing to the owner, if known, a copy thereof.

All money received from the sale of such animals and remaining after the payment of all expenses incident to the taking up, impounding, and selling thereof shall be carefully retained by the superintendent in a separate fund for a period of six months, during which time the net proceeds from the sale of any animal may be claimed by and paid to the owner upon the presentation of satisfactory proof of ownership, and if not so claimed within six months from the date of sale such proceeds shall be turned into the Crater Lake National Park fund.

The superintendent shall keep a record in which shall be set down a description of all animals impounded, giving the brands found on them, the date and locality of the taking up, the date of all notices and manner in which they were given, the date of sale, the name and address of the purchaser, the amount for which each animal was sold and the cost incurred in connection therewith, and the disposition of the proceeds.

The superintendent will, in each instance, make every reasonable effort to ascertain the owner of animals impounded and to give actual notice thereof to such owner.

APPLICATION FOR PERMISSION TO DRIVE STOCK THROUGH THE CRATER LAKE NATIONAL PARK, OREGON.

----------, 19--

The Superintendent of the Crater Lake National Park.

SIR:

I, ----------, a citizen of the United States and a resident of ----------, county of ----------, State of ---------- hereby make application for permission to drive ---------- head of loose stock or cattle over the main traveled wagon road leading through the Crater Lake National Park, Oregon, en route from .. . to .. ---------- to ----------; I hereby agree that I will cross the park boundary with my stock on the ---------- day of ----------, 19--, and will not occupy more than ---------- days in crossing the reservation; that I will cause the stock to be moved expeditiously over the road through the park, and will not allow the same to scatter, stop, graze, or pasture upon any of the places used or occupied by the public.

I further agree to observe and obey all the rules and regulations for the government of the Crater Lake National Park.

Approved and permit granted
----------, 19--

----------,
Superintendent.

Laws and Regulations Relating to the Crater Lake National Park, Oregon (Washington, 1908), pp. 6-10.

APPENDIX D:
General Regulations of March 30, 1912

By act of Congress approved May 22, 1902, the tract of land bounded north by the parallel forty-three degrees four minutes north latitude, south by forty-two degrees forty-eight minutes north latitude, east by the meridian one hundred and twenty-two degrees west longitude, and west by the meridian one hundred and twenty-two degrees sixteen minutes west longitude, having an area of two hundred and forty-nine square miles, in the State of Oregon, and including Crater Lake, has been reserved and withdrawn from settlement, occupancy, or sale under the laws of the United States, and dedicated and set apart forever as a public park or pleasure ground for the benefit of the people of the United States, to be known as Crater Lake National Park.

The park by said act is placed under the exclusive control of the Secretary of the Interior, and these rules and regulations are made and published in pursuance of the duty imposed on him in regard thereto.

1. It is forbidden to injure, or destroy in any manner, any of the natural curiosities or wonders within the park, or to disturb the mineral deposits in the reservation, except under the conditions pre scribed in paragraph 11 of these regulations.

2. It is forbidden to cut or injure any timber growing on the park lands, except for use in the construction of places of entertainment and in connection with the working of located mining claims, or to deface or injure any Government property. Camping parties and others on the reservation will be allowed to use dead or fallen timber for fuel in the discretion of the superintendent.

3. Fires should be lighted only when necessary and completely extinguished when not longer required. The utmost care must be exercised at all times to avoid setting fire to the timber and grass.

4. Hunting or killing, wounding or capturing any bird or wild animal on the park lands, except dangerous animals when necessary to prevent them from destroying life or inflicting an injury, is prohibited. The outfits, including guns, traps, teams, horses, or means of transportation used by persons engaged in hunting, killing, trap ping, ensnaring, or capturing such birds or wild animals, or in possession of game killed on the park lands under other circumstances than prescribed above, will be taken up by the superintendent and held subject to the order of the Secretary of the Interior, except in cases where it is shown by satisfactory

evidence that the outfit is not the property of the person or persons violating this regulation and the actual owner thereof was not a party to such violation. Fire arms will only be permitted in the park on written permission from the superintendent thereof.

5. Fishing with nets, seines, traps, or by the use of drugs or explosives, or in any other way than with hook and line, is prohibited.

Fishing for purposes of merchandise or profit is forbidden. Fishing may be prohibited by order of the superintendent in any of the waters of the park, or limited therein to any specified season of the year, until otherwise ordered by the Secretary of the Interior.

All fish less than 8 inches in length should at once be returned to the water with the least damage possible to the fish. Fish that are to be retained must be at once killed by a blow on the back of the head or by thrusting a knife or other sharp instrument into the head.

6. No person will be permitted to reside permanently, engage in any business, or erect buildings, etc., upon the Government lands in the park without permission, in writing, from the Secretary of the Interior. The superintendent may grant authority to competent persons to act as guides and revoke the same in his discretion. No pack trains will be allowed in the park unless in charge of a duly registered guide.

7. Owners of patented lands within the park limits are entitled to the full use and enjoyment thereof; the boundaries of such lands, however, must be determined and marked and defined, so that they may be readily distinguished from the park lands. While no limitations or conditions are imposed upon the use of such private lands so long as such use does not interfere with or injure the park, private owners must provide against trespass by their stock or cattle, or otherwise, upon the park lands, an d all trespasses committed will be punished to the full extent of the law. Stock may be taken over the park lands to patented private lands with the written permission and under the supervision of the superintendent, but such permission and supervision are not required when access to such private lands is had wholly over roads or lands not owned or controlled by the United States.

8. Allowing the running at large, herding, or grazing of cattle or stock of any kind on the Government lands in the park, as well as the driving of such stock or cattle over same, is strictly forbidden, except where authority therefor has been granted by the superintendent. All cattle or stock found trespassing on the park lands will be impounded and disposed of as. directed in regulations approved March 30, 1912.

9. No drinking saloon or barroom will be permitted upon Government lands in the park.

10. Private notices or advertisements shall not be posted or displayed on the Government lands within the reservation except such as may be necessary for the convenience and guidance of the public.

11. The act provides that, under such regulations as the Secretary of the Interior may prescribe, the reservation shall be open "to the location of mining claims and the working of the same." It was not the purpose of this provision to extend the mining laws to the park without limitation, but only to authorize the location and working of mining claims thereon, under regulations to be prescribed by the Secretary of the Interior, and in such manner as not to interfere with or prejudicially affect the general purpose for which the reservation was established. It is therefore prescribed:

(a) That persons desiring to locate mining claims within the park shall enroll their names and addresses with the superintendent o the reservation and shall file with such superintendent a description, in writing, of the land desired to be located. They shall also file with the

superintendent evidence that they are severally qualified to make locations under the mining laws, and before entering upon. the park for such purpose they must obtain from the Secretary of the Interior, through the superintendent, a written permit to do so. Such permit will be issued only upon condition that the applicant or applicants therefor, while upon the reservation, will not destroy or damage any game, fish, timber, or natural objects therein, and will strictly observe and comply with the requirements of the law and these regulations.

(b) Lands in the park upon which valuable deposits of mineral shall have been or may be found may be located under the mining laws by any person or persons duly qualified and holding a permit such as is described in the preceding paragraph, and such person or persons, his or their successor or successors in interest, may work the claim or claims so located; but in carrying on the work he or they shall in all respects observe and comply with the provisions of the statute creating the park and with these regulations: *Provided,* That such person or persons may, as the proper working of such mining claim or claims shall require, be permitted to use for mining purposes such timber or stone found upon the land located as in the judgment of the superintendent may be so used without injury or damage to the reservation "as a public p ark or pleasure ground": *And provided further,* That within thirty days after the location of any mining claim within the park, and before development work thereon shall be commenced, a copy of the notice of location shall be filed with the superintendent, together with proof satisfactorily showing that discovery of a valuable mineral deposit has been made within the limits of the location, and, if it be a placer location, that every ten-acre tract embraced therein has been found to contain valuable deposits of mineral.

(c) The statute does not authorize the purchase of or the acquisition of the legal. title to lands located as mining claims within the park. The rights of the locator or locators, therefore, will be at all times subject to forfeiture upon breach of any of the conditions mentioned in the permit herein provided for, or upon refusal or failure to comply with any of the provisions of the statute or of these regulations.

(d) Upon breach of any such conditions, or upon refusal or failure to comply in all respects with the provisions of the statute and of these regulations, or where locators of mining claims do not appear to be acting in good faith, or who after location do not work their claims in such manner as to show good faith in the assertion thereof, the superintendent will revoke their permits, forthwith remove them from the park, and report the facts to the Secretary of the Interior.

12. Persons who render themselves obnoxious by disorderly conduct or bad behavior, or who violate any of the foregoing rules, will be summarily removed from the park and will not be allowed to return without permission, in writing, from the Secretary of the Interior or the superintendent of the park.

No lessee or licensee shall retain in his employ any person whose presence in the park shall be deemed and declared by the superintendent to be subversive of the good order and management of the reservation.

13. Any person who violates any of the foregoing regulations will be deemed guilty of a misdemeanor, and upon conviction be fined not more than $500 or imprisoned not more than one year, and shall be liable for any loss sustained by the United States as a result of such violation, as provided by the act creating the park.

14. The superintendent designated by the Secretary is hereby authorized and directed to remove all trespassers from the Government lands in the park and enforce these rules and regulations and all the provisions of the act of Congress aforesaid.

REGULATIONS OF MARCH 30, 1912, GOVERNING THE IMPOUNDING AND DISPOSITION OF LOOSE LIVE STOCK.

Horses, cattle, or other domestic live stock running at large or being herded or grazed in the Crater Lake National Park without authority from the Secretary of the Interior will be taken up and impounded by the superintendent, who' will at once give notice thereof to the owner, if known. If the owner is not known, notice of such impounding, giving a description of the animal or animals, with the brands thereon, will be posted in six public places inside the park and in two public places outside the park. Any owner of an animal thus impounded may, at any time before the sale thereof, re claim the same upon proving ownership and paying the cost of notice and all expenses incident to the taking up and detention of such animal, including the cost of feeding and caring for the same. If any animal thus impounded shall not be reclaimed within 30 days from notice to the owner or from the date of posting notices, it shall be sold at public auction at such time and place as may be fixed by the superintendent, after 10 days' notice, to be given by posting notices in six public p laces in the park and two public places outside the park, and by mailing to the owner, if known, a copy thereof.

All money received from the sale of such animals and remaining after the payment of all expenses incident to the taking up, impounding, and selling thereof, shall be carefully retained by the superintendent in a separate fund for a period of six months, during which time the net proceeds from the sale of any animal may be claimed by and paid to the owner upon the presentation of satisfactory proof of ownership, and if not so claimed within six months from the date of sale such proceeds shall be turned into the. Crater Lake National Park fund.

The superintendent shall keep a record, in which shall be set down a description of all animals impounded, giving the brands found on them, the date and locality of the taking up, the date of all notices and manner in which they were given, the date of sale, the name and address of the purchaser, the amount for which each animal was sold and the cost incurred in connection therewith, and the disposition of the proceeds.

The superintendent will, in each instance, make every reasonable effort to ascertain the owner of animals impounded and to give actual notice thereof to such owner.

Report of the Superintendent of Crater Lake National Park, 1912, in Annual Report of the Department of the Interior, 1912, I, 730-33.

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CRATER LAKE

Administrative History

VOLUME I

PART II: MANAGEMENT AND ADMINISTRATION OF CRATER LAKE NATIONAL PARK UNDER THE OFFICE OF THE SECRETARY OF THE INTERIOR: 1902-1916

CHAPTER SIX:
ADMINISTRATION OF CRATER LAKE NATIONAL PARK UNDER SUPERINTENDENT WILLIAM F. ARANT: 1902-1916

Active park operations began at Crater Lake National Park soon after passage of the establishing act on May 22, 1902. William F. Arant of Klamath Falls was appointed park superintendent on June 7 (he received official notification of his appointment on October 13) at an annual compensation of $900. In the deficiency appropriation act of July 1, 1902, an allocation of $2,000 was made for the protection and improvement of the park as well as the extension and repair of its roads.

During June 1902 Arant established his first headquarters in the park at Bridge Creek Springs, some six miles from the lake. That month he visited the lake and principal camping places in the park and found large numbers of campers. He reported that no forest fires had been seen, no timber was being cut, and no park property or resources were being destroyed. As a result of conversations with campers and park visitors, Arant observed that there was "a strong sentiment" in "favor of preserving the natural picturesqueness of the reservation" and that all were "generally disposed to protect rather than to destroy." To facilitate visitation to the lake he had surveyed a new five-mile road along the base of Crater Lake Mountain to the rim of the crater, and department officials had approved his plans. [1]

During his first full year as park superintendent Arant took steps to lay out the new road and enforce the rules and regulations of the park. With the help of a surveyor and other hired labor Arant surveyed and located the road during October 28-November 5, 1902, at a cost of $158. The new road followed the general location of the wagon trail blazed earlier in 1869 by the Sutton party. The completion of the survey coincided with the end of the working season as the snow depth levels in the park ranged between a few inches to nearly four feet at that time.

During the winter and spring of 1902-03 Arant made frequent trips through the park, sometimes in ten to twelve feet of snow, to ensure that the park rules prohibiting hunting and trapping were not violated. Arant again established camp in the park on June 18, 1903, as soon as the snow had disappeared from the lower grounds of the park.

Arant purchased a variety of materials and supplies for the operation of the park and the construction and improvement of the park roads in 1903. These purchases included: 21,816 feet of bridge lumber ($175.80); tools, implements, and building supplies ($111.05); Remington standard typewriter ($90); a boat and lumber for a boathouse ($100); and blasting powder ($300).

On June 20, 1903, Arant, with the help of thirteen men and three teams, commenced improvements on the existing main road through the park and hauling lumber for new bridge structures. Three of the worst hills were eliminated and replaced by "good easy grades," and a new 50-foot bridge was constructed across Bridge Creek. The road was "otherwise improved" by "cutting out roots, taking out rocks, leveling up, etc." In addition, the stretch of road in the vicinity of Bridge Creek was improved for a distance of one-fourth mile by "cutting out several short steep hills and a number of very short turns by building a new piece of road" which was "comparatively straight and level."

On July 16 Arant moved his camp to the head of Anna Creek and began work on the new road to the lake, which had been surveyed the previous November. Before the total park appropriation for fiscal year 1904 was exhausted on August 20 a bridge (104 feet long and 30 feet high) was constructed across Anna Creek and two miles of the new road were completed.

After the park's funds were exhausted Arant maintained his camp at the head of Anna Creek. This base camp soon became known as Camp Arant. From the camp Arant "took care of the Government property, visited camps of camping parties in the park, prevented trespasses and violations of the rules, etc." On October 5 he moved his office to his ranch in the vicinity of Klamath Falls, after which he had "a man at the ranch nearest the park, patrolling in the park for the protection of the property and maintenance of the rules."

In his annual report for 1903 Arant observed that five permits had been granted for driving some 4,000 head of stock through the park. Stockmen were interested in using the park road since it was the only thoroughfare through the Cascades in the region. The permits included:

> E.E. Sherwood for cattle to be driven to Klamath Marsh, fifty miles east of the park.
> E.R. Hannon for cattle to be driven to Wood River Valley, ten miles south of the park.
> Pelton brothers for cattle to Wood River Valley, twelve miles south of the park.
> Al Melhase, one permit for 2,000 sheep to summer range in Cascade Forest Reserve and one permit for returning them to winter quarters in Wood River Valley, twelve miles south of the park.

Arant reported that the 1903 tourist season at Crater Lake extended from July 10 to October 1. Some people, however, continued to visit the park after October 1.

As part of his annual report Arant submitted a list of improvements that he considered necessary "to the best interests and management of the park." These improvements, which would "add very materially to the attractiveness and convenience and better management of the park," required that an appropriation of $6,695 be made for the park in fiscal year 1905. The list of such projects read:

Improvement of road from south line of park to Anna Creek bridge	$400
Improvements at White Horse bridge and grading	250
New road from White Horse to Anna Creek bridge	1,000
Completion of new road from Anna Creek bridge to rim of crater	1,000
Improvement of trail inside crater and cable for same	500
Iron railing on Victor rock	150
For two patrolmen in park	480
Register and house for same	150
Register and case for same at Wizard Island	25

Station house in park	1,000
Barn in park	300
Tool house in park	75
Salary of superintendent	1,000
Allowance for additional horse	365
Total	$6,695 [2]

In his annual report for 1904 Arant observed that he continued to maintain a patrol in the park from mid-October to November 18, 1903, for the protection of government property and enforcement of park regulations. On the latter date the snow became so deep "that any kind of travel or existence in the park was entirely impracticable." After closing the work for the season Arant continued to make occasional trips "to and in the vicinity of the park" during the winter months. On June 1, 1904, the snow was solid enough to walk on so Arant made a trip "from the south line to the central portion of the park." He found the snow depths to be between four to twelve feet along the roads and approximately fifteen to eighteen feet at the lake and in the higher elevations.

On July 6, the snow having receded from the lower lands of the park, Arant established his "usual first camping place at Bridge Creek Springs, on the south slope of the mountain." With five men and two teams he began improvements on the road from the south line of the park to the head of Anna Creek as well as on the road at Whitehorse that led from western Oregon to Crater Lake.

From mid-August until the end of October Arant supervised construction of the new road to the lake, using eight men and two teams. By the close of the working season the road had been completed to within one mile of the lake. Ten bridges, ranging in length from 16 to 104 feet, were built across the streams that descended from the springs at the base of Crater Lake Mountain.

At the beginning of the 1904 summer season Arant found all park property, including tools, implements, lumber, and the boat "to be in a good state of preservation and ready for use." It was Arant's belief that this was the first time a boat had survived a winter at Crater Lake, although the boathouse, except for the foundation, had been swept away.

During 1904 no applications were made for driving stock through the park. One small herd of cattle had been found trespassing on park lands, however, and its removal was required immediately. The only stock that had passed through the park was that associated with visitors to the park. While there was no park visitor register Arant estimated the number of visitors during July-September to be 1,200 to 1,500. The summer season having been dry, several forest fires had started but were extinguished before any significant damage was done to the timber or grass lands.

Since Congress had appropriated only $3,000 for the park during fiscal year 1905, Arant reported in September 1904 that this "amount was entirely inadequate to a good administration of the affairs of the park, and entirely insufficient for making anything like the necessary improvements during one season." Accordingly, he again prepared a list of projects, totaling $7,918, that should be carried out in 1906 to enhance the attractiveness of the park and promote better management of its resources.

Three of these budget requests were highlighted by Arant in his annual report. These were the items relating to building a house and barn in the park and making provision for assistance in patrolling the park during the visitation season. Relative to the house and barn

he noted that while preparing his annual report there had been

> for the past forty-eight hours, and is at the present time, a heavy, cold rain mixed with snow falling, and accompanied by strong south wind, making it most disagreeable living in tents, and also making it desperately uncomfortable for the horses and teams kept for the work in the park, to say nothing of the danger of their contracting pneumonia or other disease caused by the great exposure to the storm and cold.
>
> I can not refrain from again saying that I not only recommend, but I earnestly urge upon Congress the great importance of making sufficient appropriation to provide against this unreasonable condition.

Concerning the need for patrol assistance, he observed:

> Owing to the fact that during the summer months the entire time of the superintendent is required in superintending the improvements and other affairs of the park, as there is danger at any time of destructive fires breaking out--and these fires do start every summer- -and as there is more or less of trespassing in stock grazing upon the park lands, and as it is very difficult, almost impossible, to restrain some people from cutting green timber in the park, it is deemed absolutely necessary that there should be at least two patrolmen in the park from the 15th of June to the 15th of October, 1905, to attend to those matters above specified. Sixty dollars per month each would be reasonable compensation for such services . . . . [3]

The story of operations at Crater Lake National Park continued much the same in fiscal year 1905. During the winter of 1904-05 several steps were taken to protect government property against the elements. Flooring from all the bridges was removed to allow the snow to fall through the bridge frames to the ground, thus preventing the bridges from being broken down by the snow. All tools and implements were hauled "to a safe place 14 miles from the park and securely housed for the winter."

A post office was established at the head of Anna Creek when the summer season opened on July 1, 1905. This was done at the request of the Department of the Interior to accommodate the needs of visitors and campers in the park.

On August 19 the road from the head of Anna Creek to the rim of the lake was completed. The road was described as "a comfortable one to travel over, being of easy grade, the steepest of which is 10 percent, smooth and as straight as it was practicable to make it." After its completion there was "very little, if any, travel over the old road to the lake." [4]

Work on a new road from Whitehorse to Anna Creek Bridge was commenced in mid-August. Only one place on this road had as steep a grade as ten percent, while parts of the old road over the steep summit which the road would replace had grades of more than fifteen percent.

The dry summer season of 1905 resulted in a large number of "almost uncontrollable forest fires" in the park. The fires, all of which were started by lightening strikes, were prevented from causing considerable damage by daytime as well as nighttime fire fighting efforts. The worst day for fires occurred on July 20 when an electrical storm triggered eight fires within the space of twenty minutes.

Arant estimated that 1,200-1,400 persons visited the park between July 1 and October 1, 1905. Parties of visitors and campers continued to enter the park through the early part of October.

Pursuant to the rules and regulations of the park fishing in Crater Lake was prohibited by Arant until July 1905. At that time an open season was created by a rule formulated by the superintendent:

> Fishing with hook and line only is allowed in Crater Lake from July 1st to September 30th of each year, the catch of each fisherman being limited to five fish in any one day. Fishing in all other waters of the reserve is allowed under the regulations prescribed by the State laws.

In his annual report for 1905 Arant echoed his earlier complaints concerning inadequate appropriations for the park. Only $3,000 had been appropriated for fiscal year 1906--a sum which Arant characterized as being "inadequate to a good administration, and wholly insufficient for making the improvements that should be made during any one year." Again submitting itemized estimates to justify appropriations for the park in excess of $7,000, Arant stated:

> It should be borne in mind that the territory embraced within the boundaries of the Crater Lake National Park, owing to its high and mountainous character, and its distance from the settled valleys and the consequent lack of any improvements prior to its being made a national park, and in view of the very small appropriations which have been made for its protection and improvement, is still in a very primitive condition, and that if more liberal appropriations were made in the beginning, to the end that we might be able to make the most absolutely necessary improvements, then smaller appropriations would be sufficient to make the necessary repairs and maintain a good administration of the affairs of the reserve. [5]

As winter weather set in during late October 1905 Arant moved his camp to a ranch at the foot of Crater Lake Mountain referred to as the "Boothby place." From there he continued to patrol the park until November 18 when the depth of the snow became so deep that travel was impossible. Thereafter, he moved to his winter quarters at his ranch near Klamath Falls, from which he made periodic visits to the park as weather conditions permitted.

On July 1, 1906, a regular mail service was established between Fort Klamath and Crater Lake. The first trip with the mail was made on July 4 "with great difficulty on account of the snow remaining yet deep in places and there being a great many fallen trees and logs in the road."

Construction began on the park office and residence on July 24 and was virtually completed by October 1. By the latter date the superintendent and his family had moved into the residence and were "quite comfortably situated, as compared with the very long term they have had camping while superintending the affairs of the park."

In his annual report for 1906 Arant estimated that park visitation for the season was between 1,600 and 1,800. The most heavily visited spot in the park was Victor Rock, a spot that posed problems for visitor safety. In this regard Arant stated:

> A short distance inside the crater, 8 or 10 rods below the rim, there is a high promontory of rock, called Victor Rock, where nearly all visitors go for a good view of the lake and surrounding country. At the summit of this rock and where many people congregate it is rough and craggy and some parts of it slope or incline toward the lake. Below this summit and toward the lake the walls are vertical--in fact it hangs over for almost 1,000 feet above the water. This is one of the most prominent and probably most frequented points on the crater rim,

> and owing to the character of this rock, or promontory of rock, there is more or less danger of accident or even loss of life, and as a protection against danger to those who congregate at this point there should be a strong iron railing placed along the outer edge of this rock. . . .

In October 1906 Arant described the condition of the four roads and three trails in the park. The road from the south boundary of the park to the Crater Lake post office at Anna Spring was in "fairly good condition for travel" as was the road from the post office to the rim of the lake. Both roads needed widening and smoothing out, and some bridges required extensive repairs. The old road to the rim of the lake was in poor condition, but it was "very little traveled." When the new road to Whitehorse was completed, there would be no reason for its maintenance. The road from the west line of the reserve toward the crater was not in good condition and required substantial and permanent improvements. Arant observed further in regard to the matter of road improvements :

> . . . It is proper to state that in the spring of each year the roads are found to be washt out in many places, and deep ruts are cut by the heavy rains and waters of the melting snows and obstructed by fallen trees, logs, stones, and brush, and the repairing alone requires a considerable amount of labor. In many places the roads are in bad condition by being partially overgrown by brush, which should be cut away and the roads otherwise improved.

Of the three principal trails in the park the one leading from the rim of the crater down to the water's edge was the most heavily used. The trail was

> very steep! crooked, and in many places dangerous, so much so that only the stronger individuals are able to make the descent and ascent, and many are thus deprived of the pleasures of the trip to the water. A trip down into the crater to the lake is one of the chief attractions of a visit to the park, and it is urgently necessary that better facilities for making this trip be provided.
>
> A climb down and up over this trail when it is at its best is as hard a climb as people are able to make, but nearly all visitors and tourists in the park are disappointed if they do not make this trip; and it will require a considerable amount of work and expense to put it in only fairly good and safe condition. It should be widened out and straightened, and in many places steps should be cut in the stone and hard earth, and a small, strong cable should be stretched along the trail on the lower side to make it safe and to assist in climbing down and up the crater wall. . . .

The other two trails, one leading along the rim of the crater and the other to Bybee Creek, were little used but required improvements. [6]

Concession visitor services were provided at Crater Lake for the first time in 1907 as a result of efforts initiated by Steel. In April he wrote of his plans in Steel Points:

> For many years we have tried to induce some one to establish hotels and other accommodations at Crater Lake, but without success. When a National park was created renewed efforts were put forth to accomplish the purpose, but with no better results. While in Washington City recently, the matter was taken up with the Secretary of the Interior, and a plan outlined to accomplish the end in view. These plans will require the entire time and attention of some one whose heart is in the work. This is exactly what we have been endeavoring to avoid, but many friends have urged us to take it up, and after mature deliberation we have decided to do so, relying implicitly on the interest and loyalty of the commercial

> bodies and citizens generally of Southern Oregon for support.
>
> As soon as final authority is received from the Government, steps will be taken to form a corporation, and an immediate canvas will be made for stock subscriptions. With that end in view we will visit Jackson, Josephine and Klamath Counties, and will not stop with the getting of stock subscriptions, but will personally see that the work in the park is done in a creditable manner. What is accomplished in the way of improvements will depend entirely on the amount of money realized by the sale of stock. One thing is certain. Permanent camps must be established this year, and they must be comfortable and clean. Food must be well cooked and well served, and rowboats must be placed on the lake. During the present season plans must be matured for improvements next year, and the money must be in sight to meet expenses. At least one building must be constructed this year to house the property in Winter, and also a shelter for the boats. Water must be brought to the camp at once, and in permanent form. Next year at least one first-class naphtha launch must be placed on the lake, and the construction of buildings must be actively under headway. Within a very few years railroads will be in the vicinity of the park, and facilities for the accommodation of guests will be taxed to their utmost capacity, and Crater Lake will divide honors with Yellowstone and Yosemite for tourist trade. [7]

After considerable lobbying by Steel the Department of the Interior authorized and licensed him to personally conduct camping parties from the railroad terminus at Klamath Falls to various tent camps within the park from May 1 to November 30, 1907, using wagons, carriages, or other suitable conveyances. He was also permitted to maintain permanent camps on sites designated by the park superintendent. [8]

On May 22, 1907, articles of incorporation of the Crater Lake Company were filed with the Oregon Secretary of State. Its incorporators were Steel (president and principal owner), who had recently closed his real estate business in Portland, Charles L. Parrish, and Lionel Webster. This company, holding 250,000 shares of stock, acquired the rights granted by the Department of the Interior to Steel, the privileges to extend for five years. Other privileges in the future were expected to include the construction and maintenance of hotels and pleasure resorts, placement of boats on the lake, commencement of stage lines to the park, and sale of assorted merchandise.

By the end of July 1907 a tent city had been established by Steel on the rim of Crater Lake, accommodating fifty people. At this camp visitors could obtain meals and feed for their horses. A site for the company s future hotel was chosen "on the divide over which the road from Klamath reaches the lake's brim." A spring "on the mountain side above" would furnish water for the hotel. Plans were formulated by the company to build "an elevator down the precipice leading to the water's edge, so that tourists can avoid taking the 1,500-foot climb from the water to the hotel."

By August some thirty tourists were visiting the lake daily and taking their meals at Steel's camp, but sleeping accommodations were so limited that most of them were unable to spend the night. As a result of the limited services, however, visitation increased to 2,600 for the season, the highest recorded number to date.

Arant also made improvements in the park during 1907 to enhance the visitors' experiences. The trail leading to the water's edge was repaired, and trails to Glacier Peak and Mount Scott were planned, with the latter being opened before the end of the summer. [9]

Congressional appropriations for Crater Lake had ranged between $2,000 and $3,000 per year

from 1902 to 1907, thus hampering park development and effective administration of the reservation's resources. In 1908, however, the park received an appropriation of $7,315, a figure close to the annual requests Arant had been submitting for several years. With these funds the superintendent was able to initiate a number of park improvements designed to enhance the quality of the visitors' experiences in the park and contribute to more effective management of the reservation.

Arant used the increased appropriation to hire H.E. Momyer of Klamath Falls as the first seasonal park ranger in August 1907. Momyer would work as a seasonal ranger for the next eight summers until 1915 when he received appointment as the first permanent ranger in the park.

The increased appropriation enabled Arant to make some of the improvements in the park that he had been advocating for several years. These projects included installation of a hydraulic ram for pumping water to the superintendent's office and residence and digging a ditch to carry off the waste water from the ram for irrigating the surrounding grounds. Two temporary structures were erected for the use of workmen, some twenty miles of roads and trails were improved, the barn, which had been damaged by wind or lightning, was repaired, and two miles of fence were constructed to enclose pasture and meadow lands. The roofs of the park buildings were renovated with three-fourths pitch in order that snow could slide off rather than pile up and crush them. This roof innovation was important in that average annual snow depth levels had been found to reach 6-8 feet at the south boundary of the park and 12-20 feet in the vicinity of Anna Spring.

In May 1908 Superintendent Arant was given direct authority to grant or refuse permission to drive loose stock through the park. Prior to this time permits had to be granted by the Secretary of the Interior, thus "causing considerable inconvenience and sometimes delay to the stockmen, and unavoidable annoyance to the superintendent of the park." While three permits were issued in 1908, only one was utilized by the permittee--that being Henry Gordon who drove a herd of 250 head through the park in May en route to Fort Klamath. [10]

While the condition of Crater Lake National Park left much to be desired in the view of Superintendent Arant, the improvements that he had completed during the first six years of the park's existence made it an increasingly popular place to visit. In 1908, for instance, he estimated that park visitation, including both campers and passing sightseers, for the tourist season was 5,275--approximately double the total of the previous year.

In 1908 Superintendent Arant indicated his concern that summer resort homes might soon be built upon private inholdings (twelve patented land entries totaling 1,914.22 acres) in the park. This would increase the difficulties of administration and add to the aggregate sum which the government would eventually have to pay the owners. Hence he secured the support of department officials in the effort to purchase such claims through condemnation proceedings.

During the winter of 1908-09 a number of park buildings were damaged by the heavy snows. In May and June Arant made his temporary quarters at Fort Klamath, seventeen miles from park headquarters, while supervising repairs of the structures. Using "heavier and stronger timbers, steeper roofs, and improved workmanship" Arant believed that "the collapsing of the roofs in winter" could be avoided in the future. As a result of his efforts, Arant informed his superiors that "all improvements were in as good shape as the limited appropriations would permit."

Despite the budget limitations of the park Crater Lake continued to be a popular spot for the

visiting public. In 1909, for instance, some 4,171 persons (June--163; July--774; August--2,350; September--984) had signed the park visitation book, and Arant estimated that the total number of visitors was 5,000. Visitor accommodations continued to be provided by the Crater Lake Company under the direction of Alfred L. Parkhurst of Portland, who had become president and general manager of the firm after purchasing all of Steel's stock. His first action as president was to pursue construction of a stone lodge on the rim of the lake, its foundation being completed that year. The company operated two camps--Camp Arant near Anna Spring (opened on July 5), which consisted of white tents and eating facilities, and Camp Crater on the rim near the site of the future hotel (opened on July 20), which consisted of floored tents heated by oil stoves. Some 544 persons (419 at Camp Arant and 125 at Camp Crater) were accommodated in these camps during the summer, most of whom camped for only one or two nights.

At the request of Department of the Interior officials the Geological Survey conducted a topographic resurvey of the park in 1908-09. The purpose of the resurvey was to remonument certain portions of the boundary and secure an accurate administrative map. [11]

During 1909 a movement commenced in Klamath County to force Arant out as superintendent. One of Arant's neighbors had had the superintendent's son arrested for allegedly stealing a calf. Arant took up his son s cause in court, thus culminating in a dismissal of charges. As a result of this "neighborhood row," several men in the vicinity who wished to become park superintendent began waging a publicity campaign against him. Steel, an early opponent of Arant who had become a strong supporter of the superintendent, intervened with Oregon Senator Jonathan Bourne and the effort to oust Arant died. [12]

During the years 1910-12 park operations continued much as they had in earlier years. In May Arant generally made his first trip to the park from his winter quarters in Klamath Falls. May and June were devoted to repairs and improvements to park structures, roads, and trails. These activities included placing new flooring on bridges, repairing fences (Arant recommended in 1911 that the fences be laid on their side in the fall to prevent their destruction), clearing roads and trails of fallen logs, trees, and debris, and repairing the exterior and interior wood framing of park buildings. Each winter the roofs of many of the buildings would collapse from the heavy snow, and each spring Arant would replace the roofs with heavy timbers and make their pitch steeper. The tourist season extended from about July 1 to early October, and Arant generally completed operations to close the park in November before leaving for his winter quarters.

With only one temporary park ranger on duty from July 1 to September 30 Arant found it difficult "to maintain a sufficient guard over the park." Accordingly, Arant recommended in 1910 that the park should have one permanent year-round park ranger and two temporary rangers on duty from July 1 to September 30. That same year he also recommended that at least one company of soldiers be detailed to duty in the park so that outposts could be established "along the lines of the reserve in the more remote sections, the men to act as scouts, game wardens, and fire guards and to do general ranger duty."

In 1911 and 1912 Arant proposed other plans for the proper administration and protection of the park. He was especially concerned that there be an adequate force to protect park wildlife against poachers and cope with fires when they broke out. According to his revised proposals there should be one permanent year-round park ranger and five temporary rangers on duty from July 1 to September 30. Five ranger stations should be built, and all should be connected to each other and to the superintendent's headquarters by telephone.

Despite Arant's concerns, however, there were no arrests or officially reported violations of park regulations during the 1910-12 period. In 1910, for instance, Arant observed that the

regulations were "seldom intentionally violated," but he noted that it was "difficult to prevent the cutting of the bushes and boughs for beds about the camping places, and to keep persons from painting, carving, and writing names and other things upon rocks, trees, banisters, or boats or other objects." In 1911, however, one man was "ejected from the park with the admonition not to return without permission from the Secretary of the Interior or the superintendent of the park."

Enforcement of the regulations against carrying firearms through the park was a continuing problem as the road through the park was the only one between the settlements located on the west side of the park and the hunting grounds of the Cascade Mountains on the other. The guns were taken at the superintendent's office, checked, and returned upon presentation of a coupon when the visitor was ready to leave the park. As there were sometimes as many as fifty guns in his office, Arant requisitioned gun seals in 1911.

During the years 1910-12 there were no serious forest fires in the park. Numerous fires in the surrounding forests, however, often threatened the park forest lands, especially during periods of dry weather. These fires, as well as the fact that smoke from them made it impossible to obtain good views of the lake, hampered park visitation in 1910 and 1911. During those same years the park itself had a number of small fires, some of which were caused by lightning while a significnt number resulted from the carelessness of park visitors.

To provide for more effective park administration and improve the park's ability to respond to fires a telephone system was installed in 1910. The service was extended from Fort Klamath to the superintendent's headquarters by the Klamath Telegraph and Telephone Company. This service was initiated pursuant to a special use permit granted to the company on April 5, 1909. The agreement granted the Klamath Falls-based company the right to construct, use, operate, and maintain a commercial telephone line, approximately eight miles in length, across the park, entering the reservation 3-3/4 miles west of its southeastern corner, thence along the road running from Fort Klamath and connecting with its office in Klamath Falls. The permit provided that the company would transmit free of charge over its lines all messages of the government coming into or going out of the park or from one part of the park to the other. The telephone line was to be operated at least 100 days per year. A private line was extended from the park headquarters to the camp at the rim of the lake by the Crater Lake Company. [13]

The Crater Lake Company continued to operate its concessions (a list of authorized rates for 1912 may be seen below) in the park during 1910-12 under its five-year lease. As revised the company s charter provided for two concessions, one for maintaining the two permanent camps and operating gasoline launches and rowboats on the lake and the other for transporting passengers through the park in automobiles. A license fee of $10 was charged on each of the three automobiles (one Locomobile, 40-horsepower; one Stoddard Dayton , 45-horsepower; and one Studebaker, 40-horsepower) used in the transportation. By 1912 the company was operating five automobiles, and on September 16 of that year Arant announced that 101 persons had already taken advantage of those services.

Authorized rates, Crater Lake Co. [1912]
[Address Crater Lake, Oreg., during tourist season, Portland, Oreg., remainder of the year.]

Board and lodging, per day	$3.25
Single meals at Crater Lake and Camp Arant	.75
Beds	1.00
Row boats:	
Per hour	.50

Per day	2.50
Launch ride around the lake	2.50
Launch charter, per hour	5.00
Trip to Wizard Island	1.00

The two camps operated by the company continued to attract increasing numbers of tourists during 1910-12. The camps came to be referred to as "camp hotels" since sleeping accommodations were provided in floored tents. By 1911 guests at Camp Crater were provided meals in a temporary wooden 30- by 40-foot building, while the company had under construction the stone and concrete hotel which Steel had interested Parkhurst in building. Less elaborate "camp hotel" facilities were in operation at Camp Arant by 1911. The total number of guests at the "camp hotels" more than doubled from 716 in 1910 to 1,464 in 1912.

Despite the growing number of tourists who were utilizing its concession facilities the Crater Lake Company was facing financial and contractual problems by September 1911. At the National Park Conference held in Yellowstone that month Steel revealed his dreams for the development of Crater Lake and the difficulties encountered by the Crater Lake Company in achieving those aims. Among his comments were:

> I will tell you, as briefly as I can, the experience of our company in Crater Lake Park. I have been trying to develop this proposition for 27 years. . . . I was so green, so simple-minded, that I thought the United States Government would go ahead and develop the proposition. In this I found I was mistaken, so had to go to work again.
>
> All the money I have is in this park, and if I had more it would go there, too. This is my life's work, and I propose to see it through. I want a hotel as magnificent as this one; I want a road entirely around the lake that will cost $500,000, and I want other roads and trails that will cost as much more. We are now building a cut-stone hotel on the rim of the lake from the veranda of which you will be able to look down upon the waters 1,000 feet below. We have a 5-year lease and have come to the end of our string for money, if developments are to be made commensurate with the necessities of the proposition. We can not float bonds or otherwise borrow sufficient funds on a lease of that character. We want to do our part, and we want the Government to help us. All we ask is a 20-year lease. Give us that, and we can secure funds to carry on the work as it should be. Limit us on the lease and you limit the development. We must have a 20-year lease or we will not be ready to receive and properly care for the great number of tourists that will come to us in two or three or four years, with transcontinental railroads operating within 15 miles. If necessary for the good of the cause, I will come to Washington and stay there through the winter to aid in getting money from Congress to build our roads. We want to build another hotel on the easterly side of the lake to care for visitors who will come to us on the completion of the Southern Pacific and Oregon Trunk in two years, to say nothing of the San Francisco Fair in 1915, when we will simply be swamped with tourists.
>
> We can do all these things better as a single corporation than they can be done by a lot of little ones. We want to provide every facility for the accommodation of the poor man and his family as well as the rich, and if you will give us an opportunity we will do it. We have made good in the past, and we will make good in the future. However, we must have a monopoly for the protection of the

> men who supply the money and for the protection of the public as well. We will meet the department more than halfway in providing rates, rules, and regulations acceptable to the public and will accept the slightest suggestion from it as an order and always hasten to obey it. If you are going to divide the concessions, that practically means that we must retire, for it will lead to unnecessary jealousies and jangling among concessioners that must of necessity interfere with perfect service. In these matters I believe I express the sentiments of every concessioner in every park in the United States. [14]

The complaints by Steel concerning the plight of park concessions led to changes in the contractual arrangements between the Crater Lake Company and the Department of the Interior in 1912. The department granted a twenty-year lease of two parcels of park property to the company. The lease, which took effect on June 1 but was not formally approved until August 6, granted the two tracts of land to the company along with the rights of operating park concessions and visitor services and facilities. The lease authorized

> the construction, maintenance, and operation of hotels, inns, lunch stations, and buildings, for use as barns, etc. , general stores for handling tourists' supplies, hire of rowboats on Crater Lake, and operation of power boats and gasoline launches thereon, for accommodation of tourists, with use of land embraced in the following sites:

	Acres.	
Crater Lake Lodge Tract	43.26	
Wineglass Tract	11.83	
	55.09	
at an annual charge of $2 per acre		$110.18

Plans were to be drawn up to build a second lodge on the Wineglass tract. By terms of the lease the company was permitted to lay water and sewer pipes to and from its buildings and use water for generating electricity for its facilities in the park. All construction was to be carried out under plans approved by the Secretary of the Interior, and in consideration of such privileges the company agreed to pay, in addition to the $2 per acre per year rental, a sum per annum considered just and reasonable by the Secretary of the Interior. [15]

In 1912 two other concession contracts were negotiated by the department for visitor services at Crater Lake. Concerned about charges that it had given the Crater Lake Company a monopoly over concessions in the park, the department contracted with the Klamath Development Company to provide additional transportation services. Using six automobiles (2 Buick Models 17, 40-horsepower, 5-passenger; Buick Model 16, 40-horsepower, 4-passenger; Buick Model 19, 24-horsepower, 5-passenger; Great Smith, 36-horsepower, 5-passenger; E.M. F., 36-horsepower, 5-passenger) the company carried 88 persons that year. That same year J.W. Stephenson, a photographer for the Oregon Art Company in Lakeview, was granted a permit to "carry on the business of photography, including the selling of views and postal cards" in the park. The permit included the right to "occupy such quantity of land" in the park "not to exceed one-half acre, at such point as may be designated by the Superintendent of the Reservation."

Park visitation remained at relatively high levels during 1910-12. The number of registered visitors was 3,746 in 1910 and 3,946 in 1911, although Arant estimated that the totals for

those years were 5,000 and 4,500 respectively. Perhaps the most distinguished visitor to the park during this period was the writer Jack London in August 1911. The number of registered visitors increased to 5,235 in 1912--June, 27; July, 904; August, 2,504; September, 1,475; and October, 325.

By the early 1910s the driving of livestock through the park was becoming a thing of the past. In 1910 and 1911 one herd of cattle was driven through the park each year by permit. The first of these was driven from western Oregon to the summer range east of the Cascades over the Rogue River and Fort Klamath wagon road, while the second was driven by J.E. Pelton & Co. to the Wood River Valley some ten miles south of the park.

The condition of the park roads and trails continued to be an issue of concern to Arant during the early 1910s. There were three wagon roads in the park: one ran from the south boundary of the park to the superintendent's headquarters at Anna Spring, 8 miles; one connected the superintendent's headquarters to the crater rim just west of Garfield Peak, 5 miles; and one stretched from the headquarters to the western boundary of the park, 7 miles. The first two named roads, which had been built by the military troops at Fort Klamath in the 1860s, were, according to Arant, "simply tracks little wider than a wagon, cut through the trees and bushes." Use of the narrow roads had made them "become veritable gutters the width of a wagon and 1 or 2 feet deep," making it "very difficult for teams to pass." While the roads were widened in places, the trees, logs, and bushes were "too close to the road to permit a team to turn out of the narrow track." The road to the rim, especially the mile nearest the lake, was, according to other observers, "exceedingly torturous and steep, some of the grades being nearly 30 per cent."

While the roads needed widening and straightening, according to Arant, a more immediate problem was the dusty conditions resulting from their use. The soil which formed "the surface of these roads" was composed "of lava or volcanic formation," and vehicles quickly "cut the surface," converting "it into a very fine and deep dust." The most disagreeable feature of park travel was, according to the superintendent, the "very dusty condition of the roads." To solve this problem Arant continued to recommend that three road sprinklers be purchased and that tanks be erected at suitable places to supply water for them. The sprinkler system would not only keep the dust down but also eliminate continuous maintenance as "they would incline to fill up and become more level instead of being cut deeper and deeper by the wheels of vehicles passed over them."

The four trails in the park, except for the one that ran some 3,580 feet from the rim of the crater to the edge of the lake, were, according to Arant, "little more than mere horse tracks." The trails had been developed primarily for the use of rangers in fighting forest fires. One trail extended from the wagon road three miles south of the lake to Garfield Peak, Applegate Peak, Sun Creek, Sand Creek, the Pinnacles, and Mount Scott, in the eastern portion of the park, a distance of ten miles. Another trail ran from the superintendent's headquarters to Union Peak in the western portion of the park, a distance of five miles. A third trail passed from the superintendent's headquarters to Bybee Creek and Bybee Prairie in the northwest portion of the park. The trail to the water's edge was relocated in 1910 and 1911 to provide a broad and smooth trail having "easy and safe" grades that would be less liable to washouts and damage as a result of rain and melting snow.

A new comprehensive system of park roads was surveyed and located under the direction of Major J.J. Morrow of the U.S. Army Corps of Engineers in 1910-11. [16] Funds for the road system had been procured as a result of lobbying efforts by Steel and legislation sponsored by Senator Jonathan Bourne. The proposed road system, the estimated cost of which was $700,000, consisted of the following: one from the south boundary of the park to the park headquarters, a distance of eight miles; one from the west line to the park headquarters, a

distance of seven miles; one from the park headquarters to the lake, a distance of five miles; one from the east boundary of the park via Sand and Wheeler creeks by way of the Pinnacles to the rim of the lake south of Mount Scott, a distance of nine miles; and one from the east boundary of the park north of Mount Scott via Cascade Springs to the rim of the crater where the Crater Lake Company was building its hotel. In addition, a proposed road completely encircling the lake was surveyed. This 35-mile drive, most of which would be "immediately upon the rim of the crater," would be, according to Arant, "beyond question one of the grandest scenic roads in the world." An appropriation of $50,000 for the construction of park roads in 1912 enabled Arant to begin planning for these roads! the most important being those from the west and south since they were the most heavily used routes.

There were sixteen bridges and culverts, ranging in length from 16 to 104 feet, on park roads by 1910. All of the bridges were constructed of wood and had not been painted, thus requiring replacement. Arant recommended that the larger bridges be replaced with steel arches and concrete abutments.

While the preliminary planning for the new park road system was underway, Superintendent Arant turned his attention to another problem facing the park--wildlife protection. As early as 1908 he had observed that wildlife was increasing in the park and had made recommendations for greater protection of game animals. He noted:

> The number of valuable game animals appears to be increasing. Deer and black bears, lynx and coyotes were plentiful during the past summer, and panthers were seen in small numbers. There have been no depredations by these predatory animals. Of the smaller game and birds, there are squirrels, chipmunks, pine martins, fishers, grouse, timber pheasants, oriole, black-headed jay, camp robber or Rocky Mountain jay, and the snowbird. Broods of young ducks have been observed upon Crater Lake, also flocks of wild ducks resting from their migratory flights, but it is thought the elevation of the lake, 6,177 feet above sea level, gives a climate too cold for the natural habitat of wild waterfowl. When the snow falls, all game animals, with possibly the exception of the black bear and small fur-bearing animals, as well as all birds, migrate to a lower and warmer climate. In view of the fact that no wintering grounds are now available in the park, the superintendent recommends the extension of the park boundaries to include a lower section of the country on the slope of the Cascade Mountains, to afford the necessary protection to game.

In 1911 Arant proposed that a feeding ground be established for bears during the summer. He predicated his recommendations on the belief that by feeding and protecting the bears they would "soon become tamer and more numerous."

By 1912 Arant had come to the conclusion that a game preserve should be established on the north and west sides of the park in the surrounding Cascade National Forest. His basis for this proposal was:

> There is not a great variety of game animals or birds in the park. Black and brown bears, some smaller fur-bearing animals, such as the pine marten, the fisher, and several varieties of squirrels, including the fine silver gray, comprise the principal valuable game animals of the reserve. There are a good many blacktail deer in the park in the summer, but they, as well as the other animals and the birds, are compelled to migrate to lower and warmer climate during the winter season . . . .
>
> For the protection of the game which make their home in the park in the summer

> months--more especially the deer and the birds--I would recommend the creation of a game preserve adjoining the park on the north and the west; by this means they would have the same protection in the winter as in the summer when they stay in the mountains included in the park.
>
> As has been said, a national park should not be made a game preserve to set up standing, living targets on its borders, nor should it be used to tame the deer so they will become the easy prey of the deer skinner when the deep snow compels them to go down and outside of the park in order to live through the winter. . . .
>
> The area embraced within the proposed lines lies wholly, or almost wholly, in the Crater National Forest, extends well down on the western and lower slopes of the mountains and hills, where the snowfall of the winter is light, and would make an ideal wintering ground for the deer and other animals and birds of the park and, so far as is known by the superintendent, there are no settlers nor private holdings within its boundaries.

Combined with this proposal was Arant's recommendation to exterminate certain predatory animals in the park. The four species that Arant targeted were panthers or cougars, bobcats or lynx, gray or timber wolves, and coyotes. He estimated that these animals killed ten deer for every one killed by hunters. When the deer were driven to lower elevations by winter weather these animals would follow them and "prey upon them."

Arant also desired to promote fishing in the park. According to the superintendent, there were no fish in any waters of the park except for the lake and lower Anna Creek below the falls. The lake was well-stocked with rainbow trout, A.L. Parkhurst of the Crater Lake Company having planted 50,000 fry in 1910. The fish that were caught were usually from 14 to 20 inches in length, although some were as long as 24 to 26 inches and weighing 6 to 7 pounds. Arant recommended that small brown crawfish be planted in the lake to serve as fish food. Lower Anna Creek had a few Dolly Varden trout, and to enhance fishing in the park, Arant wished to stock upper Anna, Sand, Wheeler, and Castle creeks with mountain trout or eastern brook trout.

With the growth of park visitation safety became a major issue confronting Superintendent Arant by the early 1910s. As a result "of the caution exercised in regard to the quality, condition, and the management of all automobiles and other conveyances used upon the roads, and all launches and other boats upon the lake," Arant was able to report that there were no accidents in the park during the tourist seasons of 1910-12. However, a tragic death occurred in January 1911 when B.B. Bakowski, a photographer, lost his life after hiking to the lake amid snow depths of 12 to 15 feet and subzero temperatures. His death caused Arant to recommend that all travel in the park be prohibited from December 1 to June 1 each year unless written permission was granted by the superintendent.

Based on a report prepared by Special Inspector E.A. Key for the Secretary of the Interior in September 1910, Arant strongly recommended in both 1911 and 1912 that measures be taken to increase park water power generation and to construct a small electric power plant at the park headquarters. To increase the power that operated the hydraulic ram for raising the water to the superintendent's office and residence and adjacent grounds, he proposed that a dam be erected below the large spring at the head of Anna Creek. A small electric plant could be erected at the dam to furnish light for the buildings and grounds at the headquarters.

Regulations were drawn up on November 15, 1910, to govern the admission of automobiles into the park for the 1911 tourist season (a copy of these regulations may be seen in Appendix A). The regulations provided that no automobile would be permitted in the park

unless the owner secured a written permit--the fee being $1 for a single round trip and $5 for a seasonal pass. The regulations specified speed limits and other safety precautions to handle the increasing travel on park roads.

During 1911 and 1912 the park attempted to enforce these regulations in a diligent manner. In the first year 268 single round trip permits and three seasonal passes were issued. The following year 430 single round trip permits were issued. [17]

As Arant's superintendency drew to a close Crater Lake National Park attracted increasing attention as a result of publicity in national periodicals and Department of the Interior publications. In an article published in the June 1912 issue of National Geographic Crater Lake was described as being "unsurpassed in the gorgeousness and grandeur of its scenery, unrivaled in its location on the summit of a mountain 7,000 feet above sea-level, and unparalleled in its geologic history." [18]

In 1912 the Department of the Interior published two booklets on Crater Lake that enhanced public awareness of its scenery and geological significance. A 24-page booklet entitled Geological History of Crater Lake: Crater Lake National Park was prepared for sale (10 cents) by the U.S. Government Printing Office. Written by J.S. Diller of the U.S. Geological Survey the publication discussed the geological origins of the lake, its discovery and exploration, and its scenic grandeur. [19]

In 1912 the Department of the Interior began issuing annual publications on general information regarding the national parks. The pamphlets for Crater Lake contained information that was useful for park visitors, including data on transportation, hotels, camps, points of interest, maps, literature, and park regulations. [20]

While the brochure described accessibility to the park in generally favorable terms, the problems facing visitors in reaching the park were considerably more difficult. In December 1911 J.J. Morrow of the Corps of Engineers provided a more stark description of the travails park visitors had to encounter in getting to the park. He noted:

> The park is now reached with considerable difficulty. The easiest method is by rail to Klamath Falls (about 88 miles from the main line), thence by boat to a landing on the shore of Upper Klamath Lake, whence the Crater Lake Co. operates an auto stage via Fort Klamath to their lodge on the rim of the crater (a run of about 30 miles). t may be reached by automobile from Klamath Falls or from Bend, Oreg. , both approaching via Fort Klamath, or from Medford approaching from the west and about 100 miles distant. Upon the completion of the Natron cut-off the railroad will be within about 10 miles of the eastern boundary of the park, and a road will doubtless be at once constructed toward the lake along the valley of Bear Creek. [21]

ADDENDIX A:
Regulations of November 15, 1910, Governing the Administration of Automobiles During the Season of 1911

Pursuant to authority conferred by the act of May 22, 1902 (32 Stats., 202), setting aside certain lands in the State of Oregon as a public park, the following regulations governing the admission of automobiles into the Crater Lake National Park during the season of 1911 are hereby established and made public:

1. No automobile will be permitted within the metes and bounds of the Crater Lake National Park unless the owner thereof secures a written permit from the superintendent or his representative.

2. Applications for permits must show: (a) Name of owner, (b) number of machine, (c) name of driver, and (d) inclusive dates for which permit is desired, not exceeding one year, and be accompanied by a fee of $1 for a single round trip through the park or a fee of $5 per annum for each machine for personal use and not for hire.

Permits must be presented to the superintendent or his authorized representative at the rangers' headquarters on the Government roads. Permittees will not be allowed to do a commercial transportation business in the park without a special license therefor from the Secretary of the Interior. All permits granted at any time when automobiles can enter the park will expire on December 31 of the year of issue.

3. The use of automobiles will be permitted on the Government roads from the southern and western boundaries of the park between the hours of 6.30 a.m. and 10.30 a.m., and between the hours of 3.30 p.m. and 6.30 p.m.

4. When teams approach, automobiles will take position on the outer edge of roadway, regardless of the direction in which they are going, taking care that sufficient room is left on the inside for the passage of teams.

5. Automobiles will stop when teams approach and remain at rest until teams have passed or until teamsters are satisfied regarding the safety of their teams.

6. Speed will be limited to 6 miles per hour, except on straight stretches where approaching teams will be visible, when, if no teams are in sight, this speed may be increased to the rate indicated on signboards along the road; in no event, however, shall it exceed 15 miles per hour.

7. Signal with horn will be given at or near every bend to announce to drivers of approaching teams the proximity of an automobile.

8. Teams have the right of way, and automobiles will be backed or otherwise handled, as necessary, so as to enable teams to pass with safety.

9. Violation of any of the foregoing rules or the general regulations for the government of the park will cause revocation of permit, will subject the owner of the automobile to any damages occasioned thereby and to ejectment from the reservation, and be cause for refusal to issue a new permit to the owner without prior sanction in writing from the Secretary of the Interior.

10. All persons passing through the park with automobiles are required to stop at the superintendent's headquarters or the rangers' headquarters and register their names.

11. These rules are also applicable to motor cycles, which may use the park roads on payment of a fee of $1 for each machine per annum; permits issued therefor shall expire on December 31 of the year of issue.

Report of the Superintendent of the Crater Lake National Park to the Secretary of the Interior, 1911, pp. 18-19.

ADDENDIX B:
Crater Lake National Park: 1912

Crater Lake National Park is situated on the summit of the Cascade Range in south-central Oregon. It has an area of 159,360 acres and is situated in the midst of a beautiful mountain country, the principal attraction being Crater Lake, a body of water having an area of 20-1/4 square miles (water surface) which is situated in the caldera of an extinct volcano. The lake is surrounded by unbroken cliffs which range from 500 to nearly 2,000 feet in height. The coloring of the water and of the surrounding cliffs presents some of the most striking pictures seen in the western mountain country. The park is under the control of the Secretary of the Interior, who is represented in the actual administration of the park by a superintendent and a limited number of park rangers.

This park may be reached from Klamath Falls on the Southern Pacific Railroad, thence by boat to Rocky Point, thence by automobile line to the park. Through tickets are sold direct to the park. The park may be reached also by private conveyance from Medford and Ashland on the Southern Pacific Railroad.

The tourist season extends from June 15 to September 30. The address of the superintendent is Crater Lake, Oreg., during the tourist season and Klamath Falls, Oreg., during the balance of the year. General information may be obtained from the superintendent and complaints should be addressed to him.

PRINCIPAL POINTS OF INTEREST

Distances from Camp Arant to principal points in park.

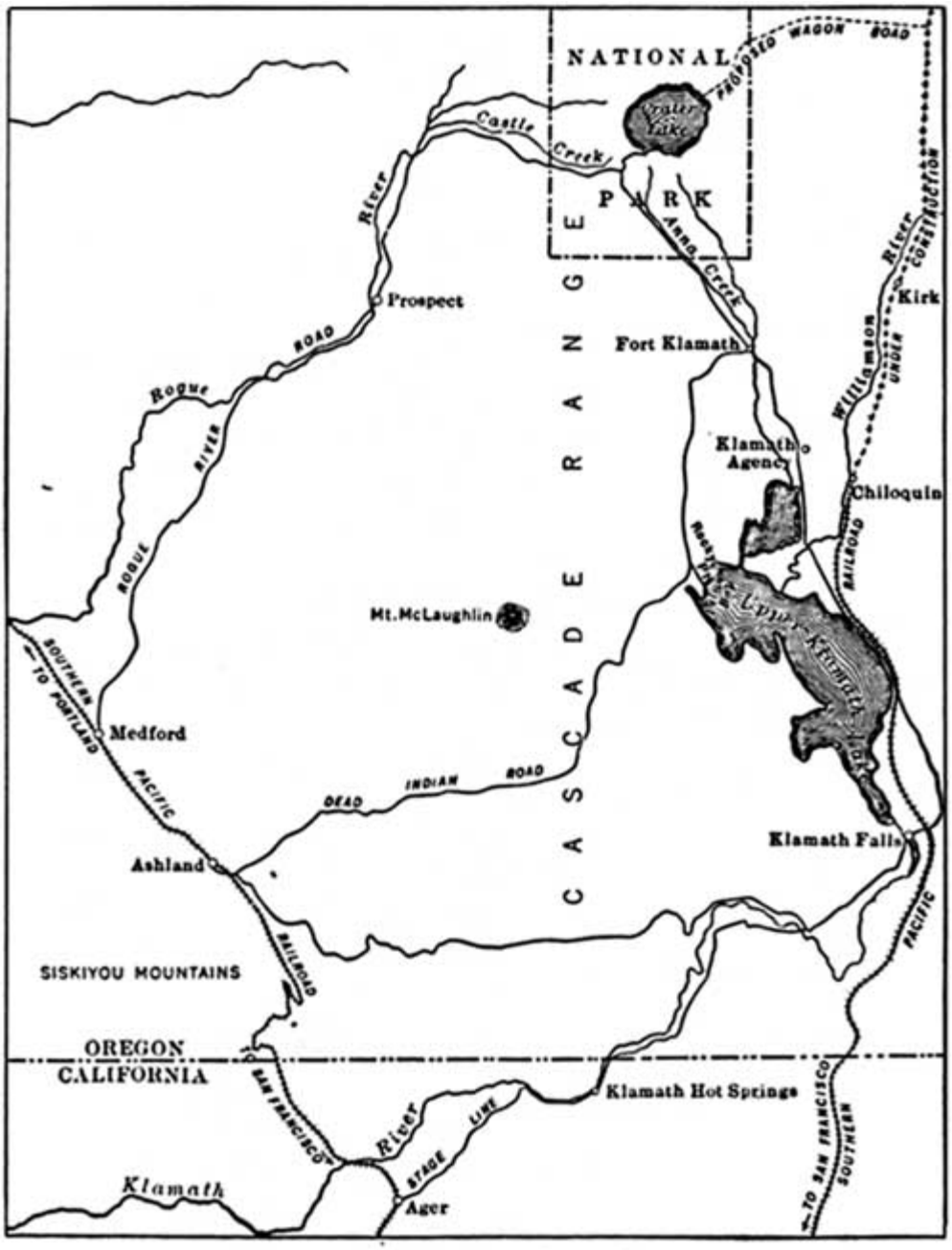
Name	Distance and direction from Camp Arant (miles)	Elevation above sea level (feet)	Best means of reaching	Remarks
Camp Arant	--	6,016	--	At this point are located superintendent's headquarters, post office, park ranger station, and hotel.
Crater Lake	5 NE	6,177	Auto or wagon	Beautiful scenery; good fishing.
Wizard Island	7 NE	6,940	Auto and boat	Extinct volcano; crater in summit.
Phantom Ship	8 NE	6,339	do	Columns of rock 200 feet high resembling ship.
Anna Creek Canyon	0 to 8 SE	5,000 to 6,116	Auto or wagon	500 feet wide, 500 feet deep. Creek in bottom; good scenery.
Anna Creek Falls	6 SE	5,480	do	Waterfall 60 feet; good scenery.
Garden of the Gods	1-1/2 SE	6,000	do	Waterfall, meadows, creek in bottom; good scenery.
Union Peak	5 SW	7,698	Horseback	Fine peak; good scenery.
Victor Rock	5 N	7,200	Auto or wagon	Best viewpoint of lake.

Watchman Peak	9 N	8,025	Wagon or horseback	Fine scenery.
Glacier Peak	10 N	8,156	do	Do.
Garfield Peak	6 NE	8,060	Auto and on foot	Do.
Scott Peak	12 NE	8,938	Horseback	Highest point in park.

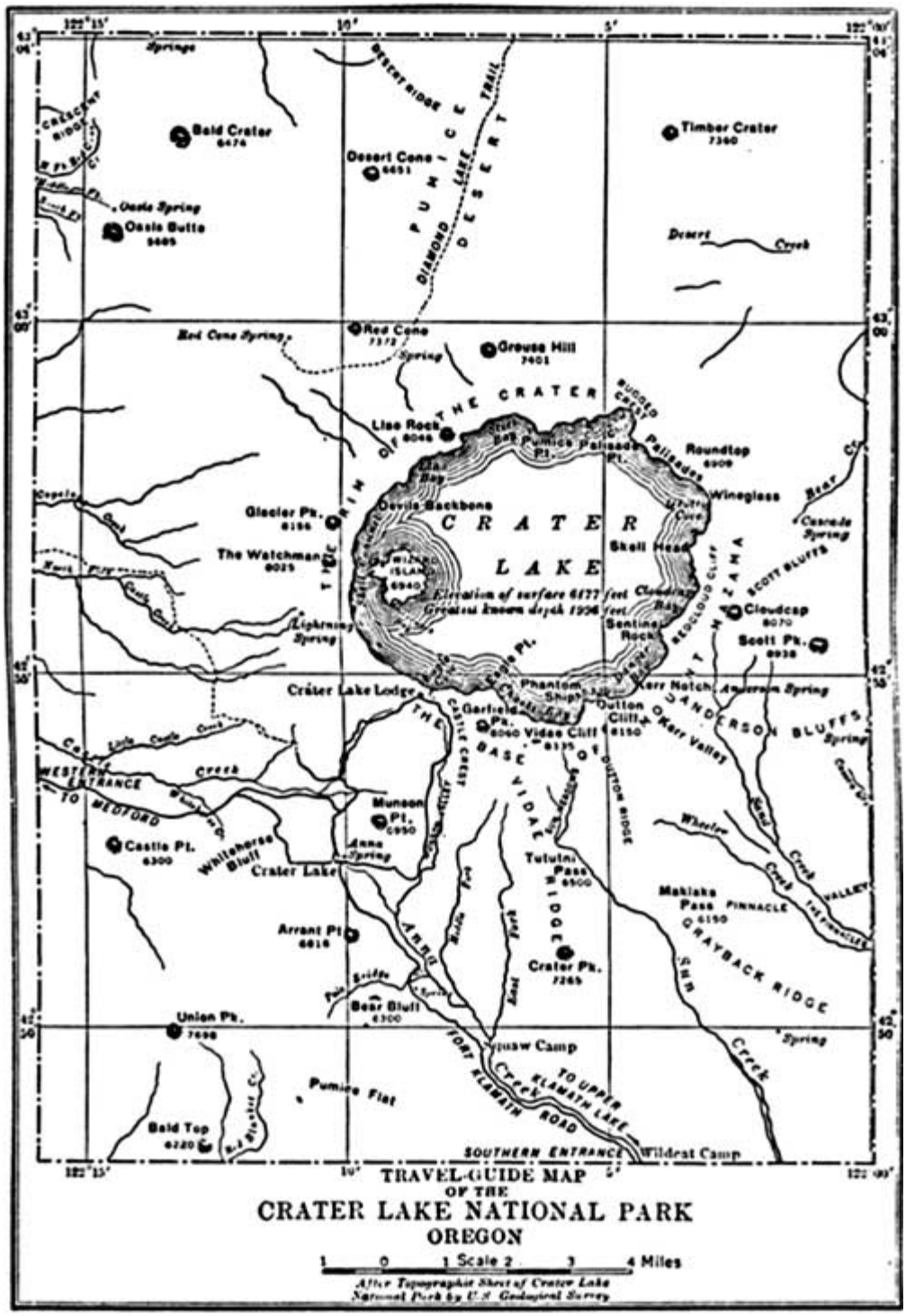
For trips to any of the above-named points in the park the ordinary outing clothing will be sufficient.

For trips to some of the more remote points, some camp equipage, pack horses, and a guide will be necessary.

Saddle horses, pack animals, and necessary equipments can usually be obtained in the nearby valleys, and guides can also usually be secured when wanted.



MAP SHOWING ROUTES TO CRATER LAKE.



MAP OF CRATER LAKE NATIONAL PARK.

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CRATER LAKE

Administrative History

VOLUME I

PART II: MANAGEMENT AND ADMINISTRATION OF CRATER LAKE NATIONAL PARK UNDER THE OFFICE OF THE SECRETARY OF THE INTERIOR: 1902-1916

CHAPTER SEVEN:
CONTROVERSY INVOLVING THE REPLACEMENT OF WILLIAM F. ARANT WITH WILLIAM G. STEEL AS SUPERINTENDENT OF CRATER LAKE NATIONAL PARK: 1912-1913

One of the most bizarre stories surrounding the administrative history of Crater Lake National Park involves the year-long controversy to oust Arant as superintendent and replace him with William G. Steel. The controversy was shrouded in considerable political intrigue and maneuvering, resulting in a year of wrangling during which little attention was devoted to park management. The struggle ended in July 1913 amid scenes of comic-opera violence and subsequent lawsuits.

In July 1912 a campaign was mounted by William G. Steel and Alfred L. Parkhurst, president of the Crater Lake Company, to oust Arant as park superintendent. In fetters to Senator Jonathan Bourne on July 2 and to Secretary of the Interior Walter L. Fisher on July 15, Steel made a number of somewhat oblique and incongruous statements that nevertheless revealed his intentions. To Bourne he observed:

> The Superintendent is a man for whom I have a very high regard, and for whom I would do almost anything,---. He has been faithful to his trust, but the fact cannot be denied that he is not the sort of man needed if the park is to come into its own. -----. I dislike very much to express such a sentiment, but feel that the needs of the park are above those of any man, and when a friend stands in the way of a proper development! he ought to give way. However, I know there is no disposition to do so in this case, so it becomes necessary to consider other means. . . .
>
> If the present Superintendent should be removed, the new man might be selected, as I understand it, by the Congressman from the First District who would probably name some friend, not because he is peculiarly fitted for the place, but because he has been useful in politics, so it is not impossible that the new man would be worse than the old one. No one will question the honesty of the present incumbent, but the new man may be both incompetent and dishonest, so we would be making a bad matter worse.
>
> ---------. However, things are not as they should be in the park management, and never will be as long as the present official is continued, simply for the reason that he is not the type of man for such a place.

> I am willing to make sacrifices in the matter, if necessary, and mean just what I say in expressing the fact that it is not the position of Superintendent that I want, but wholly a park management on a very much higher plane, which I believe I can bring to pass. . . .

In his letter to Fisher he noted:

> I am not the only one here who objects to the present administration of affairs, for there are many others, several of whom have come to me with a request that I permit them to use my name for the place and they would at once start a move for a change of Superintendent. To this I will not agree, unless you think it is the proper thing.

Steel concluded the letter to Fisher by suggesting that he be favorably mentioned for the position of park superintendent.

On the same day that Steel wrote to Fisher, he sent a more lengthy letter to Assistant Secretary of the Interior Carmi A. Thompson, providing more details as to his involvement in the move to replace Arant. Steel observed:

> Crater Lake conditions and prospects have given me a great deal of concern lately, and I have tried to think out a course of action that would produce the very best results, eliminating my own interests as far as possible. With that end in view I wrote to Senator Bourne on the 2nd instant . . . hoping that he would be able to work out a solution that would bring quick results. His reply has just been received, and I am sorry he feels that the Administration is so pronounced against him that a request from him would not receive serious consideration. While I disagree with him in this matter, still "it is a condition and not a theory that confronts us," so I am doing what I probably ought to have done in the first place, writing to you. However, my special object in writing to him was to get the two of you together in consultation, which I had hoped would result in the formation of some plan, which I certainly would have approved.
>
> I am not the only one here who objects to the present administration of affairs, for there are many others, several of whom have come to me with a request that I permit them to use my name for the place and they would at once start a move for a change of Superintendent. To this I will not agree, unless you think it is the proper thing. I dislike very much to participate in what would seem like a selfish scramble for official position. In the first place, I have never worked the Crater Lake matter for selfish reasons and it is too late now to begin. Just the same, I am intensely interested in the matter, and want to see the very best results obtained, in which case it is necessary to start the work of development right, under the appropriation we are after, which I think will be available this season.
>
> If a change of administration is brought to pass, and the Department thinks favorably of me for the place, I believe if you will consult with Mr. Hawley, intimating to him that you would like to have me recommended, that he would cheerfully agree to it, although if left free to recommend whom he wishes, I do not believe he would select me. Both our Senators would recommend my appointment if the opportunity were offered.
>
> I am trying to put this matter up to you exactly as conditions exist, and wholly regardless of myself, except as a factor in the premises. I want to do what is best, and believe if the opportunity is offered that I can make good with all concerned. Frankly, I believe I can give an administration that will please both the

> government and the public, and because I am so deeply interested in the matter, I am willing to make any sort of sacrifice that is necessary to bring it to pass. If, in your opinion, it is necessary to start a move here for a change of administration, I am willing that my friends shall start it.

In response to these complaints, Interior Secretary Fisher dispatched Inspector Edward W. Dixon to Crater Lake for an inspection on October 8-10 to report on the administration of the park. Dixon toured the park, examined park records and policies, and held interviews with the principals in the case. He described his interview with Steel and Parkhurst:

> . . . they stated very positively that they knew Mr. Arant to be a man of sound integrity and good intentions; that he was well and favorably known in Klamath County, Oregon, where he had for many years been engaged in farming and stockraising; and that their personal relations with him always had been friendly and pleasant, but that his previous training and environment had made him unfitted to superintend the Crater Lake National Park, though so far, there having been little for him to do, he had gotten along very well and had given general satisfaction. However, they contended that, under development conditions, he would not measure up to requirements. I was unable to learn from other sources of any dissatisfaction with Superintendent Arant's administration of the park.

Based on his investigation of park operations Dixon concluded with a favorable summation of Arant's administration:

> I found Mr. Arant to be a practical man with many years of mountain experience and familiar with all the territory lying within the park. While he does not, I understand, make any pretense to artistic attainments or to a knowledge of the science of botany, he is faithful and conscientious in the discharge of his duties and appears to take a wholesome interest in the welfare of this reservation, of which he has been superintendent for more than ten years last past. I consider Mr. Arant competent to perform the work now assigned him, and there is, in my judgment, no reason why a change in the position of superintendent should be made. [1]

The effort to replace Arant with Steel gained momentum after the election of President Woodrow Wilson in November 1912. As a life-long Republican Arant became expendable as park superintendent as members of the new Democratic administration began efforts to reward the party faithful and terminate the jobs of office holders under the outgoing administration of President William Howard Taft. Correspondence between Steel and Arant during the three-month period between November 1912 and January 1913 indicates that Steel attempted to use the political situation for his own advantage. On November 30, for instance, Steel wrote to Arant:

> You probably are aware of the fact that since the election the woods are full of hungry politicians who are howling for pap, and that among them half a dozen or more are laboring industriously for the Crater Lake Superintendency, at least one of whom has journeyed from Klamath Falls to Portland, to canvas for names and incidentally to curry favor with Senator Elect Lane. There is absolutely no question but that a change will be made before the next season opens up, hence there is reason for all interested in the welfare of the Park to take counsel. I have sounded the situation very thoroughly and speak advisedly when I say, a change will be made by the incoming administration.
>
> With such a change pending the best interests of the Park will be wholly

> overlooked in the wild scramble for office that will occur in the spring, and the man with the strongest putt will get the job, totally regardless of his qualifications. Under such circumstances we are justified in looking forward to the appointment of some nonentity, totally unfit for the place, and with no interest in the matter beyond his salary, which would prove nothing less than a serious disaster to the entire Crater Lake proposition.
>
> I believe my standing with the Interior Department and with the Crater Lake project in general is such that, with your assistance, I can secure an immediate appointment, and that if made at this time, I could stem the tide against Democratic aspirants and prove of material assistance in the great development that will commence with the coming season.
>
> Please give this matter your immediate and earnest consideration, and if you feel as I do and will send your resignation to the Secretary, together with a statement that my long service for the Park is such that you believe my appointment to fill the vacancy would meet with general approval in Oregon, I feel satisfied that immediate action would follow by the Department.
>
> I would not think for one instant of writing a letter like this to you, except that I feel you know I have always been loyal to you, and I believe you will give me credit for having the good of the Crater Lake proposition at heart. Under such conditions, and knowing what will happen if matters are allowed to drift, I am trying to write to you with perfect frankness, trusting that you will accept it in the feeling of thorough good fellowship it is intended, and act accordingly, and let me know the result as soon as you can. However, I believe no good can follow in either of us talking about what is herein contained, under any circumstances. [2]

Nearly a month later on December 24 Arant responded to Steel's request by describing the turmoil over the park superintendency as he understood it. He observed that Ranger H . E. Momyer was mounting an effort in Klamath Falls to have himself replace Arant by circulating rumors that Arant was going to resign and arguing that if Steel received the job it "would be equivalent to turning the whole crater lake proposition over to Parkhurst and the Crater Lake Company and Medford." As for his intentions Arant indicated that he would not resign. [3]

Thereafter, Steel sent two letters to Arant on December 26, 1912, and January 15, 1913, strongly urging him to resign and intimating the political consequences of not cooperating with the "lame-duck" administration officials in the Department of the Interior. In the former he stated:

> I have not owned one cent's worth of stock in the Crater Lake Company for several weeks past, and my selling was a portion of an understanding with the Department of the Interior.
>
> You will relieve Mr. Fisher of an embarrassing position if you can see your way to resign, for he is at this moment considering the necessity of taking steps to prevent the position of Superintendent from descending to the pie counter of the new administration. I know what I am saying, when I say that in case of a vacancy no time will be lost in appointing a Superintendent AND that if appointed by Mr. Fisher I will not be disturbed by the Democratic administration. Mr. Fisher knows this also. What I am saying to you is not intended for the public, so the less said the better for us all.
>
> Do not let Mr. Momyer disturb you, for he represents a condition that we are all

> trying to prevent and Mr. Fisher is in dead earnest, but greatly dislikes to say anything to you about resigning. If you do so, he (Fisher) will promptly do his part. If you do so by wire it might be even better, as it is the intense desire of the Department to escape just such a calamity as a Momyer.
>
> Policies and plans of the Interior Department are not discussed in Klamath Falls, so the sputtering of a few candidates will not affect them even to a limited degree, so do not discuss matters with them. [4]

In the January 15, 1913, letter Steel even more forcefully urged Arant to resign, hinting that he had had communication with Interior officials in Washington. He noted:

> First will say, the Department feels very friendly to you, and at the same time is anxious to do that which will be for the best interests of the Park. Conditions, however, are such as to place the Honorable Secretary in a very awkward position, hence he and certain other officials of the Department are somewhat embarrassed.
>
> The policy of the Democratic party has been announced in as far as it pertains to federal offices outside of civil service, and you doubtless know it is, that all such shall be given to faithful members of the party as soon as they can be reached, and no time will be wasted in reaching them. Aside from that, individual attention has been given to the Superintendency of the Park by the Democratic Senators of Oregon, and they do not deny that a change will be made.
>
> These same Senators have said that on account of my long and unremunerated service for the Park, that, if Mr. Fisher should appoint me, that I will not be removed during the Wilson administration, but, if no such appointment is made by the present administration they will cause a change as soon after the 4th of March as they can reach the matter.
>
> These facts are known to Mr. Fisher and other leading Republicans, all of whom would like, if possible, to keep the office in Republican hands through the Wilson administration.
>
> Now, if matters are allowed to drift much longer, it will be too late for Mr. Fisher to act and the matter will be flatly on the Democratic pie counter, in which case no attention whatever will be given to a candidate's ability, or the best interests of the Park, and we must expect an appointment similar to Mr. Momyer, which would be a positive disaster not only to the Park, but to the entire state.
>
> There are only two ways in which this can be prevented, and that is either for you to resign, or for Mr. Fisher to remove you, and to the latter course I feel there is positive objection, in that it is a manifestation of force that conditions do not seem to justify, for I feel that if you could but know the exact and all the conditions, you would not hesitate for one instant to send in your resignation, for you would not care to shoulder the responsibility of turning the office over to Democratic manipulation, and particularly as you would thus relieve the Honorable Secretary of embarrassment, and permit him to as he desires in the premises.
>
> Well informed men, including the Honorable Secretary, believe that the Republican party will be returned to power in 1916, at which time many members of the party who do not now contemplate it, will then feel anxious for

> political preferment, and much will depend on their party record for harmony. If you have resigned in the interest of the party and the Park, your record will simply be perfect, and a strong factor in your favor. If, however, you have held your office so long as to cause it to fall into Democratic hands, it may be construed as a reflection against you, and thus seriously injure your changes. You know enough about politics to realize that this is true.
>
> Now a point that you may or may not know. Several years ago you were slated for removal and a successor was agreed upon, when I interfered, without consulting you, and prevented such a move. It seems to me that under existing conditions, when you must know what everybody else knows, that you will not be permitted to serve more than two or three months at best, that you would be willing to resign, even if for no other reason than that you thus strengthen your prospects with the party, to say nothing of any gratitude to me.
>
> It is not wholly a selfish desire on my part to bring this change to pass now, for practically my whole life has been given to the creation and welfare of the Crater Lake National Park, and I would consider it nothing short of a genuine misfortune, to have a man like Momyer direct affairs for four years or more. No one can prevent this but you, and you can do it. In fact, conditions are such as that you cannot evade either turning the management of the Park over to a Republican or a Democrat. Which will you do?
>
> Kindly give this matter your serious consideration, and remember that if there is aught that I can do to help you I will do it, but at this crisis the matter is wholly up to you. You' must shoulder the responsibility. The Department is waiting on you and so are many friends of the Park as well as some of our prominent Republicans. [5]

Irked by these letters Arant replied to Steel on January 15 with a cryptic note in which he reiterated his earlier statement that he would not resign. He noted:

> I have been giving the matters you mention some consideration but cannot quite understand how it is that in case of a vacancy and your appointment that you will not be disturbed by the incoming administration, but that if I do not resign, the position of superintendent of the park will "descend to the pie-counter of the new administration" as you term it.
>
> As to your having a pre-appointment understanding with the Department of the Interior that you should sever your connection with the Crater Lake Company and then become the superintendent of the park, I can not conceive of it, but will say that it would certainly be a most unusual thing. [6]

Within several weeks the Portland and Rogue River Valley factions of the Oregon Republican Party initiated a campaign to oust Arant in the hope that Taft could appoint Steel as superintendent just before leaving office. It was stated in newspaper accounts that this scheme would keep the park superintendency in Republican hands for the duration of Wilson s term in office because of Steel's political influence in Washington. Arant, however, continued to refuse cooperation with such political machinations. [7]

Aside from the purported merits of the proposed scheme it appears that Steel had personal ambitions for the park superintendency and had strong feelings that Arant was hindering park development. In a letter to Oregon Democratic Senator George E. Chamberlain on March 1, several weeks prior to Wilson's inauguration, Steel wrote:

> I have the support of 86 out of 90 members of the Legislature (two were out of the city, one refused to sign and one was not asked to do so). I also have the leading banks and business men of Portland, the Chairman of the Democratic State Central Committee, Mr. Jackson, of the Journal, prominent members of both political parties and many other reliable citizens of Oregon.
>
> On my own account will say, my life has been devoted to making Crater Lake famous, in doing which I have freely given of my substance and time without hope of reward. Now, however, a crisis has arisen because of the contemplated activity of the government, and the presence of an official in charge, who is not in sympathy with the movement, and who is totally unfitted by temperament, experience and otherwise, to secure the best results from present conditions, so that if Crater Lake is to come into its own, it is necessary to bring about an immediate change.
>
> I have developed the proposition in the past and know the possibilities of the future. More than that I know the danger of a narrow, short-sighted policy at this time, which can only be overcome by a change of Superintendents. By this I do not mean that I am the only one who can get the best results, but merely that an immediate change is necessary for the good of the Park, and among the applicants I can get the best results, because my heart is in the work, and I do not seek the place wholly because of the paltry salary. Then, too, I feel that my long service without compensation entitles me to consideration.
>
> Already matters are drifting the wrong way for the season at hand, and if a change is to be made at all, it ought to be made quickly, so that the new man can make his own plans for field work. I have plans already worked out for the present season, that I sincerely hope can be put into execution for the good of the Park. I want the office as much for the good of the Park and the state as for myself, so, it is fair to say, I do not want it wholly for selfish purposes, and for that reason have filed with the Honorable Secretary of the Interior a formal application for the appointment.
>
> You know, as well as I, that practically the entire population of the state recognizes my claim and wishes me well in this matter. [8]

Once the new administration was in office Chamberlain recommended Steel to Secretary of the Interior Franklin K. Lane for the position of park superintendent at Crater Lake. On June 13 Lane formally requested Arant's resignation and appointed Steel to the superintendency effective July 1 . While Lane admitted that a Democrat from every Oregon county had applied for the position, he stated that Steel "brings home the bacon." [9]

Arant protested that he was in the classified civil service and continued to defy Lane's order, transacting official business and refusing to turn over possession of government property to Steel. Finally in mid-July a U.S. Marshal and a deputy arrived at the park to enforce the government's orders to remove Arant. The scene was described by Steel to Senator Chamberlain on July 22:

> . . . Friday evening Leslie Scott, U.S. Marshal, and one Deputy, arrived from Portland to support me and enforce my orders as Superintendent. Saturday morning we called on Arant, who was both defiant and insolent. Against him was pitted the diplomacy and determination of Scott, who showed great patience and constant wisdom. After a time Arant was given until 8 o'clock Sunday morning, at which time we again filed into the Superintendent's office in the Headquarters

> building, where we found Mr. and Mrs. Arant, his brother, two sons and his lawyer, a Mr. Carnahan, of Klamath Falls. Arant was as defiant and insolent as ever.
>
> Scott carefully explained conditions, asserted his authority, which was denied by Arant's lawyer, and made very clear his determination to enforce my orders as Superintendent, warned Arant and Carnahan of the consequences of any interference, again showed great patience and displayed rare diplomacy. When all other means had failed, I demanded immediate possession of the office and all government property in the Park, which was indignantly refused. I then ordered Arant's forcible removal, when he swelled up and said, "I would like to see somebody try to remove me from my own home." However, in less than one minute he was passed through two doors and landed in the front yard. He returned immediately and was again ejected without ceremony but with dispatch.
>
> I instantly took possession of the desk and papers, following which a generally turbulent condition continued until after 2 o'clock, when Arant and his attorney realized that a cyclone had struck them and they were effectually ousted. . . .
>
> Parkhurst and Arant met at Fort Klamath yesterday, when Arant made an unprovoked and disgraceful assault on Parkhurst in the presence of Mrs. Parkhurst.
>
> Arant, his brother and family, and one son are still here, by my sufferance, occupying government buildings, while they finish a contract of Arant's brother, to repair a bridge, work on which was commenced late last season. It seems he has already received his pay, which at least looks irregular. [10]

Subsequent to his forced removal as park superintendent, Arant initiated legal proceedings against Lane. The courts, however, upheld Lane's contention that Arant was a political appointee and as such could be removed from office. [11]

After Steel had settled into his new job, he reflected on the political struggle that had taken place. On August 16 he confided to a friend:

> Yes, I had quite a fight. In the first place my appointment was bitterly opposed by the Southern Pacific, the Klamath Development Company, a very rich California corporation that controls the Klamath region and the Northwest Electric Company of Portland, another very rich corporation. Besides that I was opposed by four Democratic candidates, to say nothing of the then incumbent. Notwithstanding the fact that I am a Republican and refused to deny it, I had the support of the Democratic State Central Committee, and leading Democratic politicians of the state, nearly all the banks and business men of Portland, the leading Democratic newspapers as well as the Republican, every member of the state government, including the Supreme Court and every state commission, together with every member of the Legislature but two, one of whom was not asked to sign the petition and one refused. [12]

Years later Horace M. Albright confirmed the political background to the appointment of Steel as park superintendent. In his The Birth of the National Park Service: The Founding Years, 1913-33 Albright wrote:

> Crater Lake's superintendent William F. Arent [sic] was a politician who had begun his patronage job in 1902, and now needed to be replaced. We hired Will Steel, who had virtually founded the park. . . . What Steel lacked in

administrative know-how he made up for with his love of the land and his ability to work with the concessioners and the people in the area. [13]

APPENDIX A:
Excerpts from Inspector Edward W. Dixon's Report on Park Operations and Conditions: 1912

HEADQUARTERS

The Superintendent's headquarters in the park (known as Camp Arant) is located five miles in a Southerly direction from the lake at the head of Anna Creek and at the intersection of the Medford and Klamath Falls wagon roads. The post office of Crater Lake is established at this point, which is open during the months of July, August and September, when it is provided with a semi-weekly mail service. The building which is the office and residence of the superintendent was found to be in good condition. Other buildings at this point are two cottages, which are during the season occupied by the park ranger and family and per diem employees; shop and tool house; and barn 24 x 48 x 20 feet, and are in good state of repair, though they require painting. The barn which is especially well built, being constructed of heavy timbers so as to withstand excessive weight of snow, was, it appears, never completed, as between the boards on both sides and ends are large cracks, and the necessary protection therefore is not afforded to stock, forage and equipment supplies kept therein. . . .

RECORDS AND FILES

The records of the Superintendent's office are meagre and have so far been kept regardless of any system. Letters from the Department were found in envelopes in the different desk drawers, and copies of much of the correspondence sent out were not obtainable. Two books of record only were being used, viz: Automobile and Motorcycle Permit Book and Register of Camping Parties. No account of an allotment of funds had been kept in any book and no account of moneys collected appeared anywhere except on stubs of the permit book, from which the monthly statements were made up for transmission to the Department. Suggestion was made to the Superintendent that he carefully keep an itemized account of all moneys received by entering each item in a blotter or day book and posting therefrom to a ledger, such ledger account to be balanced each month by his deposit or remittance. I also explained to him the manner in which accounts of the different allotments should be kept and suggested that it hereafter be followed. Mr. Arant appeared much interested in going over these matters with me, saying no one had ever been there before to advise him, and expressed a readiness to carry out the suggestions made with respect thereto. In order that he may be able to do so, the office should be provided with the necessary filing case and blank books. . . .

ROADS

Two roads only lead into the reservation at the present time, one from Medford and the other from Klamath Falls, each of which is used by automobiles and horse-drawn vehicles. The distance to Crater Lake from Medford is eighty-five miles, and from Klamath Falls, sixty-six miles. From Klamath Falls to Fort Klamath are two roads, one on the east side of Upper Klamath Lake via Agency Landing and Klamath Agency, and one on the west side of said lake via Harriman Lodge, situated on Pelican Bay. The latter road forks about fifteen miles above the lodge, one branch intersecting the east side road at Fort Klamath, and the other intersecting it about twelve miles below Camp Arant. . . . The point where the park line is crossed by the Medford road is known as the western entrance and the point where it is crossed by the Klamath Falls road is known as the southern entrance. The road from Medford

is a good dirt and rock road and is kept up and constantly improved by Jackson County. I traveled the length of this road in October last and found it in good condition. The Klamath Falls roads are said to be fair to good, the one on the east side of Upper Klamath Lake to Klamath Agency and Fort Klamath being used more is, I understand, in little better condition.

The road from Chiloquin, a station on the Natron cutoff of the Southern Pacific Railroad, to which point the railroad from Klamath Falls was constructed in June, 1912, is an old dirt road said to be in fairly good condition. This road intersects the east side Klamath Falls road at Klamath Agency the distance from Chiloquin to Crater Lake being thirty-six miles. From Agency Landing, situated at the upper end of Upper Klamath Lake, to Crater Lake is thirty-four miles, the route being over the east side Klamath Falls road, the same road as the one from Chiloquin above Klamath Agency. . . .

TENT CAMPS

Tent camps located on the rim of the lake and near Crater Lake Lodge (under construction) were in use last season, but on account of violent storms prevalent in that vicinity they were found to be unsatisfactory for the accommodation of visitors. A few days prior to my arrival, nearly all the tents had been blown down or damaged by a severe wind storm. The sanitary condition of these camps appeared to have been good, and excellent water was obtained from the temporary hotel building near by which received an abundant supply from a pipe line from a cold spring. The lavatories consisted of out-buildings over sink holes and were kept in proper condition by the use of air-slacked lime. Refuse from the hotel and camps was buried in holes quite a distance away.

Because of the undesirability of tents for the sheltering of guests who do not care to lodge in the hotel, the Crater Lake Company proposes to erect in their place a number of six-room cottages. . . . As cottages of this character will add to the convenience and comfort of visitors in the park, construction thereof on Crater Lake Lodge Tract is hereby recommended for approval.

CRATER LAKE LODGE

A hotel building to be known as Crater Lake Lodge, situated on the Crater Lake Lodge Tract on the rim of the lake, is in course of construction. The building has a frontage on the lake of 162 feet, and a veranda 16 feet wide will run its full length. The center of the hotel or "great hall" is 43 x 62 feet and will be four stories high; the north wing is 32 x 50 feet, and will be three stories high; the south wing is 32 x 50 feet, and will have four stories including basement above ground, making it the same height as the north wing; and the west wing, where will be the kitchen, is 27 x 41-1/2 feet, which will have three stories including basement above ground. The first story of the main building or center and of the north and south wings is constructed of stone, while the remainder will be frame, the outside having English half-timber effect. A feature of the hotel will be a large stone chimney at one end having an outside fireplace, which is completed. It is estimated that the stone work, which is the slow and expensive part of the construction, is ninety percent completed, and that the entire structure is forty percent completed. The construction so far is of substantial character.

The inside arrangement provides for forty guest-rooms, great hall, office and lobby, baggage room, men s parlor with lavatory adjoining, women's parlor with lavatory adjoining, dining room, kitchen, and two bath rooms and lavatories on each of the upper floors. The approximate cost of the hotel completely furnished is $40,000.00. The hotel will be supplied with water from a permanent spring 2500 feet south and 300 feet below the level thereof, lifted by a hydraulic ram and conveyed by pipe to a reservoir and thence to a pressure tank,

both in the basement of the building. It is intended later to install a small hydro-electric plant by running a pipeline from said spring for the purpose of pumping water to the hotel, lighting it, etc.

The sanitary feature of the hotel will be modern plumbing throughout. All sewage will be piped into a large septic tank located about 200 feet south of the building and outside the drainage area of the water supply. Mr. Parkhurst has assured me he will resume work on the hotel this season as early as the weather will permit, and that he will make every effort to complete it by October 1. This in my opinion will be more than he can accomplish owing to the very short working season in that locality and the distance all material must be hauled. Should he be able to enclose the building this year and complete one wing for occupancy, it would seem he would be doing extremely well.

The building in use temporarily for hotel purposes is 30 x 40 feet, and under present plans will be converted into a sixteen-room house for the accommodation of visitors upon completion of Crater Lake Lodge. . . .

AUTOMOBILE TRANSPORTATION PERMITS

The matter of operating automobile transportation lines in Crater Lake National Park appears to be one in which during the past year officials of the Crater Lake Company and the Klamath Development Company, of Klamath Falls, have taken a somewhat active part resulting to a certain extent! apparently, in strained relations between the two companies.

The Crater Lake Company has for the past three years been granted an annual permit to conduct an automobile, passenger service in the park, which it appears was maintained as follows:

> Season of 1910:
>
> Operated steamer Klamath from Klamath Falls to Agency Landing, where connection was made with automobile; daily service. Also maintained daily automobile service from Medford for one and one-half months, when line was abandoned on account of the physical condition of the road.
>
> Season of 1911:
>
> Operated steamer Klamath from Klamath Falls to Rocky Point Landing, on Pelican Bay, where connection was made with automobile; daily service except Sunday. Also maintained semi-weekly automobile service from Medford for two months, when the machines were withdrawn on account of the physical condition of the roads.
>
> Season of 1912:
>
> Maintained semi-weekly automobile service from Medford throughout the season, road good. Made three round trips a week by automobile from Chiloquin, on new line of Southern Pacific Company, meeting all trains. Made special trips by automobile from Agency Landing; no regular boat service to landing last year. . . .

Referring to a letter written on behalf of the Klamath Development Company by Stratton, Kaufman & Torchiana, of San Francisco, transmitted to the Department by Senator Perkins, and particularly to the statement therein that "Parkhurst is unable to handle the service and has but a few cars--not in good condition," you are advised that Mr. Parkhurst has furnished

me with the number, kind and power of cars owned and hired by the Crater Lake Company and operated by it in transporting passengers to and from the park during the last three seasons, which are as follows:

Season of 1910.

Owned one 40 horsepower Locomobile, seven-passenger.
Owned one 50 horsepower Matheson, seven-passenger.
Owned one 40 horsepower Stoddard-Dayton, seven-passenger.
Hired one 40 horsepower Studebaker-Garford, seven passenger.
Hired one 40 horsepower Locomobile, seven passenger.

Season of 1911:

Owned one 40 horsepower Locomobile, seven passenger.
Owned one 50 horsepower Matheson, seven-passenger.
Owned one 40 horsepower Stoddard-Dayton, seven passenger.

Season of 1912:

Owned one 40 horsepower Locomobile, seven-passenger.
Owned one 50 horsepower Matheson, seven passenger.
Hired two 40 horsepower Ramblers, seven-passenger.

Mr. Parkhurst assured me that these cars were kept in good repair and in serviceable condition at all times. He further stated that the Crater Lake Company offered to run an automobile between Harriman Lodge and Crater Lake last season whenever there would be four or more passengers.

During the season of 1913 the Crater Lake Company contemplates furnishing a daily automobile service from Chiloquin to the lake--thirty-six miles--and special automobile service from Medford to the lake--eight-five miles--though on this line Mr. Parkhurst has stated the company is prepared to establish and maintain any service the Department may require.

As it appears to be the intention of the Southern Pacific Company to operate daily trains via Klamath Falls to Chiloquin this season, and having assured the Crater Lake Company, I understand, that it will co-operate with it, giving much better service to that point than last year- -which was the first year trains were run over this portion of the road--the Chiloquin route to Crater Lake is unquestionably the most practical and convenient at the present time, and should meet the demands of persons desiring to visit the lake from Klamath Falls and vicinity, the distance by rail from Klamath Falls to Chiloquin being but twenty-eight miles.

While there will be, apparently, no necessity for an automobile service from Harriman Lodge or Agency Landing to Crater Lake this season, inasmuch as people at the lodge can easily go to Chiloquin via Klamath Falls by boat and rail, the President of the Crater Lake Company has advised me that, if his company is able to co-operate with the Klamath Development Company, it will run an automobile from Harriman Lodge twice a week provided four passengers at least are assured for each trip, or it will make two round trips a week from Agency Landing.

October 11, 1912, when at San Francisco, I called upon Mr. S.0. Johnson, Vice President of the Klamath Development Company, with whom I conferred regarding automobile passenger service to Crater Lake and the requirement, if any, for a renewal during the season of 1913 of the permit issued to his company during the season of 1912 to operate automobiles in the

Crater Lake National Park. Mr. Johnson stated that the Klamath Development Company would make formal application for a renewal of said permit and that it should be granted for the following reasons: That his company had gone to large expense in constructing the White Pelican hotel at Klamath Falls and in fitting up Harriman Lodge situated on Pelican Bay, between which points it maintained a boat service; that many people desired to visit Crater Lake from the lodge, the distance being forty-five miles, and in his opinion the best route; and that those who wished to do so could make the round trip from the lodge in one day. In further conversation with him he was asked if it would not be to the detriment of the concessioner's hotel business at Crater Lake should he rush visitors up there and back to Harriman Lodge (his company's hotel) the same day, to which he replied there was no place to the lake for visitors to stop over night and little, if anything, for them to eat. As to the accommodations at the lake, Mr. Johnson evidently had been misinformed, as having at that time just come from there myself, I am able to say visitors were well taken care of at the Crater Lake Company's temporary hotel which was provided with comfortable beds, and its table supplied with an ample quantity of wholesome food. The reasons advanced by Mr. Johnson for a renewal of said permit would appear to be wholly insufficient, as in fact the road from Harriman Lodge to Crater Lake, while not the shortest route, is by no means the best, and there is no evidence of a desire on the part of park visitors to travel over this route. Furthermore it would seem the Government is not interested in exploiting hotels at Harriman Lodge, Klamath Falls or elsewhere. Inasmuch as the Crater Lake Company, which conducts the hotel business in the park, is in position to furnish such automobile passenger service as will meet the demands of visitors entering the park at either the western or southern entrance, there appears to be no reason why the application of the Klamath Development Company for renewal of its transportation permit should be granted, and it is therefore recommended that it be denied.

Mr. Parkhurst, of the Crater Lake Company, has by the expenditure of a large amount of his individual funds, shown commendable faith in the future of Crater Lake National Park as a tourist resort, and his company, which has entered into the twenty-year lease hereinbefore referred to, would appear to be entitled to liberal consideration. It is therefore recommended that a permit to transport passengers in and through the Crater Lake National Park be issued to the Crater Lake Company for a period of five years, instead of one year, providing there is no objection due to administrative reasons.

Edward W. Dixon, Inspector to Secretary of the Interior, February 15, 1913, RG 79, Central Files, 1907-39, File No. 204.010, Part 1, Crater Lake Inspectors By Field Officers.

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CRATER LAKE

Administrative History

VOLUME I

PART II: MANAGEMENT AND ADMINISTRATION OF CRATER LAKE NATIONAL PARK UNDER THE OFFICE OF THE SECRETARY OF THE INTERIOR: 1902-1916

CHAPTER EIGHT:
ADMINISTRATION OF CRATER LAKE NATIONAL PARK UNDER SUPERINTENDENT WILLIAM G. STEEL: 1913-1916

William G. Steel served as superintendent of Crater Lake National Park from July 1913 to November 20, 1916. During his 3-1/2 years as superintendent Steel continued to spearhead efforts for the development of the park that he had done much to bring into existence. His dreams for the park, however, were tempered by the lack of adequate congressional appropriations.

During his tenure as superintendent the park staff grew slowly. A second seasonal park ranger was hired to aid Momyer in 1913. Two years later Momyer became the first permanent park ranger at Crater Lake and a guard was added to the protection force. Thus, the embryonic ranger organization in 1915 consisted of Momyer, First Class Park Ranger; F.J. Murphy, Temporary Park Ranger; and M.L. Edwards, Guard. [1]

One of the first projects carried out by Steel was to establish an enlarged park headquarters at Anna Spring. The name of park headquarters was changed from Camp Arant to Anna Spring Camp. During the summer of 1913 he had a small cottage moved to the main road and had it remodeled for "a convenient office building." He observed:

> Heretofore a small room in the superintendent's residence has been used for both living and business purposes, which of itself was unsuited for public use; besides, it was fully 200 feet from the road. Within this office I have installed an excellent vertical filing cabinet and have all park papers and correspondence systematically filed. The front room is used by the chief ranger, who registers visitors and issues licenses to the public, whereas the back room is used by the superintendent. This arrangement permits of the entire upstairs being utilized for storing supplies, as sleeping quarters for employees, or for emergency.

The new office, however, became inadequate for park needs by 1915. In that year Steel commented on the need for a new administration building:

> The park office has entirely outgrown its usefulness, in that it is totally inadequate for the purpose. The park office proper and the post office are located in a little room 8 by 12 feet, into which at times 40 to 50 people try to crowd and transact business. When the mail arrives on busy days it is simply a physical

> impossibility to transact business expeditiously or at all satisfactorily either to the public or the employees.
>
> A new modern building should be provided, as soon as possible, of sufficient capacity to meet all requirements for many years to come. The business is increasing rapidly and facilities for the systematic handling of it should keep pace therewith. Aside from convenient facilities for handling a greatly increased business, provision should be made for the public in the way of toilets, waiting rooms, and other comforts and conveniences.

One of the principal continuing activities in the park during Steel's superintendency was that of road construction under the direction of the Corps of Engineers. By the end of his tenure as superintendent Steel was able to report:

> About 47 miles of excellent dirt roads have been constructed in the park under the direction of the Secretary of War, which consist of 8 miles from the Klamath, or southern entrance, to park headquarters; 7 miles from the Medford, or western entrance, to the same point; 5 miles from park headquarters to the rim of the lake at Crater Lake Lodge; 6 miles from the Pinnacles, or eastern entrance, to the rim of the lake at Kerr Notch; and 22 miles from Cloud Cap, on the eastern side, to a point about 1-1/2 miles south of Llao Rock, to the west of the lake, thus leaving 12 miles to complete the circle of the lake, which latter it is hoped will be finished during the season of 1917, thus affording one of the most wildly beautiful automobile drives in the world. These roads have had ample time to settle and it is now proposed to pave them, which work should be completed in about three years.

Earlier in 1914 Steel had explained his views on paving the roads under construction:

> I understand it is the intention of the War Department to commence surfacing as soon as climatic conditions will permit in the spring of 1915. This plan is questionable, for the reason that if this is done it will be impossible for many years to get anything better, whereas if surfacing is left for the present it will permit of an effort being made to secure from Congress money with which to construct paved roads.
>
> The time has forever passed when macadam roads will satisfy the desires of a progressive community, and they are rapidly being changed for something very much better. Then why construct something that will be unsatisfactory from the very beginning? According to estimates of the War Department it will cost $20,000 per annum merely to sprinkle such roads. It is the part of wisdom to build roads of such a character as that this heavy burden will not have to be borne. I hope to make the Crater Lake National Park self-sustaining in a few years, but if this great burden is to be added that happy condition will be delayed indefinitely.

In addition to the road network Steel was proud of the Mount Scott Trail he had initiated in the park. In 1916 he noted that

> a system of trails has been outlined that will appeal irresistibly to visitors who delight in wandering over the bluffs, through the forests, and into uncanny spots where goblins dance by night and shadows linger by day. Chief among these is one to be constructed to the summit of Mount Scott, on a grade that can subsequently be widened for automobile use. When this is done one can ride in comfort to a point nearly 3,000 feet above the waters of the lake and nearly 5,000

> above the plains of eastern Oregon, over which the eye can wander, intoxicated with the glory of a view from the Columbia River region to the mountains of California.

Fishing prospects in the lake continued to be enhanced by planting both by the Crater Lake Company and park management. In 1914, for instance, the company placed 2,000 rainbow fry in the lake and Steel planted 20,000 steelheads. The following year Steel planted 15,000 black spotted fry in the lake. Steel recommended that no further planting be done until the matter of fish food had been settled. As there were "no enemies to fish already in the lake," their numbers had grown enormously to the point that the lake was "fairly teeming with them." However, nothing had ever been done to increase the food supply for the fish.

One of the first wildlife management issues that Steel confronted was that of deer being chased by loose dogs in the park. While there were many deer in the park they were rarely seen along park roads because, according to Steel, "dogs have been permitted to run at large and probably chase them, causing them to become shy." Thus, on September 13, 1913, the Department of the Interior, at the recommendation of Steel, issued the following instructions:

> Visitors to the Crater Lake National Park are hereby notified that when dogs are taken through the park they must be prevented from chasing the animals and birds or annoying passers-by. To this end they must be carried in the wagons or led behind them while traveling and kept within the limits of the camp when halted. Any dog found at large in disregard of these instructions will be killed.

Game protection continued to be a problem for Steel as it had been for Arant. In 1913 Steel described the problems he was facing in protection of park wildlife:

> But two temporary rangers are allowed during the season, one of whom is constantly employed in issuing licenses and registering visitors, so that one man must patrol the entire park. Then is it strange that there is always a report current that deer are slaughtered by poachers, who only need keep track of the ranger to carry on their nefarious practices with perfect impunity? However, hunting in the park is not general by any means, and is only carried on by an irresponsible class of semicriminals. Because of the protection afforded, deer in the park become very tame during the summer and when driven to the lower levels by the first heavy snow fall an easy prey to the despised deer skinners.

Accordingly, he, like Arant, proposed the creation of

> game preserve, to embrace not only the park but all that portion of the forest reserve on the north to township 26 and on the west to range 1, Willamette meridian, then giving to it just such protection as is now afforded to other game preserves of a similar character.

In 1914 Steel proposed a second solution to the problem of game protection and overall law enforcement in the park. He observed:

> If the department will allow five additional rangers, three of them will be needed for issuing automobile licenses and registering visitors at park entrances, one will be detailed for clerical work at headquarters, and three will be used to patrol the park. Of the latter one should be stationed at the Medford entrance to patrol north of the Medford Road and west of the lake, one at the Pinnacles entrance to patrol the eastern side of the park, and one at headquarters to patrol the southern portion, together with that portion of the rim in the vicinity of Crater Lake Lodge. By this arrangement fairly good patrol of the park can be maintained and

> deer hunters held in check. Besides this the danger of forest fires would be materially reduced and the work of park administration greatly improved.

Forest fires continued to be a critical problem for Superintendent Steel. In 1913 several small fires were started by careless campers. In one case in which live trees were destroyed, the offenders were apprehended and ejected from the park. The summers of 1914 and 1915 were unusually dry, thus leading to extraordinary precautions against forest fires. More than twenty fires broke out in the park in 1914, although all were extinguished before significant damage resulted. Thunderstorms and lightning ignited many of the fires in the park, the most significant occurring in 1916 when one storm resulted in four fires in the park and ten in the surrounding forests.

Road repair work during the spring continued to be a major component of Steel's duties as he prepared the park for the summer tourists. To repair the washed out roads he began a new practice of cutting out the road sides and dragging them rather than "cutting out the middle."

Steel also gave attention to trail maintenance. The trail to the lake was in need of major repairs virtually every spring. In 1913 rocks were removed from the trait so that burros kept by the Crater Lake Company could pass over it.

Steel began a program of "cleaning" the grounds and roadsides of the park of "dead and down timber." He did so because this debris afforded "dangerously inflammable material for spreading fire and destruction." In 1913 he stated:

> All this [debris] should be cleaned up, together with such underbrush as interferes, but the cost would be prohibitive. However, a certain amount of this work can be done every year along the roads, and in the course of time a system of clear places can be established that will reduce the danger of fire to a minimum. I have in this manner cleared the road on both sides from headquarters toward the lake to a distance of about a mile and have carefully trimmed the trees, which not only adds a degree of safety but greatly beautifies the park.

Under an agreement with the War Department the first unit of a proposed sprinkling system for park roads was installed in September 1914. This involved construction of a water tank on a hill near the park headquarters that provided sufficient pressure for a gravity system and fire protection facilities for the headquarters area. At a cost of $1,200 the system was expanded during 1915. That year Steel described the system as containing

> a main water line approximately 1,000 feet long, containing 332 feet of 3-inch and 670 feet of 2-inch pipe, with branch lines to the various buildings of approximately 500 feet of three-fourths-inch pipe. Modern plumbing has been installed in the superintendent's residence, consisting of bath, toilet, lavatory, kitchen sink, hot and cold water. A sewer system has been installed that can be extended as may be necessary. It is connected with a cesspool 10 feet deep, and as the soil is of an extremely light, porous nature, it will doubtless serve every purpose for many years. However, it is only a question of time when something better will have to be provided. Temporary sprinkling facilities have been provided, but it will soon be necessary to materially increase the supply of water by providing another tank. A public watering trough and a permanent water supply for the barn have been provided. A new hydraulic ram, fully equal to the present water supply, has been installed, but during the season of 1916 an additional tank should be placed above the present one, which latter should then be used for conserving the overflow for irrigating, and with such facilities there would be adequate protection against fire.

Steel also took steps to provide for garbage and tin can collection and disposal. These services were designed to improve the sanitary condition of the park campground areas.

In 1916 Steel proposed that efforts be made to provide the public with drinking water at the rim of he lake. He stated:

> . . . This is of the first necessity and should be done as soon as possible. The Crater Lake Co. has established a water system for its own use and is constantly importuned for water by camping visitors, who do not understand conditions and take it for granted that it is a public supply, so resent any limitation. At times the supply is barely sufficient for hotel purposes, and it is necessary to refuse these requests, in consequence of which friction occurs and the Crater Lake Co. is abused without cause. The management has been extremely obliging in the premises and has suffered many times because of its desire to serve the public in this matter.

Permits for driving loose stock through the park continued to be issued during 1913-16. The peak year was 1915 when eight permits were granted to drive a total of 902 sheep, 393 cattle, and 9 horses through the park.

In addition to the aforementioned concessions granted to the Crater Lake Company and the Klamath Telephone & Telegraph company, two new concessionaires began operations in the park in 1913. The Kiser Photo Company of Portland and the Miller Photo Company of Klamath Falls were granted licenses for photographic privileges and the display and sale of views and post cards. The fees for these licenses were $10 per year. The license for the Kiser Photo Company was not renewed in 1915, thus giving the Miller Photo Company the sole right to photograph Crater Lake scenery and sell post cards.

A touch of scandal was associated with a concession permit granted to H.J. Boyd of Ashland for the period June 1-November 1, 1916. Under the terms of the permit Boyd was allowed "to bring people back through the Crater Lake National Park via the Lake" in his 1915 5-passenger Ford Touring Car "on his return from fishing trips" in Klamath and Lake counties. He was limited to a total of ten trips during the season. Later in December 1916 it was reported that Boyd had taken advantage of his permit since "his passengers were nearly all women, none of whom looked as though they were on a fishing trip. [2]

Increasing numbers of automobiles were driven to the park by vacationers during 1913-16. In 1913 permits were issued to 760 automobiles and 13 motorcycles at $1 each for a single round trip through the park. By 1915 the number of permits issued included: 2,231 round-trip automobile permits at $1 each; 13 season automobile permits at $5 each; and 30 round-trip motorcycle permits at $1 each. In 1916 2,649 automobiles entered the park, an all-time record to date. The growing number of automobiles in the park led the Department of the Interior to issue new automobile regulations for the park in 1916, a copy of which may be seen in Appendix A.

Park visitation continued to grow during 1913-16. In 1913, for instance, park visitation totaled 6,253 (June--43; July--1,144; August--3,002; September--1,637; October--418; November--9). That year the total number of guests entertained at the two permanent camps in the park was 2,240, a gain of more than sixty percent over the total for 1912.

Park visitation increased to 7,096 in 1914, the first year for which there are available published records providing statistical breakdowns both for monthly and state breakdowns. These statistics were:

Visitors to Crater Lake National Park

February	8	August	2,923
March	6	September	1,167
May	98		
June	345		
July	2,549	Total	7,096

Visitors by States

Alabama	2	Montana	3
Arizona	7	Nebraska	10
British Columbia	11	Nevada	15
California	932	New Mexico	2
Canada	1	New York	11
Colorado	4	North Carolina	3
Connecticut	6	Ohio	6
District of Columbia	2	Oklahoma	1
Germany	1	Oregon	5,781
Hawaii	8	Pennsylvania	3
Idaho	29	Philippines	2
Illinois	15	Tennesse	3
Indiana	1	Texas	6
Iowa	8	Utah	4
Kansas	13	Washington	164
Maryland	1	West Virginia	1
Massachusetts	7	Wisconsin	3
Michigan	1		
Minnesota	13		
Missouri	16	Total	7,096

Visitation increased to 11,371 in 1915, stimulated in part by two world's fairs on the Pacific Coast. Of this total, more than 10,000 visitors were from the states of Oregon (8,869), California (1,147), and Washington (305). Three foreign countries were also represented: Canada (12), England (1), and Sweden (1). Every state in the Union was represented except for South Carolina, South Dakota, and Virginia.

In August 1915 William Jennings Bryan, who had resigned recently as Secretary of State, visited Crater Lake while on a western vacation. After spending the night in the recently completed lodge, he and his wife, accompanied by Superintendent Steel and several park rangers, walked down to the lake for a launch trip. The taxing climb back up to the rim led to Bryan's notorious proposal for construction of "a tunnel just above the lake level, through the rim to a connecting road." He proposed the tunnel so that visitors could reach the lake "without the laborious one thousand feet or more steep descent and climb over a slippery and dangerous trail" which could "only be made a few months of the year and is almost

impossible for old people." [3]

Steel took up the campaign for a tunnel to the lake. In 1916 he formally requested $1,000 to conduct surveys for a tunnel. His justification for such an expenditure read:

> From Crater Lake Lodge to the lake is a drop of nearly 1,000 feet, and to reach the lake a trail of 2,300 feet is provided. Owing to the rugged nature of the rim, this trail is necessarily steep and hard to climb, and many visitors are unable to go over it, so that they are denied the privilege of fishing or boating on the lake. This condition of affairs is a disappointment to many visitors and some sort of provision should be made to overcome it. A lift or other installation within the rim is wholly impracticable, for the reason that every spring enormous slides of snow and rocks would sweep any sort of framework into the lake. Under such conditions I would suggest the construction of a tunnel from a convenient point on the road several hundred feet below the rim, to the surface of the water. . . .

Despite heavy and late snows in 1916, park visitation increased to an all-time high to date of 12,265. This figure was reached despite the fact that at the close of July travel was only fifty percent of the previous year.

One of the improvements to park facilities and services carried out by Steel was the installation of a new telephone system. In 1915 he reported on his efforts:

> Telephone facilities of the park have never been satisfactory, so during the past season private lines in the park were purchased and necessary lines constructed. Direct connection with Klamath Falls by way of Fort Klamath has been maintained for a number of years, but never before has there been direct connection with Medford and the Rogue River Valley. I was unable to build beyond the park line, which would leave a distance of 23 miles to connect at Prospect, and as the prospective business would not justify the expense of construction by a commercial organization, I was forced to provide ways and means, which I did by securing sufficient voluntary contributions, with which a good line was built and is now in excellent working order. A switchboard has been provided for the park office, and all lines are controlled therein.

Throughout his superintendency Steel continued to make recommendations for park improvements, many of which were not implemented because of inadequate park appropriations. Among these proposals was an electric light and power plant near the park headquarters to provide light and operate machinery in a woodworking and blacksmith shop that he wished to construct. He recommended that the falls of Anna Creek be used to operate the light and power plant. The expense of carrying electric power to the rim of the lake would be inexpensive, since the park would raise revenue by supplying light and power to the concessionaires.

The question of patented lands in the park continued to bother Steel. In 1913 and 1914 he urged that such titles to park lands be terminated to forestall private development:

> There are approximately 1,200 acres of private land within the park, probably all of which is held for speculation. It is covered with excellent timber, and it is only a question of a little time when some speculator or mill man will gather it up, when the next move will be to cut off all the trees and leave it as "logged-off land" is usually left, covered with kindlings but denuded of trees.
>
> Early action should be taken to extinguish these titles, either by the ordinary method of condemnation and purchase or by offering therefor other lands located

outside of the park.

Steel recommended that a building be constructed to provide dining, sleeping, and living quarters for seasonal park workers. Since the park was far removed from population centers it was difficult at best to attract summer labor. In view of the fact that the Klamath region was stock country and haying operations reached their peak in July and August, laborers were in demand at good wages during the summer. The lack of adequate housing and sanitary facilities made it even more difficult to attract park labor.

Steel became enamored with the idea of government ownership of all concessions and private development in the park. His goal became that of making Crater Lake a self-sustaining entity. In 1914, for instance, he stated:

> The frequent changes of administration in this Government, together with the unsatisfactory condition in which the national park service is left by Congress, are so pronounced that capitalists are unwilling to advance funds on park concessions in amounts adequate to their needs, in consequence of which rapid development is seriously impaired, and the impression is gaining ground among men of large means that such investments are extra hazardous. Under such conditions it seems to me imperative that the General government acquire possession of all hotels and other permanent improvements of a private nature within the parks, and that they then be leased to desirable parties for a reasonable consideration. This would be an important step toward making the parks self-sustaining, which they should be. With the road system completed, this revenue, together with that received from automobiles, would make the Crater Lake Park self-sustaining from the start, providing a comprehensive plan of management were developed to meet new conditions. Construction of private improvements at Crater Lake is yet in is infancy, for which reason I would recommend that the experiment be tried here, where the initial outlay would be comparatively light.

In 1914 and 1915 Steel renewed earlier recommendations to expand the park boundaries northward and westward and enlarge the park to include Diamond Lake, Mount Thielsen, and Mount Bailey. After considerable study of the issue, he observed in 1914:

> Boundaries of the Crater Lake National Park were not originally located wisely, for the reason that but little was then known of the necessities of the case, or of physical conditions. Experience has shown that they should be changed to meet new and permanent conditions. . . .
>
> In support of the foregoing, will say there are no settlers within the new boundaries. On the west there is a narrow strip of Klamath County that should be eliminated and the park made to conform with the county line.
>
> On the east there is also a narrow strip between the park and the Klamath Indian Reservation that should be eliminated and the park boundary made to conform with the Indian reservation.
>
> On the north is located an extremely interesting region that is wholly within the Crater National Forest and should be included in the Crater Lake National Park in time to extend to it the road system now under construction. It is neither valuable for agriculture nor mining, and there is no public reason why this extension should not be made. On the other hand, I believe it will meet with approval of a vast majority of the people of the State. Within the proposed extension is located Diamond Lake, one of the most beautiful and attractive in the mountain region, and Mount Thielsen, a sharp peak standing over 9,000 feet

> above sea level and commonly known as the Lightning Rod of the Cascades, because of the brilliant displays of lightning about its pinnacle in stormy weather.

After consulting with the supervisors of the national forests surrounding Crater Lake National Park, Steel and the forestry officials agreed to support jointly a revision and extension of the park boundaries in 1915. The revised park boundaries, which soon encountered opposition, read:

> Commencing at the western extremity of the south boundary of the Crater Lake National Park, thence west approximately three-quarters of a mile to the boundary between Klamath and Jackson Counties, thence north along said county line to a point on the boundary between Douglas and Jackson Counties, thence east to a point due north of the present western line of the park, thence north to a point 2 miles north of the sixth standard parallel, thence east to a point on the east boundary of the Umpqua National Forest, thence southerly along the said eastern boundary of the Umpqua National Forest to the present north line of the Crater Lake National Park. [4]

In view of the foregoing examination of park management issues and development projects in Crater Lake National Park during 1913-16, the question arises as to the type, details, and quality of experience that a park visitor had during those years. [5] During these years the tourist season generally extended from June 15 to September 30.

In a general park information circular for 1913 the visitor accommodations and means by which the park could be reached were described. According to the brochure the park was accessible from

> Klamath Falls, Chiloquin, Medford, and Ashland on the Southern Pacific Railroad. According to present advices, Klamath Falls is the only point from which regular transportation service will be available. Tourists will proceed by bus from Klamath Falls to Upper Klamath Lake, thence by launch to Harriman Lodge, thence by automobile to Crater Lake. Between Klamath Falls and Harriman Lodge the service will be rendered by the Klamath Development Co. (address, Klamath Falls, Oreg.); between Harriman Lodge and Crater Lake the service will be performed by the Crater Lake Co. (address, Crater Lake, Oreg.).

Visitor accommodations provided by the Crater Lake Company included:

> At Crater Lake Lodge on the rim of the lake guests are furnished with comfortable beds in floored tents. Meals are served in a frame building pending the completion of the lodge.
>
> At Camp Arant, 5 miles below the rim of Crater Lake, the Crater Lake Co. maintains a camp for the accommodation of guests, a general store for the sale of provisions and campers' supplies, and a livery barn.

Free camping privileges in designated areas were open to the public subject to park regulations. [6]

Arrangements were made to improve transportation to the park during the 1913-16 period. Prior to these years the Crater Lake Company had maintained a line of automobile stages from Medford on the main line of the Southern Pacific, a distance of 85 miles from the park. In 1914 similar service was begun from Chiloquin on the northerly extension of the Southern Pacific (known as the Crater Lake or Natron cut-off) from Klamath Falls. That same year

was the first time in the history of the park that one could purchase a ticket from Portland to California towns, or vice versa, and travel via Crater Lake at an additional expense of only $13 for automobile fare between Medford or Chiloquin.

Authorized Rates, Crater Lake Company, 1913

Meals at Camp Arant or Crater Lake Lodge.	
Single meals	$1.00
2 or more meals, each	.75
Beds, per day, at Camp Arant or Crater Lake Lodge, per person	1.00
Board and lodging, per day, at Camp Arant or Crater Lake Lodge, per person	3.25
Board and lodging, per week, at Camp Arant or Crater Lake Lodge, per person	17.50
Children under 12 years, half rates	
Unfurnished tents for campers, per day	1.00
Furnished tents for campers (no cooking utensils), per day per person	1.00
Automobile transportation within the park, per mile	.10
Saddle horses, pack animals, and burros, per hour	.50
Saddle horses, pack animals, and burros, per day	5.00
Launch trip, Wizard Island and return, per person	1.00
Launch trip around Wizard Island and Phantom Ship and return (about 15 miles), per person	2.50
Launch charter, per hour	5.00
Launch charter, per day	20.00
Rowboats, per hour	.50
Rowboats, per day	2.50
Rowboats with detachable motor, per hour	2.50
Rowboats with detachable motor, per day	10.00
Provisions, tourist supplies, gasoline, motor, hay, and grain at reasonable rates	

The details of railroad and concession-operated automobile transportation to the park in 1914 was described in a general information circular. It stated:

> This park may be reached from Klamath Falls, Chiloquin, Medford, and Ashland on the Southern Pacific Railroad. There is train service between Klamath Falls and Chiloquin only on Monday, Wednesday, and Saturday. The Southern Pacific Co. will sell excursion tickets to Crater Lake from July 1 to September 25, inclusive. . . .
>
> The Crater Lake Co. operates a triweekly automobile service between Medford and Crater Lake and between Chiloquin and Crater Lake as follows:
>
> Autos leave the Hotels Medford and Nash, Medford, at 9 a.m. Monday, Wednesday, and Friday, stop for lunch at Prospect, and reach Crater Lake in time for 6 o'clock dinner. Returning, leave Crater Lake at 9 a.m. Tuesday, Thursday, and Saturday, reaching Medford in time to connect with the outgoing evening trains.
>
> Autos leave Crater Lake for Chiloquin at 9 a.m. Monday, Wednesday, and Saturday, connecting with the local Southern Pacific train from Klamath Falls. Returning, leave Chiloquin at 1 p.m. the same day and reach Crater Lake in time

for 6 o'clock dinner.

Rates for the automobile service were:

Medford to Crater Lake and return.	$18.00
One way (either direction)	$10.00
Chiloquin to Crater Lake and return	9.00
One way (either direction)	5.00
Medford to Crater Lake, thence to Chiloquin, or vice versa	13.50 [7]

The account of a visitor to Crater Lake via private automobile during the summer of 1914 provides insight relative to park visitors' experiences during this period. The account, which was published in the December 1914 issue of the Ladd & Bush Quarterly, read:

> In the summer, traveling in an automobile at a comfortable speed, the trip can be made from Salem to the lake in three days. . . .
>
> The start from Medford should be made in time to reach Prospect for luncheon. Prospect Hotel meals will give satisfaction to the hungry traveler, and its kitchen, presided over by Mrs. Grieves, the mistress of the hotel, although in the mountains, is a model for convenience and cleanliness.
>
> The first thirty miles the road is fine and one can "burn 'em up" if he is so inclined, but the remaining fifty miles cause a wish that an earlier start had been made, and if Rim Camp can be reached before dark it will be luck. Theoretically Mr. McMahon and the Supreme Court were probably correct, building a Crater Lake road is not a proper subject to collect taxes for from the whole state, but, after one has spent an afternoon bumping along that road, he will wish we were not such strict constructionists. At Rim camp the room will be in a tent, not half bad for a change. The new hotel is in process of construction, but at the rate it has progressed in the past, and considering that the snow got so deep and heavy last winter that it caved in the roof, the prospects for its being open in another year are not encouraging. . . . Many view the scenery from the rim and tell of its wonders, but they have seen little of what is there. By far the best view is from the lake and a whole day can be spent on it before it can be half appreciated. . . . At present the crest generally is passable for a pedestrian, who can follow it almost continuously around the lake, although it is a tedious and difficult trip, too much so to be undertaken by the usual visitor.
>
> Rim Camp trail is down a depression carved in the rim by the sliding of the avalanches of ages. The trail winds back and forth, extending the distance to travel, but by so doing relieving the grade to some degree. Going down is the most difficult and dangerous, as the descent is steep and there is a risk of slipping. Most people fear the trip up, but by climbing leisurely it can be made with no risk and a limited amount of exertion. On reaching the water edge the blue of the water first absorbs attention; artists have in no way exaggerated it. The whole surface of the lake is of wonderful blues, shading from sky blue to deep indigo. One finds oneself ingeniously dipping up the water to see if it is really blue; it proves to be nothing more than plain water. The most prominent feature is Wizard Island, nearly two miles out in the lake. . . . As the boat ride progresses, the beauties of the lake, the continuous blue of the water, the ever-changing rim, bring before one new wonders. At several points along the edge cliffs 100 feet under the water can be seen, turning the blue water to pale green.

> The lake rim is composed of stratas of many colors, grays, browns, terra-cottas, creams, at places intense red beside various shades of greens. . . .
>
> When the shades of night come on a fog quickly covers the lake and the lights become so deceptive that it is no longer possible to distinguish one portion of the rim from another. To prevent a boatman from becoming lost and being compelled to stay out all night, all are required to return to the landing by 5:30 P.M. From certain positions in the park the observer can see the base of the engulfed mountain rising about a thousand feet above the general crest of the range on which it stands, convincing more and more that there is probably truth in the supposition that above the lake once towered a lofty volcano.
>
> Every Oregonian who can should visit Crater Lake. Its grandeur will well pay for the difficulties encountered in making the trip. But go while it is in its natural wildness, before railroads and other modern conveniences commercialize it and do not fail to go upon the water. [8]

On June 28, 1915, Crater Lake Lodge opened to the public. The building of cut-stone and frame construction contained 64 sleeping rooms and was described as having ample bathing and fire protection facilities. The lodge quickly became the focal point of visitor accommodations in the park. A branch of the general merchandise store at Camp Arant was located in the lodge building. Tents were also available at the lodge as sleeping quarters, meals being taken at the lodge. Anna Spring Camp continued to provide less expensive accommodations in its "well-floored tents." (See below for hotel and camp charges and maps relating to the park in 1915.) [9]

In addition to the railroad and concessioner-operated transportation arrangements for reaching the park, improvements continued to be made to roads leading to Crater Lake from the Klamath region and the Rogue River Valley during 1913-16. In the latter year the opening of the Pinnacles entrance on the eastern boundary facilitated park visitation from central and eastern Oregon.

Hotel and Camp Charges, Crater Lake Co., 1915

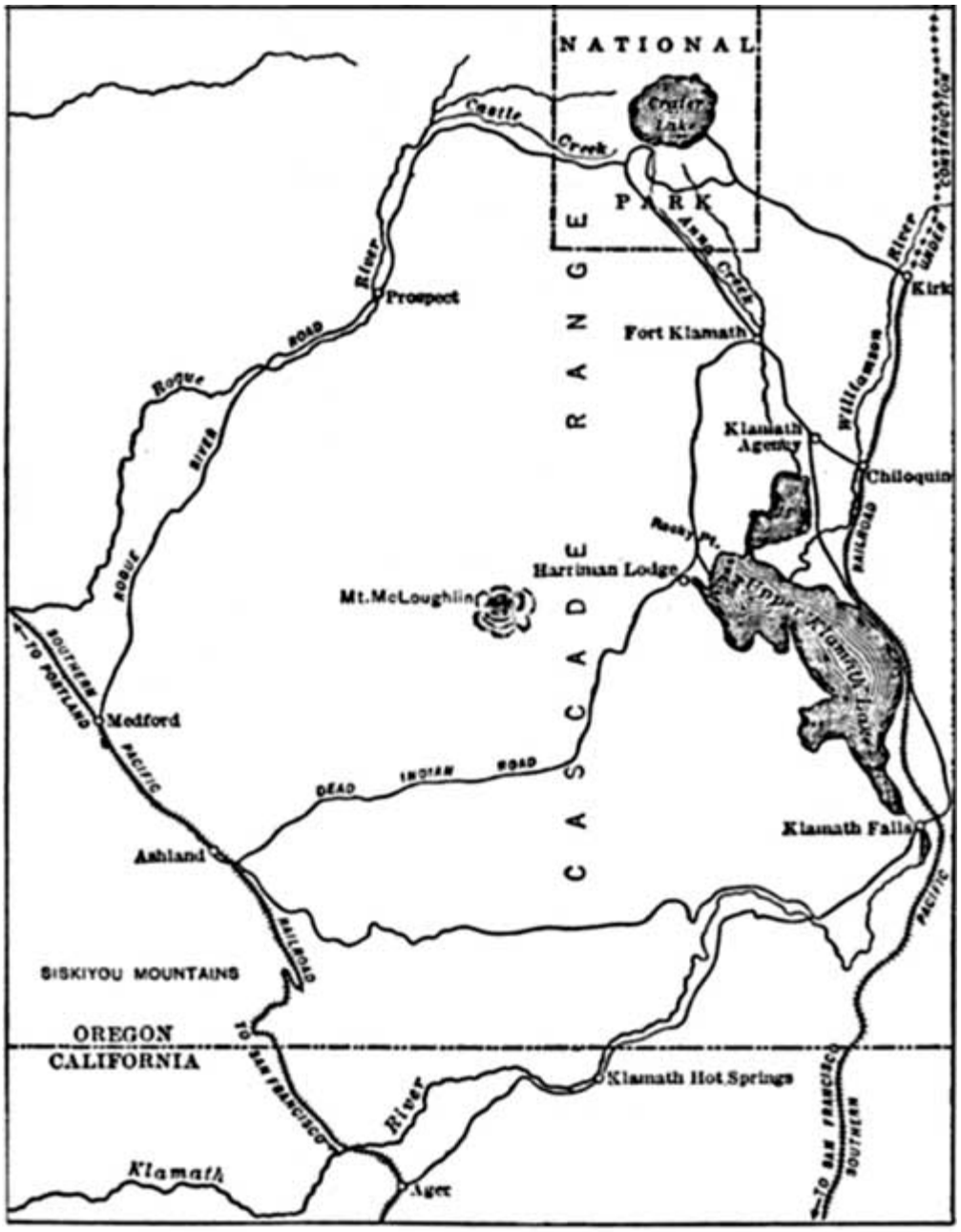
CRATER LAKE LODGE	
Board and Lodging, each person, per day (lodging in tents)	$3.00
Board and lodging, each person, per week (lodging in tents)	17.50
Board and lodging, each person, per day (hotel)	3.50
Board and lodging, each person, per week (hotel)	20.00
Board and lodging, each person, per day, in rooms with hot and cold water	4.00
Board and lodging, each person, per week, in rooms with hot and cold water	22.50
Baths (extra)	.50
Fires in rooms (extra)	.25
Single meals	1.00
ANNA SPRING TENT CAMP	
Board and lodging, each person, per day	2.50
Board and lodging, each person, per week	15.00
Meals: Breakfast or lunch, 50 cents; dinner, 75 cents	
Fires in tents (extra)	.25

Children under 12 years, half rates at lodge or camp.

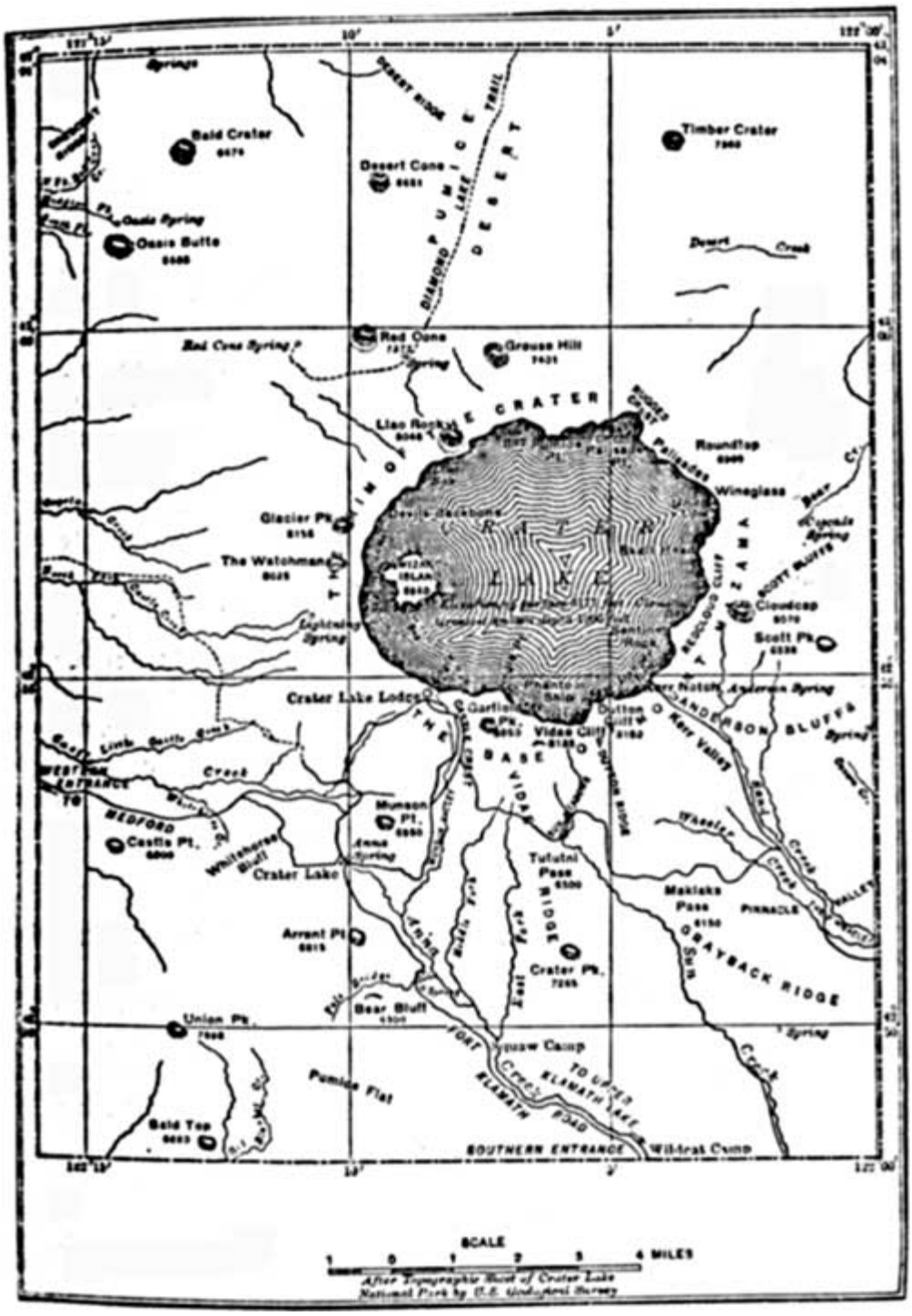
TRANSPORTATION

Automobile fare between Anna Spring Camp and Crater Lake Lodge:	
One way	.50
Round trip	1.00
Automobile transportation, 10 cents per mile within the park	
Saddle horses, pack animals, and burros (when furnished), per hour	.50
Saddle horses, pack animals, and burros (when furnished), per day	5.00
Launch trip, Wizard Island and return, per person	1.00
Launch trip around Wizard Island and Phantom Ship and return (about 15 miles), per person	2.50
Launch trip around the lake	3.50
Rowboats, per hour	.50
Rowboats, per day	2.50
Rowboat, with boat puller, per hour	1.00
Rowboat, with detachable motor, per hour	1.00
Rowboat, with detachable motor, per day	5.00

Provisions, tourists' supplies, gasoline, motor oil, hay and grain at reasonable rates at the general store at Anna Spring Camp and branch store at Crater Lake Lodge.



MAP SHOWING ROADS TO CRATER LAKE.



APPENDIX A:
Automobile Regulations of March 1, 1916

Pursuant to authority conferred by the act of May 22, 1902 (32 Stats., 202), setting aside certain lands in the State of Oregon as a public park, the following regulations governing the admission of automobiles into the Crater Lake National Park are hereby established and made public:

1. Entrances--Automobiles may enter and leave the park by either of the three entrances.

2. Automobiles--The park is open to automobiles operated for pleasure, but not to those

carrying passengers who are paying, either directly or indirectly, for the use of machines (excepting, however, automobiles used by concessionaires under permits from the department). Careful driving is demanded of all persons using the roads. The Government is in no way responsible for any kind of accident.

3. Fees--Entrance fees are payable in cash only, and will be as follows:

Single trip permit	$2
Season permit	$3

4. Automobile permits--Automobile permits must be secured at the checking station where the automobile enters the park. This permit must be conveniently kept so that it can be exhibited to park rangers on demand. Each trip permit must be exhibited to automobile checker at point of exit, who will stamp across the back of the permit: "Void after _____ (hour and date)" and return to owner or driver. The automobile may then reenter the park by the same or any other road (or entrance) within 12 hours from time of leaving park.

Automobile permits will show (a) name of station issuing permit, (b) name of owner or driver, (c) State and license number of automobile.

5. Muffler cut-outs--Muffler cut-outs must be closed while approaching or passing riding horses, horse-drawn vehicles, hotels, camps, or checking stations.

6. Distance apart--Gears and brakes--Automobiles while in motion must not be less than 50 yards apart, except for purpose of passing, which is permissible only on comparatively level or slight grades. All automobiles, except while shifting gears, must retain their gears constantly enmeshed. Persons desiring to enter the park in an automobile will be required to satisfy the guard issuing the automobile permit that the machine in general (and particularly the brakes and tires) is in first-class working order and capable of making the trip, and that there is sufficient gasoline in the tank to reach the next place where it may be obtained. The automobile must carry two extra tires. All drivers will be required effectually to block and skid the rear wheels with either foot or hand brake, or such other brakes as may be a part of the equipment of the automobile.

7. Speeds--Speed is limited to 10 miles per hour, except on straight stretches, when, if no team is nearer than 200 yards, it may be increased not to exceed 20 miles per hour.

8. Horns--The horn will be sounded on approaching curves, or stretches of road concealed for any considerable distance by slopes, overhanging trees, or other obstacles; and before meeting or passing other machines, riding or driving animals, or pedestrians.

9. Teams--When teams, saddle horses, or pack trains approach, automobiles will take the outer edge of the roadway, regardless of the direction in which they are going, taking care that sufficient room is left on the inside for the passage of vehicles and animals. Teams have the right of way, and automobiles will be backed or otherwise handled as may be necessary so as to enable teams to pass with safety. In no case must automobiles pass animals on the road at a speed greater than 8 miles per hour.

10. Accidents--When, due to breakdown or accidents of any other nature, automobiles are unable to keep going, they must be immediately parked off the road, or, where this is impossible, on the outer edge of the road.

11. Stop-overs--Automobiles stopping over at points other than the hotels or permanent camps, must be parked off the road, or where this is impossible, on the outer edge of the

road.

12. Reduced engine power--Gasoline, etc.--Due to the high altitude of the park roads, ranging between 4,000 and 7,000 feet, the power of all automobiles is much reduced, so that about 50 per cent more gasoline will be required than for the same distance at lower altitudes. Likewise one lower gear will generally have to be used on grades than would have to be used in other places. A further effect that must be watched is the heating of the engine on long grades, which may become serious unless care is used. Gasoline can be purchased at regular supply stations as per posted notices .

13. Penalties--Violation of any of the foregoing regulations for government of the park will cause revocation of automobile permit, will subject the owner of the automobile to immediate ejectment from the park, and be cause for refusal to issue new automobile permit to the owner without prior sanction in writing from the Secretary of the Interior.

14. Damages--The owners of automobiles will be responsible for any damages caused by accident or otherwise.

15. All persons passing through the park with automobiles are required to stop at the supervisor's headquarters or the rangers headquarters and register their names.

16. Motorcycles--These regulations are also applicable to motorcycles, which may use the roads on payment of a fee of $1 for each machine per annum; permits issued therefor shall expire on December 31 of the year of issue.

U.S. Department of the Interior, The Crater Lake National Park, Season of 1916 (Washington, 1916), pp. 17-19.

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INTRODUCTION

The National Park Service was established in the Department of the Interior by an act of August 25, 1916 (39 Stat. 535), and funds were provided for its operation by an act of April 17, 1917 (40 Stat. 20). The act provided that the Service would administer the fourteen national parks, twenty-one national monuments, and Hot Springs Reservation. The bureau was to

> 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.

Thus, Crater Lake National Park became a part of the National Park System. Prior to 1916 the individual national parks and monuments had been administered as separate entities, but with the inauguration of the Park Service the various areas were slowly melded into a coordinated system under the energetic leadership of the bureau's first director, Stephen T. Mather, who was appointed to that position on May 16, 1917.

Within days of the establishment of the National Park Service Mather, who was functioning as Special Assistant to the Secretary of the Interior, was in Oregon voicing his dreams and hopes for Crater Lake National Park. His ideas, which would play a significant role in the conceptual and functional development of the park during the next decade, were presented at a luncheon to Portland businessmen. He observed:

> It looks like we'd have to go to the bat for the development of Crater Lake National Park this Winter. . . .
>
> I have just come from the Crater Lake Park, and I am free to say that I believe it has probably the greatest possibilities of any scenic park in the world.
>
> Its development cannot be allowed to be delayed any longer. Either we shall have to get the co-operation of Oregon people to carry forward its development, or I shall go to California and try to interest the capital there. It seems that Oregon people should be willing to go forward and help develop their great park, and Oregon would be my first choice in looking for men to co-operate with the Government in the work. I am a native of California, however, and, in case Oregon doesn't come forward, I may yet have to go to my friends in California

> with the matter.
>
> Tacoma and Seattle have raised $200,000 for the development of Rainier National Park and the Park Service Company in California is spending $700,000 in the development of Yosemite Park to improve its accessibility and the service to tourists.

As a suggestion of how Crater Lake development could be implemented, Mather recommended that Portland, Medford, Ashland, and Klamath Falls might raise $500,000 and arrangements be made with the railroads to sell tickets routing tourists by automobile through the park. Since the development already undertaken in the park by Parkhurst was "broad in its conception," Mather challenged the Portland businessmen to display an interest in a project that was being developed by one of its own men. [1]

When Crater Lake National Park entered the National Park System it was considered to be one of the Service's "crown jewels." At the inception of the system numerous publications described the superlative scenery and beauty of the park. In an article published in American Forests in October 1916, Mark Daniels, former General Superintendent and Landscape Engineer of National Parks, described the scenic grandeur of the lake in glowing superlatives:

> Many people whose repugnance for platitudes is not sufficiently strong to prevail against their indifference to the value of an extensive vocabulary will describe Crater Lake as the eighth wonder of the world and let it go at that. To many others, myself included, it is the whole eight, and then some, if one may be permitted to resort to the more expressive vernacular. The sight of it fills one with more conflicting emotions than any other scene with which I am familiar. It is at once weird, fascinating, enchanting, repellent, of exquisite beauty and at times terrifying in its austere-dignity and oppressing stillness. In the sparkling sunlight, its iridescent hues are dazzling and bewildering. When a storm is on, it throws terror into the heart of the observer and carries the mind back through the eons when it was born in Titan throes of nature. There are a few other crater lakes in the world. In India, Hawaii and Italy there are some; perhaps there are others in other lands, but there is none known to man that can remotely approximate the transcendant beauty of Crater Lake in Crater Lake National Park. [2]

Writing in the April 1917 issue of Sunset, Aubrey Drury continued with the same superlative vocabulary:

> . . . In many ways this is the most remarkable body of water in the world. There is no lake its equal in depth, no lake so blue, none surrounded by such precipitous walls. Its whole setting is strange and unusual: it is a lake in a mountain-top, occupying the crater of a burnt-out volcano. . . .
>
> This whole region is one to delight the heart of the mountain-lover. Many trail trips may be taken from the Lodge, and the Rim Road, which eventually will encircle the lake, affords magnificent automobile drives. Southward by automobile road are Anna Spring Camp, Dewie Canyon, and the remarkable Pinnacles in Sand Creek Canyon. All the scenic beauties of the vast Cascade Range await the visitor to this famous summer pleasure-ground of Oregon; and most splendid of them all, a wonder among wonders, is that magical mirror held up to catch and intensify the blue of the sky--Crater Lake. [3]

Robert Sterling Yard expanded upon this theme in his The National Parks Portfolio published in 1917. Describing the "Lake of Mystery," he noted:

> Crater Lake is the deepest and the bluest fresh-water lake in the world. It measures two thousand feet of solid water, and the intensity of its color is unbelievable even while you look at it. Its cliffs from sky line to surface average over a thousand feet high. It has no visible inlet or outlet, for it occupies the hole left when, in the dim ages before man, a volcano collapsed and disappeared within itself.
>
> It is a gem of wonderful color in a setting of pearly lavas relieved by patches of pine green and snow white--a gem which changes hue with every atmospheric change and every shift of light.
>
> There are crater lakes in other lands; in Italy, for instance, in Germany, India, and Hawaii. The one lake of its kind in the United States is by far the finest of its kind in the world. It is one of the most distinguished spots in a land notable for the nobility and distinction of its scenery. [4]

Two years later Yard used even more glowing descriptive imagery to describe the beauty and serenity of Crater Lake. In his The Book of the National Parks published in 1919, he stated:

> Lured by his eloquence the traveller goes to Crater Lake and finds it all as promised--in fact, far better than promised, for the best intended adjectives, even when winged by the energetic pen of the most talented ad writer, cannot begin to convey the glowing, changing, mysterious loveliness of this lake of unbelievable beauty. In fact, the tourist, with expectation at fever-heat by the time he steps from the auto-stage upon the crater rim, is silenced as much by astonishment as by admiration.
>
> Before him lies a crater of pale pearly lava several miles in diameter. A thousand feet below its rim is a rake whose farthest blues vie in delicacy with the horizon lavas, and deepen as they approach till at his feet they turn to almost black. There is nothing with which to compare the near-by blue looked sharply down upon from Crater's rim. The deepest indigo is nearest its intensity, but at certain angles falls far short.
>
> Nor is it only the color which affects him so strongly; its kind is something new, startling, and altogether lovely. Its surface, so magically framed and tinted, is broken by fleeting silver wind-streaks here and there; otherwise, it has the vast stillness which we associate with the Grand Canyon and the sky at night. The lava walls are pearly, faintly blue afar off,
>
> graying and daubed with many colors nearer by. Pinks, purples, brick-reds, sulphurs, orange-yellows and many intermediates streak and splash the foreground gray. And often pine-green forests fringe the rim, and funnel down sharply tilted canyons to the water's edge; and sometimes shrubs of livelier green find foothold on the gentler slopes, and, spreading, paint bright patches. Over all, shutting down and around it like a giant bowl, is a sky of California blue overhead softening to the pearl of the horizon. A wonder spectacle indeed! [5]

Writing in a similar vein Henry O. Reik, a lieutenant colonel in the U.S. Army Medical Reserve Corps, described the beauty of Crater Lake in his A Tour of America's National Parks (1920). Concluding his chapter on the park, he stated:

> Remember that there is no lake its equal in depth; no other lake of such size occupying the crater of an extinct volcano; no other lake surrounded by such

artistically colored, rugged mountain walls; and no other body of water of such a wonderful, indescribable blue. This coloring, varying from a faint turquoise to the deepest indigo blue, makes Crater Lake one of the most beautiful spots in America. [6]

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CHAPTER NINE:
LEGISLATION RELATING TO CRATER LAKE NATIONAL PARK: 1916-PRESENT

The purpose of this chapter is the examination of legislation relating to Crater Lake National Park from 1916 to 1986. Emphasis is placed on the provisions of the various legislative acts and their impact on park management, operations, and expansion. Separate sections of this chapter are devoted to analyses of park wilderness designation proposals, acquisition of major park inholdings, and various unsuccessful efforts to expand the park boundaries.

A. LEGISLATIVE ACTS

1. An Act Providing for Acceptance by Federal Government of Exclusive Jurisdiction over Park Lands and Establishment of Resident U.S. Commissioner Position (39 Stat. 521--August 21, 1916)

On August 21, 1916, four days before enactment of the act establishing the National Park Service, Congress approved legislation providing for acceptance by the federal government of the State of Oregon's cession of exclusive jurisdiction over the lands embraced in Crater Lake National Park. The legislation further provided for appointment of a U.S. Commissioner to reside in the park with authority to handle violations of law [misdemeanors] and rules and regulations promulgated by the Secretary of the Interior.

The Oregon state legislature approved an act on January 25, 1915, ceding to the United States exclusive jurisdiction over all lands within Crater Lake National Park. [1] The act reserved certain rights for the state, among these being service of "civil or criminal process" in "any suits or prosecutions for, or on account of, rights acquired, obligations incurred, or crimes committed in said State, but outside of said park." The state also reserved "the right to tax persons and corporations, their franchises and property on lands included in said park." Exclusive jurisdiction would not be vested in the federal government until after it had notified the state that it was assuming "police and military jurisdiction over said park."

Section 3 of the act states that confusion existed concerning the jurisdiction of the federal and state courts in the park. Hence passage of the act was "declared to be immediately necessary for the immediate protection of the peace, health, and safety of the State." An emergency was "declared to exist, and this Act shall go into immediate force and effect from and after its passage and approval by the Governor."

For more than a year Congress took no formal action to accept the cession of exclusive

jurisdiction over Crater Lake National Park. Finally on April 20, 1916, Congressman Nicholas J. Sinnott of Oregon introduced legislation (H.R. 14868) in the House to accept the cession from the State of Oregon. Two days later Senator George E. Chamberlain of Oregon submitted a similar bill (S. 5704) in the Senate. [2]

The Sinnott bill was referred to the House Committee on Public Lands. In response to a request from committee chairman Scott Ferris, Secretary of the Interior Franklin K. Lane submitted a letter on May 3 endorsing the legislation:

> The provisions of this bill are identical, except for the necessary changes to make it applicable to Crater Lake National Park, instead of Glacier National Park, with the provisions of the act of Congress approved August 22, 1914 (38 Stat., 699), accepting similar jurisdiction ceded by the State of Montana over the Glacier National Park. It also follows generally the provisions of S. 3928, to accept similar jurisdiction over the Mount Rainier National Park, Wash., which passed the Senate on March 9, 1916, and which is now pending in the House of Representatives.
>
> It is very desirable for administrative reasons that the cession of jurisdiction by the State of Oregon over the lands within Crater Lake National Park should be accepted, and I recommend that the bill be enacted into law at the earliest practicable date. [3]

The Committee on Public Lands reported the bill with several minor amendments on June 22, and on July 1 the House passed the legislation. The bill was sent to the Senate on July 3, and nine days later the Senate Committee on Public Lands reported favorably on the bill. [4] After passing the Senate on August 5, the legislation (39 Stat. 521) was signed into law by President Woodrow Wilson on August 21. [5]

The law, as was customary with such acceptance bills, included detailed regulations for the park's administration. The park was declared part of the United States judicial district for Oregon. The United States District Court for Oregon, which had jurisdiction over all offenses committed in the park, was to appoint a commissioner who would live in the park for the purpose of hearing and acting "upon all complaints made of any violations of law [misdemeanors] or of the rules and regulations made by the Secretary of the Interior for the government of the park." The commissioner would receive a salary of $1,500 per year.

2. An Act Making Appropriations for Sundry Civil Expenses of the Government for the Fiscal Year Ending June 30, 1918, and for Other Purposes (40 Stat. 152--June 12, 1917)

The general appropriations act for fiscal year 1918 contained a section (U.S.C., title 16, sec. 135) pertaining to the acquisition of land inholdings at Crater Lake National Park. By its provisions the Secretary of the Interior was authorized to accept patented lands or rights of way over patented lands in the park that might be donated for park purposes.

While this specific authorization pertaining to Crater Lake was repealed by 46 Stat. 1028 in 1931, its general provisions were covered by 41 Stat. 917, a government appropriations bill approved by Congress on June 5, 1920. In "An Act Making Appropriations for Sundry Civil Expenses of the Government for the Fiscal Year ending June 30, 1921, and for other purposes," Congress granted:

> The Secretary of the Interior in his administration of the National Park Service is authorized, in his discretion, to accept patented lands, rights of way over patented lands or other lands, buildings, or other property within the various national parks and national monuments, and moneys which may be for the

purposes of the national park and monument system. [6]

3. An Act Accepting Certain Tracts of Land in the City of Medford, Jackson County, Oregon (43 Stat. 606--June 7, 1924)

From the inception of the park its superintendents had established their winter quarters and offices outside the park. This was due to the annual heavy snowfalls which made the park largely inaccessible from mid-autumn to late spring. By 1924 the open season for the park was from July 1 to September 30, during which time the superintendent established summer headquarters in the park. During the remainder of the year the park office was located in one room of the Federal Building in Medford. The superintendent rented living quarters in the town, and all park motor vehicles and road-building machinery was stored in the open on private land, the use of which had been granted by the public-spirited owners. [7]

During 1923 negotiations between Park Service officials and Medford town leaders resulted in the offer of three lots in fee simple as sites for buildings to be used for park administrative purposes. After the National Park Service indicated interest the Medford City Council passed an ordinance tendering to the United States the three lots on a tax and assessment free basis. It was contemplated that a warehouse and a combined residence and office for the park superintendent would be built on the lots. [8]

To enable the federal government to accept these lots Senator Irvine L. Lenroot of Wisconsin, who was chairman of the Senate Committee on Public Lands and Surveys, introduced legislation (S. 1987) on January 15, 1924. The bill read:

> That the Secretary of the Interior be, and he is hereby, authorized to accept certain tracts of land in the city of Medford, Jackson County, Oregon, described as lots numbered 15 and 16, block 9, amended plat to Queen Ann Addition to the city of Medford: and lot 3, block 2, central subdivision to the city of Medford, which have been tendered to the United States of America in fee simple by the city of Medford, Oregon, as sites for buildings to be used in connection with the administration of Crater Lake National Park, Oregon. [9]

In response to a request by Lenroot, Secretary of the Interior Hubert Work submitted the department's recommendation for passage on January 31, 1924. The report read in part:

> A warehouse at this location will afford an opportunity to put under cover and distribute from a central point supplies and equipment which may be purchased to better advantage during the winter and also to condition motor and other equipment so that the working forces of the park may be able to function immediately upon the opening date without having to carry on repair work at the same time.
>
> In other national parks the superintendents are furnished and are able to spend the entire year within the park area. The superintendent of Crater Lake National Park, however, who receives a salary less than that of any other superintendent of a major park of the West, is obliged to provide a residence for his occupation during the closed season of the park. Experience has shown that it is difficult to find a suitable residence which may be leased at a reasonable cost for part of the year only. [10]

The bill encountered little opposition in Congress. It was reported favorably without amendment by the Senate Committee on Public Lands and Surveys on May 12, 1924, and passed the Senate ten days later. On May 24 the bill was referred to the House Committee on Public Lands, which reported it favorably without amendment on June 5. [11] The bill was

approved by the House on June 7 and signed into law (43 Stat. 606) by President Calvin Coolidge that same day. [12]

After the enactment of the law proceedings were initiated for the formal conveyance of the two lots to the federal government. Accordingly, the two lots, comprising 0.13 and 0.28 acres respectively, were acquired and added to the park holdings on September 1, 1924. [13]

4. An Act to Add Certain Land to the Crater Lake National Park in the State of Oregon, and for Other Purposes (47 Stat. 155--May 14, 1932)

The long-sought effort to provide a more attractive southern entrance to the park and secure a more available water supply for park utilization was achieved by legislation in June 1932. On March 1 of that year Representative Robert R. Butler of Oregon introduced a bill (H.R. 9970) providing for the transfer of land from Crater National Forest to the park for such purposes. As introduced the bill provided:

> That all of unsurveyed sections 2 and 11, north half and north half south south half section 14, and those parts of unsurveyed sections 1, 12, and 13, lying west of Anna Creek, in township 32 south, range 6 east, Willamette meridian in the State of Oregon be, and the same are hereby, excluded from the Crater National Forest and made a part of the Crater Lake National Park subject to all laws and regulations applicable to and governing said park. [14]

After the bill was referred to the House Committee on Public Lands its chairman, John M. Evans of Montana, requested the views of the Interior and Agriculture departments on the proposed legislation. On March 18 Secretary of the Interior Ray L. Wilbur submitted a memorandum in support of the bill that had been prepared by National Park Service Director Horace M. Albright three days before. In his memorandum Albright stated:

> The extension proposed to be authorized by this legislation is the so-called Annie Creek extension of approximately 973 acres, to the south of Crater Lake National Park as recommended by the Coordinating Commission on National Parks and Forests.
>
> The purposes of this extension are to secure for the Crater Lake National Park a more attractive entrance amid fine yellow pine forests and to secure a more available water supply for park purposes. This is of great administrative importance.
>
> Because of unfavorable natural conditions and lack of available water supply at the south entrance to Crater Lake National Park, the idea of extending the park boundary some 3 miles farther south to include Annie Creek and the highway has been under consideration for the past five or six years. Such extension would provide a far more imposing park entrance and at the same time enable the development of a gravity water supply for ranger uses at the entrance.
>
> The area was inspected by the Coordinating Commission on National Parks and Forests in 1926 and full agreement was reached on this proposed extension, which was also concurred in by the Forest Service. . . .

Albright went on to report that "an entirely new description of the area proposed to be added to the park" should be given in the bill. Hence he recommended new boundaries for the addition to the park:

> That all of that certain tract described as follows: Beginning on the south

> boundary line of Crater Lake National Park at Four Mile Post No. 112; thence west along the south boundary line of said park 4.26 chains which is the northwest corner of this tract; thence south 114.42 chains; thence south 40°59' east, 84.39 chains; thence east 15.13 chains to highway stake No. 130; thence north 89°30' east, 18.06 chains; thence north 20.83 chains; thence north 19°40' west 126.04 chains; thence north 27°52' west 43.50 chains to the south boundary of Crater Lake National Park; thence west 24 chains, following the south boundary of said park to the place of beginning, in.

On March 16 Secretary of Agriculture Arthur M. Hyde submitted a report that gave less than enthusiastic endorsement to the bill, provided that Albright's revised boundary description was incorporated into its text. Hyde observed:

> . . . It is understood informally from the National Park Service, that the bill incorrectly describes the lands which it is desired shall be affected by it and that a new description will be proposed; that this new description covers an area of approximately 973 acres extending along both sides of the Fort Klamath road for a distance slightly in excess of 2 miles; that the purpose of this addition is to insure a more attractive entrance to the Crater Lake National Park by giving especial protection to the timber along the highway.
>
> This department feels that as a general rule such piecemeal adjustments of coterminus boundaries between national parks and national forests are less desirable and effective than comprehensive and permanent adjustments based upon careful studies of all factors involved which will include within the park all areas predominantly of park value and exclude from the park all areas predominantly of industrial value. It also dissents to the idea that the inclusion within national parks of the roads giving access thereto is essential to the maintenance of the scenic attractiveness of such roads, since this department in the administration of the national forests also adheres to a policy of conserving the scenic values of the lands abutting on the highways. In this particular instance, however, representatives of the Forest Service have agreed that the addition of a certain area to the park would not seriously conflict with the use and management of the surrounding national forest lands, and if the bill is amended to correctly describe that area, this department will offer no objections to its enactment.

After some deliberation the House Committee on Public Lands reported favorably on the bill I on March 24 with the recommendation that Albright's boundary revisions be inserted. [15] As amended the bill encountered little opposition in Congress. It passed the House on April 18, was referred to the Senate Committee on Public Lands and Surveys on April 19, and received a favorable report without amendments on April 26. [16]

After passage by the Senate on May 9 the bill was signed into law (47 Stat. 155) by President Herbert C. Hoover on May 14, 1932. Thus, 973 acres were added to the park, the addition becoming popularly referred to as the park's "southern panhandle."

The boundary change, which added some 973 acres to the park, had ramifications for the Park Service in terms of road maintenance. In response to inquiries from the Oregon State Highway Commission, Superintendent Elbert C. Solinsky stated on July 14, 1932:

> It is true that our park boundary has been extended to include approximately 973 acres along the southern boundary. This addition includes a section of the state highway between Fort Klamath and the old park boundary. I believe

> approximately three miles of this highway have been added to the park and are now a part of the park highway system and subject to maintenance from Park Service funds. Unfortunately this year no allotments have been provided for the maintenance of this section. In fact practically no funds are available for road maintenance of our park roads. For that reason we will not undertake any maintenance work on the new section added by this boundary change this year. [17]

Some years later Superintendent Earnest P. Leavitt observed that considerable friction had developed between the Park Service and the Forest Service during negotiations for this addition to the park. Among other observations, he stated that:

> . . . originally it was contemplated that the addition would be along section lines and would be a sizeable area. Before the addition was worked out, however, the Forest Service officials in charge became provoked at the National Park Service and determined that they would agree to only the very smallest area possible that was necessary to preserve this stand of ponderosa pine. The result is that we have a very narrow and irregular tongue of land extending south from the park boundary. [18]

5. An Act to Authorize the Acquisition of Additional Land in the City of Medford, Oregon, for Use in Connection with the Administration of the Crater Lake National Park (47 Stat. 156--May 14, 1932)

The Medford property acquired by the park in 1924 had become inadequate for park needs by 1932. The Park Service had built a warehouse (46 x 80 feet) on lot 3, block 2 of the central subdivision of the town which had been acquired in 1924. Each winter virtually all park equipment was taken to this property to be overhauled and placed in condition for the next season's operation. By 1932 the storage space for this equipment had become inadequate and the warehouse and yard greatly overcrowded, causing considerable delay and inconvenience in maintenance operations.

The lot (lot 4, block 2) adjoining the warehouse property became the property of Medford in the early 1930s. Park Superintendent Solinsky began negotiating with town authorities concerning donation of the lot to the Park Service for use in connection with the existing warehouse site. Assessments and interest against the lot amounted to nearly $1 ,000, and before the town could donate the lot it would be necessary for the matter to be placed on the ballot in the November election. The cost of the ballot measure was estimated to cost $300. However, it would be possible for the town to sell the lot to the government without the approval of the citizenry, and, accordingly, town officials offered the lot for the nominal sum of $300. [19]

On March 8, 1932, Representative Willis C. Hawley of Oregon introduced a bill (H.R. 10284) to authorize acquisition of the additional lot by the federal government. The bill read:

> That the Secretary of the Interior be, and he is hereby, authorized to acquire on behalf of the United States for use in connection with the present administrative headquarters of the Crater Lake National Park, that certain tract of land in the city of Medford, Jackson County, Oregon, adjoining the present headquarters site and described as lot 4, block 2, central subdivision to said city of Medford, Oregon, which tract of land has been offered to the United States for the purpose aforesaid by the city of Medford, Oregon, free and clear of all encumbrances for the consideration of $300.
>
> SEC. 2. That not to exceed the sum of $300 from the unexpended balance of

> appropriations heretofore made for the acquisition of privately owned lands and/or standing timber within the national parks and national monuments be, and the same is hereby, made available for the acquisition of land herein authorized. [20]

The bill encountered little opposition on its legislative course through Congress. After receiving endorsement by Secretary of the Interior Wilbur and Park Service Director Albright in mid-March, the House Committee on Public Lands recommended passage of the bill without amendment on March 28. [21] The House passed the bill on April 4 after which it was sent to the Senate. After being reported favorably without amendment by the Senate Committee on Public Lands and Surveys on April 26, [22] the bill passed the Senate on May 9. On May 14 the bill was signed into law (47 Stat. 156) by President Hoover. On March 7, 1933, the lot, comprising 0.13 acre of ground, was purchased and added to the park's property holdings. [23]

6. An Act to Amend an Act Entitled "An Act to Accept the Cession by the State of Oregon of Exclusive Jurisdiction over the Lands Embraced within the Crater Lake National Park, and for Other Purposes (49 Stat. 422--June 25, 1935)

The purpose of this legislation was two-fold. First, it provided for acceptance by the federal government of exclusive jurisdiction over the 973-acre south extension of the park from the State of Oregon. Second, it was designed to amend the Act of August 21, 1916 (39 Stat. 521) to allow the United States Commissioner for the park to live outside its boundaries. Since the park was closed each winter and the superintendent and other park officials maintained offices in Medford during those months, it was impracticable to require the commissioner to live within the park boundaries on a year-round basis.

The events precipitating this issue surrounded the death of William G. Steel on October 20, 1934. Steel had served as commissioner from 1916 to 1934 and at his death his daughter, Jean G. Steel, was appointed to succeed him effective October 25, 1934. On January 26 of the following year the Comptroller General of the United States ruled that no salary was payable for any period during which the commissioner did not reside within the boundaries of the park, thus disallowing the claim of Jean G. Steel for her salary from October 25 to December 31, 1934. A claim for the salary of William G. Steel from September 1 to October 20 was also disallowed. Thus the new legislation was proposed to allow payment of the accrued salaries. [24]

Senator Charles L. McNary of Oregon introduced the necessary legislation (S. 2185) on March 7, 1935. The bill contained language to amend three sections of the earlier legislation:

> SEC. 6. That the United States District Court for Oregon shall appoint a commissioner, who shall reside within the exterior boundaries of the Crater Lake National Park or at a place reasonably adjacent to the park, the place of residence to be designated by the Secretary of the Interior, and who shall have jurisdiction to hear and act upon all complaints made of any violations of law or of the rules and regulations made by the Secretary of the Interior for the government of the park and for the protection of the animals, birds, and fish, and objects of interest therein, and for other purposes authorized by this Act.
>
> SEC. 2. That section 9 of the said Act be amended by striking out the words, "Provided, That the said commissioner shall reside within the exterior boundaries of said Crater Lake National Park, at a place to be designated by the court making such appointment.

> SEC. 3. Any commissioner heretofore appointed under authority of the said Act shall be entitled to receive the salary provided by law, which may have accrued at the date this Act becomes effective, without regard to whether such commissioner or commissioners may have resided within the exterior boundaries of the Crater Lake National Park. [25]

The bill received quick endorsement by Secretary of the Interior Harold L. Ickes, and the Senate Committee on Agriculture and Forestry reported favorably on the bill without amendment on April 15. [26] After being approved by the Senate on May 1, the bill was referred to the House where the Committee on Public Lands undertook its consideration on May 3. Earlier on April 17 Representative James W. Mott of Oregon had introduced an identical bill (H.R. 7566), which had been referred to the House Committee on Public Lands. Thus, on May 9 the committee reported favorably on H.R. 7566 without amendment. [27] On June 15 the House passed S. 2185 in lieu of H.R. 7566, and on June 25, 1935, the bill was signed into law (49 Stat. 422) by President Franklin D. Roosevelt.

7. An Act to Provide for the Resolution of Mining Activity Within, and to Repeal the Application of Mining Laws to Areas of the National Park System, and for Other Purposes (90 Stat. 1342--September 28, 1976)

On September 18, 1975, Senators Metcalf, et al. (co-sponsors were Senators Dale Bumpers, Alan Cranston, Mark Hatfield, Henry Jackson, J. Bennett Johnston, Robert Packwood, Richard Schweiker, and John Tunney) introduced legislation (S. 2371) that dealt with the only areas of the National Park System in which mineral development was permitted under the Mining Law of 1872--Crater Lake and Mount McKinley national parks, Death Valley, Glacier Bay, and Organ Pipe Cactus national monuments, and Coronado National Memorial. This was done since the level of technology of mineral exploration and development had changed radically in recent years and continued application of the mining laws of the United States to National Park Service areas often conflicted with the purposes for which those parks were established. The sponsors of the bill asserted that all mining activities in the National Park System should be conducted in such a manner as to prevent or minimize damage to the environment and other resource values, and in certain areas surface disturbance from mineral development should be halted temporarily while Congress determined whether or not to acquire any valid mineral rights which might exist in those areas.

Section 3 of the bill stated that "Subject to valid existing rights," various acts of Congress were to be amended or repealed to close the six aforementioned Park Service areas "to entry and location under the Mining Law of 1872." In this section "the first proviso of section 3 of the Act of May 22, 1902 (32 Stat. 203; 16 U.S.C. 123), relating to Crater Lake National Park, was amended by deleting the words 'and to the location of mining claims and the working of same.' "

Section 7 of the bill provided that within four years after the enactment of the legislation the Secretary of the Interior would determine the validity of any unpatented mining claims within Crater Lake National Park, Coronado National Memorial, and Glacier Bay National Monument. The secretary was to submit to Congress recommendations as to whether any valid or patented claims should be acquired by the United States.

Section 8 of the proposed legislation provided that all mining claims under the Mining Law of 1872 which were in National Park Service areas were to be recorded with the Secretary of the Interior within one year after the effective date of the act. Any mining claim not recorded during that period would be presumed to be abandoned and declared void. Such recordation would "not render valid any claim which was not valid on the effective date of this Act." [28]

The bill was referred to the Senate Committee on Interior and Insular Affairs, and on December 16, 1975, the committee reported favorably on the proposed legislation with amendments. Relative to Crater Lake the committee found that:

> There are no unpatented or patented mining claims or locations within the park and, thus, there is currently no mining activity within the park.

As part of its report the committee printed a letter from Assistant Secretary of the Interior Nathaniel Reed to its chairman Henry M. Jackson on October 6. One paragraph of the letter concerned Crater Lake National Park:

> This National Park may be technically open to location, entry, and patent under the mining laws of the United States. There are no unpatented or patented mining claims or locations within the park and, thus, there is currently no mining activity within the park. The Act of May 22, 1902 (32 Stat. 202) that established Crater Lake National Park stated that "Crater Lake National Park shall be open, under such regulations as the Secretary of the Interior may prescribe, to all scientists, excursionists, and pleasure seekers and to the location of mining claims and the working of the same." However, the Act of August 21, 1916 (39 Stat. 522), provided that the Secretary of the Interior shall make rules for the protection of the property therein "especially for the preservation from injury or spoilation of all timber, mineral deposits other than those legally located prior to the date of enactment of this Act, natural curiosities, or wonderful objects within said park. . . . Since the Act of 1916 did not specifically repeal the mining languages in the 1902 Act, there is some confusion in the law as to whether Crater Lake National Park is open to mining activity. [29]

The bill was debated at length in the Senate on February 3 and 4, 1976, and after several amendments (none of which affected Crater Lake) were adopted it was approved by that chamber on the 4th. The bill was sent to the House where the Committee on Interior and Insular Affairs submitted a favorable report with amendments on August 23. [30] After being amended (none of which affected Crater Lake), the bill passed the House on September 14. Three days later the Senate concurred in the House amendments, and on September 28 the bill was signed into law (90 Stat. 1342) by President Gerald R. Ford. [31]

8. An Act to Revise the Boundary of Crater Lake National Park in the State of Oregon, and for Other Purposes (94 Stat. 3255--December 19, 1980)

On February 20, 1980, Senator Mark O. Hatfield of Oregon introduced legislation (S. 2318) to revise and expand the boundaries of Crater Lake National Park. Hatfield noted in the Congressional Record that the bill was designed "to further protect a national park which houses the deepest and possibly the most pure body of fresh water in the United States. He went on to present a lengthy speech explaining the rationale behind his bill:

> In contrast to most other natural lakes, Crater Lake has no influent or effluent streams to provide continuing supplies of oxygen, nutrients, and large volumes of fresh water. Thus, water entering the lake comes directly from rainfall or snowmelt and leaves by means of evaporation or seepage through fractures in the caldera wall. Its purity is thus highly susceptible to man-caused pollution, which would not be "flushed" by water moving through the lake.
>
> Several other ecological communities of importance exist within the park. It is to these features that I address my concern. This legislation provides, through a moderate expansion of the park, protection for key natural features associated with the geological formations in the park. On the east, the boundary

> modifications would include the Sand Creek Drainage, a canyon which contains geological pumice formations commonly referred to as "The Pinnacles," as well as Bear Butte, a significant scenic feature viewed from within the park. To the north, the proposed boundary incorporates the lower slopes of Timber Crater, and the Desert Ridge-Boundary Springs ecological units. Sphagnum Bog, an area to the west of the park, which exhibits a flora of mosses and herbs, is fed by Crater Springs. The proposal incorporates that spring, as well as the scenic Spruce Lake into the park. Just outside the southwest corner of the park is a unique area known as Thousand Springs. This feature also would be included in the park, if the Senate enacts this legislation.
>
> Total acreage of the existing park is 160,290. My proposal would add approximately 22,890 acres to that figure, all of which are presently managed by the U.S. Forest Service. There is no private land involved in this proposal.
>
> I might also note . . . that the major portion of this acreage was recommended last year by the administration for additional protection as wilderness through the Forest Service evaluation of roadless areas, known as RARE II . After intensive evaluation by myself and my staff, I agreed that these lands merit protection. However, because of their size and relationship to the geological features of the park, I believe it makes sense that these lands be managed by the National Park Service.
>
> . . . a glance at the map indicates that the straightlined boundaries drawn 80 years ago did not follow the ecological features of the land area, but simply carved a rectangle to assure protection of the lake. If we were to draw boundaries today which reflect natural ecological features related to those in the existing park, I believe they would clearly follow those proposed in this legislation. . . . [32]

The proposed additions by Hatfield comprised 8,000 acres less than a proposal by the administration of Jimmy Carter in 1979 to designate lands (RARE II) adjacent to the park boundaries as wilderness managed by the U.S. Forest Service. Lands deleted by Hatfield included acreage in the Diamond Lake area north of the park to permit its continued use by snowmobiles and land south of the park because much of it was in the wilderness bill and some was part of a proposed exchange with the state. Hatfield's bill was based on the recommendations of Park Service and Forest Service officials that had met at his instigation to come up with manageable boundaries that would contain features that could be placed in the park. [33]

As introduced S. 2318 provided for the repeal of the Act of May 14, 1932 (47 Stat. 155). Provisions in the bill included:

> . . . The boundary of the park shall encompass the lands, waters, and interests therein within the area generally depicted on the map entitled, "Crater Lake National Park," numbered 106-80,001, and dated February, 1980, which shall be on file and available for public inspection in the office of the National Park Service, Department of the Interior. Lands, waters, and interests therein within the boundary of the park which were within the boundary of any national forest are excluded from such national forest and the boundary of such national forest is revised accordingly. [34]

The bill was referred to the Senate Committee on Energy and Natural Resources, which had Henry M. Jackson of Washington as its chairman. On September 18, 1980, the committee reported favorably on the bill and recommended passage without amendment. In its report the

committee observed that the purpose of the proposal was to expand the park "by some 22,890 acres, in order to protect important natural features and to establish a more identifiable boundary."

The committee report contained a lengthy section on the background and need for the bill. This section read in part:

> Since the lake was viewed as the primary feature of the park, straight line boundaries, generally following land survey section lines, were drawn to assure protection of the lake and to delineate the park. These boundaries did not follow the natural ecological features of the land area nor did they include certain significant natural features associated with the geological formations in the park.
>
> In April of 1979, the administration transmitted to Congress its recommendations for management of some 62 million acres of roadless national forest lands. Included in its wilderness recommendations was a 30,000-acre strip of U.S. Forest Service land which surrounds Crater Lake National Park. These lands were recommended by the Forest Service for designation as wilderness.
>
> The committee, however, felt these lands that are geographically related to the features of the park should be managed by the National Park Service, rather than having a narrow strip surrounding the park managed in wilderness by another agency.
>
> In addition, the proposed minor changes would improve the park boundary by more closely following the topographical features of the land area. It would also add to the park key natural features associated with the geological formations in the park. . . .

Since the bill would have the effect of transferring lands from the U.S. Forest Service to the National Park Service no additional administrative costs were expected to be incurred by the federal government as a result of the bill's passage. It was estimated that it would cost $300,000 to post the revised boundary line. The removal of the lands involved from the national forest system would reduce the long-term programmed harvest of the surrounding forest by approximately 800,000 board feet per year, thus causing a long-term reduction in timber receipts of some $200,000 annually. [35]

A companion bill, Title I of H.R. 8350, was introduced by Representative Philip Burton in the House of Representatives on November 17, 1980. The Committee on Interior and Insular Affairs, to which the bill was referred, was discharged from consideration, and H. R. 8350 passed the House on November 19.

S. 2318 was brought before the Senate for consideration on December 4, 1980. During debate a section was added to the bill concerning provisions to make possible more effective protection of the Alpine Lakes Wilderness and more comprehensive management of the Alpine Lakes Area in Washington as established by the Alpine Lakes Area Management Act of 1976. The bill, as amended, passed the Senate on December 4 and the House the following day. The bill was signed into law (94 Stat. 3255) by President James E. Carter on December 19, 1980. [36]

9. An Act to Correct the Boundary of Crater Lake National Park in the State of Oregon, and for Other Purposes (96 Stat. 709--September 15, 1982)

On May 6, 1981, Senator Hatfield submitted a bill (S. 1119) to "correct the boundary of Crater Lake National Park." The 22,890-acre addition to the park in 1980 included a 480-acre

parcel of timber on the west boundary which was scheduled to be cut under a contract entered into by the U.S. Forest Service in 1976. Thus, Hatfield introduced S. 1119 by stating:

> Based on field examinations by Forest Service and Park Service personnel, a boundary line based on the above criteria was developed and reviewed by both agencies. The line finally adopted included a small parcel of timber on the west boundary which was scheduled to be cut under a contract entered into in 1976. Field personnel of the National Park Service were not aware that the added lands were subject to an outstanding timber sale. However, neither the sponsor of the legislation nor the Park Service wished to prohibit the exercise of valid contractual rights to cut timber by the boundary change.
>
> Timber harvesting is not permitted within Crater Lake National Park. Accordingly, this legislation would remove from the park about 480 acres, of which 39 acres are scheduled to be harvested and 58 acres have already been cut during 1960-66. The new boundary line will conform the boundary to that which was intended by all parties when the 1980 legislation was considered. [37]

As introduced the bill read:

> That (a) the first section of the Act entitled, "An Act reserving from the public lands in the State of Oregon, as a public park for the benefit of the people of the United States, and for the protection and preservation of the game, fish, timber, and all other natural objects therein, a tract of land herein described, and so forth", approved May 22, 1902 (32 Stat. 202), as amended, is further amended by revising the second sentence thereof to read as follows: "The boundary of the park shall encompass the lands, waters, and interests therein within the area generally depicted on the map entitled, 'Crater Lake National Park, Oregon,' numbered 106-80-001-A, and dated March 1981, which shall be on file and available for public inspection in the office of the National Park Service, Department of the Interior."
>
> (b) Lands, waters, and interests therein excluded from the boundary of Crater Lake National Park by subsection S(a) are hereby made a part of the Rogue River National Forest, and the boundary of such national forest is revised accordingly. [38]

The proposed legislation was referred to the Senate Committee on Energy and Natural Resources for consideration. Meanwhile, on May 19, Representative Denny Smith of Oregon introduced an identical bill (H.R. 3630) in the House, where it was referred to the Committee on Interior and Insular Affairs.

In response to the request of Senate committee chairman James A. McClure of Idaho Under Secretary of the Interior Donald P. Hodel responded with the department's position on the bill on September 23. Recommending enactment of the bill Hodel urged passage "to remove the approximately 480 acres of land from Crater Lake National Park, and to make those lands a part of Rogue River National Forest." On October 7 the committee issued a report recommending passage of the bill without amendment. [39]

The bill passed the Senate on October 21 and was sent to the House where it was referred to the Committee on Interior and Insular Affairs the following day. Meanwhile on October 16 the House Subcommittee on Public Lands and National Parks had held hearings on H.R. 3630. On November 19 the subcommittee adopted S. 1119 in lieu of H.R. 3630 and reported its findings to the Committee on Interior and Insular Affairs. Among its recommendations, which were accepted by the full committee, were amendments authorizing the Secretary of

the Interior to initiate studies and actions to assure the retention of Crater Lake's natural pristine water quality and to designate part of the Cumberland Island National Seashore as wilderness, the text relating to the latter issue becoming Section 2 of the bill.

The committee issued its report on December 10, 1981, recommending passage of the bill as amended. The section of the bill pertaining to Crater Lake included the language originally introduced by Hatfield. Furthermore, a provision was added relative to water quality testing of the lake:

> . . . The Secretary of the Interior is authorized and directed to promptly instigate studies and investigations as to the status and trends of change of the water quality of Crater Lake, and to immediately implement such actions as may be necessary to assure the retention of the lake's natural pristine water quality.
>
> Within two years of the effective date of this provision, and biennially thereafter for a period of ten years, the Secretary shall report the results of such studies and investigations, and any implementation actions instigated, to the appropriate committees of the Congress.

The committee felt that Section C was important in that the lake had "long been considered to contain some of the deepest and most pure water in the world." Research conducted in recent years had indicated "that water clarity of the lake" had been "reduced by 25% over the last 13 years." Thus, the committee was concerned that further studies be conducted and steps taken to assure the purity and clarity of the water in Crater Lake. [40]

The Senate concurred with the House amendments on August 19, 1982. Thereafter, it was signed into law (96 Stat. 709) by President Ronald Reagan on September 15. [41]

As congressional debate on this legislation indicated there was increasing concern about the clarity of the water in Crater Lake. Independent studies of Crater Lake during the late 1970s and early 1980s suggested that the lake had decreased in transparency and that the species composition and distribution of the phytoplankton had changed relative to results from short-term studies conducted between 1913 and 1969. Evaluation found that the transparency and phytoplankton data were inadequate for the basis of any definitive conclusions on whether long-term changes had occurred in lake water quality. To build on the existing baseline data, however, the National Park Service initiated a limnological study of Crater Lake during the summer of 1982 while the aforementioned legislation was being debated in Congress. [42]

As a result of this legislation a comprehensive Crater Lake Limnological Studies program was initiated during the summer of 1983. The broad objectives of the program were to (1) develop a reliable limnological data base for the lake for use as a benchmark or basis for future comparison; (2) provide a better understanding of physical, chemical, and biological characteristics and processes of the lake; and (3) establish a long-term monitoring program to examine the characteristics (i.e., temperature, pH, visibility, chlorophyll, and phytoplankton levels) of the lake through time. The purpose of the applied limnological investigations was to examine changing lake conditions and carry out studies to identify the causes of any changes that were found to exist. [43]

Further refinements were made to the Crater Lake limnological program in 1985 and 1986. New studies were initiated to determine the relationship between the fisheries population and the various lake organisms. During the summer of 1985 a research boat plan was approved and a boathouse was constructed on Wizard Island for the purpose of storing the three lake research boats--Boston Whaler, Gregor Pontoon Boat, and Livingston. [44]

By 1986 the limnological program at Crater Lake had become further institutionalized. First,

a "Position Statement and Operational Plan for Winter and Spring Research on Crater Lake" was adopted, outlining standardized sampling and logistical procedures for lake research during the winter and spring. [45] Second, the Crater Lake park staff developed a comprehensive, interdivisional limnological program designed to monitor the lake water quality, protect the entire caldera ecosystem, and keep the public informed concerning lake research findings. The interdivisional program provided for clearly defined roles of various personnel and offices, including the Pacific Northwest Regional Office, principal park investigator, and park administrators, resource management specialists, biotechnicians, rangers, and interpreters. [46]

As the limnological program got underway a new threat to the water quality of Crater Lake surfaced. This threat stemmed from approval given in 1985 to the California Energy Company, a Santa Rosa-based geothermal production company, to test drill for geothermal resources in the Winema National Forest adjacent to the park. An environmental assessment prepared for the Bureau of Land Management and the U.S. Forest Service in 1984 foresaw no environmental impacts on the park as a result of incorporating various Park Service proposals: measurement of noise levels; testing of surface water for contamination that might occur during drilling; use of equipment to deter drill-hole blowouts; surveys to ensure no drilling inside the park boundaries; and testing of water from the drill holes to see if its chemistry matched that of Crater Lake. Despite these provisions, however, the Park Service continued to be concerned since no one was sure about the possible substrata connections between the geothermally heated waters and Crater Lake. This concern was based on fears that by tapping these hot waters, which would be only a few miles from Crater Lake, developers might jeopardize the water quality of the lake itself. [47]

B. WILDERNESS DESIGNATION PROPOSALS

A National Wilderness Preservation System, established by Congress on September 3, 1964, has had a significant impact on administration and management of Crater Lake National Park. The establishing act of the system (Public Law 88-577) stated that it was "the policy of Congress to secure for the American people of present and future generations the benefits of an enduring resource of wilderness." Within ten years the Secretary of the Interior was to:

> review every roadless area of five thousand contiguous acres or more in the national parks, monuments and other units of the national park system . . ., under his jurisdiction of the effective date of this Act and shall report to the President his recommendation as to the suitability or nonsuitability of each such area . . . for preservation as wilderness.

The National Wilderness Preservation System was "to be composed of federally owned areas designated by Congress as 'wilderness areas'." The law defined a wilderness as

> an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean . . . an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which: (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least 5,000 acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific,

> educational, scenic, or historical values.

Areas included in the wilderness system would continue to be managed by the agencies having jurisdiction over them. [48]

Studies were conducted at Crater Lake National Park for several years, culminating in the preparation of a Wilderness Proposal in October 1970. [49] Five roadless areas within the park totaling some 151,100 acres were studied. Four of the areas were located, one in each quadrant of the park, and the fifth encompassed Crater Lake itself. Each of the four areas had, according to the proposal, "a remarkable variety of natural features." The "forested crater slopes and river drainages" had "retained much of their original wilderness character ever since the park was established in 1902." The proposal stated further:

> The park is almost entirely surrounded by national forest lands managed by the Forest Service for multiple use, primarily timber production. Logging roads run close to the park boundary in many places. The forest on the east is of poor quality; it was clearcut in the past, but is now selectively cut. Along much of the west boundary, the area outside the park has been logged to within 100 yards of the park. Logging in the national forest to the north of the park has not been very active because of the forest type there. National forest land lying immediately southwest of the park has not been logged, and the Forest Service is administering this area in a primitive condition.

The proposal contained descriptions of the four areas in the park recommended for wilderness designation. The four areas comprised a total of some 104,200 acres. Preliminary Wilderness Proposal No. 1 consisted of some 31,500 acres of an approximate 38,300 acres in the northeast roadless area. This area had the following boundaries and predominant visitor uses:

> This roadless area extends from the north entrance eastward to the northeast corner of the park, then southward past the eastern slopes of Mt. Scott to the Pinnacles area. Its western boundary extends from the Pinnacles area along the Pinnacles Road, the Rim Drive, and the North Entrance Road. The northeast roadless area varies in width from 1-1/2 to 8 miles along its 15-1/2-mile length. . . .
>
> Predominant visitor uses in this roadless area are hiking, fishing, and limited wilderness camping. The region is too dry for extensive back-country use. A 2-1/2-mile trail to the summit of Mt. Scott is maintained for hikers.

Preliminary Wilderness Proposal No. 2 consisted of some 18,000 acres of an approximate 21,400-acre roadless area in the southeast portion of the park. The boundaries and features of this area were:

> The southeast roadless area extends from the Pinnacles Road at the eastern boundary southward to the southeast corner of the park, and then along the south boundary westward to the "panhandle" of the park. Its western and northern boundaries are the South Entrance, Rim Drive, and the Pinnacles and Grayback Motor Nature Roads. The area is an irregularly shaped 5- by 9-mile section. . . .
>
> Annie Creek and its tributaries drain the western part of the area. Within its canyons are fragile biological communities and unusual geologic formations, including columnar-jointed scoria and pinnacles formed by differential erosion in "fossil fumarole" areas.

> Bisecting this area is Sun Creek, a major stream that provides one of the principal fisheries of the park.

Preliminary Wilderness Proposal No. 3 comprised some 12,500 acres of an approximate 19,500-acre roadless area in the southwest section of the park. This area was described:

> The roadless area in the southwest section of the park consists of some 19,500 acres and extends from the South Entrance along the south and west boundary, the West and South Entrance Roads, and the Union Peak Motor Nature Road. Within the area is a plateau dominated by Matterhorn-like Union Peak, with deep Red Blanket Canyon as a feature of the southwest corner. Several cones and other volcanic features are also of geologic interest. Plant cover represents three life zones, and varies from the sparcity of a pumice desert to the lushness of a mature forest; and there are lower elevation plants found in the Red Blanket Creek drainage.
>
> Union Peak, the dominant geological feature of this area, at an elevation of 7698 feet, is an outstanding remnant plug of one of the major Pliocene shield volcanoes in the region.
>
> Whitehorse Pond contains salamander populations which have been subjected to intensive scientific study. A small but growing herd of elk regularly occupies the country surrounding Union Peak.

Preliminary Wilderness Proposal No. 4 consisted of some 42,200 acres of an approximate 50,900-acre roadless area in the northwest section of the park. This area was described:

> The largest roadless area in Crater Lake is the northwest section of the park. It is an area . . . from 4 to 7 miles wide and 13 miles long, and lies along the west slope of the Crater Lake caldera.
>
> The Rogue River and several tributary streams originate in the series of springs within the western portion of the area.
>
> Sphagnum Bog, near the western boundary, is the nucleus of a bog development unique to the area and rare throughout the entire region. Insectivorous plants of several species flourish here, and the entire community forms a distinct contrast to its surrounding area. Here, as in the park's other roadless areas, there are forests of whitebark pine, mountain hemlock, and western white, lodgepole, and ponderosa pines at the higher to lower elevations.
>
> Boundary Springs on the north boundary forms the headwaters of the Rogue River. These waters spring forth most unexpectedly from the otherwise-arid ground of the area, splash downward over the irregular terrain into a stream which leads north away from the park, producing an aquatic scene of great esthetic appeal.

While the lake was studied for possible wilderness designation, it was not recommended for the system. Boat use and lakeshore development at Cleetwood Cove and Wizard Island were found to be incompatible with the requirements for such designation. [50]

As required by the Wilderness Act, public hearings were held on the Crater Lake Wilderness Proposal in Klamath Falls and Medford in January 1971 . Various proposals were set forth by public agencies and private organizations at the hearings. The Wilderness Society introduced an alternate proposal to enlarge the wilderness designations in the park by opposing the

proposed Union Peak Motor Nature Road and the 1/8-mile management zones along the park boundary and recommending that a 20,000-acre Caldera Wilderness, encompassing Crater Lake, the islands, and the undeveloped rimlands, be included in the wilderness designation. Major organizations that generally supported or had similar positions to that of the Wilderness Society included the Izaak Walton League of America, Friends of Three Sisters Wilderness, National Parks and Conservation Association, Oregon Wildlife Federation, and Sierra Club. [51]

A "seasonal" wilderness concept was proposed by the Oregon Environmental Council whereby two wilderness boundaries would be established for the park. One boundary would be designated during the summer visitor-use season, and a different boundary would be established for "winter wilderness," closing the entire northern part of the park to all motorized vehicles during the winter months.

The National Park Service proposal, however, was supported by the Oregon State Game and Fish commissions and seven other public agencies. Among the most important supporters of the Park Service was the U.S. Forest Service whose national forest lands surrounded the park.

For the next several years the National Park Service studied the oral and written statements presented at the hearings and restudied the question of management needs. In February 1974 the final wilderness recommendations for Crater Lake were approved by NPS Director Ronald Walker. Three additions, totaling 18,200 acres, were recommended to supplement the earlier proposal. Some 7,300 acres were added to Preliminary Wilderness Proposal No. 3 as a result of deleting the proposed Union Peak Motor Nature Road and closure to vehicular traffic of the fire roads in the Union Peak area, portions of which would become the route of the Pacific Crest Trail. The 1/8-mile-wide management zone, totaling 4,400 acres, was recommended for addition to the wilderness designation since it was "believed that actions needed for the health and safety of wilderness travelers, or for the protection of the wilderness area, utilizing the minimum tool, equipment or structure necessary, may take place within the wilderness." Wilderness Unit 5, comprising 6,500 acres along the rim area on the southern side of the lake within the Rim Drive and the caldera walls, except for the Cleetwood Cove access and service corridor, was also recommended for designation. With these additions the total acreage of recommended wilderness designation was approximately 122,400. [52]

The wilderness recommendation was sent by President Richard M. Nixon to Congress on June 13, 1974. Pending congressional action to establish formally the areas as designated wilderness, the areas were managed in accordance with the guidelines prescribed in the Wilderness Act and the National Park Service wilderness management policies. [53]

In 1980 Public Law 96-553 (94 Stat. 3255) provided for the qualification of additional acres for designation as wilderness in Crater Lake National Park. This law added nearly 16,000 acres from U.S. Forest Service RARE II lands, resulting in a total proposal of some 138,310 acres in 1981 . The additional acreage was developed using a zone concept based on straight lines drawn on the park map. A serious drawback of that technique, however, was the difficulty of determining where on the ground nonwilderness ended and wilderness commenced.

The current proposal for wilderness designation in Crater Lake National Park, according to its 1986 Statement for Management, incorporates three principal concepts. These are that: (1) nonwilderness extends 200 feet beyond the edge of all development including motor vehicle roads; (2) all park areas not currently falling within this 200-foot corridor around development are recommended for wilderness designation; and (3) the entire lake surface is recommended for willderness designation except for four acres at Cleetwood Cove and four

acres at Wizard Island where boat docking and storage occur. The Park Service has taken the position that the existence and continued use of the concessioner-operated tour boats and the lake research boats do not preclude the lake surface from wilderness designation (NPS Management Policies, VI-7, 1978). Thus, the current acreage within the park recommended for wilderness designation is 166,149. [54]

C. ACQUISITION OF MAJOR PARK INHOLDINGS

When Crater Lake National Park came under the administration of the National Park Service there were nearly 2,000 acres of private inholdings in the reservation. The existence of private inholdings in the national parks was viewed by NPS officials as an impediment to effective management. Thus, NPS Director Mather made it a priority of his administration to acquire such inholdings. In terms of Crater Lake National Park the two principal private inholdings to be acquired were the Yawkey and Gladstone tracts.

1. Yawkey Tract

Using Public Works Administration (PWA) funds the federal government acquired a fee simple title to 1,872.36 acres of land owned by the Yawkey Lumber Company in the southeastern corner of the park on August 7, 1940. The acquisition under condemnation proceedings, which amounted to $6,560.26 or $3.50 per acre, was subject to the right of the Algoma Lumber Company to remove the timber on approximately 123 acres of land in the SE 1/4 of Section 8 and the N 1/2 NE 1/4 of Section 17. Final judgment on the transaction was rendered on December 4, 1940. [55]

The purchase of the Yawkey Tract was a culmination of sixteen years of effort by the National Park Service. In May 1924 NPS Director Mather expressed interest in acquisition of the property. Three months later C.C. Yawkey, President of the Yawkey Lumber Company with offices in Wausau, Wisconsin, responded by offering a property exchange:

> The land which we own in the Park amounts to nearly 2000 acres, and applying the stumpage price at which land has been sold both on the Indian Reservation and in the National Forests, the value of this timber would be something like $250,000, and you can readily see that we would not feel warranted in deeding this to the Government.
>
> However, we have this suggestion to make: The Government has land adjoining our tract in the Cascade National Forest, which, as I understand it, is on both sides of our tract, and if there is anything that adjoins us so that it would leave our timber in a compact tract, we would be willing to make an exchange thousand for thousand and value for value.
>
> There is also timber along our east line in the Klamath Indian Reserve for which we would be willing to trade. [56]

The proposal was not acceptable to the Park Service, and on September 25, 1924, Mather informed Yawkey:

> That while your land is nominally within the Park it is not in a location which receives any tourist travel. Under the circumstances it seems advisable not to attempt anything in the way of a trade as you suggested. [57]

Discussions concerning the future of the Yawkey Tract lay dormant until February 1932. At that time Jackson F. Kimball of Klamath Falls, who was managing the local affairs of the

Yawkey Lumber Company, sent a letter to Superintendent Solinsky suggesting that an effort be undertaken to change the boundaries of Crater Lake National Park to exclude the Yawkey Tract. Among his reasons for such a recommendation were:

> I understand that there is some possibility that a Bill may be introduced in the present session of the Congress for a change in the boundaries of Crater Lake National Park.
>
> Because of the possibility of such legislation it has occurred to me that it might be well to state to you, as the representative of the Park Service, the attitude of the Yawkey Lumber Company in reference to this matter. This Company holds some 2000 acres of land which lie in the southerly portion of the Crater Lake National Park, together with 14,000 acres outside the Park boundaries. The tract is almost entirely surrounded by lands belonging to the Federal Government, i.e., Klamath Indian Reservation, Crater National Forest and Crater Lake National Park.
>
> The size of the tract and the quality of the timber now in the ownership of the Yawkey Lumber Company represents a most attractive operation for lumbering when and if the market conditions justify the expense of constructing a railroad to open this up. It is important however to bear in mind that it is absolutely essential, from the standpoint of the Yawkey Lumber Company, that there shall be no reduction in the volume of stumpage. The present volume represents the minimum for profitable operation . . . .
>
> As the matter now stands it seems apparent that the Park Service would naturally prefer not to have ownership in any lands within the Park vested in a private owner. Certainly the Yawkey Lumber Company could not afford to sell except at a price which would represent compensation for not only the timber but for all the other losses accruing to the balance of its property. This in my judgment would set up a prohibitive price.
>
> The obvious action, affording the least injury to all parties concerned, would seem to be to change the National Park boundaries to exclude the lands of the Yawkey Lumber Company from the Crater Lake National Park. [58]

After a negative response from the National Park Service negotiations concerning the Yawkey Tract lay moribund for another six years until March 1938 when Superintendent Leavitt again initiated correspondence with Kimball. As the merchantable lumber on the tract was being logged off, Leavitt suggested that when the timber was removed the company might be willing to donate the land to the government. He pointed out that the land would have little value to a lumber company after the merchantable timber was removed Thus, he suggested that, rather than continue to pay taxes on it or to grow a new stand of timber, the company might be willing to donate it to the government. [59]

In October 1938 a meeting and field inspection was arranged with park officials and representatives of the Yawkey Lumber Company. It was found that while the sugar pine and yellow pine on the tract had been harvested, the work had been done with a minimum destruction to the forest cover. The fire and logging roads followed acceptable planning models, and efforts had been made for the care of the remaining forest cover which was principally fir. Following the field inspection Kimball made a proposition to the Park Service. The proposal was described as follows by Superintendent Leavitt:

> Within the holdings of the Yawkey Lumber Company within the park is a strip of land 40 acres wide and half a mile long, which belongs to the government. No

> one seems to know why this particular strip was not included in the original acquisition of lands by the Yawkey Lumber Company or their predecessors but apparently it was due to some error which left it out of the original filings. In any event, it belongs to the federal government, and now is an island within this logged-over area. Within this island are 1301 M feet BM of yellow pine timber and 135 M feet BM of sugar pine timber.
>
> The Algoma Lumber Company of Modoc Point, Oregon, has purchased all of the merchantable timber owned by the Yawkey Lumber Company and have been cutting on the company's land within the park this last season. They have about one more season of cutting to do before all of the merchantable timber is removed. The Yawkey Lumber Company and the Algoma Lumber Company would like to secure the merchantable timber on this strip of government owned land. Mr. Kimball stated that Mr. Yawkey has agreed in return for the merchantable timber on this strip to deed the 1872 acres of their land within the boundaries of Crater Lake National Park. [60]

The proposal was quickly submitted to the NPS regional office in San Francisco for review. On October 24 Regional Forester Burnett Sanford responded to Kimball's proposal:

> . . . I do not believe it is a good policy for a Park to exchange timber for cutover lands as it increases the area of devastation within the park. In this case there is some justification for such an exchange since the government land which Mr. Leavitt proposes to exchange is completely surrounded by cutover area and as nearly as I can tell from the map lies adjacent to the Park boundary.
>
> I feel that a value of $3.50 per acre is high for cut-over land as the Forest Service seldom pays more than $2.50. Actually this land will be costing the Park closer to $7.50 per acre due to the contemplated agreement on our part to burn the slash over the whole area. There is a compulsory slash disposal law in Oregon so we would be relieving the lumber Company of an obligation which I estimate would cost them in the neighborhood of $7500.00 if the job is done without excessive damage to the remaining timber. If broadcast burning of slash is practiced the job could be done for $1,500 but the value of the cut-over lands will be greatly depreciated.
>
> I imagine that the government could purchase these cut-over lands for $4,000 cash and that would appear to be the most satisfactory solution of the problem. [61]

On November 5 NPS Chief Counsel G.A. Moskey offered his comments on the proposed exchange. He stated that it violated the NPS establishing act in that moneys received for timber sold under its provisions were to be deposited in the Treasury Department. The funds could not be used for the purchase of privately owned lands within the park. [62]

In October 1939 the Public Works Administration allotted $8,000 for the purchase of the Yawkey Tract. The Park Service immediately asked for and received assurances from the company to postpone slash burning, pending the final consummation of the purchase. In view of the interest of the U.S. Forest Service in acquiring the remaining lands by the Yawkey Lumber Company, the Park Service began exploring the possibility of collaborating with that agency in negotiating for the entire holdings of the company. It was assumed that such a joint effort might result in a more reasonable purchase price. [63] When the Forest Service demurred because of what it considered to be an excessive asking price, the Park Service pushed ahead for final condemnation proceedings which culminated on August 7, 1940. [64]

On August 18, 1941, the U.S. Attorney General stated that the Yawkey case could be considered closed, as he was satisfied from an examination of the abstract of title and a review of the proceedings that a valid fee simple title to the land was vested in the United States of America. To provide access to the tract for fire protection purposes, it was necessary to build a 5-stringer standard log bridge 43 feet in length across Annie Creek. The construction of the bridge shortened the travel distance to the area by approximately 15 miles. Slash burning operations were carried on until winter snows stopped the work. [65]

2. Gladstone Land and Timber Company Tract

The Gladstone Land and Timber Company Tract, adjoining the Yawkey Tract, was acquired by the United States on August 21, 1941, in fee simple following completion of condemnation proceedings. PWA funds remaining from the allotment for the Yawkey Tract were used to make the purchase of 73.76 acres located in the southeastern corner of the park as follows:

> Portion NE 1/4 NE 1/4; NW 1/4 NE 1/4; N 1/2 SW 1/4 NE 1/4; and Portion SE 1/4 NE 1/4 of Section 16, Township 32 South, Range 7 1/2 East, Klamath County, Oregon.

Acquisition of the property was finalized after more than three years of negotiations. With completion of the transaction all private inholdings in the park were extinguished. [66]

In March 1938 Superintendent Leavitt wrote to the Gladstone Land and Timber Company with offices in Gladstone, Michigan, expressing Park Service interest in acquiring its timber tract in the park. Park Service officials were interested in the tract since it was understood that the land was about to be logged. Leavitt noted:

> . . . If this is true, would your company be willing to donate this land to the federal government after the timber has been logged off, so that the area might become an integral part of Crater Lake National Park. Some organizations have found it practicable to donate lands after the timber has been removed rather than to continue to pay taxes on cut-over lands or attempt to grow a new crop of timber.
>
> It is the policy of the National Park Service to acquire all private holdings within the boundaries of its various national parks and monuments, but there are no funds for purchasing such lands and we have to look to individuals and organizations who are public spirited enough to donate their property or provide the funds with which purchases may be made. [67]

Some months later on October 20 Leavitt again wrote to the company expressing Park Service interest in its property. He observed that he had been mistaken about the timber prospects of the acreage, but that the Park Service was still interested in its acquisition:

> The lands embraced in this tract were formerly covered with a good stand of timber, but fires have completely denuded the area, and the land is without commercial value except for some grazing. However, it does have value to Crater Lake National Park. Even the brush cover has park values, if not commercial values . . . .
>
> When I wrote you last March, I was comparatively new to the position of Superintendent of Crater Lake and was of the opinion that this tract of land had merchantable timber on it. I have since learned that it is doubtful if there is a single merchantable tree on this property. As the taxes each year on the property

> come to a considerable amount, it occurs to me that you still might be willing to consider the suggestion I made that you donate this 73.36 acres to the government to become a part of Crater Lake National Park. [68]

Negotiations for federal acquisition of the property extended over the next eighteen months. In January 1940 the company indicated its desire to sell the property for $1,500. However, in June of that year a Park Service official appraised the property at the rate of $2.50 an acre. Finally on May 14, 1941, the company executed a stipulation in which it agreed to sell the property for the total appraised value of $183.40. Following condemnation proceedings valid title to the land was "vested in the United States of America in fee simple on August 21, 1941, pursuant to the provisions of an Act of Congress of February 26, 1931, with the right of possession on January 30, 1942." [69]

Following Park Service possession of the property Superintendent Leavitt responded to an inquiry by the Department of Justice of the State of Oregon relative to commercial activities or improvements on the tract. He observed that there was no

> evidence of mining operations, agricultural improvements, manufacturing operations, or any ditch or reservoir used in connection with water rights; that there is not within my knowledge, or any outward evidence of any mining operation or vein or lode from which ore is being or has been extracted, which might be found to penetrate or intersect the premises . . . . [70]

D. UNSUCCESSFUL EFFORTS TO EXPAND PARK BOUNDARIES

From the 1910s to the 1940s the National Park Service initiated a series of efforts to expand the boundaries of Crater Lake National Park. The primary purpose of these efforts was to enlarge the park to provide recreational opportunities and park facilities for visitors away from Crater Lake itself, and thus curtail or eliminate development that would mar the scenic and scientific qualities of the lake. A secondary purpose of the proposed expansion was to create an enlarged game preserve to protect the wildlife of the region. The focus of the expansion efforts was the Diamond Lake-Mount Thielson-Mount Bailey region to the north of the park and the Union Creek-Upper Rogue River Valley to the west.

In his first annual report NPS Director Mather recommended that the Crater Lake park boundaries should be extended northward to include the Diamond Lake region. This addition, according to Mather, would offer the tourist a variety of scenic features that "would compare favorably with the diversity of scenery in most of the very large mountain parks." Other advantages of the Diamond Lake extension were:

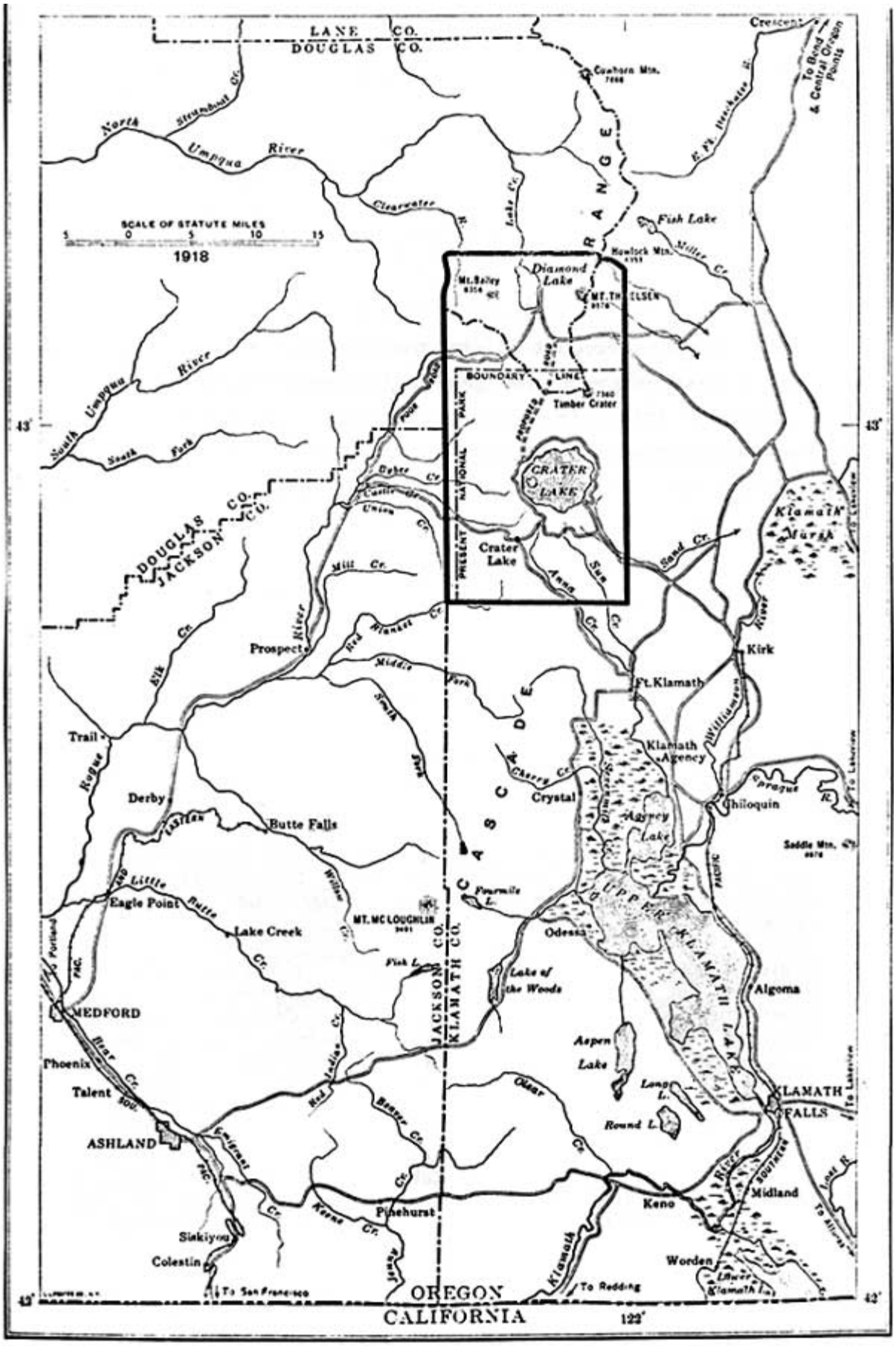
> Diamond Lake lies a few miles north of the park in a region that is valuable for none other than recreational purposes. Fishing in the lake could be improved and the region around about it made attractive for camping. A chalet or hotel, operated in connection with the hotel on the rim of Crater Lake, could be constructed near Diamond Lake when travel to the park warranted these additional accommodations. It would be reasonable to expect that the majority of visitors to Crater Lake would not overlook an opportunity to see the wonderful scenic region to the northward. Besides Diamond Lake the proposed addition to the park would include Mount Thielson, a peak considerably over 9,000 feet in altitude and known as the "lightning rod of the Cascades," because during electric storms brilliant and fantastic flashes of lightning play about its needlelike summit.

Mather stressed that the addition of the Diamond Lake and Mount Thielson areas could "not be too strongly urged." A branch road from the main highway from Medford already made the Diamond Lake country accessible, and at some future time "a circle trip might be provided by the construction of a road from the north rim of Crater Lake to Diamond Lake."

A second park extension recommended by Mather was the Lake of the Woods region just south of the park. While the area had not been investigated by representatives of the National Park Service, it was "known to be an exceptionally beautiful region and valuable for scarcely anything besides park purposes." [71]

As a result of Mather's continuing lobbying efforts Senator McNary introduced legislation (S. 4283) on April 6, 1918, to provide for the transfer of some 92,800 acres of national forest land to the control of the National Park Service for addition to Crater Lake National Park. The proposed extension included a 3/4-mile strip of land on the western boundary as well as the principal nine-mile northward enlargement to include the Diamond Lake region (see map below). In support of this bill Mather noted:

> When the park has been enlarged as proposed by this measure an opportunity will be afforded for developing to a very much greater extent the camping facilities of this region. Diamond Lake will lend itself to development as a fishing resort of great importance and other recreational features will be added that will, in a few years, make this park as great a resort as most of the very big national parks. This is its manifest destiny. Furthermore, the enlargement of the park will make conditions more satisfactory from the point of view of the development of first-class transportation, hotel, and camp accommodations, because the traveling public can be induced to spend more time in the park than ordinarily is the case at the present time. More roads will be built, opening up unusually interesting territory, and providing circle trips that will delight the traveler. A road connecting Crater and Diamond Lakes would be a natural development. The addition will also afford better opportunities to protect the wild life of the park.
>
> Like the proposed extension of the Yellowstone National Park, the addition of the Diamond Lake region to Crater Lake would give to the national park system something that was intended by nature always to be the property of the Nation and to be developed as a recreational area for all the people. . . . [72]



MAP SHOWING THE PROPOSED ENLARGEMENT OF THE CRATER LAKE NATIONAL PARK.

Map showing the proposed enlargement of the Crater Lake National Park.

A more detailed account of why the Park Service was interested in the Diamond Lake

extension was given by Superintendent Sparrow in his annual report in 1918. The Service was interested in the extension for two principal purposes- -to develop its recreational opportunities and to create an enlarged game preserve. Sparrow elaborated on these themes:

> Diamond Lake is 5,200 feet above sea level and is almost rectangular, 2-1/2 by 5 miles, its south end being 5 miles north of the present park boundary. It is beautifully located and furnishes an ideal camping ground. To the east and south the shore is grassy, with a gradual slope to a pebbly beach, making it possible to walk or ride into the water, which is shallow for some distance. By reason of its shallowness, the water becomes warm enough for comfortable bathing.
>
> This lake offers a strong contrast to Crater Lake, in which bathing is out of the question and which is reached only by a trail built at considerable expense. . . .
>
> Mount Thielson is directly east, and Mount Bailey west of Diamond Lake. The region comprising these three scenic attractions rightfully belongs to the park not only as a recreation ground but as a game preserve.
>
> Crater Lake Park is too small for a game preserve. Many of the deer get quite tame and it seems like murder to kill them when they stray across the boundary. One case in point occurred recently during the hunting season. Voley Pearsons, of Klamath Falls, shot a doe on the road about 300 yards outside the southern entrance to the park. The doe had frequently visited the ranger's cabin and was so tame that it would not run when an auto approached. As it is unlawful to kill a doe at any time, the man was arrested by the Park Service and turned over the local authorities at Fort Klamath, where he was fined $25 and costs. This case is cited only as evidence of the necessity of enlarging our game preserve. [73]

The legislative struggle to add the Diamond Lake extension to Crater Lake National Park continued for several years. The McNary bill died in the Senate Committee on Public Lands in 1918, but he reintroduced the legislation (S. 2797) on August 15, 1919, calling for an extension of some 94,880 acres. On April 5, 1920, the Senate passed the bill, but it encountered opposition in the House Committee on Public Lands. The opposition was based on Forest Service objections, claiming that the extension area was "more valuable for commercial use of one kind or another than for recreation uses of those who visit the park." Among the commercial uses contemplated by the Forest Service were grazing and use of Diamond Lake as a source for power generation. Local citizens supported the Forest Service because of the good hunting prospects of the region and the agency's willingness to lease Diamond Lake shore property for construction of summer cabins and recreational concessions.

The Senate bill failed to be reported by the House committee, and on July 18, 1921, McNary introduced a new bill (5. 2269) to provide for expansion of the park. As this third bill entered the legislative arena, Mather supported it in ever more strident terms. In his annual report for 1921 he stated:

> Progress in the development of Crater Lake Park will shortly be retarded if Diamond Lake is not added. This remarkable lake, with its stately forests, its broad sandy beaches, its rugged mountains, and its unexcelled opportunities for bathing and fishing, naturally belongs to the park. Physically it is a part of the park, but legally it has no relation to it. In the extension of hotel and camp facilities and transportation lines this region is essential to the success of a comprehensive development. The utilities of the present park should have opportunities to encourage visitors to remain longer in the country. This can not

> be brought about unless more attractions are available. Diamond Lake has all that will ever be required to round out a park trip. It will diversify a tour almost as much as any national park in the system, and in so doing will add tremendously to the pleasure of a visit to southern Oregon.
>
> It will be very easy to build a road from Crater Lake to Diamond Lake; in fact, several automobiles traversed the route of the road during September. The first automobile over the route carried Vice President E.O. McCormick, of the Southern Pacific Lines, and Superintendent Sparrow. The trip was made on September 1 . I have been advised by both of these gentlemen that the cost of building a road between the two lakes will be very small.
>
> Opponents of the extension plans, which appear to be few in number, contend that Diamond Lake is required for power purposes, and that surrounding lands are needed for grazing. Upon careful inquiry I can not find that these objections are worthy of serious consideration; certainly the immediate recreational advantages of the region far outweigh the future possibility of utilizing the lake for power storage, and as for the grazing argument, there never has been much pasturage of live stock about the lake, and it is inconceivable that in order to meet the wishes of a very few owners of cattle and sheep a great project of this kind, national in character, should be condemned . . . . [74]

The third McNary bill failed to receive the favorable endorsement of the Senate Committee on Public Lands and Surveys, and thus the Diamond Lake extension issue lay dormant for several years. The Park Service continued to make pleas for the preservation of the scenic values of the region, but little could be done with the growing opposition of the U.S. Forest Service, the Diamond Lake concessionaires operating under Forest Service lease, the owners of private cottages, the State Game Commission, and grazing and hunting interests. [75]

In 1926 the Park Service focused its efforts on Crater Lake National Park expansion by submitting proposals to the President's Coordinating Committee on National Parks and Forests. The committee had been established to investigate and make recommendations regarding transfer of lands between the National Park Service and the U.S. Forest Service. In August the committee held hearings regarding Crater Lake expansion in Klamath Falls, Diamond Lake, and Medford. The Park Service recommended three extensions to the park boundaries- -areas that were of outstanding scenic and recreational value that would relieve the park of administrative burdens that were "fast becoming critical." The three extensions were:

> 1. DIAMOND LAKE EXTENSION: The proposed extension is in general accord with the McNary Senate Bills, but reduces Senator McNary's proposed extension by 36 square miles. This extension would bring the Park boundaries one mile north of Diamond Lake and would include Mounts Thielson and Bailey.
>
> Area embraces approximately 83.5 square miles.
>
> 2. UNION CREEK EXTENSION: This is an extension westward that includes a portion of the headwaters of the Rogue River; to secure the immense recreational opportunities of the Union Creek area; to secure gravity water supply; and to provide an all-year Park headquarters of vital importance to administration .
>
> Area embraces approximately 34 square miles.
>
> 3. KLAMATH EXTENSION: A small extension southward, worked out on the ground with the Forest Supervisor, to secure mutually advantageous positions.

> Area embraces approximately 3.8 square miles.

The Park Service also proposed the elimination of three areas from the park. The three areas contained valuable timber, grazing tracts, and private inholdings that were a source of irritation to park administration. These areas were:

> 1. NORTHEAST AREA: Designed to eliminate 12 square miles from the northeast section of the present Park, an area containing a very valuable stand of mature yellow pines, very accessible, contiguous to timber now being marketed under Forest supervision. Immediately marketable yellow pine in this area is estimated by Forest Service officers at 100,000,000 board feet.
>
> 2. NORTHWEST AREA: To eliminate 18 square miles of timber and grazing desired by the Forest Service. Also desired by them to improve the administration of the Crater National Forest by giving access to sources of streams, and a better topographical boundary.
>
> 3. SOUTHEAST AREA: Eliminate approximately 13 square miles of valuable timber land contiguous to Forest timber now being marketed. It also eliminates private holdings that embarrass Park administration.

All told the proposals provided for a total extension of the park boundaries of some 118 square miles and eliminations totaling 43 square miles for a net enlargement of 75 square miles. As a result of continuing opposition by the Forest Service, however, none of the proposed park extensions or eliminations were approved. On August 6 the committee met in Medford and voted unanimously to disapprove all of the Park Service proposals. Later in 1932 a portion of the proposed Klamath extension would be added to the park, thus providing for a more attractive southern entrance amid a stand of yellow pine. [76]

It is interesting to note that Commissioner Steel, who had begun the campaign to add the Diamond Lake region to the park in 1914, opposed the extension in August 1926. Writing to the President's Coordinating Committee on August 3 Steel provided the rationale for his change of mind:

> About ten or twelve years ago, while 1 was superintendent of the Crater Lake National Park, I started a movement to extend the boundaries of the park, so as to take in Diamond lake, but since then my mind has changed, for I have come to realize it is not for the best interests of the park.
>
> Diamond lake is a beautiful sheet of water, similar to hundreds of others throughout the country, with no national features, but very dear to local residents, who love to camp there during the Summer, together with their families and enjoy a relief from business cares, in the mountain wilds. It is exclusively local in character and should be left free of such restraints as go with a great national attraction, which it is not. It has no interests in common with Crater Lake and the two should not be combined.
>
> In a spirit of local pride certain citizens of Southern Oregon have invested money in its development in good faith, under a concession of the Agricultural Department, trusting in the honesty of that branch of the government, and suspicious of the Park Service, because of the fact that the only man on earth who was willing to invest his own money at Crater Lake, was dispossessed of his concession, which was given to others, no better able to make good than he.

> The inclusion of Diamond Lake in the Crater Lake National Park, means an immense increase of fire hazard, because of the vast area of dead and down timber, to which there is no offset in benefits. . . .
>
> If an addition is desired to the park of real benefit, the Western line should be extended, so as to protect deer that move down in that direction, just in time to be slaughtered by hunters in the Fall. [77]

Park boundary extensions again became a political issue in April 1932 when Superintendent Solinsky recommended that approximately 400 square miles of Forest Service lands be added to Crater Lake. This extension included not only the Diamond Lake-Mount Thielson-Mount Bailey region but also the Upper Rogue River Valley and Union Creek area west of the park. Prior to this time nothing as large as Solinsky's recommendation for the Union Creek extension had ever been contemplated. The opposition of the Forest Service, which viewed the proposed westward extension as a "land grab," and the combined opposition of that agency and various private and commercial interests in the Diamond Lake area doomed the proposal to defeat. [78]

In March 1936 Acting NPS Director Arthur E. Demaray revealed several heretofore unspecified reasons for the continuing interest of Park Service officials in Diamond Lake. Among other things he observed:

> Diamond Lake has always been considered essential to the Crater Lake unit. Its inclusion within the park was advocated and sponsored by organizations throughout Oregon as early as 1915, but the Forest Service defeated the project and the Lake was promptly developed as a summer home and recreational area. Since that time we have been forced to concentrate more developments at Crater Lake than we consider appropriate or desirable.
>
> Because of the high altitude of Crater Lake it has been necessary to establish both a summer and a winter headquarters for the park. We did not advocate the inclusion of Diamond Lake as a competing and detracting exhibit; we advocated it for the protection of Crater Lake, so that Crater Lake would not be marred by overdevelopment. It might be said that Diamond Lake could perform that function in the national forest just as well as it could if it were in the park. Theoretically, that sounds fine, but the simple facts are that Diamond Lake has never been developed to take care of the Crater Lake visitors and it does not perform that function. It has been given over to a different type of land use.

Demaray concluded, however, that the question of the extension, while a worthy conservation cause, had become so misrepresented by various interest groups that it had "almost assumed the reputation of the Bad Man from Bodie." [79]

Later that year the Diamond Lake extension issue surfaced again when Senator Robert F. Wagner of New York and NPS Director Arno B. Cammerer visited the Diamond Lake area. The purpose of the visit was to continue discussions of the possibility of adding approximately 55,000 acres to Crater Lake National Park, including the lake for "its recreational and fishing advantages." When the Department of the Interior publicized its intentions, however, opposition by the local press and various citizens' and government organizations in Southern Oregon mounted, thus forcing the department to drop its plans. [80]

The final thrust of the Park Service to gain the Diamond Lake and Union Creek extensions occurred during the summer of 1939. A "Preliminary Report on Extensions to Crater Lake National Park," was prepared on September 2 to provide the background material for the

proposals. The report analyzed the accessibility and the general characteristics of the areas, including scenic, scientific, historical, interpretive, and recreational values. In submitting the report to NPS Director Cammerer, Superintendent Leavitt concluded:

> Recreational values are of the most importance in considering extensions to the park. The physical features of the park make possible limited recreational use. Extended development of recreational facilities in the park could seriously endanger unsurpassed scenic values. If the policy of the Service is to expand recreational activities under clearly defined land use standards, Diamond Lake particularly should be given consideration as an addition to the park. Both the Diamond Lake and Union Creek sections contain recreational opportunities lacking in the park. The Diamond Lake area could provide a greater variety of recreation involving much less timber value, and greater scientific and educational values in relation to Crater Lake than the Union Creek area. [81]

This last serious effort to acquire Diamond Lake and Union Creek foundered on public and Forest Service opposition This combined opposition, coupled with the coming of World War II, forced the issue into abeyance and was never considered seriously again. [82]

During 1945-47 efforts were made to enlarge the panhandle addition to the south boundary of the park. Discussions were held with U.S. Forest Service officials to enlarge the section by extending the east and west boundaries back to section lines. The Park Service desired the expansion for the following reasons:

> The straightening out and enlarging of this tongue-like addition to the park along section lines would be very desirable. Fires that start adjacent to the park have to be handled by the staff of Crater Lake National Park, because they are able to reach the area more quickly than the Forest Service. This narrow, irregularly shaped addition to the park is not easily recognized by the fishermen, hunters or trappers, even though the boundaries are marked, and trespassing on or across this narrow neck often occurs through ignorance or carelessness.
>
> The south entrance has now become the road entrance carrying the heaviest travel, and development has been started for a small utility area there right on the edge of the south and west boundaries. If at some future time Park Headquarters should be established at the south entrance, there would not be sufficient room for the development that would be required. It is therefore very important that this area be enlarged and straightened out while the opportunity presents itself, for administrative reasons and to provide an area sufficiently large to permit all the headquarters area and utility development that will be required in the future.

Despite some friendly overtures by local Forest Service officials, however, the effort was disapproved by regional and Washington office representatives of that agency. [83]

APPENDIX A:

Act of Legislature of Oregon, approved January 25, 1915, ceding to the United States exclusive jurisdiction over Crater Lake National Park in the State of Oregon. (Oregon Laws, 1920, vol. II, p. 3487.)

Be it enacted by the people of the State of Oregon, That exclusive jurisdiction shall be, and the same is hereby, ceded to the United States over and within all the territory which is now, or may hereafter be, included in that tract of land in the State of Oregon set aside by an act of

Congress, approved May 22, 1902, entitled "An Act reserving from the public lands in the State of Oregon, as a public park for the benefit of the people of the United States, and for the protection and preservation of the game, fish, timber, and all other natural objects therein, a tract of land herein described, and so forth," for the purposes of a national park, known and designated as Crater Lake National Park; saving, however, to the said State the right to serve civil or criminal process within the limits of the aforesaid park in any suits or prosecutions for, or on account of, rights acquired, obligations incurred, or crimes committed in said State but outside of said park; and saving further to the said State the right to tax persons and corporations, their franchises and property on lands included in said park: *Provided, however,* That jurisdiction shall not vest until the United States, through the proper officers, notifies the Governor of said State that they assume police and military jurisdiction over said park.

SEC. 2. All acts and parts of acts in conflict with this act are hereby repealed.

SEC. 3. Inasmuch as at this time there exists confusion concerning the jurisdiction of the Federal and State courts over the property and within the territory in this Act described, the passage of this Act is declared to be immediately necessary for the immediate protection of the peace, health, and safety of the State, and an emergency is hereby declared to exist, and this Act shall go into immediate force and effect from and after its passage and approval by the Governor.

U.S. Department of the Interior, National Park Service, Laws Relating to the National Park Service, The National Parks and Monuments (Washington, 1938), pp. 112-13.

APPENDIX B:

An Act To accept the cession by the State of Oregon of exclusive jurisdiction over the lands embraced within the Crater Lake National Park, and for other purposes, approved August 21, 1916 (39 Stat. 521)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the provisions of the act of the Legislature of the State of Oregon, approved January twenty-fifth, nineteen hundred and fifteen, ceding to the United States exclusive jurisdiction over the territory embraced within the Crater Lake National Park, are hereby accepted and sole and exclusive jurisdiction is hereby assumed by the United States over such territory, saving, however, to the said State the right to serve civil or criminal process within the limits of the aforesaid park in suits or prosecution for or on account of rights acquired, obligations incurred, or crimes committed in said State but outside of said park, and saving further to the said State the right to tax persons and corporations, their franchises and property, on the lands included in said park. All the laws applicable to places under the sole and exclusive jurisdiction of the United States shall have force and effect in said park. All fugitives from justice taking refuge in said park shall be subject to the same laws as refugees from justice found in the State of Oregon. (U.S.C., title 16, sec. 124.)

SEC. 2. That said park shall constitute a part of the United States judicial district for Oregon, and the district court of the United States in and for Oregon shall have jurisdiction of all offenses committed within said boundaries. (U.S.C., title 16, sec. 125.)

SEC. 3. That if any offense shall be committed in the Crater Lake National Park, which offense is not prohibited or the punishment for which is not specifically provided for by any law of the United States, the offender shall be subject to the same punishment as the laws of the State of Oregon in force at the time of the commission of the offense may provide for a like offense in said State; and no subsequent repeal of any such law of the State of Oregon

shall affect any prosecution for said offense committed within said park. (U.S.C., title 16, sec. 126.)

SEC. 4. That all hunting or the killing, wounding, or capturing at any time of any wild bird or animal, except dangerous animals when it is necessary to prevent them from destroying human lives or inflicting injury, is prohibited within the limits of said park; nor shall any fish be taken out of the waters of the park in any other way than by hook and line, and then only at such seasons and in such times and manner as may be directed by the Secretary of the Interior. That the Secretary of the Interior shall make and publish such rules and regulations as he may deem necessary and proper for the management and care of the park and for the protection of the property therein, especially for the preservation from injury or spoliation of all timber, mineral deposits other than those legally located prior to the passage of this Act, natural curiosities, or wonderful objects within said park, and for the protection of the animals and birds in the park from capture or destruction, and to prevent their being frightened or driven from the park; and he shall make rules and regulations governing the taking of fish from the streams or lakes in the park. Possession within said park of the dead bodies, or any part thereof, of any wild bird or animal shall be prima facie evidence that the person or persons having the same are guilty of violating this Act. Any person or persons, or stage or express company, or railway company, who knows or has reason to believe that they were taken or killed contrary to the provisions of this Act and who receives for transportation any of said animals, birds, or fish so killed, caught, or taken, or who shall violate any of the other provisions of this Act or any rule or regulation that may be promulgated by the Secretary of the Interior with reference to the management and care of the park or for the protection of the property therein, for the preservation from injury or spoliation of timber, mineral deposits other than those legally located prior to the passage of this Act, natural curiosities, or wonderful objects within said park, or for the protection of the animals, birds, or fish in the park, or who shall within said park commit any damage, injury, or spoliation to or upon any building, fence, hedge, gate, guidepost, tree, wood, underwood, timber, garden, crops, vegetables, plants, land, spring, mineral deposits other than those legally located prior to the passage of this Act, natural curiosities, or other matter or thing growing or being thereon or situate therein, shall be deemed guilty of a misdemeanor, and shall be subject to a fine of not more than $500 or imprisonment not exceeding six months, or both, and be adjudged to pay all costs of the proceedings. (U.S.C., title 16, sec. 127.)

SEC. 5. That all guns, traps, teams, horses, or means of transportation of every nature or description used by any person or persons within said park limits when engaged in killing, trapping, ensnaring, or capturing such wild beasts, birds, or animals shall be forfeited to the United States and may be seized by the officers in said park and held pending the prosecution of any person or persons arrested under charge of violating the provisions of this Act, and upon conviction under this Act of such person or persons using said guns, traps, teams, horses, or other means of transportation, such forfeiture shall be adjudicated as a penalty in addition to the other punishment provided in this Act. Such forfeited property shall be disposed of and accounted for by and under the authority of the Secretary of the Interior. (U.S.C., title. 16, see. 128.)

SEC. 6. That the United States District Court for Oregon shall appoint a commissioner who shall reside in the park and who shall have jurisdiction to hear and act upon all complaints made of any violations of law or of the rules and regulations made by the Secretary of the Interior for the government of the park and for the protection of the animals, birds, and fish, and objects of interest therein, and for other purposes authorized by this Act.

Such commissioner shall have power, upon sworn information, to issue process in the name of the United States for the arrest of any person charged with the commission of any misdemeanor, or charged with a violation of the rules and regulations, or with a violation of

any of the provisions of this Act prescribed for the government of said park and for the protection of the animals, birds, and fish in said park, and to try the person so charged, and if found guilty, to impose punishment and to adjudge the forfeiture prescribed.

In all cases of conviction an appeal shall be from the judgment of said commissioner to the United States District Court for Oregon, and the United States court in said district shall prescribe the rules of procedure and practice for said commissioner in the trial of cases and for appeal to said United States District Court. (U.S.C., title 16, sec. 129.)

SEC. 7. That any such commissioner shall also have power to issue process as hereinbefore provided for the arrest of any person charged with the commission within said boundaries of any criminal offense not covered by the provisions of section four of this Act to hear the evidence introduced, and if he is of opinion that probable cause is shown for holding the person so charged for trial shall cause such person to be safely conveyed to a secure place of confinement within the jurisdiction of the United States District Court for Oregon, and certify a transcript of the record of his proceedings and the testimony in the case to said court, which court shall have jurisdiction of the case: *Provided,* That the said commissioner shall grant bail in all cases bailable under the laws of the United States or of said State. (U.S.C., title 16, sec. 130.)

SEC. 8. That all process issued by the commissioner shall be directed to the marshal of the United States for the district of Oregon, but nothing herein contained shall be so construed as to prevent the arrest by any officer or employee of the Government or any person employed by the United States in the policing of said reservation within said boundaries without process of any person taken in the act of violating the law or this Act or the regulations prescribed by said Secretary as aforesaid. (U.S.C., title 16, sec. 131.)

SEC. 9. That the commissioner provided for in this Act shall be paid an annual salary of $1,500, payable quarterly: *Provided,* That the said commissioner shall reside within the exterior boundaries of said Crater Lake National Park, at a place to be designated by the court making such appointment: *Provided further,* That all fees, costs, and expenses collected by the commissioner shall be disposed of as provided in section eleven of this Act. (U.S.C., title 16, sec. 132.)

SEC. 10. That all fees, costs, and expenses arising in eases under this Act and properly chargeable to the United States shall be certified, approved, and paid as are like fees, costs, amid expenses in the courts of the United States. (U.S.C., title 16, sec. 133.)

SEC. 11. That all fines and costs imposed and collected shall be deposited by said commissioner of the United States, or the marshal of the United States collecting the same. with the clerk of the United States District Court for Oregon. (U.S.C., title 16, sec. 134.)

SEC. 12. That the Secretary of the Interior shall notify, in writing, the governor of the State of Oregon of the passage and approval of this Act.

Laws Relating to the National Park Service, The National Parks and Monuments, 1938, pp. 113-16.

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CRATER LAKE

Administrative History

VOLUME I

PART III: MANAGEMENT AND ADMINISTRATION OF CRATER LAKE NATIONAL PARK UNDER THE NATIONAL PARK SERVICE: 1916-PRESENT

CHAPTER TEN:
ADMINISTRATION OF CRATER LAKE NATIONAL PARK: 1916-PRESENT

The purpose of this chapter is to present the historical development of the administration and management of Crater Lake National Park under the National Park Service. As a prelude to the historical development of administrative policy and organizational structure of the park sections will be devoted to the reservation's superintendents, rules and regulations, and U.S. commissioners.

A. SUPERINTENDENTS OF CRATER LAKE NATIONAL PARK

Since the inception of the National Park Service, Crater Lake National Park has been served by some nineteen superintendents, each of whom has played a role in the growth and development of the reservation. As the persons in immediate charge of the day-to-day operations of the park, the superintendents have had a major impact on its management, administrative policy, design and construction of facilities, and protection of resources.

William G. Steel resigned as park superintendent on November 20, 1916, to become U.S. Commissioner for the reservation. While the circumstances surrounding his resignation are not well documented, it is clear that he and NPS Director Mather had personal differences that would soon become highly-publicized. Steel had close personal and financial ties with Alfred L. Parkhurst, president of the Crater Lake Company a firm that Mather became increasingly interested in replacing as park concessioner in his zeal to provide quality accommodations and facilities for park visitors. It is also probable that Democrats, following the reelection of Woodrow Wilson to a second term as President of the United States, were interested in replacing Steel, a life-long Republican.

Steel was replaced as superintendent by H. E. Momyer who had been the first park ranger to be hired at Crater Lake some years before. Apparently, Mather named Momyer to serve as acting superintendent until a permanent superintendent could be found. Momyer served in this capacity for less than a year, covering the period from November 22, 1916, to August 1, 1917. [1] In 1924, several years after leaving the park staff to establish a Klamath Falls branch office of the World Fire and Marine Insurance Company of Hartford, Connecticut, Momyer described his experiences:

> I was appointed as Ranger in August 1907, I think, was the first Ranger, resinging [sic] in 1920, was appointed as Acting Supt when Mr Steel was apointed [sic] Commissinor [sic] Nov 24 1916, and served until Mr Sparrow was appointed July 25 1917.
>
> During that time I was notified to send reports to Mr G.E. Goodwin, and think I sent one report to him but as he never was in the Park, and I never recieved [sic] any orders from him, never considered that he was Supt in any thing only name, as all mail came to me, part of the time addressed as Acting Supt, and part as Ranger in Charge, there was nothing particular happened

> during my administration, just regular routine business, so do not suppose I will figure very high in the Roll of Fame. . . . [2]

Alex Sparrow was the first full-time superintendent at Crater Lake to be appointed by Mather. His dates of services extended from August 2, 1917, to February 15, 1923. Born in Toronto, Ontario, Canada, Sparrow was a veteran of the Spanish-American War, having served both in Cuba and the Philippines. Prior to his superintendency, Sparrow settled in the Rogue River Valley and established a farming operation. During the summers of the four years before he became superintendent, he served as an engineer in the park road construction program under the direction of the U.S. Corps of Engineers. In 1916 he served briefly with Brigadier General John J. Pershing during the Mexico border campaign. While serving as superintendent at Crater Lake, Sparrow was named acting superintendent of Mount Rainier National Park from April 19 to May 28, 1919. After leaving the Park Service he became a Jackson County judge with offices in Medford. [3]

Charles Goff Thomson became park superintendent on February 15, 1923, and served for six years until February 15, 1929, when he was transferred to the superintendency of Yosemite National Park, a position he held until March 22, 1937. After graduating from Cornell University in 1907, he was appointed to the veterinary corps in the Philippines under the Department of Agriculture. Two years later he was appointed superintendent of the government serum laboratory. In 1911 he joined General Pershing, who was then civil governor of Mindanao, with the assignment of eliminating the outbreak of a lethal disease menacing the supply of work animals in the province. From July 1914 to April 1917 he served as assistant director of prisons in the Philippines, in which position he had executive control of 46 institutions with some 8,400 prisoners.

After returning to the United States in 1917, he joined the armed forces, being commissioned a captain in the remount service. He organized and commanded the remount depots at Camp Gordon, Georgia, and Camp Dix, New Jersey, before being promoted to major and assigned overseas. He advanced to lieutenant colonel in command of 2,600 officers and men at Lux, France, where he handled 76,000 horses and mules for the First and Third Armies of the Allied Powers. On July 19, 1919, he was cited for "exceptionally meritorious and conspicuous services as commanding officer, United States troops, at Lux, France."

Thomson joined the National Park Service as superintendent of Crater Lake National Park. In December 1923, nine months after taking office, he declared that "the park service is the best in the world and that he expects to die in it."

Thomson s avocation was free-lance writing. Among his published works were two books based on his experiences in the Philippines: Terry: A Tale of the Hill People (1921) and Time Is A Gentleman (1923). He also wrote short fiction pieces for such periodicals as Pictorial Review, Country Gentlemen, and Munsey and outdoor articles for Field and Stream and Scenic America. [4]

Succeeding Thomson as superintendent was Elbert C. Solinsky who served from February 15, 1929, to September 1, 1934. Solinsky was born in the mountains of California and his childhood was spent in an environment of lumbering and mining around Mokelumne Hill, a small mining town on the western slope of the Sierra Nevadas. He attended Berkeley High School and the University of California where he studied mining engineering and played football for two years. In 1915 he was employed at Yosemite National Park, supervising all timber operations in the park and serving as representative of the government's interests on the Hetch Hetchy water and power project. As assistant to the Yosemite superintendent from 1926-29, he supervised protection and control of the park forests and maintenance and development of roads, trails, and park facilities. [5]

Prior to offering Solinsky the position at Crater Lake, NPS Director Horace M. Albright described the type of person needed as superintendent of the park in a memorandum to Secretary of the Interior Roy 0. West. He stated:

> The position of the Crater Lake Park Superintendent carries a salary of $5,800, less $300 for

> quarters. The position is very important because it is the only executive position in the park. There is no assistant superintendent and no resident engineer. Unless a National Park Service man is promoted to the position from another park, there can be no assurance that the work will be done satisfactorily, particularly the first year. Mr. Solinsky can do this.
>
> The park is located on the summit of the Cascade Mountains. The snowfall is very deep. It is a terrific task to open the roads and trails even by the first of July. The superintendent should have experience in snow removal, repair and upkeep of roads and trails, and must be capable of selecting good men and holding them. He should also have experience in overhauling equipment, purchasing and handling Government supplies and materials and using them efficiently and economically. [6]

Albright believed that Solinsky was the best qualified candidate for the position. On February 7, 1929, the director congratulated the new superintendent on his appointment:

> This position comes to you because it was believed by the Washington Officers of the Service and by the Secretary that it would be in the interest of the Service to promote you from your present position to the grade of Superintendent. Your work at Yosemite Park as a forester, and later as Assistant to the Superintendent, has demonstrated that you have executive ability of a very high order and I have no doubt of your success at Crater Lake.
>
> You understand, of course, that the responsibilities of the position are heavy. In the State of Oregon you will be the representative of the National Park Service and the personal spokesman of the Director. It will be necessary for you to exercise at all times the utmost tact and good judgment and every official act must be in harmony with National Park Service policies.
>
> We shall expect you to make public contacts throughout the State. We shall expect you to identify yourself with such organizations in Medford as are open to you, and we hope that as a personal matter you will want to use your official position and your home to make friends for the National Park Service and for the Department of the Interior. We know that in Yosemite it was the disposition of Mrs. Solinsky and yourself to work along these lines and you did so with consummate success. I have no doubt that your personality and the hospitality of your home were taken into consideration, with your executive ability, in judging your qualifications for the Crater Lake superintendency. [7]

Solinsky was dismissed as superintendent on August 30, 1934, after an investigation by the Division of Investigation created by Secretary of the Interior Harold L. Ickes disclosed misappropriation of funds and irregularities in park accounts. After Solinsky's dismissal David H. Canfield, who had been the chief ranger at Crater Lake since May 1931, became acting park superintendent on September 1, 1934. A native of Minneapolis, Minnesota, and a graduate of the University of Minnesota, he had joined the National Park Service as a park ranger at Mesa Verde National Park in 1929, later becoming acting chief ranger. On December 15, 1934, Canfield was appointed superintendent at Crater Lake, thus becoming the youngest park superintendent in the United States. As a result of his talents he was recognized in the America's Young Men's Who's Who. Canfield served as superintendent until August 1, 1937, when he left to become superintendent of Rocky Mountain National Park, a position he held until April 16, 1943. [8]

From August 1, 1937 to March 14, 1952, Ernest P. Leavitt served as park superintendent, the longest tenure of any person in that position. Born in San Francisco, California, in 1885 he worked for the Southern Pacific Railroad from 1907 to 1910. In the latter year he began his Park Service career as a clerk at Yosemite National Park, later becoming an administrative assistant to the superintendent and ultimately assistant superintendent from 1918 to 1930. Thereafter, he served in successive superintendencies at Hawaii Volcanoes National Park (1931-33), Mesa Verde National Park (1933-35), and Lassen Volcanic National Park (1935-37). While at Lassen a gas explosion destroyed the superintendent's residence, severely injuring Leavitt and killing his wife. After his recovery Leavitt was transferred to Crater Lake. He retired from the

Park Service in 1952 and Leavitt lived in the Medford area until his death in 1961. [9]

John P. Wosky served as park superintendent from March 30, 1952, to November 1, 1953. During the mid-1920s he served as field landscape architect at Crater Lake. From 1928 to 1933 he was the resident landscape architect in Yosemite National Park, where he became assistant superintendent in 1934. After leaving Crater Lake he became superintendent of Hawaii Volcanoes National Park, serving there from 1953 to 1959. Thereafter, he was named Chief of Operations for the Western Regional Office in San Francisco. [10]

Fred T. Johnston was the superintendent at Crater Lake from November 1, 1953, to August 28, 1954. During 1942-43 he had been acting regional director of the Region One Office in Richmond. Prior to coming to Crater Lake he was superintendent at Lassen Volcanic National Park in 1952-53. From 1959 to 1965 he served as superintendent of Hawaii Volcanoes National Park. [11]

Thomas J. Williams was superintendent at Crater Lake from August 28, 1954, to October 3, 1959. This was his first superintendency. [12]

Otto M. Brown became park superintendent on October 3, 1959, and served in that capacity until April 1, 1961. Prior to the Crater Lake assignment, his first superintendency, he was chief ranger at Yellowstone National Park. He retired in 1961 after more than 33 years of federal service. [13]

W. Ward Yeager was superintendent at Crater Lake from April 1, 1961, to April 11, 1964. Yeager began his Park Service career in 1928 as a ranger at Yellowstone National Park. Subsequently, he had tours of duty as a park ranger at Lassen Volcanic National Park, chief ranger at Kings Canyon and Mount Rainier national parks; assistant forester and assistant superintendent at Mesa Verde National Park; assistant superintendent at Lake Mead National Recreation Area; associate forester in the NPS Region Three Office at Santa Fe, New Mexico; and assistant superintendent at Grand Teton National Park. He retired from federal service in 1964. [14]

Richard A. Nelson served as superintendent of Crater Lake from May 10, 1964, to April 22, 1965. This was his first superintendency, although prior to his appointment he was assistant superintendent of Yellowstone National Park. [15]

J. Leonard Volz was park superintendent from June 28, 1965, to April 9, 1967. Later he would serve as regional director of the Southeast Regional Office in Richmond from 1968 to 1970 and the Midwest Regional Office in Omaha from 1970 to 1975. [16]

Donald M. Spalding served as park superintendent from April 23, 1967, to June 23, 1969. Prior to his Crater Lake assignment he was superintendent of Effigy Mounds National Monument (1962-64) and Platt National Park (1964-67). On July 1, 1969, he became general superintendent of the Klamath Falls Group, a new "mini-regional" office established to administer Crater Lake and Lava Beds and Oregon Caves national monuments. Subsequently, he served as superintendent of Buffalo National River (1972-76) and Death Valley National Monument (1976-78), and Chief, Office of Operations Evaluation of the Western Regional Office (1979-83). [17]

Einar L. Johnson was superintendent of Crater Lake from July 12, 1970, to August 19, 1973. This was his first superintendency. [18]

Richard H. Sims served as park superintendent from October 28, 1973, to September 13, 1975. Prior to his Crater Lake assignment he was park management assistant at Oregon Caves National Monument (1971-73). Later he would be superintendent of Klondike Gold Rush National Historical Park from 1979 to 1986. [19]

Frank J. Betts was the Crater Lake superintendent from September 14, 1975, to August 26, 1978. Subsequently, he served as superintendent of Denali National Park from 1978 to 1980. [20]

James S. Rouse was park superintendent at Crater Lake from August 27, 1978, to February 12, 1984. This was his first superintendency. He is now Assistant Superintendent at North Cascades National Park Service Complex. [21]

Robert E. Benton has served as superintendent at Crater Lake from April 16, 1984, to the present. Prior to his Crater Lake assignment he served as superintendent of Colorado National Monument (1972-80) and Bryce Canyon National Park (1980-84). [22]

B. RULES AND REGULATIONS FOR CRATER LAKE NATIONAL PARK

Effective May 1, 1917, the National Park Service issued a comprehensive set of regulations to govern the administration and operation of Crater Lake National Park. The regulations were established pursuant to authority conferred by acts of Congress approved on May 22, 1902 (32 Stat. 202), August 21, 1916 (39 Stat. 521), and August 25, 1916 (39 Stat. 535). The rules were grouped into four categories: general, impounding and disposition of loose livestock, location of mining claims, and automobile and motorcycle. The following topics were listed under the general category:

Preservation of natural curiosities
Camping
Fires
Hunting
Fishing
Private Operations
Patented Lands
Grazing
Saloons and Bars
Advertisements
Travel on Trails
Horse-Drawn Vehicles
Concessioners
Employees of Concessioners
Dead Animals
Miscellaneous - Travel
Miscellaneous - General
Dogs and Cats
Fines and Penalties [23]

The following year, on May 13, 1918, Secretary of the Interior Franklin K. Lane sent a letter to NPS Director Mather, articulating a general policy statement that would provide a sound basis for administration of the National Park System. This general policy statement was based on three 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;

Third -- That the national interest must dictate all decisions affecting public or private enterprise in the parks.

The statement thus provided a broad framework for the management and development of Crater Lake National Park and the other units of the embryonic system. Future revisions of Crater Lake park regulations would be based on the conceptual details of park administration outlined in Lane's letter. [24]

Each year the park rules and regulations were amended as conditions warranted. The park superintendents

would forward recommended changes based on the past season s experiences to the Washington Office, which in turn would review and approve/disapprove the amendments. The regulations were posted in the park administrative office and the ranger stations, as well as area public contact offices for perusal by the public. They were also printed in various park publications such as the annual circulars. [25]

By the early 1930s the National Park Service had committed itself to standardizing the format for the regulations of each unit in the system. This called for a "complete restatement" of the Crater Lake regulations in 1932 (a copy of which may be seen in Appendix C). By the mid-1930s the complete park regulations were posted at various points in the parks, while park publications contained only a synopsis of the rules (a copy of such a synopsis for 1940 may be seen in Appendix D). [26] Such synopses would appear in park publications into the 1950s.

C. FUNCTION OF U.S. COMMISSIONER

On November 21, 1916, three months after enactment of 39 Stat. 521 established the position of U.S. Commissioner at Crater Lake, Judge Charles E. Wolverton of the U.S. District Court appointed William G. Steel to that position. Steel resigned as park superintendent on November 20 to assume his new duties. In this position Steel had authority to handle misdemeanor cases in the park. [27]

The position of U.S. Commissioner in the park apparently had few duties and responsibilities. In 1921, for instance, Superintendent Sparrow reported that during the year one man was brought before Steel "for rolling rocks inside the rim of the lake." After a brief hearing the man was "reprimanded and escorted out of the park." [28]

In February 1921 the Department of Justice informed the U.S. District Court for Oregon that Steel's term had expired on November 20, 1920. While it is likely that officials of the new administration of Warren G. Harding were interested in naming their own man to the position, the department based its decision to terminate Steel on the premise that his appointment was limited to the same four-year term as other United States Commissioners as provided in an Act of Congress on May 28, 1896. In response the U.S. District Court for Oregon argued that the position of Crater Lake National Park commissioner was different from that of United States Commissioners as provided in the 1896 act and was thus a new office. The 1916 act (39 Stat. 521) contained no language for a fixed term, and thus the court argued that Steel's position was "a continuing appointment." After accepting the court's arguments, the Department of Justice recommended that Steel be reappointed on a continuing basis retroactive to November 20, 1920, and that his authority and acts also be declared retroactive to that date. The reappointment process was ordered by Judge R.S. Bean on March 7, 1921. [29]

After his formal reappointment Steel continued to serve as U.S. Commissioner in the park until his death in October 1934. Park records indicated that he handled few cases during those years. In 1927, for instance, Superintendent Thomson reported that there were no automobile accidents and not a single arrest in the park. [30] Various records show that no cases were brought to the attention of Steel in 1929, 1930, and 1932. [31]

After the death of Steel in 1934, his daughter Jean Gladstone Steel was appointed park commissioner. She would remain in that position until the early 1940s. [32]

During the 1940s the U.S. Commissioner's position at Crater Lake became a matter of controversy between the Department of Justice and the National Park Service. The position was vacated during the war when the Department of Justice asked for the commissioner's resignation as an economy measure due to the reduction in park visitation and restricted park operations. After the war U.S. District Court Judge James A. Fee refused to appoint a new commissioner. His refusal affected Park Service law enforcement and irritated Superintendent Leavitt. In June 1947 Leavitt reported on the need for a U.S. Commissioner:

> . . . it was found that we had an entirely different class of visitors to the park last year, people who had little or no appreciation of what the parks represented or what they stood for, so that there was a wanton disregard of the park rules and regulations and they did not take kindly to requests to obey these rules and regulations when they were called to their attention. We needed a U.S. Commissioner in the park last year as we have never needed one before, and there is every reason to believe that this need will continue in future years. . . .
>
> For a year the National Park Service has been urging the Department of Justice to appoint a U.S. Commissioner for the park. The appointment, which is in the hands of Judge James Alger Fee of Portland, has been held up. Judge Fee has insisted that the Commissioner selected should be a law-trained man. It has not been practicable to secure a law-trained man who would be willing to "bury" himself in the park where his jurisdictional duties would be very light and where he would be too far away from a city to conduct a law practice on the side. If he remains in the city, he would be too far away from the park to satisfactorily handle the duties of his position there. The Superintendent has urged that a person without law training be appointed to the position, experience in the past indicating that such a person can handle that position satisfactorily.

When Congress passed a new judicial code on June 16, 1948, the legislation vested in the U.S. District Court for the District of Oregon discretionary authority to appoint a U.S. Commissioner for Crater Lake. Since the section dealing with Crater Lake was phrased in permissive language, Judge Fee continued to refuse to appoint a commissioner. He based his refusal on the ground that Congress had granted to the park commissioners authority that was unconstitutional:

> In the first place, it puts a judicial official under the control of the Secretary of the Interior as to residence. In the second place, it requires that the commissioner, if appointed, be vested with the powers to try what are euphemistically called minor offenses on government reservations. In the third place, I believe that the section is unconstitutional because of the fact that there is an attempt to confer upon a commissioner so appointed power to forfeit property. This power can only be conferred upon a United States District Judge. [33]

Since nothing could be done to force Fee to appoint a commissioner, Secretary of the Interior Oscar L. Chapman took the matter to the Judicial Council for the Ninth Circuit of the U.S. Court of Appeals of which Chief Judge William Denman was the head. Writing on February 8, 1949, Chapman detailed the reasons why it was important to have a U.S. Commissioner at Crater Lake:

> The basic need for a special commissioner for Crater Lake National Park arises from the fact that the United States has exclusive jurisdiction over the Park. This situation, coupled with the fact that we are now getting approximately a third of a million visitors to the Park annually, results in a great many law-enforcement problems dealing chiefly with violations of Park laws and regulations. A commissioner residing in or near the Park, who can handle these cases promptly and efficiently, is urgently needed. The lack of a special commissioner necessitates considerable travel to distant points away from the Park since it is necessary to take arrested persons before the United States Commissioner in Klamath Falls, Oregon. Such Commissioner, if there is sufficient evidence, bonds the person over for trial by the Federal District Court in Portland, Oregon. This procedure results in an increase in expenses and a loss of time on the part of personnel. Administrative difficulties in connection with Park administration are multiplied. An excessive loss of time for persons who are charged with violations of Park laws and regulations also results from the lack of a commissioner. In many cases the persons charged with violations must return to their work or engagements on the day following their arrest. This becomes almost impossible when there is no Park commissioner available to handle their cases promptly. The situation is complicated further because there is no jail in the Park. As a result, the rangers must spend considerable additional periods of time with arrested persons, which time is urgently needed elsewhere in the administration of the Park. [34]

The issue of a resident commissioner at Crater Lake became embroiled in the general debate over the need for commissioners in numerous other parks. Accordingly, the National Park Service was requested to provide data to justify the need for such persons in fourteen national parks. On April 20, 1949, Superintendent Leavitt submitted information and recommendations concerning the necessity of having a commissioner at Crater Lake. The data emphasized the need for a part-time park commissioner. During the period 1946-49 Leavitt noted that:

> . . . there were many cases of misdemeanors in the park that could have and should have been taken before the United States Commissioner for hearing, but could not be handled because of our lack of a commissioner.
>
> Only the most flagrant cases were handled by taking them before the nearest United States Commissioner, who is Burt Thomas of Klamath Falls. Under present regulations, he is authorized to hold only a preliminary hearing and fix bail by remanding them to the Federal District Court in Portland, Oregon.
>
> During the year 1947 there were two cases of theft, and during 1948, one case of dumping garbage within the park and one case of drunkenness and disorderly conduct.
>
> I have no suggestion to make concerning additional powers and functions that might be granted to a commissioner, and only one comment to make. Because of the nature of his duties in most parks and he would not be regularly and continuously employed, he would be happier if he could be authorized or permitted to assist in the park work, in such duties as would not be incompatible with his duties as park commissioner. I refer to such duties as giving information to park visitors, serving as librarian, helping to entertain official, distinguished, or important visitors by serving as guide to points of interest in the park, and other duties of a similar nature. There is frequent need for someone to perform these duties and often times there is not the necessary personnel available who can be spared from regular work. [35]

As a result of these recommendations, a park commissioner was finally appointed. Documentary evidence, however, indicates that the position continued to decline in importance and in some cases may have been a hindrance to park law enforcement. In 1967, for instance, Chief Park Ranger Larry L. Hakal wrote:

> The inavailability of the commissioner hinders law enforcement action. Many cases are dropped after a severe warning rather than take the time to contact the Commissioner. Only the worst cases are brought to court. And usually this follows some what of a delay in contacting him. Then when court time is set either he comes to the Park or the Ranger must take his case and violator to Medford.
>
> The commissioner is Mr. Frank Van Dyke with his office located in Medford. Mr. Van Dyke is a very busy person. He is a partner of a law firm, and president of the Medford Chamber of Commerce. In court he goes all out to see that the violator knows his rights. This may take a good half hour. He usually holds himself neutral but will give advice on tough legal matters. Some times he asks what we would like for punishment following a conviction. This we should never do as this is his and only his decision. His fines are light unless the offense is major. Traffic offenses usually will have half of the fine suspended. [36]

D. ADMINISTRATION OF THE PARK

In the early years under the National Park Service Crater Lake National Park was administered by a small staff. In 1917, for instance, the staff consisted of Superintendent Sparrow, one permanent first-class ranger, and three seasonal rangers for the months of July, August, and September. [37]

One of the first issues with which Sparrow had to grapple was the question of quarters and office distribution for his fledgling staff. In May 1918, as the summer season approached, Sparrow wrote a lengthy letter to Acting NPS Director Horace M. Albright:

> As the opening of the park season approaches, the question of quarters again claims attention. So far as I am concerned a tent or stable is good enough, but there are times when I should be in a position to offer meals or a bed to stragglers or guests. This is only possible by retaining the big house and having some one live in it that is willing to feed me and any person I choose to entertain, and have all meals charged to myself. Had such an arrangement with Mrs Momyer last season, for meals, but did not feel justified in making much use of it in her small cottage, and the big house was practically empty after Mr. Steel went to Medford, Aug 28, he came in when you did, July 25.
>
> I would suggest converting two rooms into an office and retaining two bed rooms for myself and guests, turn the kitchen, dining room and two bed rooms over to some person that could fill the bill.
>
> Mrs. Steel would not do this and could not if she would, she appears to have a holy horror of anything that suggests work. With the exception of 1914 when her sister was clerk at headquarters, she never remained in the park more than four or five weeks during the season, and Mr. Steel must be where his family is. Those were the conditions when he was Superintendent, and we could not expect any more from a Commissioner.
>
> Mrs. Momyer is capable of filling the bill and I believe she would be willing to do it, if not, I can find some one that will. Another arrangement would be to have some one live in the house and feed the employees, including myself, at a per diem rate, or I could get a cook of my own and let Mr. Steel have a bed room, provided he did not ask me to feed his wife.
>
> With Mr. Momyer in the big house, the small cottage would be available for Mr. Steel, if he should take a notion to visit the park. For the short time that he is likely to remain there, it seems to me that he should get a tent at the rim and live in it or at the hotel.
>
> I want to be reasonable with all concerned, especially Mr. Steel, but I don't feel justified in impairing the administration of the park to make it comfortable for people who did not live there when they were paid for doing so.
>
> In justice to Mr. Steel and Mr. Momyer, I will say that they have not mentioned quarters to me in any way, and any arrangement with them can be changed on short notice.
>
> This letter is written in view of verbal instructions last August, relative to the big house, and I would appreciate an expression of your opinion at this time. Any suggestions will be cheerfully carried out as of my own initiative. [38]

One week later, on May 24, Albright responded to Sparrow's letter by supporting the recommendations of the superintendent. He went on to state:

> There is no likelihood of Congress authorizing the construction of the new administration building this year. It is, therefore, incumbent upon us to put the buildings we now have to the use that best meets the convenience of the superintendent and the more important park interests.
>
> You are authorized, therefore, to assign the small building heretofore occupied by Mr. and Mrs. Momyer to Commissioner Steel and his wife, and to utilize the superintendent's residence as you see fit, permitting Mr. and Mrs. Momyer to reside in part of the building and utilizing another part of it for your offices as seems best to you.

> Last summer when I was in the park you will recall that I told Mr. Momyer to remain in the cottage where he was then living. I gave him these instructions after he had apparently told Mr. Steel that he would have to move out of the superintendent's residence. My object in taking this action was to let Mr. Momyer clearly understand that he was not in charge of the park and that no disposition should be made of public buildings until after you had assumed control.
>
> With further reference to Mr. Steel, I would observe that it is probably your duty to urge Mr. Steel to remain in the park during the entire tourist season. Congress authorized the appointment of a Commissioner to reside in the park in order to make it possible to promptly punish violations of the rules and regulations to points outside of the park, for trial before a U.S. Commissioner or a Federal Court. If the purpose of the Crater Lake Jurisdiction Act is not to be defeated Mr. Steel must remain in the park throughout the season, and as long thereafter as there is any danger of depredations being committed upon any of the natural features of the park. [39]

During the next several years the park staff increased slowly. In 1918 the number of employees was expanded to include one permanent ranger at headquarters, who manned the Anna Spring checking station during the summer, three seasonal mounted patrol rangers, three seasonal rangers at the entrance checking stations, and one temporary clerk-stenographer. [40]

By 1923 the park staff had expanded further. That year Superintendent Thomson described the park organization as follows:

> The superintendent is the park executive. A clerk and a chief ranger assist him throughout the year, and during the travel season 6 additional rangers and about 50 men are employed. The superintendent directs all park activities except the United States commissioner's court and the post office; he also supervises public utilities. [41]

It was determined in 1923 to move gradually the park headquarters to what would become known as Government Camp in the Munson Valley area of the park.

Continuing low appropriations during the 1920s prevented the development of an adequate administrative staff and facilities at Crater Lake. In 1927, for instance, Superintendent Thomson observed that the park was "not abreast with requirements administratively, being among the most backward in this respect of any of the large parks." There was "a shortage of permanent and of temporary personnel and a regrettable lack of administrative facilities." There was, for example, just one employee's cabin which had been built that year. The park needed additional employee housing, a new bunk house and kitchen for work crews, mechanical snow equipment, several new trucks to replace worn-out vehicles that had been derived from war surplus, a new administrative building to replace the present unfit small log structure, warehouse and garage facilities, and expanded sewage disposal facilities. [42]

The following year Superintendent Thomson elaborated further on the administrative difficulties facing park management. The number of employees in the park ranged from a minimum of four in winter to a maximum of 75 in summer. Up to 70 temporary employees were added to the park rolls from June to October, including a maximum of ten rangers. Administrative problems facing the park included:

> The Park season is from July 1st to September 20th but travel sets in when the road is free of snow in May or June and persists until snow permanently closes the Park in November or December. The rail head is Medford 79 miles from Park headquarters, the long truck haul of supplies and personnel adding to administrative difficulties and cost. The Park area is rugged and very heavily forested, presenting a serious fire hazard during the dry season. The heavy increase in travel has strained Park facilities, particularly as to campgrounds, water supply, and sanitation. In personnel we have been seriously cramped, being limited in permanent employees to a disbursing agent, a stenographer, and one permanent ranger.

Park visitation had multiplied "seven or eight times" during the past two decades, while appropriations had "little more than doubled." Thus, the "disparity between administration and demands upon it" was "becoming increasingly apparent." [43]

During 1929-30 the park staff was organized into departments, each with clearly defined responsibilities under the supervision of Superintendent Solinsky. The park's organization reflected the expanded scope and increasing complexity of park operations. The administrative department employed a chief clerk and a senior stenographer. This office staff was augmented during the summer by two clerk-stenographers and one telephone operator. These personnel handled general office work, correspondence, financial matters, information, timekeeping, and other administrative duties. The engineering department was in charge of Engineer Ward P. Webber who was connected with the Park Service field headquarters office in San Francisco and loaned to the park during the travel season This department was in charge of roads and trails and improvements and maintenance, snow removal, and building construction and maintenance. The sanitation department, consisting of four men, handled garbage and refuse removal and kept the campgrounds clean. The protection department headed by Chief Ranger W.C. Godfrey included ten to twelve seasonal rangers whose duties were road patrol, information, guide, and lecture service, compilation of travel statistics, communications and campground services, entrance travel checking, fish planting, wildlife protection, and insect and fire control. The information or educational department, which was in charge of lecture, guide, interpretive, and museum services, was under the supervision of Park Naturalist Earl U. Homuth (replaced by F. Lyle Wynd in July 1930), assisted by three temporary ranger naturalists. A master mechanic headed the mechanical department (consisting of two to three seasonal mechanics) and was responsible for keeping park vehicles, trucks, and equipment in repair. The maximum number of employees on the work-force at one time in 1930 was 160. [44]

Medical and first-aid services were provided in the park for employees, as well as visitors, for the first time during the summer of 1930. Dr. Fred N. Miller, head of the University of Oregon's health service program, provided such services under contract. His sister Elizabeth Miller, who was affiliated with the Public Health Service of the Pennsylvania State Department of Health, aided Miller during the summer season. Tents were set up at Government Camp, the park headquarters area at Anna Spring, where the medical services were dispensed. Miller would continue to provide such services during the summer seasons under contract until the early 1940s when he engaged in medical services for the war effort. Throughout this period in the park he was paid by monthly deductions from the paychecks of employees of the park, concessioner, and road contractors operating in the park. [45]

The park staff continued to expand during the early 1930s. A park personnel list from 1932 indicated that the staff consisted of 8 permanent and 22 temporary positions. The permanent positions were superintendent, chief clerk, associate park naturalist, chief ranger, general park mechanic, two park rangers, and senior stenographer. The temporary positions were senior stenographer, assistant clerk, junior stenographer, clerk-telephone operator, twelve park rangers, three ranger-naturalists, two fire guards, and one storekeeper. Approximately 220 per diem employees were employed on park construction and maintenance projects during the year. [46]

The administrative work of Crater Lake National Park was increased greatly in August 1933 as a result of the placement of Oregon Caves and Lava Beds national monuments under the supervision of the park superintendent. The two monuments were transferred to the National Park Service from the U.S. Forest Service as part of the government-wide reorganization under Executive Order 6166 issued on June 10, 1933. While funds for the administration of these areas did not become available until July 1, 1934, Ranger Don C. Fisher, by a transfer of funds, was stationed at Lava Beds by June 1, 1934, and Breynton Finch, a veteran temporary park ranger, was assigned to Oregon Caves. [47]

The economic downturn of the Great Depression had a major impact on the park staff during the fall of 1933. After the park staff was analyzed in terms of park needs by Superintendent Solinsky under directives issued by the Bureau of the Budget seven permanent and twenty-two seasonal or temporary positions were retained. These included the permanent positions of superintendent, chief clerk, senior stenographer, chief

park ranger, general park mechanic, associate park naturalist, and park ranger. The seasonal/temporary positions were: park ranger naturalist (4); park ranger (9); park ranger checker; senior stenographer; storekeeper; and assistant storekeeper. [48]

Investigations of park financial affairs and operations were begun in March 1934 by agents of the Division of Investigation created by Secretary of the Interior Ickes. Two accountants from the General Accounting Office arrived in June to make an examination of park financial records. As a result of the preliminary investigations three men were suspended from the park staff by Ickes without pay pending further study--Superintendent Solinsky and Chief Clerk A.R. Edwin on May 15 and Superintendent of Construction I. F. Davidson on June 8. On August 30 the three men were given involuntary dismissals. David H. Canfield, former chief park ranger, was named as acting interim superintendent. [49]

The investigations by the General Accounting Office auditors and Division of Investigation agents continued for some thirteen months. In December 1934 Solinsky, Edwin, and Davidson were indicted on charges of conspiring to falsify park payrolls from May through October 1932 and presenting false claims against the government which were paid by Edwin as park disbursing officer. The total fraudulent proceeds charged to Solinsky were approximately $3,000, a sum which he apparently used to construct a residence in Medford. At the trial which began in April, Edwin and Davidson pleaded guilty to the charges and testified against Solinsky. Defense attorneys contended that Solinsky was the victim of government red tape and had condoned accounting irregularities at the park to better visitor services, purchase new equipment, and construct a new park boat. On April 30, however, Solinsky was found guilty on fourteen counts, and on May 4 he received a two-year sentence at the McNeil Island Federal Prison and a $2,500 fine. Edwin and Davidson received lesser sentences of thirteen and eight months, respectively. [50]

The investigations and scandal had a major impact on park administration and operations. In July 1935 Superintendent Canfield observed that an almost complete turnover in key personnel had occurred:

> Directly or indirectly resulting from investigations of park affairs the superintendent, chief clerk, chief ranger, permanent ranger, superintendent of construction, and storekeeper changed, making smooth operation difficult until such time as the new appointees are thoroughly broken in. . . . [51]

During the summers of 1934 and 1935 the park administrative officers were quartered in the recently completed Ranger Dormitory pending completion of the new Administration Building. These years also witnessed an effort by Klamath Falls to have the park winter headquarters transferred there from Medford. In 1935, for instance, Superintendent Canfield observed that favorable "arguments and data, for years in the embryonic stage, are approaching crystallization in Klamath Falls' bid to have the park offices transferred there." He noted, however, that it was "possible that at the last moment the formal request will never be made because of enmity that might be incurred." [52]

By 1936 the issue of moving the winter headquarters office from Medford to Klamath Falls had lessened in intensity. Canfield noted wistfully that the "maintenance of a branch office" in Klamath Falls would "take care of the situation no doubt for some time to come." [53] The following year Canfield reported wryly that "an old ambition" of Klamath Falls "to eventually move park headquarters there from Medford has been kept in bounds by advice from the park superintendent." [54]

The new Administration Building was completed in the autumn of 1935 and park personnel moved their summer offices into the structure in June 1936. Superintendent Canfield noted happily that the building "can be regarded as one of the most modern in any of the parks," and he observed that the "new headquarters supply sufficient room for park administrative activities, eliminating crowded conditions which had been such a handicap for years." According to the superintendent park visitors were favorably impressed by the structure and the remark was commonly heard that "the Government is giving the taxpayers something substantial for tax money." [55]

Canfield continued to be pleased with the new Administration Building. In 1937 he observed:

> The novelty of having adequate space to carry on park business had not yet disappeared at the end of the year, crowded conditions of previous years and rat-infested quarters in a decrepit log building still being too fresh in memory. Park visitors still continue to be impressed with the dignified architecture of the building and as in the first year are frequent in complimentary expressions. [56]

As the national economy slowly recovered from the Great Depression the Crater Lake staff increased. In 1937, five additional permanent employees were added to the park payroll. [57] In March 1938 Thomas C. Parker was transferred from his position as assistant superintendent-engineer in Zion National Park to assistant superintendent at Crater Lake. This position was created to enable the superintendent not only to administer the park but also oversee Oregon Caves and Lava Beds national monuments. [58]

On August 1, 1937, Leavitt became park superintendent, a position that he would hold for nearly fifteen years. Many of the administrative issues that had confronted Canfield continued to face Leavitt. In 1938, for instance, he commented on the winter headquarters issue by stating that the

> park administrative offices were located in crowded quarters in the Federal Building in Medford from October 14 to June 12. A branch office was maintained in Klamath Falls during the winter months. Citizens of Klamath Falls continue to occasionally present the advantages of their city as winter headquarters for the park. [59]

At the end of fiscal year 1939, the first full year of his superintendency, Leavitt observed that despite the fact "the park organization was by necessity not a highly centralized one, administrative matters were handled most efficiently in the three National Park Service areas under the administration of the superintendent of Crater Lake National Park." From October 15 to June 15 the park administrative offices were located in crowded quarters in the federal building in Medford, 82 miles from the park, 82 miles from Oregon Caves National Monument, and 125 miles from Lava Beds National Monument. Frequent trips, according to Leavitt, were made from the headquarters to the park and two monuments, and daily contacts with the areas was made by short wave radio. During the period November 1 to May 1 a branch office with the park's chief ranger in charge was maintained in Klamath Falls. The chief ranger served "as the winter representative of the National Park Service and for the benefit of the traveling public" and was "conveniently located for trips to Crater Lake and Lava Beds." During the summer months official headquarters were at the park, a temporary acting custodian representing the superintendent at Oregon Caves. At Lava Beds the superintendent was represented throughout the year by an assistant chief ranger in the capacity of acting custodian. Among the priorities of Leavitt were the promotion of "good will of the various communities in the vicinities of the area" and use of the various department heads of the park "as consultants in administrative matters."

Leavitt initiated a publicity campaign during the winter months of 1938-39. Daily publicity was issued from the Medford and Klamath Falls offices to local chambers of commerce, newspapers, and travel bureaus relative to road, snow, and weather conditions in and near the three Park Service areas. This publicity effort was successful in improving relations with the park's surrounding communities and was a major thrust of Leavitt's administrative endeavors until World War II curtailed park operations. [60]

Leavitt was also instrumental in establishing better mail service to the park. With the cooperation of the U.S. Post Office Department a Star Route was established to the park beginning June 1, 1939. Thereafter, mail was received seven times per week both from Medford and Klamath Falls. On June 1 an acting postmaster (former postmaster R.W. Price having resigned) assumed duties in the new post office quarters in the Administration Building. [61]

By the late 1930s the park's winter headquarters offices in the Post Office Building in Medford were becoming increasingly inadequate. The office space used by the Park Service was provided through the courtesy of the U.S. District Court to which organization the office space was allocated. Problems with this

arrangement, however, arose in 1937 as the result of more frequent and extended sessions of the court The difficulties were outlined in a letter sent by Assistant Secretary of the Interior Oscar L. Chapman to the Fourth Assistant Postmaster General on March 10, 1938:

> Until recently it has been the custom for the Court to meet once each year, usually during the month of October. After adjournment of the Court the National Park Service unit was permitted to utilize the space until the following spring. Last year, however, there was a session of the Court in December and it was necessary for the National Park Service unit to vacate the space usually occupied and to move into two small rooms in the basement where there are neither telephone facilities nor proper light and ventilation. This year the number of Court sessions was increased and the sessions were postponed several times so that it has been necessary for the National Park Service unit to occupy the entirely unsatisfactory basement space during the major portion of the winter. It is understood that, in the future, the Court plans to hold sessions every month or two as circumstances may require. This is a change in policy on the part of the Federal Court which in the past held most of its sessions in Portland, Oregon. [62]

During the fall of 1940 the Post Office Building in Medford was remodeled and enlarged. Thus the park was provided with a suite of six rooms, a decided improvement over its former cramped office space. [63]

The entry of the United States in World War II following the bombing of Pearl Harbor in December 1941 had a profound effect on park operations and administration. In October 1942 Leavitt described the situation at Crater Lake during the first months after Pearl Harbor:

> Activities of the past year are marked by contrasts--definite, sharp contrasts--characterized, on the one hand, by operations at the peak of peace time, and, on the other hand, by operations in the confusion and bewilderment of the first few months of war. Unprecedented travel with accelerated activities resulting therefrom during the summer and fall of 1941 was followed by abrupt and sudden transition to the grimness of war at the echo of enemy bombers and exploding bombs over the quiet waters of Pearl Harbor.
>
> Shadows of events to come were cast early in this year with the acute reduction of CCC enrollees and supervisory personnel, loss of employees through the Selective Service Act, and the difficulty encountered in finding qualified and willing replacements. In spite of it all and because of the facility with which the regular organization can expand or contract, depending upon the exigencies at the moment, the apparent difficulties were admirably met and overcome. The chameleonlike readiness with which the regular staff met and accomplished tasks ordinarily expected of others accounts in no small measure for the willingness and ability to carry on. [64]

Despite the optimism expressed by Leavitt wartime restrictions took an increasing toll on park operations. Crater Lake was closed during the winter months from 1942-45, and the war years witnessed a drastic curtailment of travel cutbacks in park appropriations, personnel, and visitor services, and difficulty in securing personnel for construction and maintenance work. All snow removal equipment was transferred to the U.S. Army, and the park found it increasingly difficult to secure parts, materials, supplies, gasoline, tires, and fuel oil required for normal operations. The chief ranger and park naturalist undertook the major responsibility for trail repairs and other maintenance work and furnished crews or individual employees to assist the park carpenter, plumber, road foreman, and engineer in their duties. The only unskilled labor the park was able to hire consisted of "a few young boys just old enough to qualify under the age regulations, and a few old men."

For the first time since 1935 virtually all park employees, except for a minimum number of administrative and protective personnel to secure government property, were moved out of the park when it closed for the winter on November 23, 1942. Many of the personnel were transferred temporarily to Olympic National Park and other western national parks. Equipment and machinery from the park garage were moved to Lava

Beds for overhaul and repair by the park mechanic, who was transferred there for the winter. [65]

As the months passed the war had an increasing impact on park operations and administration. During the summer of 1943 Superintendent Leavitt commented on the situation:

> Crater Lake was just beginning to realize the returns from seven years of year-around operation. The administrative, protection, construction and maintenance forces were built up to a point where an efficient organization for summer operation was assured, which served as a nucleus around which to build the seasonal summer force. With the closing of the park for the winter, the protective and maintenance divisions have been so greatly reduced in numbers that we are now facing the difficult task of protection of the park with a very limited force of trained and efficient personnel . As war conditions have brought this about, we face our problems cheerfully, determined to do the best we can with what we have. [66]

In May 1944 Acting Superintendent Richard J. Smith elaborated further on the effects of the war on park operations:

> 1. Instead of an all-year park as in prior years, snow removal operations have been discontinued and the park permitted to become blocked by snow during the winter season from approximately November 1 to June 15. Our snow removal equipment was loaned to the U.S. Army.
>
> 2. Park travel declined from 273,564 visitors during 1941 to 100,079 in 1942, and to 27,656 in 1943. Of the 27,656 visitors in 1943, 6,392 were members of the armed forces.
>
> 3. The park permanent staff has been reduced from 25 to 9 permanent employees, including the complete abolishment of the interpretative division for the war s duration, and administrative, protective, maintenance, repair and operation services curtailed to a minimum basis. The entire park organization is devoted primarily to protection of the park from fire during the summer months.
>
> 4. Surplus trucks, tools, equipment and supplies were transferred to war agencies.
>
> 5. For the duration of the war the park concessioner has suspended all public service operations in the park--transportation, lodging, meals, boat service, etc.
>
> 6. Special courtesy and consideration has been given to the men and women of the armed forces who find it possible to visit the park.

Men from the field of education made up the seasonal ranger force and high school boys constituted the fire protective organization. [67]

With the approach of the end of the war, NPS park, regional, and Washington Office administrators engaged in lengthy debate whether Crater Lake should be reopened as a summer or year-round operation. Political pressure, generated by various organizations, influential individuals, and nearby communities, was building for resumption of year-round operation of the park. In a memorandum to the Region Four Director on October 6, 1944, Superintendent Leavitt analyzed the options of the Park Service in responding to these pressures:

> If the Service were in a position to resist this pressure on the ground that it was detrimental to the park and contrary to park policies--an argument which is applicable in resisting the pressure for grazing, for example--we might be able to maintain Crater Lake as a summer park only, but we have no such argument to justify such a policy, in view of the successful operation of the park on an all-year basis for more than seven years. . . .

> About the only justification that we can make against all-year operation is:
>
> 1. The difficult living and working conditions in an area of such heavy snowfall. . . .
>
> 2. That the cost of administration, protection, operation, maintenance and repair during the winter months is an excessive expense when compared with the relatively small number of visitors that take advantage of the facilities the park has to offer during the winter season. . . . [68]

During the months following the end of the war it was determined to reopen the park on a year-round basis. To facilitate this decision it was announced in March 1946 that as soon as funds became available an all-year park headquarters area would be established near the south entrance of the park. Behind this decision was the belief that Crater Lake suffered more severely from the lack of a suitable park headquarters and utility area than from any other problem. The existing park headquarters in Munson Valley had been constructed more than a decade before for summer operation only and was not laid out for economical and efficient operation during the winter months, nor were any of the buildings constructed for year-round use. The proposed area was located on a southern exposure with flat terrain and had an average winter snow depth of only three to four feet. The issue of the new headquarters, however, would continue to be discussed and studied until 1964 when the Park Service resolved to establish year-round headquarters at Munson Valley. [69]

The opening of the travel season at Crater Lake in 1946 witnessed the resumption of year-round park operations. On June 15 the Crater Lake National Park Company resumed furnishing lodging, meals, and transportation services to the public after more than three years of non-operation. Maintenance and operation of the park on a year-round basis commenced on July 1, Congress having provided the necessary funds for its administration.

The resumption of park operations brought to the fore a variety of personnel problems as efforts were undertaken to rebuild the park staff. In June 1947 Superintendent Leavitt discussed the manifold personnel difficulties that he had encountered during the first year of postwar operation:

> From a permanent staff of about twenty-five year-around employees before the war, Crater Lake dropped down to six, just prior to the beginning of the 1947 fiscal year. It was, therefore, necessary to reconstruct and rebuild the permanent and seasonal staff as rapidly as possible to plow snow from the roads and get the park in operating condition to take care of the great crowd of visitors that poured in upon us when the bars were lowered at the entrance stations at the beginning of the season. The park was seriously handicapped by the new legislation that restricted the service of employees to eight hours per day and forty hours per week, without providing extra money for the overtime that was required or for the extra employees required to properly administer and protect the park and give public service. It was not practicable in Crater Lake to close the park as one would an office and go home, for the park is open twenty-four hours a day, seven days a week, and service to the public and maintenance of utilities, protection, etc., must be carried on normally from ten to sixteen hours per day and, in emergencies, for twenty-four hours per day.
>
> The park was handicapped by inability to get employees to work five days a week when nearby agencies were working six to seven days per week, and it was necessary to change the work week to six days instead of five, first in order to get our work done which was badly in arrears and, second, to hold the employees on the job. Naturally, this resulted in extra-heavy costs for overtime.
>
> The upgrading of employees from an annual basis to an hourly basis was not well received by the employees affected, despite every effort to convince them that the move was advantageous to them in the long run.

> The park suffered from loss of key personnel through transfer and resignations. It has not been possible to secure experienced, qualified persons for the positions that have been vacated at the rates of pay that are now in effect. The increase in rental of quarters have been very disconcerting to the employees, and they are resentful of the increases which are as effective as a reduction in pay, especially at a time when the cost of living is the highest in the history of the country, with only a limited increase in salary made to the employees on an annual basis. [70]

As Crater Lake resumed year-round operations the need arose for a school facility in the park to provide education for employees" children. The hack of such facilities in the park was having a serious impact on park personnel recruitment by 1949. In June of that year Superintendent Leavitt elaborated on the problem:

> There are no public school facilities in Crater Lake National Park and none that are ordinarily satisfactory to park families except in the gateway cities of Klamath Falls and Medford. This makes it necessary for families with children of grade school age to rent a home for the mother and children in one of the gateway communities in order to permit children to attend school, while the husband has to do his own cooking and housekeeping in a house in the park for it has been found impracticable to operate a government mess during the winter time because of the excessive cost due to the limited number of boarders, etc. This makes it necessary for the employee to maintain two homes for at least nine months of the year or on a year-around basis due to the difficulty of obtaining rental quarters in gateway cities at the beginning of the school year.
>
> These factors often prevent the park from securing the ablest and best qualified employees to fill our various jobs, particularly our key positions. . . . [71]

To correct this problem a private school was organized in the park under the direction of Leavitt's second wife Katherine for the 1949-50 school term. It was supported by payments made by parents and by private funds and donations. The school, which met in a room in the Administration Building, had five children in kindergarten and three in elementary grades during its first year. After the school was established the Oregon State Department of Education provided financial assistance to the school for two years. Beginning in 1952 funding was provided by the Federal Security Agency. [72]

During the early 1950s the park administrative organization continued to expand and be refined in the postwar years. An organization chart for the park prepared in June 1955, for instance, reflected the increasing complexity of park operations and administrative efforts to deal with that complexity. The park staff consisted of 32 full-time permanent positions. The office of the superintendent consisted of Superintendent Thomas J . Williams, Assistant Superintendent Gerald E. Mernin, and Secretary Mae Hammack. U.S. Commissioner Frank Van Dyke and School Teacher Zelma Pooh related directly to the superintendent. The park staff was organized into five divisions whose chiefs answered directly to the superintendent:

Protection Division--Chief Ranger,
Carlock E. Johnson

Engineering Division--Park Engineer,
William E. Loftis, Jr.

Landscape Division--Landscape Architect (similar responsibilities for Lassen Volcanic National Park and Lava Beds National Monument)

Administrative Division--Chief Clerk,
Marvin L. Nelson

Interpretive Division--Chief Naturalist,

Harry C. Parker

Two divisions were further divided into sections. The engineering division had five sections:

Communications and Power Section--Electrician,
Alvord H. France

Roads and Trails Section--Mixed Gang Foreman,
Richard O. Varnum

Garage and Shop Section--Mechanic,
Benjamin Pooh

Water-Sewage Sanitation Section--Plumber,
Harvey E. Clift

Carpentry-Painting Section--Seasonal Employees

The administrative division was also divided into five sections:

Fiscal Section--Fiscal Accountant,
LeRoy E. Marcroft

Personnel Section--Personnel Clerk,
Marion R. Anderson

Procurement and Property--Supply Clerk,
Basil G. Curtis

Mess Operation--Contractor

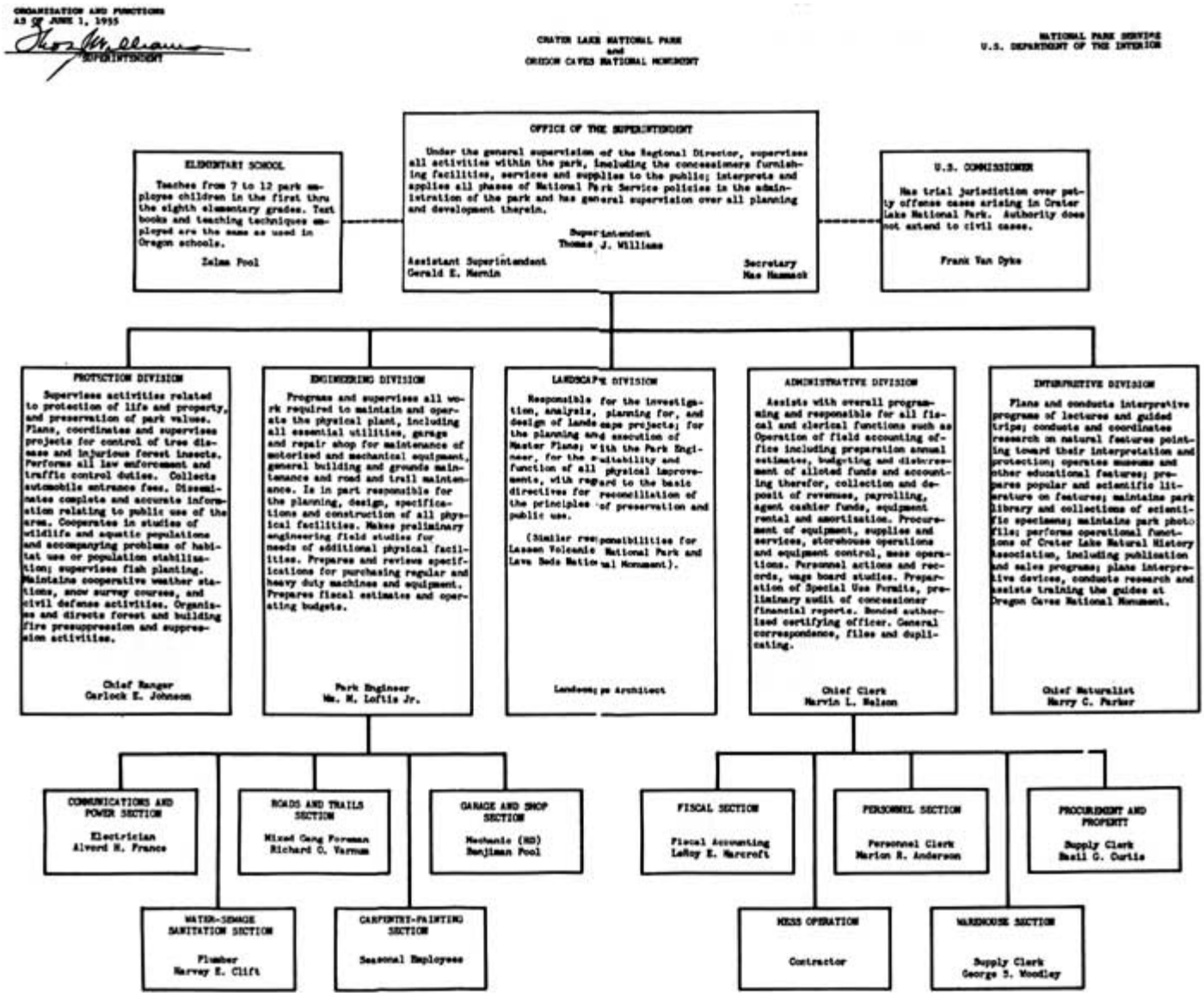
Warehouse Section--Supply Clerk,
George S. Woodley [73]

From time to time park administrative offices and procedures were reorganized. In 1957, for instance, the National Park Service initiated a new accounting system and financial reporting procedures in all of the field financial offices. As part of this realignment of Park Service financial management field offices were reduced from 28 to 24 offices and their functions transferred to the regional offices having jurisdiction over them. The four offices closed were those at Crater Lake, Carlsbad Caverns, Mammoth Cave, and the Southwestern National Monuments headquarters. [74]

During the next several years various changes were made in the park organizational structure to promote more efficient administration at Crater Lake. [75] A park organizational chart prepared in October 1962, for instance, indicated that the park staff consisted of the office of the superintendent and four divisions: ranger, maintenance and operation of physical facilities, interpretation, and administration. The ranger division was divided into the Annie Spring and Red Cone districts. The maintenance and operation division was divided into three sections: buildings and utilities, roads and trails, and garage and shop. The administration division consisted of five sections: personnel, school, mess operation, procurement and property, and warehouse. [76]

During the mid-1960s the National Park Service adopted administrative policies based on management-by-objective standards. In September 1964 park management at Crater Lake prepared management objectives to achieve and implement the overall NPS management objectives. The park objectives, which may be seen in Appendix E, were approved in December and served as the basis for park administrative policy and strategy for the next decade. [77]

The issue of establishing a year-round park headquarters again became a topic of considerable discussion during the late 1950s and early 1960s. Sites under consideration included Medford, the south entrance, and Fort Klamath. For years the superintendent's office had been maintained at Medford year-round with the superintendent and his secretary moving to park headquarters generally from mid-June to mid-October. By 1959 the dual headquarters arrangement had become "burdensome and inefficient." Duplication of effort occurred frequently and travel and communication costs were increasing constantly. These factors led NPS Associate Director Eivind Scoyen on March 17, 1959, to issue a field decision that the Medford and park headquarters offices be consolidated into year-round administrative headquarters at Munson Valley.



During the next several years various discussions were held and studies conducted to assess the cost feasibility of the projected move and determine its impact on park operations and facilities. On July 27, 1961, Superintendent Yeager submitted his analysis of the move, concluding that the office consolidation should take place. In his analysis Yeager addressed the issue of employee morale amid winter hiving conditions:

> In general I find very little opposition to winter hiving conditions in the park. This is especially true of those families living in the new two-story multiple unit quarters where the living area is on the second floor. In most all cases where resentment of winter living exists, it is due to crowded substandard residences. Even so, employee and employee family morale is as high as it has been in other parks where I have lived. I do not believe the winter snow condition adversely affects morale any more here than the continued desert temperatures or continual

> overcast weather affects the morale in Lake Mead, Mount Rainier, or Glacier. It does depress a few individuals but not the group as a whole.

Yeager continued his analysis by listing five reasons why he supported the consolidation:

1. Munson Valley was by far the best location from an operational standpoint since more than one-third of the permanent park staff would have to be kept there in any event.

2. It was established policy to keep the park road to the rim open for winter visitors and winter visitation was increasing.

3. Office consolidation would make park operations more efficient since the park administrative officer and personnel assistant kept their offices in Medford year-round, thus depriving the superintendent of their services and assistance during the season of highest park activity.

4. Consolidation would result in reduced operations costs.

5. The park organization was small and could best be operated from one point with essential protection facilities dispersed where necessary.

Before the move could be completed, however, Yeager stated that fourteen new living units would have to be constructed.

Yeager considered the location of a consolidated park headquarters at the south entrance. His studies, however, revealed that snow depth there normally reached five feet, which he found to be "too much to relieve snow removal costs and living conditions" in comparison with Munson Valley. [78]

Park headquarters at Munson Valley became the year-round administrative headquarters for the park on September 8, 1964. The Medford office, which had served as the winter headquarters of the park, was closed and all personnel from that office were assigned to park headquarters. As part of this move the General Services Administration sold the government residence in Medford in April 1965. [79]

The transfer of year-round administration offices to the park resulted in the need for more and better equipped staff housing. In the park master plan prepared in February 1965 it was noted that existing staff housing consisted of a superintendent"s residence, seven duplexes, one four-plex, seven single-unit substandard houses, fifteen cabins, one three-unit apartment, and seven seasonal trailers. With the exception of one permanent and one seasonal quarters, all were located in the headquarters area. Four families hived outside the park in Fort Klamath, a town of 150 residents twenty miles from park headquarters which had limited housing, grocery, and automotive services.

To provide for adequate quarters and to eliminate employees from hiving in substandard housing, 21 additional housing units were required. These included a duplex at Annie Spring, a ranger residence and two fourplex units at the north entrance, and 17 units at the headquarters area. The 17 units included 5 three-bedroom units, 8 two-bedroom units, and four one-bedroom units. [80]

Few changes were made in the Crater Lake park organization during the 1960s. More detailed role and function statements, however, were developed for the park's divisions. For example, divisional responsibilities were developed to accompany a park organizational chart approved in April 1965. The divisional responsibilities read:

> Office of the Superintendent
> The superintendent of Crater Lake National Park directs all operations within the Park to accomplish the park's mission. He directs, controls and evaluates all activities performed by the park staff.

Administrative Division
The administrative division participates in the formulation and development of area plans, programs and operating policies and has responsibility for the administrative management functions for Crater Lake National Park and Oregon Caves National Monument. It is responsible for activities such as budget and finance, management analysis, inspection, personnel management and training, property management and general services and messhall operations.

Resources Management and Visitor Protection
The purpose and responsibilities of this division are to protect the park resources and facilities and the welfare of the visitors .

Because of the physical character of the Park and its extreme climatic conditions of heavy snowfall, the primary responsibility of this division relates to safety and service to the park visitor, and protection of the geological features, vegetation, and wildlife.

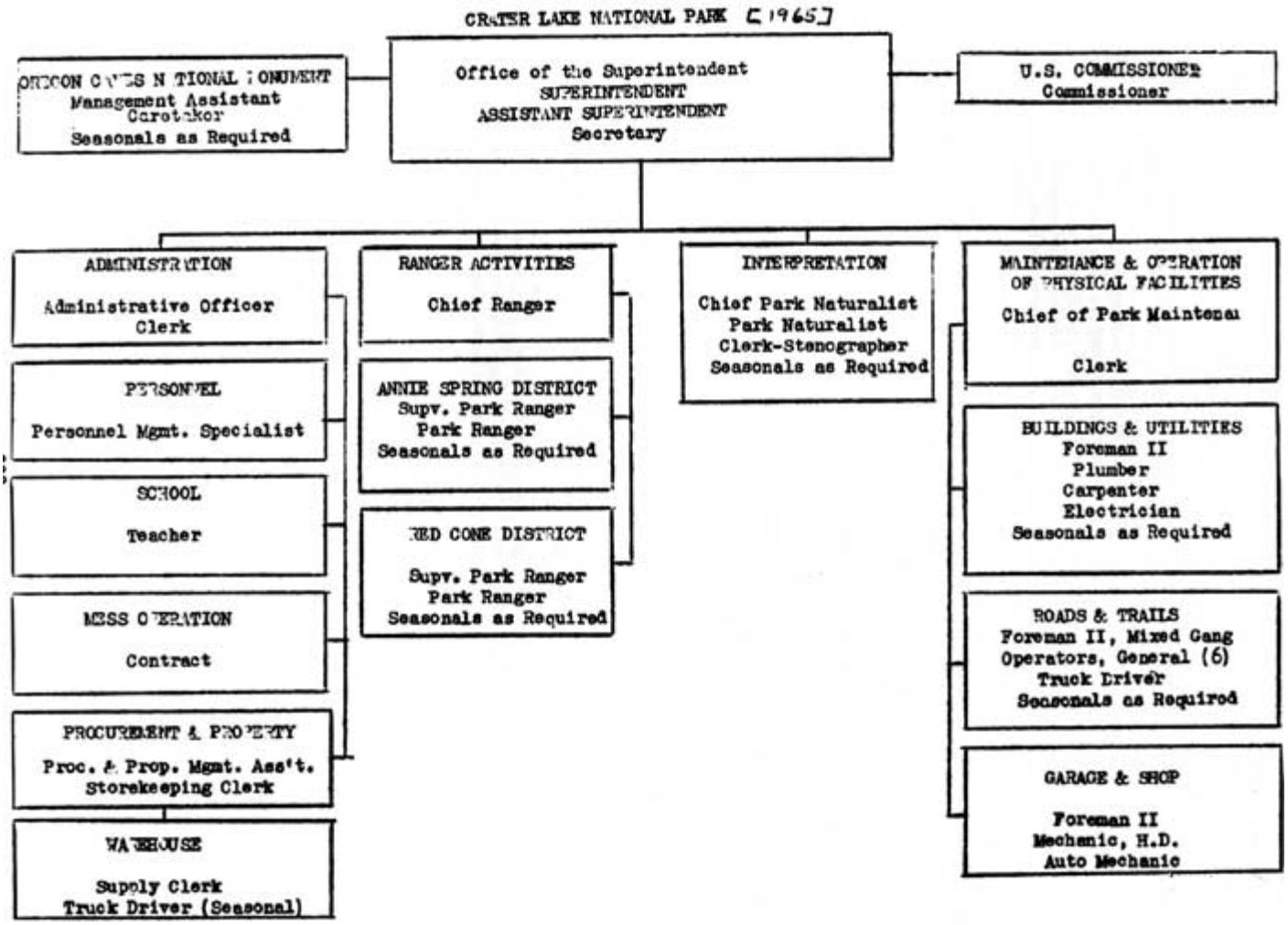
. . . Two ranger districts enable the division to carry out its assigned functions. Each district is assigned a permanent park ranger for the management of entrance stations and assigned duties within his district. . . .

Interpretation
The purpose of this division is to determine, assemble, and present the facts about the park and its resources so as to guide the protecting of park resources and to enrich visitor experience and knowledge.

Because the primary significance of the Park is Crater Lake and the story of its creation, the major responsibility and function of the division is the gathering and dissemination of geological information . . . .

Maintenance and Operation of Physical Facilities
The purpose of this division is to operate and maintain the physical plant in a manner contributing to the efficient functioning of the park staff, to the welfare of the visitors, and for the preservation of the park resources.

The entire maintenance operation at Crater Lake National Park is carried out from the headquarters area in Munson Valley. . . . [81]



As a means of streamlining park administration in the late 1960s the National Park Service established various group offices around the country to serve as "mini-regional" offices for isolated parks. The Klamath Falls Group Office was established on July 1, 1969, to consolidate oversight administration of Crater Lake and Lava Beds and Oregon Caves national monuments. The Klamath Falls Group was administered by a general superintendent (Donald M. Spalding--July 1, 1969-July 9, 1972; Ernest J. Borgman--September 30, 1972-February 29, 1980), and continued in existence until August 11, 1982. The superintendent of Crater Lake resided in the park and was responsible to the general superintendent for the management and operation of the park. Approximately one-third of the Crater Lake park staff was assigned to the new group office, thus heaving the park with a shortage of personnel. [82]

In line with management philosophy trends being enunciated by the Washington Office of the National Park Service, Crater Lake began to be administered on a management-by-objective basis in the early 1970s. Management objectives were approved for the park in June 19.70. The objectives for the general management of the park were:

General Management

a. Crater Lake National Park will be managed as a one district unit under the cluster management at Klamath Falls, along with Oregon Cave National Monument and Lava Beds National Monument.

b. Provide year-round access to the rim of the caldera for viewing of the lake by the visiting public.

c. Provide for the collection of appropriate park fees.

> d. Relocate park administrative and residential facilities to a more suitable climatic location. Utilize present facilities for other management and visitor use purposes.
>
> e. Coordinate the Service and Concessioner development programs to insure that the needs of the public and the interests of the Service are properly served.
>
> f. Insure park staffing is commensurate to meet demands of the established program standards. [83]

By the 1970s the park organization had further developed along functional lines into a three divisional alignment. The three divisions were administration, interpretation and resource management, and maintenance. The division of administration consisted of the park superintendent and clerical staff. The division of interpretation and resource management was headed by a supervisory park ranger (chief ranger) under whom were supervisory park rangers in charge of protection and safety, resource management, and interpretation, respectively. The maintenance division was headed by a maintenance general foreman. All told, the park staff in 1974 consisted of 21 permanent full-time positions, 4 permanent less than full-time positions, and approximately 70 temporary employees during the summer season. [84]

Administration and management of the park came under intense scrutiny during the summer of 1975 after the park was closed for 21 days because its drinking water was contaminated with untreated sewage. During the spring a rock apparently became imbedded in the mouth of the six-inch sewer main below the lodge near the water catchment basin that fed Munson Springs, the water source for the Crater Lake water system. Sewage flowed into this line for the first time on May 21, when several employees moved into the lodge. After several days the line filled to the blocked area and began to overflow. The overflow went over into the catchment area and was not detected because of the snow coverage. By mid-June a number of persons in the park were ill with gastroenteritis, including park employees and their families, concessionaire employees, and Youth Conservation Corps personnel. No visitors reported illnesses until July 9 when a report was received in the park that, of a tour group of 18 people who had been in the park over the July 4 weekend, 17 were reported ill.

For several weeks park administrators took water samples and conducted inspections in cooperation with county, state, and federal health agencies. While the park water supply was suspect the cause of the outbreak of illness was not pinpointed until July 10 when raw sewage was found overflowing from a manhole below the lodge. On July 11 the Park Service, following the advice of the U.S. Public Health Service's Center for Disease Control in Atlanta, closed the park to all visitors until further notice. It was later determined that by that date 288 people working in the park and more than 1,000 visitors had become sick.

Plans were developed immediately to cleanse the water supply and restore potable water aimed at reopening the park as soon as possible. Using three portable water treatment plants from Fort Lewis, Washington, the water system was flushed, sterilized, and refilled with potable water, thus allowing the park to be reopened to the public on August l. A temporary water treatment plant was then purchased by the National Park Service to furnish a potable water supply until a new permanent water system utilizing water from Annie Spring could be installed that fall. [85]

The water contamination crisis resulted in well-publicized allegations in many of the nation's leading newspapers concerning the events that led to closure of the park. [86] Charges of a coverup by government officials led the Senate Committee on Interior and Insular Affairs to hold a hearing in the Medford City Hall on September 6. In a prepared statement at the commencement of the hearing Senator Mark O. Hatfield summarized the allegations which he wished to pursue in the subsequent testimony:

> Serious allegations have been raised concerning the events which led to the decision to chose the Park. These allegations have cast a shadow over the performance of the various officials and enterprises which have important responsibilities to the public who seek to enjoy these

> monuments of nature which we have preserved for this and future generations. Public confidence in the integrity of this Government's custodianship of our national parks and monuments is at stake. I think that allegations have been raised that a coverup was engineered by the park, concessionaire and the National Park Service, that pressure was brought on officials in Washington and on officials in public health agencies to ignore the serious threat to the public, and that the concessioner' s employees who handled food at the park were made to work while sick, further endangering the public.

Those testifying at the hearing included Superintendent Sims, Klamath Falls Group General Superintendent Ernest J. Borgman, Ralph O. Peyton, president of Crater Lake Lodge, Inc., and a number of park and Klamath Falls Group personnel. [87]

Based on the evidence gathered at the hearing Senator Hatfield issued a report on the closure of the park in January 1976. He found no coverup but otherwise observed that "in general there seemed to be a lack of management and administration training and a clear comprehension of responsibilities and authority within the National Park Service." Accordingly, he recommended:

> That the National Park Service formulate and implement management guidelines for its employees and that more extensive training be undertaken so that employees who take water samples, do so correctly; superintendents know the scope of their authorities and responsibilities and are willing to implement them; that officials with oversight responsibilities such as interpretation of test results know how to interpret those results and are willing to act on the interpretation.

Hatfield also found that the park was understaffed and thus made recommendations to correct that deficiency. He observed:

> Of considerable concern was the hack of adequate staffing at the National Park. The entire episode might have been avoided had the park not been understaffed and a permanent employee with the specific responsibility been present rather than having water quality as an additional responsibility of an electrician or painter. The ultimate responsibility for this understaffing rests not with the National Park Service, but rather with the Office of Management and Budget and the Congress. The impact of the understaffing is that the professionalism and public responsibilities of the Park Service are being sacrificed. They are being sacrificed because the duties must be undertaken by seasonal or temporary personnel or be undertaken by permanent staff with other full time responsibilities, or not be undertaken at all.
>
> At Crater Lake, for example, there are only 16 permanent employees out of the authorized level of 24. One of the absent staff is a plumber who would have had the full time responsibilities for checking the sewage and water systems and testing the water. Had Crater Lake been adequately staffed, this episode would not have occurred. . . .

Other recommendations by Hatfield related to oversight of concessionaire activities, the attitudes of the Youth Conservation Corps and the U.S. Public Health Service, and the relationships between the National Park Service and county, state, and national health service agencies. Because the park concessionaire stated "that he had a possessory interest in his facilities and required anyone who wished to inspect his facilities to obtain his permission," Hatfield urged that concessions policy be examined "with a view towards increasing supervision and control of concession activities." Since the Youth Conservation Corps delayed reporting that many of its personnel were sick (apparently YCC workers were the first to become ill but this was not reported for nearly two weeks) and the U.S. Public Health Service forestalled closure of the park for at least a week pending further studies, Hatfield recommended that in the future

> the YCC and the Public Health Service be instructed that they are paid by the people to be servants of the people not for any self aggrandisement or to protect their collective public

image.

In addition procedures should be established between the Park Service and the U.S. Public Health Service and appropriate state and county health departments to assure that those health agencies were alerted immediately to potential problems. [88]

During the mid-1970s the National Park Service began developing a "Statement for Management" for each unit of the National Park System. The statements, which were revised and updated periodically, were designed to provide an up-to-date inventory of the park's condition and an analysis of its problems. The statements provided a format to park administrators for evaluating conditions and identifying major issues and information voids.

The first "Statement for Management" for Crater Lake National Park was approved by Pacific Northwest Regional Office Acting Director Edward J. Kurtz on November 8, 1977. The statement provided for hand use management zones within the park. Of the 160,290 acres in the park 159,890 were zoned as natural. Within the natural zone were three subzones: wilderness (122,400); outstanding natural feature, i.e., water surface of Crater Lake (11,500); and natural [including hand on which the road system was located] (25,990). The only area in the historic zone was an area of approximately one acre on which the Crater Lake Lodge was located. The lodge had been nominated to the National Register of Historic Places, thus entitling it to protection under Executive Order 11593 and the National Historic Preservation Act of 1964. Five areas in the park were zoned for development:

1. Rim Village on the south rim of the caldera;

2. Munson Valley, located approximately three miles south and 600 feet below the Rim Village area;

3. Mazama Campground near the junction of the south and west entrance roads near Annie Spring;

4. Lost Creek Campground which is located in the southeastern part of the park; and

5. The maintenance area storage yard, approximately five acres, at the south end of the panhandle.

The "Statement for Management" also listed the primary management objectives of the park. These objectives were listed under the following categories:

Conservation of natural resources
Research programs
Interpretation
Management efficiency
Traffic circulation
Environmental awareness
Concessioner programs
Cooperation
Cultural resources [89]

The statements for management were periodically revised in light of changing conditions in the park. [90] The statement approved by Regional Director Daniel J. Tobin, Jr., on March 11, 1983, contained revisions for management zoning based on the recently expanded park boundaries and wilderness designations. Of the total acreage of the park (182,700), some 182,300 acres were zoned as natural. This zone had three subzones: wilderness (148,301); outstanding natural feature--water surface of Crater Lake (11,500); and natural (22,499). The historic zone continued to consist of approximately one acre on which the lodge was located. Six separate areas in the park were zoned for development:

1. Rim Village
2. Munson Valley
3. Mazama Campground
4. Lost Creek Campground
5. Maintenance area storage yard
6. Cleetwood Cove parking area and the boat docks. [91]

The most recent Statement for Management for Crater Lake was approved in August 1986. It contains a somewhat modified list of management objectives. The objectives stress research and cooperation with outside agencies and organizations as a means of increasing management efficiency, insuring continued protection of park resources, and enhancement of the visitors" experiences in the park. The eight objectives are:

1. To secure, through research or other means, adequate information to increase management efficiency and to ensure conservation of park resources.

2. To cooperate with outside agencies, organizations, and members of the public in (a) assuring, to the greatest extent possible, that nearby hands are developed and managed in ways that are compatible with preserving the park's air and water quality, geological resources, ecological communities, solitude, extreme quiet, and the scenery for which the park is famous; (b) minimizing the adverse effects of public use on the park's resources through the provision of recreational lodging, and other visitor service facilities in the park's vicinity; and (c) disseminating information about the park to the general public, with particular emphasis on the regional community.

3. To protect and enhance the natural and scenic values of the park by maintaining an adequate hand base to permit achievement of the park's purpose.

4. To protect park resources and the safety of park visitors through enforcement of applicable laws, rules and regulations in the park.

5. Provide for the visitor's enjoyment and appreciation of park resources through primary interpretive emphasis on the park's geomorphology, but provide also for an understanding of the park's geology, natural history, history and archeology.

6. Develop a fire management program for the park to facilitate the protection and maintenance of the natural environment.

7. Retain those facilities necessary for visitor use and park management at acceptable standards for health, safety and comfort; and maintain historic structures as near as practicable to their original exterior appearance consistent with the adaptive use of these buildings. Remove those structures where cost of rehabilitation exceeds historic value.

8. Provide the visiting public, through concession operated facilities, the highest quality of accommodations, food service and visitor needs consistent with reasonable pricing and comparability with local business.

The statement also lists nine critical issues facing park management, many of which have confronted NPS officials for more than a decade. These are:

1. Monitoring and protection of "Crater Lake" and caldera ecosystem.

2. Future development and location of new Crater Lake Lodge/other new developments.

Corollary issue - future of existing lodge.

3. Monitoring and development of management strategy concerning geothermal resources adjacent to park.

4. Monitoring and preservation of Class I - Air Quality.

Corollary issues - acid rain, smoke management and geothermal.

5. Future of permanent and seasonal housing, includes extent, cost, and location.

6. Continued pressure to permit inappropriate or adverse use of park hands, i.e., snowmobiles/Rim Run.

7. Evaluation and decision on percentage of time park roads are open.

8. NPS position on possible Klamath Tribal hunting rights, Crater Lake National Park.

9. Long-range decision on administrative Headquarters location for Crater Lake National Park. [92]

Several of the aforementioned issues deserve further comment, while others are covered in other chapters of this study. During the 1970s snowmobiling became an increasingly active winter pastime in Oregon, thus putting pressure on Crater Lake management to open the park to that winter sport. As a result of extensive study in 1975-76 special regulations were put into effect. Snowmobiles were restricted to the eight-mile unplowed north entrance road between the park boundary and the rim. Snowmobile organizations campaigned to have another park route designated for their use, focusing particular attention on the former east entrance road to Rim Drive. Park officials held firm, however, maintaining the established regulations in the interest of visitor safety, limiting cross-country skier-snowmobile contacts, and preserving traditional park values. By 1980 snowmobile parties using the designated route had quadrupled since 1976. At the same time the number of cross-country skiers had multiplied six times since the mid-1970s, thus making it imperative to minimize contacts between the two groups for safety purposes. [93]

In 1976 an annual Crater Lake Rim Run was commenced in the park. Within several years this event was attracting more than 500 participants, and the race was interferring with traditional park visitor activities. By the early 1980s steps were being taken to minimize such conflicts. [94]

On November 21, 1986, a new organizational chart for the park was prepared. The chart reflected various changes that had been effected in the park administrative structure during the previous several years to streamline park operations and provide for a more cost-efficient approach to management. Under the park manager or superintendent were four divisions--resource management and visitor protection, administration, maintenance, and interpretation. In addition an architect, supervising construction projects in the park, is supervised from the Denver Service Center, with local direction from the Superintendent of Crater Lake National Park. The staff of Oregon Caves National Monument answer directly to the superintendent. [95]

APPENDIX A:

REGULATIONS GOVERNING CRATER LAKE NATIONAL PARK.
(In effect May 1, 1917.)

GENERAL REGULATIONS.

The following rules and regulations for the government of the Crater Lake National Park are hereby established and made public, pursuant to authority conferred by the acts of Congress approved May 22, 1902 (32 Stat., 202), August 21, 1916 (39 Stat., 521), and August 25, 1916 (39 Stat., 535):

1. *Preservation of natural curiosities.* — The destruction, injury, or defacement in any way of the public property or the trees, vegetation, rocks, minerals, animal and bird or other life, or other natural conditions and curiosities in the park is prohibited.

2. *Camping.* — No camp will be made along roads except at designated localities. Blankets, clothing, hammocks, or any other article liable to frighten teams must not be hung near the road.

Many successive parties camp on the same sites during the season, and campgrounds must be thoroughly cleaned before they are abandoned. Tin cans, bottles, cast-off clothing, and all other debris must be placed in garbage cans or pits provided for the purpose. When camps are made in unfrequented localities where pits or garbage cans may not be provided, all refuse must be burned or hidden where it not be offensive to the eye.

Campers may use dead or fallen timber only for fuel.

3. *Fires.* — Fires constitute one of the greatest perils to the park; they must not be kindled near trees, dead wood, moss, dry leaves, forest mold, or other vegetable refuse, but in some open space on rocks or earth. Should camp be made in a locality where no such open space exists nor is provided, dead wood, moss, dry leaves, etc., must be scraped away to the rock or earth over an area considerably larger than required for the fire.

When fires are no longer necessary, they must be completely extinguished and all embers and bed smothered with earth or water so that there remains no possibility of reignition.

Especial care must be taken that no lighted match, cigar, or cigarette is dropped in any grass, twigs, leaves, or tree mold.

4. *Hunting.* — The park is a sanctuary for wild life of every sort, and no one should frighten, hunt or kill, wound or capture any bird or wild animals in the park, except dangerous animals when it is necessary to prevent them from destroying life or inflicting injury.

The outfits, including guns, traps, teams, horses, or means of transportation used by persons engaged in hunting, killing, trapping, ensnaring, or capturing such birds or wild animals, or in possession of game killed on the park lands under other circumstances than prescribed above, must be taken up by the supervisor and held subject to the order of the Secretary of the Interior, except in cases where it is shown by satisfactory evidence that the outfit is not the property of the person or persons violating this regulation and the actual owner was not a party to such violation. Firearms will be permitted in the park only on written permission of the supervisor. Visitors entering or traveling through the park to places beyond should, at entrance, report and surrender all fire arms, traps, nets, seines, or explosives in their possession to the first park officer, and, in proper cases, may obtain his written leave to carry them through the park sealed.

5. *Fishing.* — Fishing is permitted with hook and line only, and never for profit or merchandise. Fishing in particular water may be suspended; or the number of fish that may be taken by one person in any one day, from the various streams or lakes, may be regulated by the supervisor. All fish hooked less than 8 inches long shall be carefully handled with moist hands and returned at once to the water, if not seriously injured. Fish retained should be killed. Five fish shall constitute the limit for a day's catch from the lake, and 20 from other waters of the park.

6. *Private operations.* — No person will be permitted to reside permanently, engage in any business, operate a moving-picture camera, or erect buildings upon the Government lands in the park without permission in writing from the Director of the National Park Service. Application for such permission may

be addressed to the supervisor of the park or to the National Park Service Washington, D. C.

7. *Patented lands.* — Owners of patented lands within the park limits are entitled to the full use and enjoyment thereof; the boundaries of such lands, however, must be determined and marked and defined, so that they may be readily distinguished from the park lands. While no limitations or conditions are imposed upon the use of such private lands so long as such use does not interfere with or injure the park, private owners must provide against trespass by their stock or cattle or otherwise, upon the park lands, and all trespasses committed will be punished to the full extent of the law. Stock may be taken over the park lands to patented private lands with the written permission and under the supervision of the supervisor, but such permission and supervision are not required when access to such private lands is had wholly over roads or lands not owned or controlled by the United States.

8. *Grazing.* — Allowing the running at large, herding, or grazing of cattle or stock of any kind on the Government lands in the park, as well as the driving of such stock or cattle over same, must be avoided, except where authority therefor has been granted by the supervisor. Cattle or stock found improperly on the park lands may be impounded and held until claimed by the owner and the trespass adjusted.

9. *Saloons and bars.* — No drinking saloon or barroom will be permitted upon Government lands in the park.

10. *Advertisements.* — Private notices or advertisements shall not be posted or displayed on Government lands within the park, except such as may be necessary for the convenience and guidance of the public and then only by permission from the supervisor.

11. *Travel on trails.* — Pedestrians on trails, when animals are passing them, must remain quiet until animals have passed.

Persons traveling on the trails of the park, either on foot or saddle animals, must not make short cuts, but must confine themselves to the main trail.

12. *Horse-drawn vehicles.* — Saddle horses, pack trains, and horse-drawn vehicles have right of way over motor-propelled vehicles at all times.

13. *Concessioners.* — All persons, firms, or corporations holding concessions in the park must keep the grounds used by them properly policed and maintain the premises in a sanitary condition to the satisfaction of the supervisor. No lessee or licensee shall retain in his employment a person whose presence in the park may be deemed by the supervisor subversive of good order and management of the park.

14. *Employees of concessioners.* — Transportation, camp, and hotel concessioners will require each of their employees to wear a metal badge with a number thereon, the name and the number corresponding therewith being registered in the supervisor's office. These badges must be worn in plain sight on the hat or cap. Concessioners must also report the fact of discharge of employees; if for cause, such cause must be stated.

15. *Dead animals.* — All domestic animals that may die on the Government lands in the park at any tourist camp, or along any of the public thoroughfares, must be immediately removed to a point not nearer than one-fourth mile from such camp or thoroughfare, and there be buried at least 2 feet beneath the ground by the owner or person having charge of such animal.

16. *Miscellaneous — Travel. — (a)* Freight, baggage, and heavy camping outfits on sidehill grades throughout the park must take the outer side of the road while being passed by passenger vehicles in either direction.

(b) Wagons used in hauling heavy freight over the park roads must have tires not less than 4 inches in width.

(c) All vehicles must be equipped with lights for night travel. At least one light must be carried by horse-drawn vehicles, and it must be carried on the left front side of the vehicles in a position such as to be visible from both front and rear.

17. *Miscellaneous — General. — (a)* Campers and others must not wash clothing or cooking utensils in or in any other way pollute the waters of the rivers and creeks of the park, or bathe in any of the streams near the regularly traveled thoroughfares in the park without suitable bathing clothes.

(b) Stock must not be tied so as to permit their entering any of the streams of the park. All animals should be kept a sufficient distance from camping grounds not to litter the ground and make unfit for use the area which may be used later as tent sites.

(c) Campers and all others, save those holding licenses from the Secretary of the Interior, are prohibited from hiring their horses, trappings, or vehicles to tourists or visitors in the park. No pack trains will be allowed in the park unless in charge of a duly registered guide.

(d) All complaints by tourists and others as to service, etc., rendered in the park should be made to the supervisor, in writing, before the complainant leaves the park. Oral complaints will be beard daily during office hours.

18. *Dogs and cats.* — Cats are not permitted in the park, and dogs only to those persons passing through the park to the territory beyond, in which instances they must be kept tied while crossing the park. This rule does not apply to trained dogs used by Government employees in extermination of predatory wild animals.

19. *Fines and penalties.* — The supervisor is hereby authorized and directed to remove from the park all trespassers and all persons who render themselves obnoxious by disorderly conduct or bad behavior and to enforce these rules and regulations and the provisions of the acts of Congress in the premises, violation of which is punishable by summary ejection from the park or by a fine of not to exceed $500 or imprisonment not to exceed six months or by any combination of these penalties. Persons ejected from the park will not be permitted to return without permission in writing from the Secretary of the Interior or the supervisor of the park.

REGULATIONS GOVERNING THE IMPOUNDING AND DISPOSITION OF LOOSE LIVE STOCK.

Horses, cattle, or other domestic live stock running at large or being herded or grazed in the Crater Lake National Park without authority from the Secretary of the Interior, will be taken up and impounded by the supervisor, who will at once give notice thereof to the owner, if known. If the owner is not known, notice of such impounding, giving a description of the animal or animals, with the brands thereon, will be posted in six public places inside the park and in two public places outside the park. Any owner of an animal thus impounded may, at any time before the sale thereof, reclaim the same upon proving ownership and paying the cost of notice and all expenses incident to the taking up and detention of such animal including the cost of feeding and caring for the same. If any animal thus impounded shall not be reclaimed within 30 days from notice to the owner or from the date of posting notices, it shall be sold at public auction at such time and place as may be fixed by the supervisor after 10 days' notice, to be given by posting notices in six public places in the park and two public places outside the park, and by mailing to the owner, if known, a copy thereof.

All money received from the sale of such animals and remaining after the payment of all expenses incident to the taking up, impounding, and selling thereof shall be carefully retained by the supervisor in a separate fund for a period of six months, during which time the net proceeds from the sale of any animal may be claimed by and paid to the owner upon the presentation of satisfactory proof of ownership, and if not so claimed within six months from the date of sale such proceeds shall be turned into the Crater Lake National Park fund.

The supervisor shall keep a record in which shall be set down a description of all animals impounded, giving the brands found on them, the date and locality of the taking up, the date of all notices and manner in which they were given, the date of sale the name and address of the purchaser, the amount for which each animal was sold and the cost incurred in connection therewith, and the disposition of the proceeds.

The supervisor will, in each instance, make every reasonable effort to ascertain the owner of animals impounded and to give actual notice thereof to such owner.

REGULATIONS GOVERNING THE LOCATION OF MINING CLAIMS.

The following rules and regulations governing the location of mining claims in Crater Lake National Park are hereby established and made public pursuant to authority conferred by the acts of Congress, approved May 22, 1902 (32 Stat., 202), August 21, 1916 (39 Stat., 521), and August 25, 1916 (39 Stat., 535).

The organic act establishing the park provides that under such regulations as the Secretary of the Interior may prescribe the reservation shall be open "to the location of mining claims and the working of the same." It was not the purpose of this provision to extend the mining laws to the park without limitation, but only to authorize the location and working of mining claims thereon, under regulations to be prescribed by the Secretary of the Interior, and in such manner as not to interfere with or prejudicially affect the general purpose for which the reservation was established. It is therefore prescribed —

(a) That persons desiring to locate mining claims within the park shall enroll their names and addresses with the supervisor of the reservation, and shall file with such supervisor a description, in writing, of the land desired to be located. They shall also file with the supervisor evidence that they are severally qualified to make locations under the mining laws, and before entering upon the park for such purpose they must obtain from the Secretary of the Interior through the supervisor a written permit to do so. Such permit will be issued only upon condition that the applicant or applicants therefor, while upon the reservation, will not destroy or damage any game, fish, timber, or natural objects therein, and will strictly observe and comply with the requirements of the law and these regulations.

(b) Lands in the park upon which valuable deposits of mineral shall have been or may be found may be located under the mining laws by any person or persons duly qualified and holding a permit, such as is described in the preceding paragraph, and such person or persons, his or their successor or successors in interest, may work the claim or claims so located; but in carrying on the work he or they shall in all respects observe and comply with the provisions of the statute creating the park and with these regulations: *Provided,* That such person or persons may, as the proper working of such mining claim or claims shall require, be permitted to use, for mining purposes, such timber or stone found upon the land located as in the judgment of the supervisor may be so used without injury or damage to the reservation "as a public park or pleasure ground": *And provided further,* That within 30 days after the location of any mining claim the park, and before development work thereon shall be commenced, a copy of the notice of location shall be filed with the supervisor, together with proof satisfactorily showing that discovery of a valuable mineral deposit has been made within the limits of the location, and if it be a placer location, that every 10-acre tract embraced therein has been found to contain valuable deposits of mineral.

(c) The statute does not authorize the purchase of or the acquisition of the legal title to lands located as mining claims within the park. The rights of the locator or locators, therefore, will be at all times subject to forfeiture upon breach of any of the conditions mentioned in the permit herein provided for, or upon refusal or failure to comply with any of the provisions of the statute or of these regulations.

(d) Upon breach of any such conditions, or upon refusal or failure to comply in all respects with the provisions of the statute and of these regulations, or where locators of mining claims do not appear to be acting in good faith, or who after location do not work their claims in such manner as to show good faith in the assertion thereof, the supervisor will revoke their permits, forthwith remove them from the park, and

report the facts to the Secretary of the Interior.

AUTOMOBILE AND MOTORCYCLE REGULATIONS.

Pursuant to authority conferred by the act of Congress of May 22, 1902 (32 Stat., 202), and the act of August 25, 1916 (39 Stat., 535), the following regulations governing the admission of automobiles and motorcycles into the Crater Lake National Park are hereby established and made public:

1. *Entrances.* — Automobiles and motorcycles may enter and leave the park by the western or Castle Creek entrance, the eastern or Sand Creek entrance, and the southern or Anna Creek entrance.

2. *Automobiles.* — The park is open to automobiles operated for pleasure, but not to those carrying passengers who are paying, either directly or indirectly, for the use of machines (excepting, however, automobiles used by concessioners under permit from the department). Careful driving is demanded of all persons using the roads. The Government is in no way responsible for any kind of accident.

3. *Hours.* — Automobiles or motorcycles will not be permitted to enter or leave the park before 6.30 a. m. or after 8 p. m., except in case of emergency.

4. *Motorcycles.* — Motorcycles are admitted to the park under the same conditions as automobiles and are subject to the same regulations, as far as they are applicable.

5. *Permits.* — Permits must be secured at the ranger station, where the automobile enters the park and will entitle the holder to go over any or all of the roads in the park. This permit must be the conveniently kept so that it can be exhibited to park rangers on demand. Each permit must be exhibited to the checking rangers for verification on exit from the park. Permits will show *(a)* name of station where permit is issued, *(b)* name of owner or driver, *(c)* State and license number of automobile.

6. *Fees.* — The fee for an automobile or motorcycle permit is $2.50 and is payable in cash only. The permit is good for the entire season, expiring on December 31 of the year of issue.

7. *Distance apart; gears and brakes.* — Automobiles while in motion must not be less than 50 yards apart, except for purpose of passing, which is permissible only on comparatively level or slight grades. All automobiles, except while shifting gears, must retain their gears constantly enmeshed. Persons desiring to enter the park in an automobile will be required to satisfy the ranger issuing the automobile permit that all parts of machine, particularly the brakes and tires, are in first-class working order and capable of making the trip, and that there is sufficient gasoline in the tank to reach the next place where it may be obtained. The automobile must carry at least one extra tire.

8. *Speeds.* — Speed is limited to 10 miles per hour, except on good roads with straight stretches, and when no team is nearer than 200 yards the speed may be increased to 20 miles per hour.

9. *Horns.* — The horn will be sounded on approaching curves or stretches of road concealed for any considerable distance by slopes, overhanging trees, or other obstacles, and before meeting or passing other machines, riding or driving animals, or pedestrians.

10. *Lights.* — All automobiles must be equipped with head and tail lights, the headlights to be of sufficient brilliancy to insure safety in driving at night and all lights must be kept lighted after dark when automobile is on the roads. Headlights must be dimmed when passing other automobiles or horse-drawn vehicles.

11. *Muffler cut-outs.* — Muffler cut-outs must be closed while approaching or passing riding horses, horse-drawn vehicles, hotels, camps, or checking stations.

12. *Teams.* — When teams, saddle horses, or pack trains approach, automobiles will take the outer edge of

the roadway, regardless of the direction in which they may be going, taking care that sufficient room is left on the inside for the passage of vehicles and animals. Teams have the right of way, and automobiles will be backed or otherwise handled as may be necessary so as to enable teams to pass with safety. In no case must automobiles pass animals on the road at a speed greater than 8 miles an hour.

13. *Accidents.* — When, due to breakdowns or accidents of any other nature, automobiles are unable to keep going, they must be immediately parked off the road, or, where this is impossible, on the outer edge of the road.

14. *Stop-overs.* — Automobiles stopping over at points inside the park must be parked off the road, or, where this is impossible, on the outer edge of the road.

15. *Reduced engine power, gasoline, etc.* — Due to the high altitude of the park roads, ranging between 4,000 and 7,000 feet, the power of all automobiles is much reduced, so that about 40 per cent more gasoline will be required than for the same distance at lower altitudes. Likewise, one gear lower will generally have to be used on grades than would have to be used in other places. A further effect that must be watched is the heating of the engine on long grades, which may become serious unless care is used. Gasoline can be purchased at regular supply stations as per posted notices.

16. *Fines and penalties.* — Violation of any of the foregoing regulations for government of the park shall be punishable by revocation of automobile permit, by immediate ejectment from the park, or by a fine of not to exceed $500, or by any combination of the three, and be cause for refusal to issue new automobile permit to the owner without prior sanction in writing from the Secretary of the Interior.

Regulations Governing Crater Lake National Park [In Effect May 1, 1917], pp. 1-7.

APPENDIX B:
National Park Service Policy Statement, 1918

DEPARTMENT OF THE INTERIOR
Washington, May 13, 1918.

Dear Mr. Mather: The National Park Service has been established as a bureau of this department just one year. During this period our efforts have been chiefly directed toward the building of an effective organization while engaged in the performance of duties relating to the administration, protection, and improvement of the national parks and monuments, as required by law. This constructive work is now completed. The new Service is fully organized; its personnel has been carefully chosen; it has been conveniently and comfortably situated in the new Interior Department Building; and it has been splendidly equipped for the quick and effective transaction of its business.

For the information of the public an outline of the administrative policy to which the new Service will adhere may now be announced. This policy 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."

Every activity of the Service is subordinate to the duties imposed upon it to faithfully preserve the parks for posterity in essentially their natural state. The commercial use of these reservations, except as specially authorized by law, or such as may be incidental to the accommodation and entertainment of visitors, will not be permitted under any circumstances.

In all of the national parks except Yellowstone you may permit the grazing of cattle in isolated regions not frequented by visitors, and where no injury to the natural features of the parks may result from such use.

The grazing of sheep; however, must not be permitted in any national park.

In leasing lands for the operations of hotels, camps, transportation facilities, or other public service under strict Government control, concessioners should be confined to tracts no larger than absolutely necessary for the purposes of their business enterprises.

You should not permit the leasing of park lands for summer homes. It is conceivable, and even exceedingly probable, that within a few years under a policy of permitting the establishment of summer homes in national parks, these reservations might become so generally settled as to exclude the public from convenient access to their streams, lakes, and other natural features, and thus destroy the very basis upon which this national playground system is being constructed.

You should not permit the cutting of trees except where timber is needed in the construction of buildings or other improvements within the park and can be removed without injury to the forests or disfigurement of the landscape, where the thinning of forests or cutting of vistas will improve the scenic features of the parks, or where their destruction is necessary to eliminate insect infestations or diseases common to forests and shrubs.

In the construction of roads, trails, buildings, and other improvements, particular attention must be devoted always to the harmonizing of these improvements with the landscape. This is a most important item in our program of development and requires the employment of training engineers who either possess a knowledge of landscape architecture or have a proper appreciation of the esthetic value of park lands. All improvements will be carried out in accordance with a preconceived plan developed with special reference to the preservation of the landscape, and comprehensive plans for future development of the national parks on an adequate scale will be prepared as funds are available for this purpose.

Wherever the Federal Government has exclusive jurisdiction over national parks it is clear that more effective measures for the protection of the parks can be taken. The Federal Government has exclusive jurisdiction over the national parks in the States of Arkansas, Oklahoma, Wyoming, Montana, Washington, and Oregon, and also in the Territories of Hawaii and Alaska. We should urge the cession of exclusive jurisdiction over the parks in the other States, and particularly in California and Colorado.

There are many private holdings in the national parks, and many of these seriously hamper the administration of these reservations. All of them should be eliminated as far as it is practicable to accomplish this purpose in the course of time, either through congressional appropriation or by acceptance of donations of these lands. Isolated tracts in important scenic areas should be given first consideration, or course, in the purchase of private property.

Every opportunity should be afforded the public, wherever possible, to enjoy the national parks in the manner that best satisfies the individual taste. Automobiles and motorcycles will be permitted in all of the national parks; in fact, the parks will be kept accessible by any means practicable.

All outdoor sports which may be maintained consistently with the observation of the safeguards thrown around the national parks by law will be heartily indorsed and aided wherever possible. Mountain climbing, horseback riding, walking, motoring, swimming, boating, and fishing will ever be the favorite sports. Winter sports will be developed in the parks that are accessible throughout the year. Hunting will not be permitted in any national park.

The educational, as well as the recreational, use of the national parks should be encouraged in every practicable way. University and high-school classes in science will find special facilities for their vacation-period studies. Museums containing specimens of wild flowers, shrubs, and trees, and mounted animals, birds, and fish native to the parks and other exhibits of this character will be established as authorized.

Low-priced camps operated by concessioners should be maintained, as well as comfortable and even luxurious hotels wherever the volume of travel warrants the establishment of these classes of

accommodations. In each reservation, as funds are available, a system of free camp sites will be cleared, and these grounds will be equipped with adequate water and sanitation facilities.

As concessions in the national parks represent in most instances a large investment, and as the obligation to render service satisfactory to the department at carefully regulated rates is imposed, these enterprises must be given a large measure of protection, and generally speaking, competitive business should not be authorized where a concession is meeting our requirements, which, of course, will as nearly as possible coincide with the needs of the traveling public.

All concessions should yield revenue to the Federal Government, but the development of the revenues of the parks should not impose a burden upon the visitor.

Automobile fees in the parks should be reduced as the volume of motor travel increases.

For assistance in the solution of administrative problems in the parks relating both to their protection and use the scientific bureaus of the Government offer facilities of the highest worth and authority. In the protection of the public health, for instance, the destruction of insect pests in the forests, the care of wild animals, and the propagation and distribution of fish, you should utilize their hearty cooperation to the utmost.

You should utilize to the fullest extent the opportunity afforded by the Railroad Administration in appointing a committee of western railroads to inform the traveling public how to comfortably reach the national parks; you should diligently extend and use the splendid cooperation developed during the last three years among chambers of commerce, tourist bureaus, and automobile highway associations for the purpose of spreading information about our national parks and facilitating their use and enjoyment; you should keep informed of park movements and park progress, municipal, county, and State, both at home and abroad, for the purpose of adapting whenever practicable, the world's best thought to the needs of the national parks. You should encourage all movements looking to outdoor living. In particular, you should maintain close working relationship with the Dominion parks branch of the Canadian department of the interior and assist in the solution of park problems of an international character.

The department is often required for reports on pending legislation proposing the establishment of new national parks or the addition of lands to existing parks. Complete data on such park projects should be obtained by the National Park Service and submitted to the department in tentative form of report to Congress.

In studying new park projects you should seek to find "scenery of supreme and distinctive quality or some natural feature so extraordinary or unique as to be of national interest and importance." You should seek "distinguished examples of typical forms of world architecture," such, for instance, as the Grand Canyon, as exemplifying the highest accomplishment of stream erosion, and the high, rugged portion of Mount Desert Island as exemplifying the oldest rock forms in America and the luxuriance of deciduous forests.

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

It is not necessary that a national park should have a large area. The element of size is of no importance as long as the park is susceptible of effective administration and control.

You should study existing national parks with the idea of improving them by the addition of adjacent areas which will complete their scenic purposes or facilitate administration. The addition of the Teton Mountains to the Yellowstone's greatest need, which is an uplift of glacier-bearing peaks; and the addition to the Sequoia National Park of the Sierra summits and slopes to the north and east, as contemplated by pending legislation, will create a reservation unique in the world, because of its combination of gigantic trees, extraordinary canyons, and mountain masses.

In considering projects involving the establishment of new national parks or the extension of existing park areas by delimination of national forests, you should observe what effect such delimination would have on the administration of adjacent forest lands, and wherever practicable, you should engage in an investigation of such park projects jointly with officers of the Forest Service, in order that questions of national park and national forest policy as they affect the lands involved may be thoroughly understood.

Cordially, yours,

MR. STEPHEN T. MATHER,
Director, National Park Service.

FRANKLIN K. LANE
Secretary.

Annual Report of the Director of the National Park Service, 1918, pp. 273-76.

APPENDIX C:

RULES AND REGULATIONS FOR CRATER LAKE NATIONAL PARK
(Approved December 21, 1923)

GENERAL REGULATIONS

The following rules and regulations for the government of Crater Lake National Park are hereby established and made public pursuant to authority conferred by the acts of Congress approved May 22, 1902 (32 Stat. 202), August 21, 1916 (39 Stat. 521), and the act of August 25, 1916 (39 Stat. 535), as amended June 2, 1920 (41 Stat. 732), and March 7, 1928 (45 Stat. 200-235), and shall supersede all previous rules and regulations for this park heretofore promulgated, which are hereby rescinded.

1. *Preservation of natural features and curiosities.* — The destruction, injury, defacement, or disturbance in any way of the public buildings, signs, equipment, or other property, or of the trees, flowers, vegetation, rocks, minerals, animal, or bird, or other life, or other natural conditions and curiosities in the park is prohibited: *Provided,* That flowers may be gathered in small quantities when, in the judgment of the superintendent, their removal will not impair the beauty of the park. Before any flowers are picked, permit must be secured from officer.

2. *Camping.* — In order to preserve the natural scenery of the park and to provide pure water and facilities for keeping the park clean, permanent camp sites have been set apart for visitors touring the park, and no camping is permitted outside of the specially designated sites. These camps have been used during the past seasons; they will be used daily this year and for many years to come. The following regulations, therefore, will be strictly enforced for the protection of the health and comfort of visitors who come in the park.

(a) Keep the camp grounds clean. Combustible rubbish shall be burned on camp fires and all other garbage and refuse of all kinds, shall be placed in garbage cans or pits provided for the purpose. At new or unfrequented camps, garbage shall be burned or buried.

(b) There is plenty of pure water; be sure you get it. There are thousands of visitors every year to each camp site and the water in the streams and creeks adjacent is not safe to drink. The water supply provided is pure and wholesome and must be used If, however, the water supply is not piped to grounds, consult rangers for sources to use. Contamination of watersheds of water supplies or of any water used for drinking purposes is prohibited.

(c) Campers and others shall not wash clothing or cooking utensils or pollute in any other manner the waters of the park. Bathing in any of the streams near the regularly traveled thoroughfares in the park is not permitted without suitable bathing clothes.

(d) The wearing of bathing suits, scanty or objectionable clothing, without proper covering, is prohibited in automobiles, or around camps, villages, or hotels.

(e) All animals shall be kept a sufficient distance from camp sites and circulation areas in order not to litter the ground.

(f) Campers may use only dead or fallen timber for fuel.

(g) Any article likely to freighten horses shall not be hung near a road or trail.

3. *Fires.* — Fires constitute one of the greatest perils to the park. They shall not be kindled near trees, dead wood, moss, dry leaves, forest mold, or other vegetable refuse, but in some open space on rocks or earth. Should camp be made in a locality where no such open space exists or is provided, the dead wood, moss, dry leaves, etc., shall be scraped away to the rock or earth over an area considerably larger than that required for the fire.

All persons making trips away from established camps are required to obtain fire permits from the nearest ranger before building camp fires.

Fires shall be lighted only when necessary, and when no longer needed shall be completely extinguished, and all embers and beds smothered with earth or water, so that there remains no possibility of reignition.

Permission to burn on any clean-up operation within the park must be first secured from the superintendent's office, and in such cases as is deemed advisable, such burning will be under the Government supervision. All costs of suppression and damage caused by reason of loss of control of such burning operations shall be paid by the person or persons to whom such permit has been granted.

No lighted cigarette, cigar, match, or other burning material shall be thrown from any vehicle or saddle animal or dropped into any leaves, grass, twigs, or tree mold.

Smoking or the building of fires on any lands within the park maybe prohibited by the superintendent when, in his judgment, the hazard makes such action necessary.

The use of fireworks, or firecrackers in the park is prohibited, except with the written permission of the superintendent.

4. *Hunting.* — The park is a sanctuary for wild life of every sort, and all hunting or the killing, wounding, frightening, or capturing at any time of any wild bird or animal, except dangerous animals when it is necessary to prevent them from destroying human lives or inflicting personal injury, is prohibited within the limits of the park.

The outfits, including guns, traps, teams, horses, or means of transportation of every nature or description used by any person or persons engaged in hunting, killing, ensnaring, or capturing birds or wild animals within the limits of the park shall be forfeited to the United States and may be seized by the officers of the park and held pending the prosecution of any person or persons arrested under the charge of violating this regulation, and upon conviction, such forfeiture shall be adjudicated as a penalty in addition to other punishment. Such forfeited property shall is disposed of and accounted for by and under the authority of the Secretary of the Interior. Possession within said park of the dead bodies or any part thereof of any wild bird or animal shall be prima facie evidence that the person or persons having the same are guilty of violating this regulation.

During the hunting season, arrangements may be made at entrance stations to identify and transport through the park, carcasses of birds or animals killed outside of the park.

Firearms are prohibited within the park except upon written permission of the superintendent. Visitors

entering or traveling through the park to places beyond, shall, at entrance, report and surrender all firearms, traps, seines, nets, or explosives in their possession to the first park officer and in proper cases may obtain his written permission to carry them through the park sealed. The Government assumes no responsibility for the loss or damage to any firearms, traps, nets, or other property so surrendered to any park officer, nor are park officers authorized to accept the responsibility of custody of any property for the convenience of visitors.

NOTE. — *The foregoing regulation is in effect a declaration of the law on this subject contained in sections 4 and 5 of the act of Congress approved August 21, 1916 (39 Stat. 521), accepting cession by the State of Oregon of exclusive jurisdiction of the lands embraced in the Crater Lake National Park, and for other purposes.*

This act by its terms applies to all lands within said park whether in public or private ownership.

5. *Fishing.* — Fishing with nets, seines, traps, or by the use of drugs or explosives, or in any other way than with hook and line, or for merchandise or profit is prohibited. Fishing in particular waters may be suspended, or the number of fish that may be taken by one person in any one day from the various streams or lakes may be regulated by the superintendent. All fish hooked less than 5 inches long shall be carefully handled with moist hands and returned at once to the water, not seriously injured. Five fish shall constitute the limit for a day's catch from the lake and 20 from the other waters of the park. The possession of more than two days' catch by any person at any one time shall be construed as a violation, of this regulation.

6. *Private operations.* — No person, firm, or corporation shall reside permanently, engage in any business, or erect buildings in the park without permission in writing from the Director of the National Park Service, Washington, D. C. Applications for such permission may be addressed to the director through the superintendent of the park.

7. *Campers.* — Still and motion picture cameras may be freely used in the park for general scenic purposes. For the filming of motion pictures or sound pictures requiring the use of artificial or special settings, or special equipment or involving the a performance of a professional cast, permission must first be obtained from the superintendent of the park.

8. *Gambling.* — Gambling in any form or the operation of gambling devices, whether for merchandise or otherwise, is prohibited.

9. *Advertisements.* — Private notices or advertisements shall not be posted or displayed in the park, excepting such as the park superintendent deems necessary for the convenience and guidance of the public.

10. *Mining claims.* — The location of mining claims is prohibited on Government lands in the park.

11. *Private lands.* — Owners of private lands within the park limits are entitled to the full use and enjoyment thereof; the boundaries of such lands, however, shall be determined and marked and defined, so that they may be readily distinguished from the park lands. While no limitations or conditions are imposed upon the use of private lands so long as such use does not interfere with or injure the park, private owners shall provide against trespass by their livestock upon the park lands, and all trespasses committed will be punished to the full extent of the law. Stock may be taken over the park lands to private lands with the written permission and under the supervision of the superintendent, but such permission and supervision are not required when access to such private lands is had wholly over roads or lands not owned or controlled by the United States.

12. *Grazing.* — The running at large, herding, or grazing of livestock of any kind on the Government lands in the park, as well as the driving of livestock over same, is prohibited except where authority therefor has been granted by the superintendent. Livestock found improperly on the park lands may be impounded and held until claimed by the owner and the trespass adjusted.

13. *Authorized operators.* — All persons, firms, or corporations holding franchises in the park shall keep the grounds used by them properly policed and shall maintain the premises in a sanitary condition to the satisfaction of the superintendent. No operator shall retain in his employment a person whose presence in the park may be deemed by the superintendent subversive of good order and management of the park.

All operators shall require each of their employees to wear a metal badge, with a number thereon, or other mark of identification, the name and number corresponding therewith, or the identification mark, being registered in the superintendent's office. These badges must be worn in plain sight.

14. *Dogs and cats.* — Dogs and cats are prohibited on the Government lands in the park except that upon written permission of the superintendent, secured upon entrance, they may be transported over through roads by persons passing through the park provided they are kept under leash, crated or otherwise under restrictive control of the owner at all times while in the park: *Provided, however,* That employees and others may be authorized by the superintendent to keep dogs in the park administrative area, or areas, on a condition that they are kept within the confines of these areas, and subject to such further conditions in the interest of good park administration as may be determined by the superintendent.

15. *Dead animals.* — All domestic or grazed animals that may die on Government lands in the park, at any tourist camp, or along any of the public thoroughfares shall be buried immediately by the owner or person having charge of such animals at least 2 feet beneath the ground, and in no case less than one-fourth mile from any camp or thoroughfare.

16. *Travel on roads and trails.* — Pedestrians on trails, when saddle or pack animals are passing, shall remain quiet until the animals have passed.

Persons traveling on the trails of the park either on foot or on saddle animals shall not make short cuts but shall confine themselves to the main trails.

Any and all roads and trails in the park may be closed to public use by order of the superintendent when, in his judgment, conditions make travel thereon hazardous or dangerous, or when such action is necessary to protect the park.

17. *Travel — General. — (a)* Saddle horses, pack trains, and horse-drawn vehicles have right of way over motor-propelled vehicles at all times.

(b) Load and weight limitations shall be those prescribed from time to time by the superintendent of the park and shall all be complied with by the operators of all vehicles using the park roads. Schedules showing weight limitations for different roads in the park may be seen at the office of the superintendent and at ranger stations at the park entrances.

(c) All vehicles shall be equipped with lights for night travel. At least one light must be carried on the left front side of all horse-drawn vehicles in a position such as to be visible from both front and rear.

18. *Miscellaneous.* — No pack-train or saddle-horse party shall be allowed in the park unless in charge of a guide or competent leader. Such guides or leaders may be required to pass an examination prescribed by and in a manner satisfactory to the superintendent. At the discretion of the superintendent, guides may be permitted to carry unsealed firearms.

19. *Fines and penalties.* — Persons who render themselves obnoxious by disorderly conduct or bad behavior shall be subjected to the punishment hereinafter prescribed for violation of the foregoing regulations, and/or they may be summarily removed from the park by the superintendent.

Any person who violates any of the foregoing regulations shall be deemed guilty of a misdemeanor and shall be subject to a fine of not more than $500, or imprisonment not exceeding six months, or both, and be adjudged to pay all costs of the proceedings.

NOTES. — All complaints by visitors and others as to service, etc., rendered in the park should be made to the superintendent in writing before the complainant leaves the park. Oral complaints will be heard daily during office hours.

Persons finding lost articles should deposit them at the Government headquarters or at the nearest ranger station; leaving their own names and addresses, so that if not claimed by the owners within 60 days articles may be turned over to those who found them.

The Government is in no way responsible for any kind of accident.

AUTOMOBILE AND MOTOR-CYCLE REGULATIONS

1. *Automobiles.* — The park is open to automobiles operated for pleasure, but not to those carrying passengers who are paying, either directly or indirectly, for the use of machines (excepting, however automobiles used by transportation lines operating under Government franchise), and any person operating an automobile in contravention of the provisions of this regulation shall be deemed guilty of its violation.

2. *Motor trucks and busses.* — Motor trucks and busses are admitted to the park under the same conditions as automobiles, except the superintendent will establish limits of size and tonnage capacity which may vary according to the different roads and bridges.

Commercial truck trailers engaged in hauling freight will be required to secure permission from the superintendent before using the park roads.

3. *Motor cycles.* — Motor cycles are admitted to the park under the same conditions as automobiles and are subject to the same regulations, so far as they are applicable.

4. *Permits.* — No motor vehicle may be operated in the park with out a Crater Lake National Park permit.

The owner or driver of each motor-driven vehicle entering the park shall secure this permit at the entering ranger station.

This permit authorizes the operation of the vehicle therein described over the public roads in the park throughout the current calendar year. The permit is issued to the vehicle described therein and not to the owner or driver. This permit should be carried in the car and exhibited to park rangers on request.

5. *Fees.* — The fee or automobile or motor cycle permits is $1.

6. *Roads — Hours.* — The use of automobiles will be permitted at all hours on any of the roads in the park. Automobiles and motor cycles may enter and leave the park by the western or Castle Creek entrance, the eastern or Sand Creek entrance, the southern or Annie Creek entrance, and the northern or Diamond Lake entrance.

7. *Speed.* — Automobiles and other vehicles shall be so operated so as to be under the safe control of the driver at all times. The speed shall be kept within such limits as may be necessary to avoid accidents. At no time shall speed exceed 40 miles per hour. All cautionary signs must be observed. Ambulances and Government cars on emergency trips are the only exceptions to this rule. The speed of all motor trucks over 1-1/2 tons capacity is limited not to exceed 25 miles per hour on all park roads.

8. *Teams.* — When teams, saddle horses or pack trains approach, automobiles shall be so manipulated so as to allow safe passage for the other party. In no case shall automobiles pass animals on the road at a speed greater than 10 miles per hour.

9. *Right of way, etc.* — Any vehicle traveling slowly upon any of the park roads, when overtaken by a

faster-moving motor vehicle, and upon suitable signal from such overtaking vehicle, shall move to the right to allow safe passage.

When automobiles going in opposite directions meet on a grade, the ascending machine has the right of way, and the descending machine shall be backed or otherwise handled as may be necessary to enable the ascending machine to pass in safety.

10. *Muffler cut-outs.* — Muffler cut-outs shall be closed at all times within the park boundaries.

11. *Accidents; stop-overs.* — If cars stop because of accident or for any reason, they shall be immediately parked in such a way as not to interfere with travel on the road.

The driver of any motor-driven vehicle who meets with an accident shall report same at the nearest ranger station or to the superintendent of the park.

12. *Lights.* — All automobiles shall be equipped with head and tail lights, the headlights to be of sufficient brilliancy to insure safety in a driving at night, and all lights shall be kept lighted after sunset when automobile is on the roads. Headlights must either be equipped with antiglare devices deflecting powerful beams to a height of not over 36 inches above the road or else must be dimmed whenever meeting other automobiles, motor cycles, driving or riding animals and pedestrians.

13. *Intoxication.* — No person who is under the influence of intoxicating liquor and no person who is addicted to the use of narcotic drugs shall operate or drive a motor-driven vehicle of any kind on the park roads.

14. *Horns.* — The horn shall be sounded before passing other automobiles, motor cycles, riding or driving animals, or pedestrians.

15. *Fines and penalties.* — Any person who violates any of the foregoing regulations shall be deemed guilty of a misdemeanor and shall be subject to a fine of not more than $500, or imprisonment not exceeding six months, or both, and be adjudged to pay all costs of the proceedings, and/or may be punished by revocation of the automobile permit and by immediate ejectment from the park. Such violation shall be cause for refusal to issue a new automobile permit to the offender without prior sanction in writing from the Director of the National Park Service or the superintendent of the park.

Rules and Regulations, December 21, 1932, RG 79, Central Files, 1933-49, File No. 208, Part 1, Crater Lake, Rules and Regulations, General.

APPENDIX D:

RULES AND REGULATIONS
[1940]
[Briefed]

THE PARK REGULATIONS are designed for the protection of the natural features and for the comfort and convenience of visitors. The following synopsis is for the guidance of visitors.

FIRES.—Light carefully and only in designated campgrounds. Extinguish completely before leaving

AUTOMOBILES.—Careful driving is required at all times. Your car must be equipped with good brakes, horn, and lights. Passing on curves is prohibited. Obey traffic rules. A gasoline station is maintained on the main highway at park headquarters. The fee for auto

camp, even for temporary absence. Do not guess your fire is out—*know it.*

CAMPS.—Use designated campgrounds. Keep the campgrounds clean. Combustible rubbish shall be burned on camp fires, and other refuse of all kinds shall be placed in garbage cans or pits provided for the purpose. Firewood is provided free of charge. Camping is restricted to 30 days.

TRASH—Do not throw paper, lunch refuse, film cartons, chewing gum paper, or other trash over the rim on walks, trails, roads, or elsewhere. Carry until you can burn in camp or place in receptacle.

TREES, FLOWERS, AND ANIMALS.—The destruction, injury, or disturbance in any way of the trees, flowers, birds, or animals is prohibited.

NOISES.—Be quiet in camp after others have gone to bed. Many people come here for rest.

mobile permit is $1.

DOGS.—Dogs are prohibited in the park overnight and are not permitted in the rim concentration area. When not in an automobile, dogs must be on a leash at all times.

WARNING ABOUT BEARS.—Do not feed, tease, or molest the bears. Bears will enter or break into automobiles if food that they can smell is left inside. They will also rob your camp of unprotected food supplies.

FISHING.—A limit of 12 fish per person per day has been set for lake angling. A catch of 20 fish is permitted in park streams. No fishing license is necessary.

PARK STAFF.—The staff is here to help and advise you. When in doubt ask a man in uniform. Men in uniform at the Information Bureau, park headquarters, and the several stations will be glad to help you plan your activity while in Crater Lake and to explain the regulations.

Complete rules and regulations are available at park headquarters.

U.S. Department of the Interior, National Park Service, Crater Lake National Park, Oregon, 1940, in Circulars of General Information, The National Parks, 1940, Library, Rocky Mountain Regional Office.

APPENDIX E:
Area Objectives, Crater Lake National Park: 1964

SERVICE OBJECTIVE I

To provide for the highest quality of use and enjoyment of the National Park System by increased millions of visitors in years to come.

THE PARK - Crater Lake National Park

1. To insure that all services, those supplied by the concessioner as well as those supplied by the National Park Service, will meet a standard that will provide a quality experience which the visitor expects in a National area.

2. To encourage the visitor to use, enjoy and understand all of the Park resources.

3. To maintain the high traditions of the visitor service and visitor protection programs as exemplified by well trained uniformed personnel.

4. To provide through coordinated planning with the Crater Lake Lodge, Inc. better public facilities properly located and properly maintained so the visitor will enjoy his visit.

5. To make the maximum use of Sinnott Memorial and the Community Building in off hours and off seasons for interpretive and conservation programs as can be provided; and insure that these programs are of high quality.

6. To encourage the use of the Park for qualified research purposes.

7. To insure that the primary pattern of use will enable the visitor to enjoy freely the natural beauty of Crater Lake and to appreciate the natural features.

8. To promote the use of the park back country.

9. To develop those facilities necessary for maximum enjoyment of the Park which are in consonance with the resource management objectives of the Service.

SERVICE OBJECTIVE II

To conserve and manage for their highest purpose the natural, historical and recreational resources of the National Park System.

THE PARK - Crater Lake National Park

1. To protect the lake and surrounding walls as paramount examples of a caldera lake.

2. To protect the lake as nearly as possible in its pristine condition, free from human disturbance and intrusion which could detract from its appearance and beauty as originally viewed by man.

3. To establish an architectural theme, and adopt design standards for construction which are in harmony with the Park atmosphere.

4. To provide for the conservation of important historical and archaeological resources which are present.

5. To establish explicit resource management guidelines for the Park which are in harmony with the concepts of the Secretary's advisory board on wildlife management and the report of the National Academy of Sciences.

6. To assure dependability, efficiency, and long life for all facilities.

7. To develop and adapt management concepts which will withstand modern pressures and influence upon park resources and will meet the requirements of the Service's long range program.

SERVICE OBJECTIVE III

To develop the National Park System through inclusion of additional areas of scenic, scientific, historical and recreational value to the nation.

THE PARK - Crater Lake National Park

1. To revise the boundaries, where needed, in order to improve management and protection of its natural resources.

2. To encourage the expansion of National Historic Landmarks in Oregon, and to encourage visitors to visit and enjoy them.

3. To inform the visitor of the need for expansion of the National Park System.

4. To encourage the visitor to become familiar with the contents of the "Road to The Future".

SERVICE OBJECTIVE IV

To participate actively with organizations of this and other nations in conserving, improving and renewing the total environment.

THE PARK - Crater Lake National Park

1. To cooperate with the U.S. Forest Service in planning, developing and organizing adjacent recreational areas.

2. To cooperate with State and local agencies in protecting historical and natural areas of significance.

3. To exchange ideas with local, state and federal agencies through the use of "Park Practice", "Grist" and other publications and techniques which are available.

4. To encourage meetings of local, state, and federal agencies to further national conservation goals.

SERVICE OBJECTIVE V

To communicate the cultural, inspirational and recreational significance of the American Heritage as represented in the National Park System.

THE PARK - Crater Lake National Park

1. To give the highest priority to informational publications published by the Crater Lake Natural History Association and to encourage this association to publish guide booklets, historical brochures, maps and pictures as necessary for better interpretation.

2. To interpret for the visitor as the main interpretive theme the story of the eruption of Mt. Mazama and the formation of the great caldera which makes Crater Lake one of the most beautiful and deepest lakes in the northern hemisphere. The secondary themes to interpret are the history, the wildlife, plant life and the outstanding scenery.

3. To provide high quality interpretation that will meet the needs of all visitors, family groups, professional groups, individuals, the young and the old.

4. To constantly train the interpretive staff so that services they provide will be improved and updated.

5. To participate in off site talks for schools, service clubs and other organizations.

6. To release through newspapers, radio and television current information on Park activities to the neighboring communities.

7. To improve the design and quality of wayside exhibits and assist the visitor to use and understand these

exhibits so that they will have an understanding of the area, and their heritage.

SERVICE OBJECTIVE VI

To increase the effectiveness of the National Park Service as a "people serving" organization dedicated to park conservation, historical preservation and outdoor recreation.

THE PARK - Crater Lake National Park

1. To promote an active training program for all employees, permanent, seasonal and concessioner, to add to their effectiveness and ability to serve the visitor.

2. To function under a published delegation of authority as a park management group "D" organization.

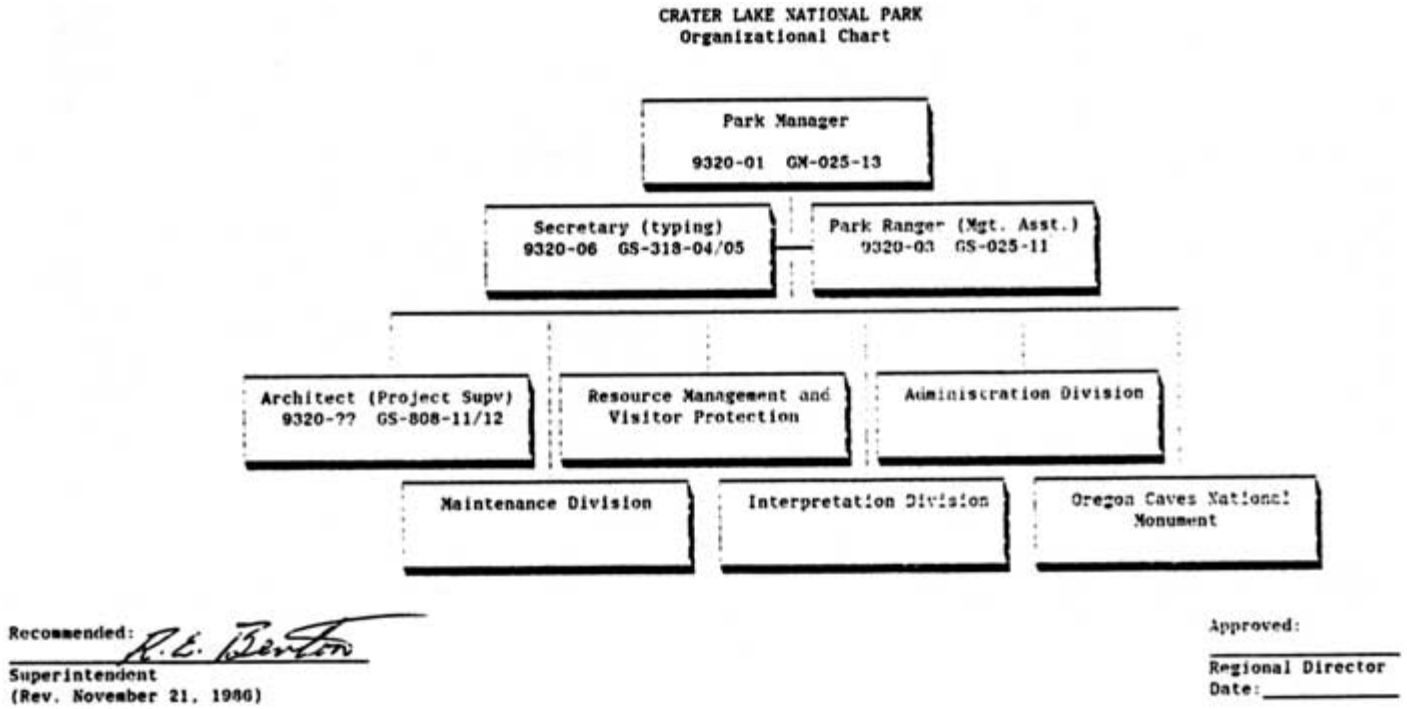
3. To apply the "Plan for the Man" and other management training techniques for better manpower use and development.

4. To provide a safety program for the protection of the visitor and the park staff.

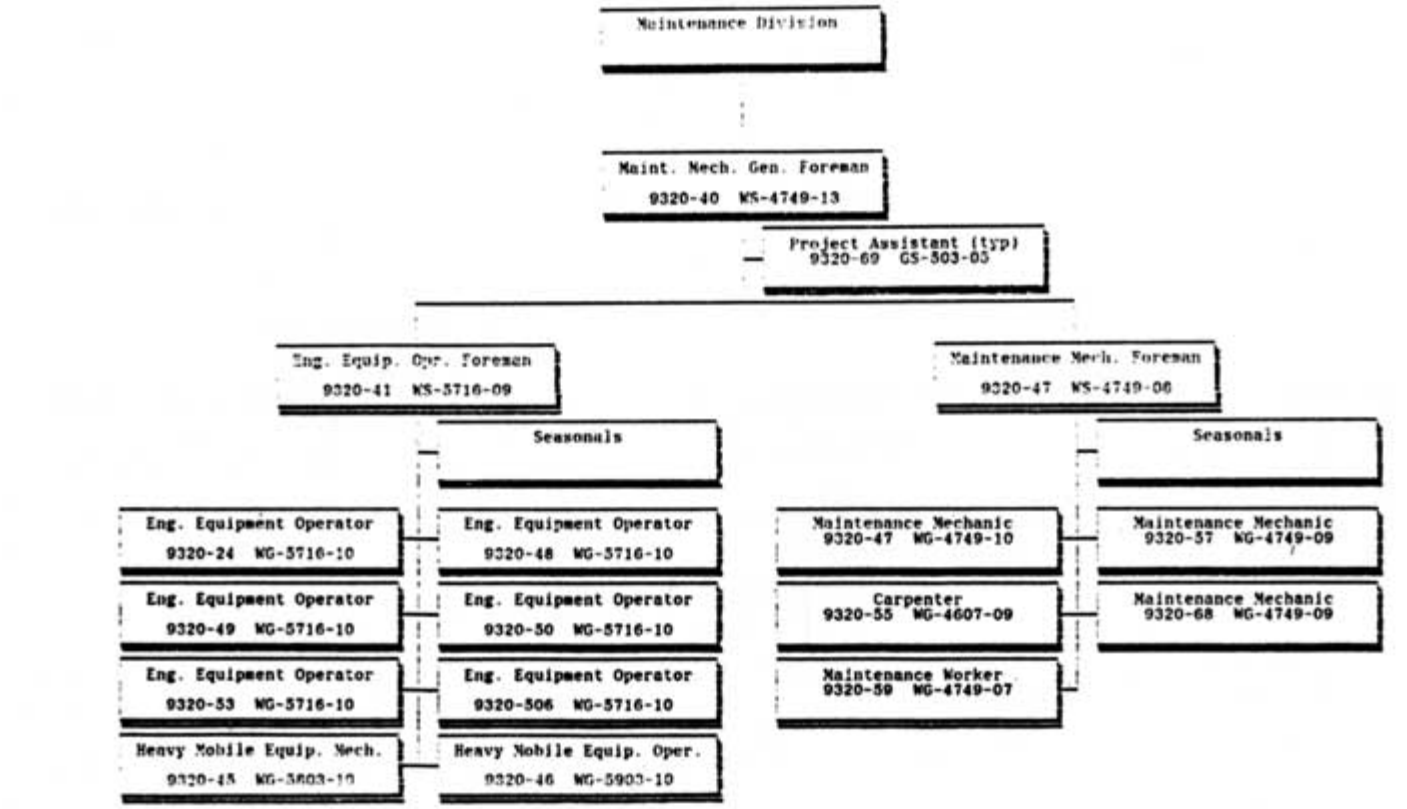
5. Improve the wage board employees' development program through the use of outside-the-service training courses.

Master Plan of Crater Lake National Park, September 1964, Chapter 2, Area Objectives, pp. 2-10, National Park Service History Collection, Harpers Ferry Center.

APPENDIX F:
Crater Lake National Park Organizational Chart



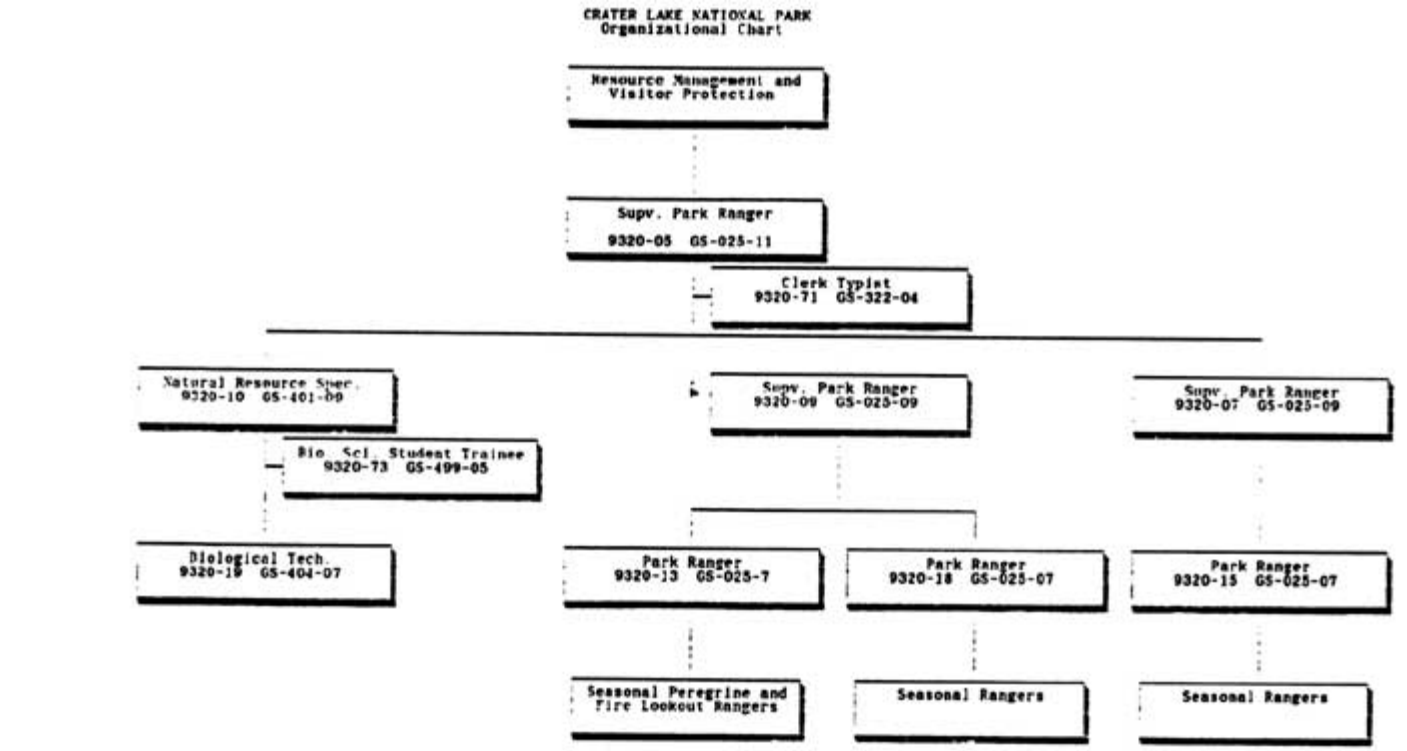
CRATER LAKE NATIONAL PARK
Organizational Chart



Recommended: R. E. Benton
Superintendent
(Rev. November 21, 1986)

Approved:
Regional Director
Date:

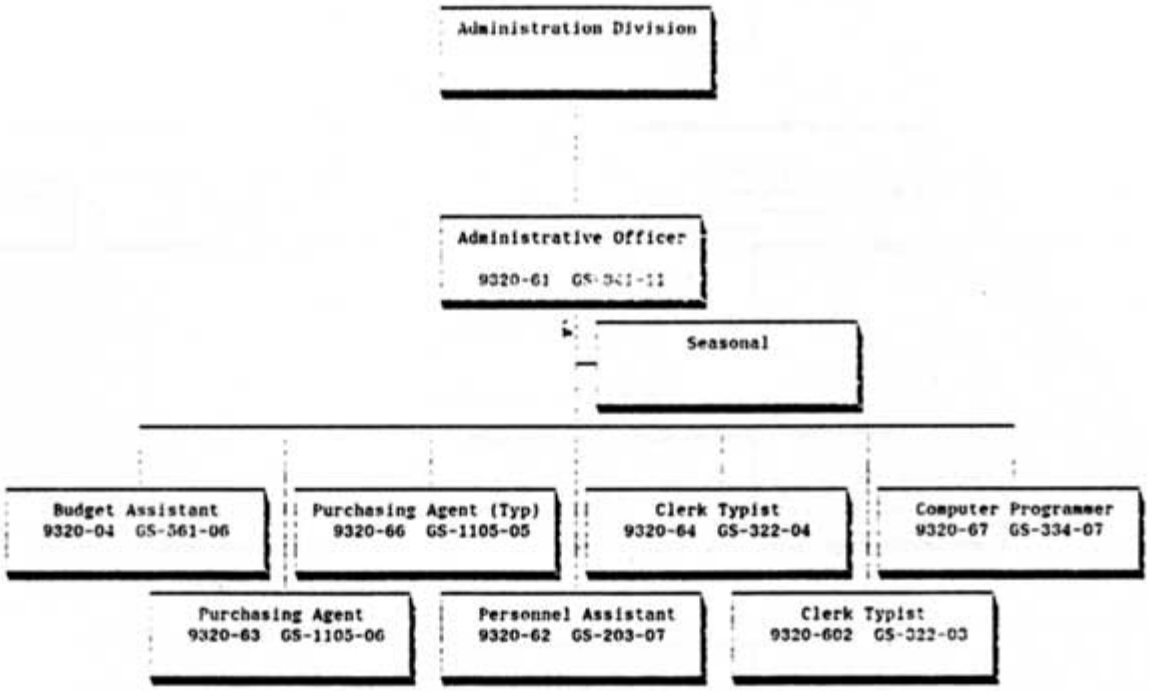
CRATER LAKE NATIONAL PARK
Organizational Chart



Recommended: R. E. Benton
Superintendent
(Rev. November 21, 1986)

Approved:
Regional Director
Date:

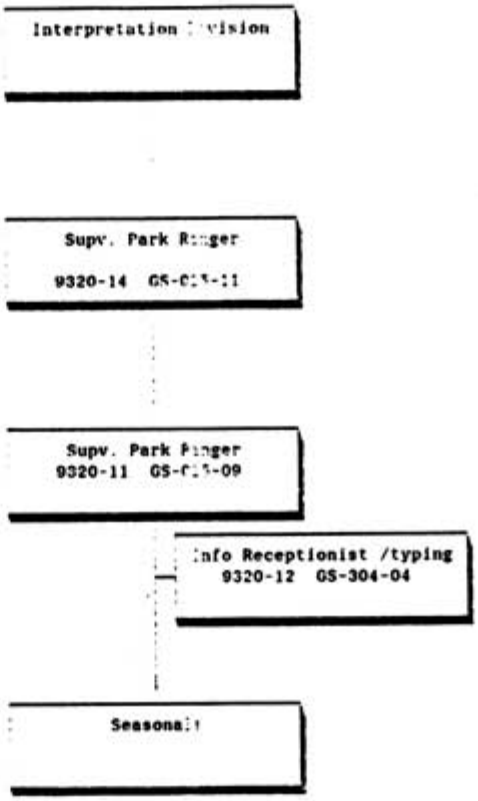
CRATER LAKE NATIONAL PARK
Organizational Chart



Recommended: _____
Superintendent
(Rev. November 21, 1986)

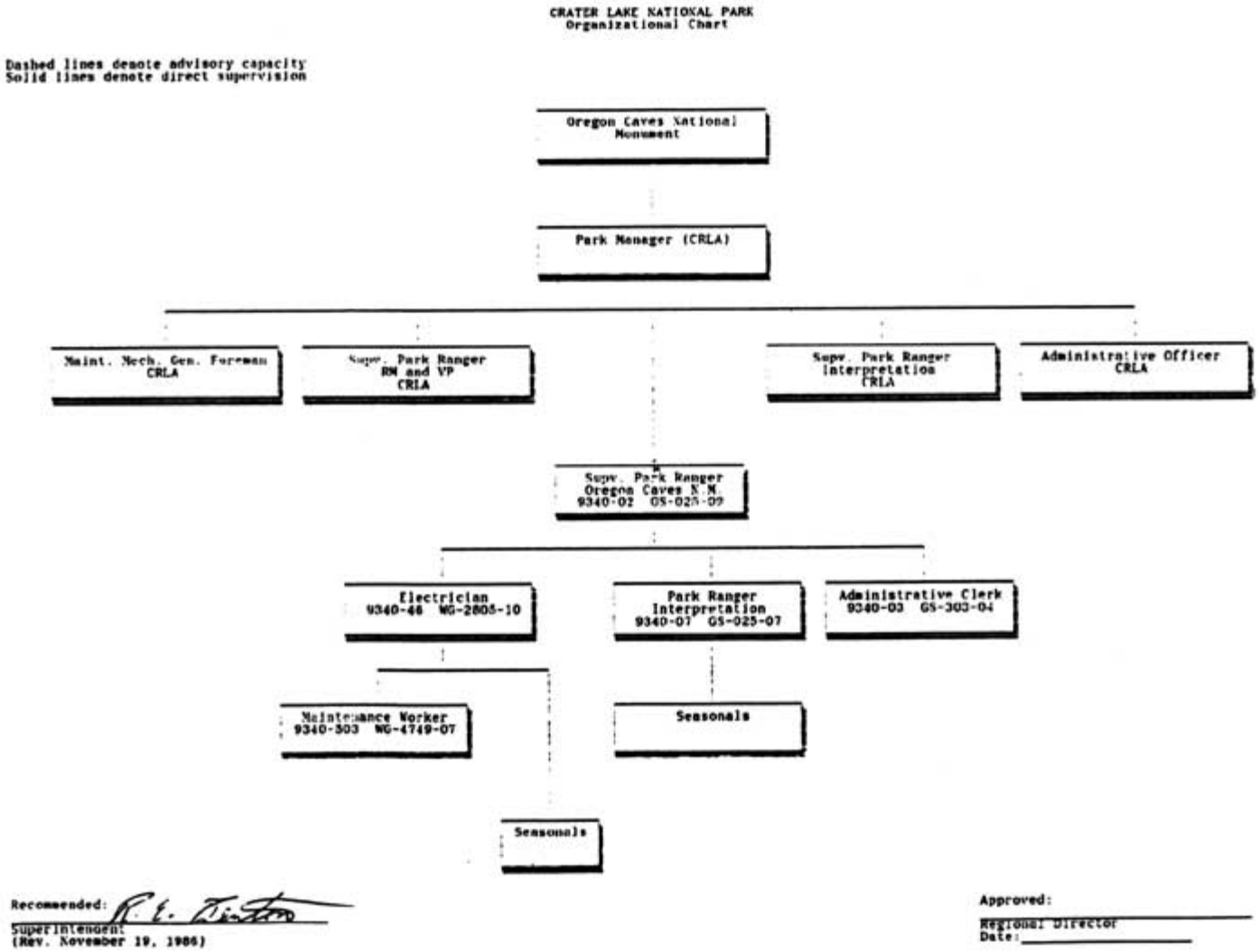
Approved: _____
Regional Director
Date: _____

CRATER LAKE NATIONAL PARK
Organizational Chart



Recommended: R. E. Benton
Superintendent
(Rev. November 21, 1986)

Approved:
Regional Director
Date:



<<< Previous <<< Contents >>> Next >>>

CRATER LAKE

Administrative History

VOLUME II

CHAPTER ELEVEN:
RANGER ACTIVITIES IN CRATER LAKE NATIONAL PARK: 1916-PRESENT

The ranger force at Crater Lake National Park consisted of a small staff during the early years under National Park Service administration. In 1917 Superintendent Sparrow reported that the ranger force "consists of one permanent first-class ranger and three rangers for the months of July, August, and September." The principal duties of the rangers were enforcement of park regulations, protection of its resources, prevention and control of forest fires, and operation of the park entrance stations. Two rustic log ranger cabins were constructed in 1917 at the east and west entrances of the park to complement the existing cabin at the south entrance. [1]

The Crater Lake ranger force expanded in 1918 and 1919. One permanent year-round ranger was stationed at headquarters. In addition three temporary rangers were assigned to mounted patrol during the summer months and three were employed at the checking stations at the park entrances. [2]

The ranger force and its attendant responsibilities at Crater Lake grew slowly during the 1920s. Superintendent Sparrow reported in 1920 that during the tourist season

> the regular force consisted of one superintendent, one clerk and seven temporary rangers. Three rangers were stationed at the East, West and South Entrances, one at Anna Spring, one at Government Camp and two on patrol, fire protection and trails. [3]

As visitation to the park increased the number of temporary park rangers was expanded. In 1924, for instance, the ranger force was increased to nine seasonal rangers under the direction of the permanent ranger employed at park headquarters. [4]

Despite the growth of the ranger force the responsibilities placed on them led to calls for more rangers. In 1926 Superintendent Thomson reported that an "insufficient ranger force prevents adequate protection of this 249 square miles of mountainous territory." The duties of the rangers, which stretched manpower too thin, consisted of (1) enforcing park regulations; (2) protecting wildlife; (3) patroling roads and campgrounds; (4) stocking the lake with fish; (5) aiding visitors; (6) preventing and controlling forest fires; (7) participating in forest insect control; (8) travel entrance checking and information; (9) compiling travel statistics; and (10) handling the park communication system. [5]

In 1928 Superintendent Thomson again stressed the inadequacy of the park ranger force. He observed:

> Park protection was inadequate due to limited ranger personnel. One ranger and

> eight temporary rangers hired only for the travel season can not possibly protect an area of 249 square miles, particularly as their energies are almost entirely consumed in handling well over 100,000 visitors who enter through five stations and circulate over a road system of 67 miles. Ranger personnel is so inadequate that we don't know what goes on in the Park except upon the roads. There is no patrolling [sic], no reconnoisance [sic], no protection against poaching. [6]

In response to such complaints the ranger force was expanded during the next several years. By 1929 the force consisted of ten seasonals under Chief Ranger W.C. Godfrey. That year the checking stations at the west and south entrances were consolidated into one station at Anna Spring, thus requiring only four rangers to handle traffic checking compared to six in previous years. [7]

In 1930 a Park Service report examined the ranger organization and its primary duties. Among other things the document stated:

> The ranger force constitutes the protection organization of the park. The Chief Ranger is the only year long member of this force. During the park season there are ten temporary rangers employed, including the checkers and information rangers. One of these men is already assigned to patrol along the roads and policing of camp grounds, but cannot cover all the territory that is essential. One additional patrolman is needed, in order that all the roads from the west, south and east entrances, as well as the road around the Rim, may be patrolled each day and all camps visited. . . .
>
> It is fortunate that both the Superintendent and the Chief Ranger are experienced in fire suppression work. It is desirable also that the temporary rangers be given a two or three day training course in protection work at the beginning of their appointments. The key men in the road and trail crews and construction foreman should also be included in this school so that they will be prepared to act as crew leaders for their men in case they are called into service as fire fighters. [8]

Tragedy struck the park staff on November 17, 1930, when Chief Ranger Godfrey was found dead in the park as a result of exposure to the cold. David H. Canfield, a native of Minneapolis, Minnesota, and a graduate of the University of Minnesota, was named the new chief ranger. He took up his duties at Crater Lake in May 1931, having been transferred from Mesa Verde National Park by NPS Director Albright. [9]

During the early 1930s the Depression had a major impact on the park ranger staff. In 1933, for instance, the force consisted of Chief Ranger Canfield, permanent rangers Don C. Fisher and Charles H. Simon, twelve seasonals, and two temporary fire guards. [10] (See the table below for the backgrounds of 8 of the 12 seasonal rangers.) Two years later, however, Canfield, who had become superintendent, reported on the problems occasioned by personnel cutbacks:

> Due to the lack of permanent rangers--there being only one and he was unable to devote the time, this park again fell behind the vanguard during this period of emergency monies when most parks are making great strides.
>
> Chief Ranger [J. Carlisle] Crouch was transferred to this park from Mesa Verde late in the spring; but for several months he has been the only permanent member of the ranger force. In order to approach adequate protection of the park and to provide service to visitors it is imperative that additional rangers be authorized in the near future. [11]

**BACKGROUNDS OF EIGHT
SEASONAL RANGERS
1933**

RUSSELL P. ANDRES--Instructor in English, at Klamath Falls Junior high school, has been with the park for the past two years as a seasonal ranger. Graduate of Stanford, having his B.A. and M.A. degrees.

GEORGE P. BARRON--Ashland, is a graduate of the school of music at the University of Oregon, and has been engaged as instructor in that department for two years. He has been in the park for the last four summers, and is pianist for the community house programs.

FERDIE A. HUBBARD--Trail, a temporary ranger for many years.

BERNARD B. HUGHES--Medford, with park the past three summers.

WALTER E. NITZEL--Medford, teacher local Junior High school, and with park several seasons.

BREYNTON R. FINCH--Medford, principal local junior high school.

MILTON E. COE--Medford, principal of Jacksonville schools.

DWIGHT A. FRENCH--Klamath Falls, athletic coach and teacher of biology, Union high school there.

Medford Mail Tribune, June 8, 1933, Steel Scrapbooks, Crater Lake, No. 41, Vol. 9, Museum Collection, Crater Lake National Park.

With increasing park appropriations the ranger force was expanded in 1936. Two permanent rangers, Wilfrid T. Frost of California and George W. Fry of Pennsylvania, joined the park staff, thus filling "a long felt need." As a result of those appointments Superintendent Canfield observed that the ranger organization was "in a position to function more efficiently, particularly after the new men are entirely acclimated, accustomed and broken into their duties." The temporary force, according to Canfield, continued "to be filled by outstandingly able men." [12]

Several accidental deaths in the park during the mid-1930s led to increased emphasis by park rangers on visitor safety, protection, and rescue operations and more rigid enforcement of park regulations. The first recorded death by drowning in Crater Lake occurred on August 31, 1935. Arthur Silva, while fishing with Melvin Simon, both of Hayward, California, lost his life when their boat capsized, the result of both men standing up and turning in the boat thus throwing all the weight on one side. The drowning, which took place near Wizard Island, was witnessed by the lookout on Watchman Peak, but it took more than an hour to recover the body.

Two deaths as a result of falls over the crater rim in 1936 and 1937 focused attention on the need for visitor protection services by park rangers. In 1937 Superintendent Canfield devoted

attention to this issue in his annual report:

> Two deaths by falls over the crater rim were recorded during the year. July 20, 1936, Warren Bowden, 19, Portsmouth, Virginia, was killed while attempting to climb down the crater wall near the Sinnott Memorial in violation of park regulations. He had progressed several hundred feet downward when he slipped and plunged to his death. . . .
>
> May 31, 1937, Erma Fraley, 17, Medford, Oregon, was killed in almost the same spot as the tragedy of the previous July. She was walking on snow inside the rim against the rules of better judgment and in violation of park regulations. In her spirit of daring, she suddenly slipped and rolled and plunged to within 80 feet of the lake shore. Her body was badly broken. Park rangers, accompanied by CCC enrollees, risked life and limb by climbing down a long slide over trecherous snow to reach the body. A rowboat was also lowered from the rim to enable the party to row a half-mile to the girl. The body was carried up a thousand feet of the slide and then attached to a cable and hoist to pull it up the remaining distance.
>
> Dozens of warnings were given during the year to visitors venturing over the crater wall and several rescues were made. Venturesome visitors climbed down the wall or up from the water and became trapped so that they could not return or proceed. While there were more people at the beginning of the 1937 summer, there seemed to be less foolhardy disregard for park regulations than the year before. [13]

As a result of keeping the park officially open on a year-round basis beginning during the winter of 1935-36 there was a need for ranger personnel in the park during the winter months. After several years of covering the winter period with temporary personnel, funding permitted appointment of two permanent rangers during the winter of 1938-39. In addition the chief ranger traveled to the park from Klamath Falls on days of expected heavy travel. Nevertheless, Superintendent Leavitt reported that the winter ranger staff was "not adequate to handle checking, road patrols, trail and boundary patrols and numerous emergency calls." He further stated:

> . . . On week-ends of heavy travel of skiers, it was necessary to accept the volunteer services of members of ski clubs to patrol ski trails, and to call on the assistance of ranger personnel from the Lava Beds. The entire ranger staff were able to apply on numerous occasions the Red Cross First Aid training which they received during the fall and early winter months, several serious accidents and numerous minor accidents occurring among the skiers. [14]

By the late 1930s park administrators had determined that a park ranger training school was needed at Crater Lake to promote and develop the professionalism, efficiency, and effectiveness of the force. The two men responsible for the idea of the school were Superintendent Leavitt and Chief Ranger J. Carlisle Crouch. Thus, the first such school was held at the park during July 5-20, 1938. Various instructors were brought to the park to share the expertise of their disciplines. These included: William Howland, Superintendent of the Klamath Hatchery; Conrad Wessela, Associate Forester of the Bureau of Entomology and Plant Quarantine, Division of Plant Disease Control; and J.D. Swenson, Special Agent in Charge of the Portland Office of the Bureau of Investigation. Among the subjects covered at the school were:

> History of the National Park Service

History of Crater Lake National Park
Park Organization
Ranger Organization
Checking Stations
Police Protection
First Aid
Forest Fire Protection
Fire Tools
Forest Insect Protection
Forest Disease Protection
Building Fire Protection
Fish Planting
Special Protection

The success of the school led to its becoming an annual event in the park for all rangers, ranger-naturalists, and fire control aids. [15]

In conjunction with the training school Chief Ranger Crouch prepared a "Crater Lake Ranger Manual." The manual was designed to serve as a reference guide for the park rangers in carrying out their responsibilities. According to the manual, the ranger force was established to ensure that the park was administered in line with the NPS policies. In the introductory portion of the manual Crouch observed:

> Some physical developments were, of course, required to carry out the . . . principle[s] of park administration. Such improvements are undertaken and accomplished with a minimum disturbance to the natural appearance of the park. Unnecessary scarring of the landscape; destruction and injury of trees and plants in the course of construction activities; establishment of promiscuous footpaths, and explanation of rules and regulations in terms of park policies are all important for the rangers to keep constantly in mind. . . .
>
> The Park Ranger Organization is predicated upon the broad principles of the National Park Service. In the final analysis, administration of the park, enjoyment of the park by visitors, and in fact all park activities presuppose an adequate and effective plan and execution of protection measures.
>
> The phrases "maintain in absolutely unimpaired form" and "use, observation, health and pleasure of the people" infer a multitude of diversified activities. In the preparation of a manual of operation for the ranger organization it must be acknowledged that each detail of assignments, a ready and stereotyped answer to all inquiries, and a solution for each bewildering situation cannot be included. Reliance must be made upon your own initiative, intelligence and discriminating deductions. Rangers are far more than the "eyes and ears" of the Superintendent. You must interpret correctly and analyze carefully what you see and hear.

According to the manual the Crater Lake ranger force consisted of twenty persons. These included:

1 Chief Park Ranger
2 Permanent Park Rangers
13 Seasonal Rangers
3 Fire Guards
1 Fire Lookout

The living arrangements of the rangers, as outlined in the manual, provide an interesting

commentary on what it was like to reside in the park. Unmarried rangers assigned to headquarters duty or who worked from headquarters were housed in the Ranger Dormitory. Married rangers assigned to duty at headquarters were furnished "insofar as possible, tent accommodations." Married rangers assigned to outlying stations occupied the furnished quarters, while single rangers assigned to such stations were provided with tent quarters. The park furnished a bed, mattress, chest of drawers, and bath facilities for $5.00 per month. Meals were to be obtained at the government dining room "at approved rates, usually at a cost of about $1.20 a day."

The majority of the manual was devoted to a detailed explanation of the duties and responsibilities of rangers. These duties were outlined under the following categories:

> Checking Station
> Forest Protection
> Public Contacts
> Public Campgrounds
> Headquarters Assignment
> Traffic and Highway
> Police Protection
> Winter Activities
> Wildlife Activities
> General and Special Patrols [16]

Increasing visitation, more extensive diversified use, and year-round operation of the park created added demands on the ranger force at Crater Lake. In January 1940 Chief Ranger Crouch prepared a report on "Ranger Protection Requirements" for the park and made recommendations for increasing the efficiency of the ranger force.

The first issue to be addressed in the report was that of "protection facilities." At the time the only ranger station in the park was located at park headquarters. In addition there were three "entrance" or "checking" stations--Annie Spring (11 miles from south boundary and 7 miles from west boundary); North (8 miles from north boundary); and Lost Creek (3-1/2 miles from east boundary). Operations at these stations included fee collection, visitor registration, gun sealing, checking in and out of deer killed outside of the park, regulations with respect to dogs and cats, truck weights and sizes and their control, and information services.

To streamline and strengthen protection operations at the entrance stations Crouch recommended establishment of ranger checking stations at each of the four park boundary entrances. He stated further:

> The checking kiosk itself, it is believed, should constitute a separate unit from the station. The stations should consist of quarters for personnel, storage space for equipment and supplies, a garage for a government vehicle and a small work shop. It is not within the scope of this report to offer a design for the quarters and other buildings, but the suggestion is made that the quarters consist, in addition to standard units of living room, kitchen, bath, etc., an attached dormitory room or "bull pen" sufficiently spacious to accommodate the single men who may be assigned to the station and with separate bath facilities, thus eliminating the necessity for temporary quarters.

Crouch recommended that campgrounds be established near the projected ranger stations since campgrounds "located in close proximity to a station and handled by personnel of that station are operated far more efficiently and are used far more considerately than those located at some isolated site." In addition campgrounds near the park boundaries could be

used by park visitors several months longer than the existing ones at the Rim, Annie Spring, and Cold Spring which often could not be opened until mid-June or early July because of snow.

Winter access to the park, according to Crouch, added increasing year-round responsibilities to the park ranger force. Control of snow sports and the participants themselves made it necessary to hire more rangers. According to Crouch, the "size and number of snow sports areas consistent with the use must be controlled as must the ski trails, snow fields, cross country trips, and the actions of people anywhere near the rim of the lake, on the highways and elsewhere." Aid to injured persons as a result of snow sports activities also was a major component of the rangers' duties.

Crouch strongly recommended that a permanent ranger station be built at Rim Village (a temporary station had been in use at the rim) since it was "the destination of the majority of visitors to the park and the tremendous concentration of visitors in this relatively limited area calls for definite regulatory and protection activities." The recommended permanent central ranger station would "serve as a clearing house for the multiplicity of protection work required"--parking, traffic control and regulation, information and campground services, police protection, and emergency first aid.

Competent ranger personnel were necessary, according to Crouch, for exclusive service on the lake and around its shores. The majority of fatal or serious accidents in the park occurred on the lake or in the crater, including drowning, recovery of bodies of individuals who fell into the crater, rescues of marooned persons, and search for lost persons. Protection of the forest cover in the crater and on Wizard Island from fire and other destructive elements should be provided as well as enforcement of fishing and marine regulations. Thus, a patrol boat was needed to provide park rangers with the necessary means to carry out their duties on the lake.

Crouch urged that three ranger districts be established in the park as a means of making the ranger organization more effective. The three districts would include the northern and southern sections of the park and the middle portion consisting of the park headquarters, rim, and lake areas. He observed:

> Operating from the central office at Park Headquarters offers certain and obvious disadvantages. Unnecessarily long trips, lost time and expenses result in the centralized operation. To send rangers from headquarters to outlying sections of the park to handle any work is obviously not as quick and therefore not as efficient as having men stationed in these sections where they would be closer to the work and equally as familiar with it or perhaps more so than the ones from headquarters. The establishment and operation of districts would lessen the present need for so much direct supervision from headquarters and would allow more time for planning and general supervision . . . .
>
> The North and South Districts would include 112.76 square miles or 72,166.40 acres each. Each district would include two checking stations, two camp grounds, one CCC camp and one or more contractors' camps. Each district would contain approximately 35 miles of primary highway and 70 miles of administration and protection motorways. The Headquarters District, on the other hand, would contain approximately 25 square miles or 16,000 acres, 20 square miles or 12,800 acres of which represent the water surface of Crater Lake. What this district lacks in the way of extensive area, it more than makes up in the concentration of use and extensive developments. It would include the Chief Ranger's office, the main fire equipment cache and fire dispatcher's office, administration buildings,

> employees' quarters, utility buildings, the Rim Area, the Rim camp ground, the Lodge, Cafeteria and overnight cabins of the operator, Crater Lake itself and its crater and the park's two primary fire lookouts.
>
> The District Rangers would be directly responsible for protection work in the respective areas with general work plans and general supervision and coordination originating at the Headquarters Station. The volume of protection work consisting of forest protection, building fire protection, traffic and highway control and patrol, wildlife protection, checking station operations and information service, camp ground management, police protection, etc. is practically evenly divided between districts.

The Crouch report analyzed the need for additional ranger personnel in the park. The ranger force should consist of the chief ranger, and an assistant chief ranger who would handle the headquarters district during the summer and supervise ranger activities throughout the park in the winter when the chief ranger was stationed at Klamath Falls. Two permanent park rangers were needed to supervise forest protection and visitor use activities in the park. The ranger in charge of forest protection would be responsible for:

> preparation and revision of plans, the Fire Atlas, reports and records; training schools for fire protection; dispatching; care and accountability for fire tools and equipment; fire studies and fire reviews; forest insect and tree disease operations, including annual inspections, reports and control measures; fire hazard reduction; wood utilization and right-of-way clearing; maintenance and supply of primary and secondary fire lookouts; fire prevention and fire suppression.

The ranger responsible for visitor services would have the following duties:

> checking station operations; camp ground services; police protection, including cooperation with outside police agencies; all work connected with traffic and highway use; automobile accidents, first aid, emergency rescues and other emergency services; building fire protection, inspection of buildings for hazardous conditions, training and supervision of the Fire Brigade; care and accountability for ranger equipment other than that for forest fire protection; preparation and revision of manuals and work plans, including the Ranger Manual.

The ranger organization, according to Crouch, also needed two seasonal district rangers (north and south districts) and eleven seasonal rangers. [17]

In response to the report NPS Director Arno B. Cammerer urged Superintendent Leavitt to initiate action toward the realization of Crouch's recommendations. The five areas that he particularly supported were:

1 . Checking Stations at the park boundaries
2. Establishment of three ranger districts
3. Training school for rangers
4. Additional permanent ranger personnel
5. New engine for patrol boat [18]

During the summer of 1940 Superintendent Leavitt reported on the responsibilities and accomplishments of the ranger service. One permanent park ranger position was added to the staff in December 1939. Thirteen seasonal rangers augmented the permanent force during the summer. In addition two fire guards and two fire lookouts functioned under the supervision of the chief ranger during the summer. Leavitt noted that the ranger organization was

functioning "smoothly and effectively" in spite of "very serious handicaps, due largely to an inadequate number of permanent positions." Appreciation and use of the ranger organization thus justified "a continuation of the expanded service and program."

Leavitt devoted considerable attention to the added responsibilities placed on the rangers by the winter use of the park. He noted:

> The winter use of the park counts considerably more than mere wintertime travel, for this is a most concentrated and specialized use. The total travel to the park during the winter months might appear more or less immaterial as compared to the travel during the summer. The use of the park by visitors in the winter and the specialized service it requires by the park staff, however, goes a long way to counteract the greater numbers of travelers during the summer who are handled with less proportionate park force and greater ease. By way of example, the ranger s relation with a summer visitor might be confined to one contact at the entrance stations and possibly at the Rim; this is not the case with the same visitor in the winter. This visitor must receive close attention from the time he enters the park until he finally departs; his car will move over icy, snow-banked highways; it will probably be parked 10 times to the one time for the summer visitor.
>
> The winter visitor uses the highway between Park Headquarters and the Rim to ride up to the Rim so that he might ski down; the summer visitor rides up the same hill to see Crater Lake and is away and out of the park in a comparatively short time. All protection work in the winter with respect to the use by visitors is comparable to that illustrated by the car parking example. Safety, sanitation, first aid, information, guidance, instruction, etc. are required to a marked degree for every winter visitor.

Superintendent Leavitt was particularly proud of the expanding program of the annual park ranger training school. Since the first ranger training school in 1938 had proven so valuable a second school was conducted for twenty students from July 3 to August 2, 1939. The expanded program of the school included training in such subjects as police protection, forest and building fire protection, forest insects and tree diseases, fish planting, wildlife, checking station operations, and first aid. Instructors, other than members of the regular park staff, included F.P. Keen, Bureau of Entomology; W.V. Benedict, Division of Plant Disease; W.I. Howland, Klamath Fish Hatchery; and M.C. Spear, E.E. Bundy, and Willis Wood, Special Agents of the Federal Bureau of Investigation.

One of the principal duties of the ranger force continued to be forest fire control. The ranger staff handled fifteen forest fires during the year, thirteen of which occurred within the park boundaries and two outside. Lightning started eleven of the fires in the park, one was caused by a careless smoker, and one was classified as miscellaneous. Total acreage consumed by the thirteen fires in the park was less than one acre. [19]

In February 1941 Crouch updated his 1940 report on "Ranger Protection Requirements" for the park. According to Superintendent Leavitt this supplement was designed "to keep current park protection requirements to substantiate trends, which in turn give justification for changes in administration, expansion of activities, etc. , and to emphasize the rapidly changing conditions from year to year." The supplemental report stated that the unprecedented travel to Crater Lake during 1940 emphasized "the urgent need for permanent personnel to look after this all-out use of the park." Despite the spiraling visitation "the numerical strength of the protection personnel remained stationary, and very definitely below a minimum required to perform satisfactorily even the most essential services expected of

this division." A temporary structure had been used in the Rim Village area as a clearing house for protection activities, but a permanent ranger station was needed. Operations during 1940 substantiated the recommendation for ranger and checking stations at the north, south, east, and west entrances to the park.

Ranger districts had been established in the northern, southern, and headquarters/rim areas of the park. A fourth district had been created in the Lost Creek area "due to the extraordinary conditions prevailing in and the attention required for the Yawkey lands in the southeast corner of the park." While the districts provided for greater efficiency in ranger services Crouch observed that the "one outstanding deficiency in the operations was a complete lack of District Rangers notwithstanding the effective work accomplished by those designated Acting District Rangers." He observed:

> In the case of two districts, it was necessary to designate seasonal rangers as Acting District Rangers and all other rangers assigned to these districts were seasonal men. The work expected and actually performed by these two men were those of a District Ranger, and yet it is not in conformity with good personnel management to expect them to continue in such assignments with their present ratings. The operation of the district system the past year more than justified its establishment. A continuation of the district organization will insure an increase in the aggregate volume of protection business and a greater efficiency together with a more substantial return from the funds expended for protection. Two District Ranger positions should, therefore, be established to make this possible.

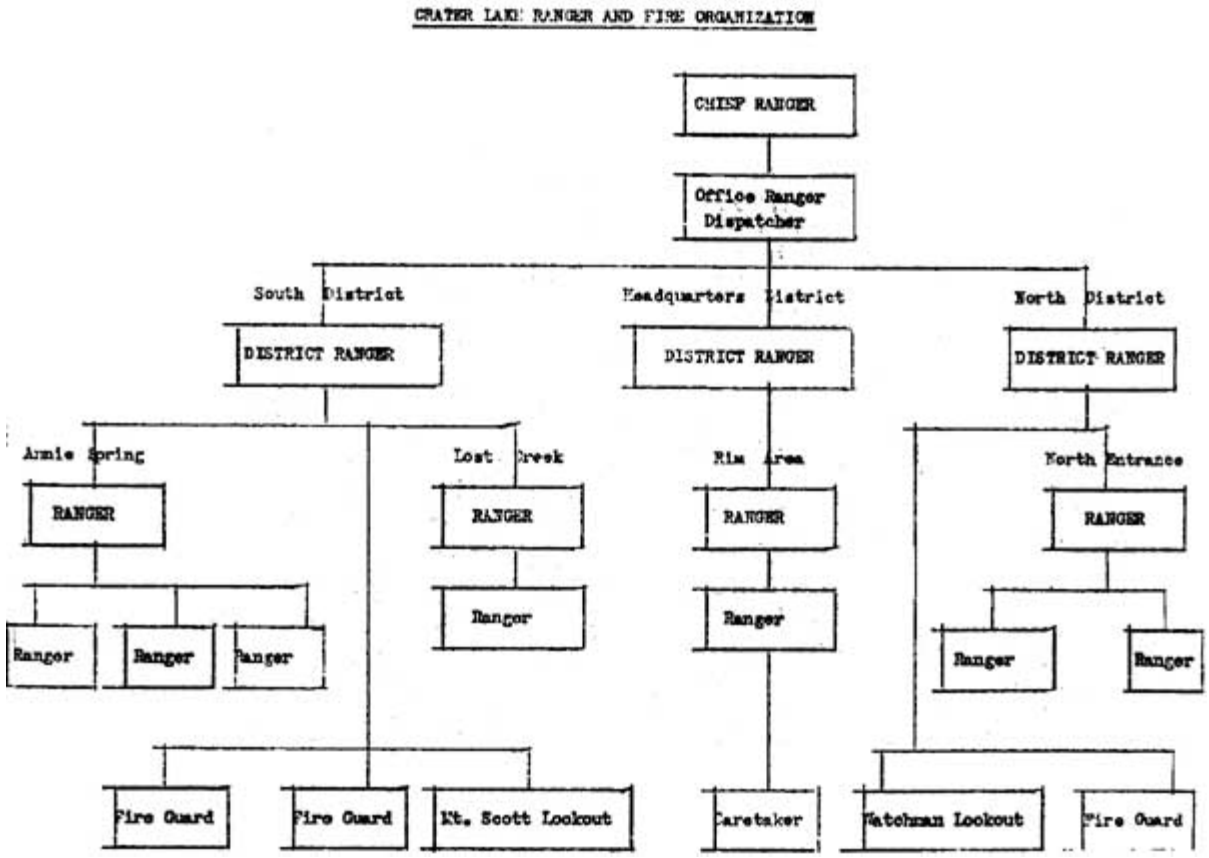
Crouch also recommended the addition of an assistant chief ranger position to the park staff:

> The need for an Assistant Chief Ranger position continues apparent. Assistance in the general operation of the department--selection, training and supervision--is greatly needed in the summer season and equally so or more so in the winter season when the Chief Ranger is assigned to Klamath Falls or Medford. One member of the ranger staff has to assume responsibility for and supervision of protection activities in the park during the winter, such assignment comparing in every respect to the seasonal rangers who were designated Acting District Rangers. The work in the park during the winter must be largely planning and supervision, following general and broad programs, and places on the man greater responsibility and requires a greater scope of activities, both quantity and quality, than was contemplated in a Grade FCS 8 Ranger position. The work of this man is in every respect that contemplated in the classification of Assistant Chief Ranger and such a position should be established. [20]

By the fall of 1942 a "Crater Lake Ranger and Fire Organization" plan had been developed. It was reported that the district ranger system was working well, both in routine and emergency situations. The fire protection efficiency of the ranger force was proven by the fact that of the 23 fires (21 lightning-caused, 1 man-caused, and 1 miscellaneous) occurring in the park during the year, only one exceeded the Class A acreage of a maximum of 1/4-acre and that one covered 0.77 acre. Fire protection during the year was enhanced by the completion of telephone lines from the rim to the north entrance checking station and from the park to a U.S. Forest Service guard station east of the park.

Temporary checking kiosks were placed in the center of the road at the east and north entrances during 1942. The kiosks proved to be "highly satisfactory, facilitating checking operations a hundredfold, and providing a safe and convenient place for ranger records and files." Leavitt desired similar kiosks at the south and west entrances as the existing Annie Spring station serving those entrances was "unsatisfactory for proper control, orientation, and

direction of visitors." [21] (See the below for a copy of the "Crater Lake Ranger and Fire Organization.")



American entry into World War II had a significant impact on the ranger organization and activities at Crater Lake. In June 1942, for instance, the annual field ranger school held in the park combined the normal training in fire control, law enforcement, and other protection services with civilian defense training. The latter included training in defense against war gas and incendiary bombs and understanding of civilian defense organizations and functions. [22]

Crater Lake was operated on a bare maintenance level during the war as a result of reduced park appropriations and personnel . Park rangers performed a variety of untraditional tasks during the war emergency in addition to their principal responsibilities for fire protection and safeguarding of government property. In June 1943 Superintendent Leavitt reported that the chief ranger and the park naturalist undertook the major responsibility for trail repair and other maintenance work and furnished crews to assist the park carpenter, plumber, road foreman, and engineer in their duties. Leavitt noted:

> . . . Without this fine spirit of loyalty among the more experienced and trained personnel, we would have accomplished very little, as the only unskilled labor we were able to procure was a few young boys just old enough to qualify under the age regulations, and a few old men.
>
> The administrative heads of Crater Lake feel moved to praise and compliment the entire force for their unselfishness, loyalty to the Service and fine spirit as evidenced by the willingness to do anything and everything they could, and for the energy displayed in every department. The accomplishments with a minimum force were remarkable. To see a group of rangers and ranger naturalists in work clothes toiling at cleaning up large rock slides and fallen trees from the roads and trails, the rangers moving and rebuilding a boat house, and doing many other

> tasks calling for hard physical labor as well as skill and ingenuity, is convincing proof of the superiority of the Crater Lake staff, for every one did all he could to carry on with a willing and cheerful spirit. [23]

Fire protection was the primary concern of the park ranger force during the war. The park master plan in February 1944 indicated that fire protection personnel consisted of the chief ranger, one park ranger, two seasonal fire guards, two seasonal fire lookouts, and seven seasonal rangers. As outlined in the master plan the duties of the protection organization related almost entirely to fire prevention and control. The responsibilities were:

> Recruiting, training and directing of fire protection personnel; supply and maintenance of lookouts; requisition, maintenance and use of fire tools and equipment; prevention education; fire hazard reduction; fire detection, suppression and fire studies. [24]

The park, which had been closed during the winter months throughout the war years, resumed regular year-round operations on June 15, 1946. Chief Ranger Crouch and a small staff of temporary rangers were on duty in the park several days before the official opening By June 30, however, a staff of twelve temporary rangers and six fire control aides were working. Checking incoming park visitors was resumed with the opening of the park, and temporary checking stands were built at the south and west entrances. Checking at the park boundaries was found "to be highly advantageous," and the traffic jams, common when cars from both entrances were checked at Annie Spring, were eliminated. Regional Forester Burnett Sanford arrived at Crater Lake on June 30 and took part in the three-day ranger and fire training school for park rangers and fire control aides that had been resumed by Crouch.

The duties of the park ranger force reverted to prewar standards during the late 1940s. Fire control, law enforcement, and visitor protection were the principal responsibilities of the rangers during the summer travel seasons. Heavy winter use of the park by skiers and other snow sports enthusiasts necessitated various

> precautionary measures by the rangers, including installation of the safety rope at the crater edge on the Rim, posting of signs, first aid, checking, traffic control, and assistance to Park visitors in pulling stuck cars back on the road, from drainage ditches on the upper side of the roads, or from below the road when they slipped or skidded off the lower side of the road grade. Rangers contributed time and effort in repairing the telephone and electric systems. [25]

The role and functions of the Crater Lake ranger force continued to be refined and expanded during the 1950s. In June 1955 an organization and function statement was prepared for the park. According to the document Chief Ranger Carlock E. Johnson was in charge of the protection division and had the following responsibilities:

> Supervises activities related to protection of life and property, and preservation of park values. Plans, coordinates and supervises projects for control of tree disease and injurious forest insects. Performs all law enforcement and traffic control duties. Collects automobile entrance fees. Disseminates complete and accurate information relating to public use of the area. Cooperates in studies of wildlife and aquatic populations and accompanying problems of habitat use or population stabilization; supervises fish planting. Maintains cooperative weather stations, snow survey courses, and civil defense activities. Organizes and directs forest and building fire presuppression and suppression activities. [26]

There were few changes in the organizational structure or responsibilities of the park ranger force during the next decade. A park organization chart prepared in October 1962 indicated

that the ranger force consisted of five permanent positions. There were a chief and an assistant chief ranger and supervisory park rangers in charge of the Annie Spring (south) and Red Cone (north) districts. One park ranger was assigned to the Annie Spring District. The remainder of the ranger force consisted of seasonals as required." [27]

The duties of the supervisory park rangers were outlined in a position description certified by Assistant Regional Director Keith Neilson on March 20, 1963. The list included nine areas of responsibility:

1 . Protection of life, property, and the preservation of park values
2. Control of forest insect and tree diseases
3. Law enforcement and traffic control
4. Direction of checking station procedures and operations
5. Dissemination of information relating to public use of the area
6. In-service training
7. Wildlife and aquatic populations and accompanying problems
8. Search and rescue
9. Maintenance [28]

During the 1960s Crater Lake park management promoted development and improvement of methods and standards for visitor protection and resource management. This goal was to be achieved by emphasizing effective manpower utilization of the ranger force. In 1965, for instance, such an emphasis took the form of five objectives.

a. Continue the present programming of road patrols with the present low accident frequency rate.

b. Increase trail patrol, maintenance and improvement.

c. Continue the desire to furnish the very best of equipment and outside training for all permanent protection staff.

d. Continue the practice of on-the-job training for all seasonal employees.

e. Improve visitor contact by increasing dissemination of basic information at entrance stations by the use of visual aids and handouts. [29]

By the mid-1970s the park ranger force had been placed under the Division of Interpretation and Resource Management. Answering to the chief of the division were two supervisory park rangers and one park aid. During the summers the park employed about twenty seasonal rangers and nine seasonal fire control aides. The duties of the rangers, which had changed little over the years, included:

. . . the responsibility of the protective personnel to protect the park and its features from damage, misuse, or destruction, and to provide for the safety and health of the park visitors and employees. This responsibility includes traffic control, forest and building fire control, tree disease and insect control, public health and sanitation, accident investigation, law enforcement, first-aid, search and rescue, protection of wildlife, collection of motor vehicle fees, distribution of information to park visitors, and other related areas. [30]

As a result of park reorganization the ranger force had been placed under the Resource Management and Visitor Protection Division by the early 1980s. An updated function statement prepared for the division in September 1986 indicated that the work of the division was supervised by four specialists under the direction of the chief. The specialists were in the

fields of resource management, natural resources, law enforcement, and fire management. Supervision of various ranger activities fell under each of the specialists. [31]

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CRATER LAKE

Administrative History

VOLUME II

CHAPTER TWELVE:
RESOURCE MANAGEMENT IN CRATER LAKE NATIONAL PARK: 1916-PRESENT

A. RESOURCE MANAGEMENT: 1916-1929

The initial National Park Service resource management priorities in Crater Lake National Park were concerned with the preservation of "natural curiosities" and wildlife, the supply and regulation of fishing in the lake, and prevention of forest fires. Among the regulations adopted for the park on May 1, 1917, were rules to prevent fires and hunting, govern fishing, and preserve the national features of the area. These rules stated:

> 1. Preservation of natural curiosities. -- The destruction, injury, or defacement in any way of the public property or the trees, vegetation, rocks, minerals, animal and bird or other life, or other natural conditions and curiosities in the park is prohibited.
>
> 2. Camping. -- No camp will be made along roads except at designated localities. Blankets, clothing, hammocks, or any other article liable to frighten teams must not be hung near the road.
>
> Many successive parties camp on the same sites during the season, and camp grounds must be thoroughly cleaned before they are abandoned. Tin cans, bottles, cast-off clothing, and all other debris must be placed in garbage cans or pits provided for the purpose. When camps are made in unfrequented localities where pits or garbage cans may not be provided, all refuse must be burned or hidden where it will not be offensive to the eye.
>
> Campers may use dead or fallen timber only for fuel.
>
> 3. Fires. -- Fires constitute one of the greatest perils to the park; they must not be kindled near trees, dead wood, moss, dry leaves, forest mold, or other vegetable refuse, but in some open space on rocks or earth. Should camp be made in a locality where no such open space exists nor is provided, dead wood, moss, dry leaves, etc., must be scraped away to the rock or earth over an area considerably larger than required for the fire.
>
> When fires are no longer necessary, they must be completely extinguished and all embers and bed smothered with earth or water so that there remains no possibility or reignition.
>
> Especial care must be taken that no lighted match, cigar, or cigarette is dropped in any grass, twigs, leaves, or tree mold.

> 4. Hunting. -- The park is a sanctuary for wild life of every sort, and no one should frighten, hunt or kill, wound or capture any bird or wild animals in the park, except dangerous animals when it is necessary to prevent them from destroying life or inflicting injury.
>
> The outfits, including guns, traps, teams, horses, or means of transportation used by persons engaged in hunting, killing, trapping, ensnaring, or capturing such birds or wild animals, or in possession of game killed on the park lands under other circumstances than prescribed above, must be taken up by the supervisor and held subject to the order of the Secretary of the Interior, except in cases where it is shown by satisfactory evidence that the outfit is not the property of the person or persons violating this regulation and the actual owner was not a party to such violation. Firearms will be permitted in the park only on written permission of the supervisor. Visitors entering or traveling through the park to places beyond should, at entrance, report and surrender all firearms, traps, nets, seines, or explosives in their possession to the first park officer, and, in proper cases, may obtain his written leave to carry them through the park sealed.
>
> 5. Fishing. -- Fishing is permitted with hook and line only, and never for profit or merchandise. Fishing in particular water may be suspended; or the number of fish that may be taken by one person in any one day, from the various streams or lakes, may be regulated by the supervisor. All fish hooked less than 8 inches long shall be carefully handled with moist hands and returned at once to the water, if not seriously injured. Fish retained should be killed. Five fish shall constitute the limit for a day's catch from the lake, and 20 from other waters of the park. [1]

Superintendent Sparrow committed the efforts of the park staff to enforcement of these regulations. In his annual report for 1917 Sparrow discussed park resource management highlights for the year. He observed that wild animals were becoming more numerous in the park. He stated further:

> The park abounds in black and brown bear, black-tailed deer, cougar, lynx, timber wolves, coyotes, pine marten, fisher, several varieties of squirrels, ringtail grouse, the common pheasant, Clark crow, and numerous varieties of birds common to the country at large.
>
> There are no fish in any of the waters of the park except the lake itself and Anna Creek, below the falls. Crater Lake is abundantly supplied with a fine quality of rainbow trout. . . . The fish are large and the flesh is firm. A few have been taken 25 to 28 inches long, weighing from 6 to 7 pounds.
>
> One small forest fire occurred in the park this season, but it was brought under control before any damage was done. There were many fires outside and at some distance from the park, particularly to the southwest. At times the view of the lake was entirely obliterated by the dense clouds of smoke that rolled in from these fires, but an east wind for a few hours always cleared the atmosphere.

Sparrow observed "that a very few wild flowers" had been observed in the park. There had been no wild flowers in the park since 1902, "the sheep that ranged over this region before the creation of the park having utterly destroyed the wild-flower growth." [2]

The commitment to restore the flora of the park brought park management into conflict with regional wool growers. In May 1917 area sheepherders sought a permit to graze 7,000 head of sheep in the park. The request was denied promptly by the Park Service. In responding to

the sheepherders, Acting NPS Director Horace M. Albright stated:

> In reply, I would advise you that we are considering plans for opening Crater Lake Park to the grazing of cattle and horses, and will undoubtedly be prepared to issue permits covering the privilege of grazing these animals within a short time.We can not, however, under any circumstances, act favorably upon applications for the grazing of sheep in the park. Sheep are not only very obnoxious to tourists, but they absolutely destroy wild flowers and shrubs which we are particularly anxious to preserve in the parks. [3]

Later that year Mather vigorously defended the Park Service policy of disallowing sheep grazing and restoring the flora in the park:

> Many years ago, before the creation of this park, the lower slopes of ancient Mount Mazama and the entire area now reserved and dedicated for park purposes were utilized for the grazing of sheep with the result that the flora of the region was practically destroyed. After the lapse of a quarter century flowers are still exceedingly rare, and it will require the expenditure of much time and money to restore even a small portion of its lost species of plant life. Few places accessible to the public today illustrate more forcibly the destructive action of sheep grazing on high mountain lands than does Crater Lake Park. [4]

By the early 1920s the park wildflowers had been largely restored as a result of Park Service policy. It was reported in 1921 that the park wildflowers presented "such a temptation to wild flower loving visitors that it was necessary to post signs to prevent the depletion of some species." [5] Two years later Superintendent Thomson reported that wildflowers were on the increase in the park, "miles of our roadway being fairly banked with colorful blossoms and the forest glens carpeted with literally hundreds of acres of wild flowers." [6]

In 1918 Sparrow initiated a program to exterminate certain predators in the park as a means of encouraging the growth of the deer and small mammal populations. Cougar, lynx, timber wolves, and coyotes were the objects of the extermination program. That year Sparrow was pleased to announce that deer and bear were growing in numbers and becoming "quite tame."

He also echoed earlier recommendations to expand the park boundaries to include the Diamond Lake area. The expansion was necessary, according to the superintendent, in part because the existing park was "too small for a game preserve." He noted:

> . . . Many of the deer get quite tame and it seems like murder to kill them when they stray across the boundary. One case in point occurred recently during the hunting season. Voley Pearsons, of Klamath Falls, shot a doe on the road about 300 yards outside the southern entrance to the park. The doe had frequently visited the ranger's cabin and was so tame that **it** would not run when an auto approached. As it is unlawful to kill a doe at any time, the man was arrested by the Park. Service and turned over to the local authorities at Fort Klamath, where he was fined $25 and costs. This case is cited only as evidence of the necessity of enlarging our game preserve. [7]

Wildlife in the park continued to become more numerous in 1919, particularly black. and brown bears and deer. The bears were becoming "very tame," with black bears being "seen almost daily in the neighborhood of the lodge and the construction camps." Taking photographs of feeding bears was becoming a popular visitor diversion. Smaller forms of wildlife were becoming more plentiful as a result of the continuing extermination program. A small herd of fifteen Yellowstone elk. had been turned loose in the adjacent forest reserve near Seven-Mile Creek in 1917, and by 1919 the herd was using the southern portion of the

park as a summer range.

During 1919 there were no major forest fires in the park. Electric storms in August, however, started minor fires, and a fire on the forest reserve west of Union Peak that crossed the park boundary caused little damage as "it was confined to snow brush on an old burn." To preclude such fires in the future work was initiated to cut brush and clear a fire lane along the park boundaries. [8]

In 1920 Sparrow reported that fewer bears had been sighted in the park. He observed:

> Though bear make frequent visits to the construction camps in search of food, they appear less numerous than last season when they could be seen almost any day and furnished considerable entertainment for tourists. That they are fewer in numbers this season is probably due to their ceasing to fear man and his works and hence were easy victims of hunters and trappers when they left the park for their winter quarters.

This observation led Sparrow to renew his support for an extension of the park boundaries. He commented that "when a national park is established it should be large enough to let a scared bear or deer have a good run without going over the boundary to be killed."

During 1920 the fire lane project was continued to aid park personnel in resource management and preservation. Brush was cut "from a strip 8 feet wide around the park boundary as a precaution against forest fires and to aid prevention of trespass by stockmen and game poachers." All "trees within this strip were blazed on two sides." [9]

Wildlife issues continued to be of prime concern to park management during the remainder of the 1920s. More bears fed on the garbage dump at Government Camp in 1922 than ever before, attracting considerable interest on the part of park visitors. Deer were increasing, in part because few cougars or other predatory animals had been seen in the park for several years. [10] In 1923 NPS Director Mather offered a glowing account of wildlife in the park:

> Wild life has been more abundant than heretofore, several bears daily visiting Government Camp to be fed or kodaked liberally by visitors. They became quite tame by midseason, a fact which unfortunately makes such of them as do not hibernate within the park easy game for hunters. Deer have been exceedingly abundant. Several elk., progeny of the herd transplanted into Klamath County, have been seen occasionally. Foxes, timber wolves, and coyotes were not uncommon sights, and one cougar was reported. Small game is present in countless numbers. Bird life has also been very abundant; a number of rare birds have been identified, and an unusual number of humming birds have been present in the great fields of wild flowers that carpet the forest glens. The ranger force is, however, not sufficient to adequately patrol the 249 square miles of park to protect against poaching. [11]

The park continued to encourage the growth of the bear population in part as a tourist attraction. In 1924 Superintendent Thomson reported that ten bears, including four new cubs, were "almost daily visitors at Government Camp, to the great enjoyment of thousands of visitors." As a result of such contact the bears, according to the superintendent, were becoming docile and fearless, thus leading to their destruction by hunters outside the park boundaries. This development led to a successful Park Service effort to have the Oregon state legislature enact legislation in 1925 declaring an eleven-month closed hunting season on bear in Jackson, Josephine, and Klamath counties surrounding the park. [12]

By the late 1920s park wildlife was thriving as a result of the aforementioned legislation,

favorable weather and forage conditions, and management policies. In 1929, for instance, Superintendent Solinsky reported:

> Our wild life did exceedingly well this year because of favorable weather and forage conditions, which have been exceptionally good throughout the park. The bears, our most attractive animals, created considerable interest among the visitors and were seen at all centers of habitation. Deer were seen in practically every part of the park during the year, and indications point to a considerable increase in number. One herd of five elk. was noticed in the southern part of the park. Signs of the predator animals, such as cougar, wolf, and coyote, show the presence of these animals in comparatively large numbers. One wolf was seen on the north rim, while a number of coyotes were reported as seen in various sections of the park. Small animal life such as marmot, ground squirrels, chipmunk, and conies were seen in great numbers. Occasionally pine martins were reported, showing the existence of this animal in the park.
>
> Bird life was much in evidence. The most common species were camp robbers, bluejays, Clark's crows, nut hatches, juncoes, robins, finches, hawks, ravens, and humming birds Eagles were seen about Wizard Island on numerous occasions. [13]

Park management devoted increasing attention to the enhancement of fishing opportunities at Crater Lake during the 1920s. The lake was planted with 20,000-30,000 rainbow fingerlings and salmon silversides each year through the cooperation of the Fort Klamath and Butte Falls hatcheries and the State Game Commission. The silversides were found to thrive better than the rainbow trout. Stream fishing was less satisfactory than that in the lake, but good catches of Dolly Varden were reported in Anna Creek. In 1925 "four fine trout streams heretofore sterile" were planted with eastern brook. and loch leven" with the intention of opening those streams to sportsmen in several years. [14]

Forestry issues, especially control of damage from insect infestation, became a major focus of park concern after 1923. That year Superintendent Thomson stated, "Outside of the lake itself our great cover of coniferous trees gave greatest pleasure to visitors." He went on to observe, "Unfortunately the thousands of trees killed by beetles during recent years present a sad aspect, projecting a definite problem that must soon be met." [15]

A preliminary study made by the U.S. Bureau of Entomology in 1924 indicated that infestation had wrought havoc throughout an area of some thirty square miles of lodgepole pine north of Crater Lake. The destruction had begun ten years before in the stands surrounding Diamond Lake and had subsequently spread southward toward Crater Lake. Thus, thousands of dead trees marred the forest vista and constituted a grave fire hazard in the northern and northeastern sections of the park. Since the infestation was spreading, immediate control measures were recommended both in the park and the surrounding forest reserves. [16]

An insect-control program, known as the Crater Lake Park. Control Project, was initiated under the direction of J. E. Patterson, Assistant Entomologist of the U.S. Bureau of Entomology, during 1925-27 under a special congressional appropriation. Two species of bark. beetles were targeted by the project--the mountain pine beetle attacking lodgepole pine and the western pine beetle attacking yellow pine, with the major operations being directed against the former.

Prior to the project it was determined that some 22,000 acres of the park lodgepole pine forests north of Crater Lake had been infested. Control work was not conducted on that area,

however, because a high percentage of the trees had already been killed. Rather the control work. was concentrated on the 8,000-acre infested area of lodgepole pine south of Crater Lake in Pinnacles, Kerr, and Munson valleys, and Anna Spring vicinity. A total of 9,696 lodgepole pine and 43 yellow pine were treated. The solar heat method of control (felling infested trees, lopping off limbs and exposing bark to direct sunlight, thus killing the larvae and beetles in the bark.) was used to treat the lodgepole pines, while the yellow pines were treated by burning the infested bark in pits in the ground. The project resulted in checking the infestation south of Crater Lake and saving approximately 12,000 lodgepole pine trees. [17]

The insect control program resumed in 1929 because infestation epidemics outside the park boundaries were spreading into the park. Funds were transferred to Crater Lake from appropriations for Mesa Verde, Rocky Mountain, and Yellowstone national parks to undertake the work. In 1928 it was estimated that there were in the park 33,920 acres of dead lodgepole pine forest, 7,100 acres of active and epidemic infestation, and 15,360 acres uninfested. During the period May-July 1929 some 23,239 trees were treated for mountain pine beetle infestation in the Pinnacles Valley, Munson Valley, Anna Spring, Castle Creek, and Anna Creek. (Middle and East Forks) areas of the park. [18]

B. RESOURCE MANAGEMENT 1930-1942

From 1930 to 1942, when World War II began to have a major impact on park operations, resource management concerns, except for forestry insect control programs, appeared to become secondary to other emphases such as development and construction. Park. management continued various programs, however, to promote the increase of park wildlife. Efforts were made to attract wildlife, such as deer, to visitor use areas, one example being the placement of brick salt at Anna Spring, park headquarters, and Rim Village in 1930. [19]

Park. management continued to monitor and encourage wildlife activities at Crater Lake during the 1930s. In the early years of the decade the Park Service began compiling estimated wildlife censuses for the parks. The earliest such census for Crater Lake that research uncovered was for 1932. That year it was estimated that big game animals in the park included 19 elk, 60 mule deer, 250 black-tailed deer, 2 antelope, and 40 black bears. [20] Later in the decade the park began preparing annual wildlife reports which consisted of estimates of various species and observations on their habitat and migratory patterns. The earliest such report that research uncovered was for 1940. In that year estimates of wildlife in the park included 10 badgers, 50 black. bears, 2 cascade bobcats, 5 mountain coyotes, 80 black-tailed deer, 25 mule deer, 6 white-tail deer, 6 Rocky Mountain elk, 10 Cascade red foxes, and 30 porcupines. [21]

By the late 1930s bear-visitor problems had become endemic at Crater Lake and other national parks, thus leading to increased concern for visitor protection and safety. As a result Secretary of the Interior Harold L. Ickes issued a systemwide regulation forbidding the public to feed bears. In accordance with the new policy NPS Director Arno B. Cammerer wrote a letter to Superintendent Leavitt on March 24, 1938, urging him to initiate publicity and educational park programs to encourage the public to stay away from the bears. He urged modification or elimination of bear shows at dump sites by park personnel and shipment of troublesome bears to outside agencies. [22]

Park management continued to ensure good fishing prospects in the lake and other streams during the 1930s. In October 1929 some 7,000 fingering trout from the State Fish Hatchery at Butte Falls were planted in the lake and streams, making fishing in the lake and Sun Creek exceptionally good during the 1930 season. [23] During the fall of 1931 some 200,000 fingerling rainbow trout and salmon silversides were planted in the lake and some 40,000 in

smaller streams in the western and central portions of the park, thus making fishing in Crater Lake, according to Superintendent Solinsky, "superior to any location in the vicinity, including both Diamond Lake and Lake of the Woods." [24]

Fish planting became one of the responsibilities of the Emergency Conservation Work (ECW) programs at Crater Lake during the 1930s. In 1935-36, for instance, ECW personnel planted more than 100,000 fingerling trout in the lake and some 75,000 fingerlings in park streams. [25] The following year Superintendent Canfield reported that Crater Lake had "strengthened its reputation as being one of the choice fishing spots in the west," there being frequent reports of limit catches which had been raised to twelve trout. [26]

Forest insect control continued to be a prime focus of Crater Lake resource management efforts during the 1930s. After 1929 the threat of the bark beetle epidemic waned on unprotected forest areas at Crater Lake. Park. management adopted a plan of mopping up all epidemic centers within the park and on national forest lands within a 15-20-mile radius of the park. With the extension of this program the control results on the protected areas improved. This change of program increased the number of trees treated annually from some 3,700 trees before 1929 to an average of 16,800 trees during the early 1930s. Among the areas treated during the early 1930s were Anna Creek., Castle Creek, Sun Creek., and Mount Scott in the park and Sand Creek in Umpqua National Forest. [27]

A new method of pine beetle eradication was introduced in 1932. The method and rationale behind its use were described by Superintendent Solinsky:

> This year the so-called solar method of pine beetle eradication was not found completely effective in thick forested areas and on northern exposures, due to extremely cold weather. Under such conditions a method of eradication by burning using an oil spray proved 100 percent effective. It is thought that the pine beetles are well under control and only a small allotment will be required each year to keep them so. [28]

The mountain pine beetle epidemic in the park was declared to be eradicated in November 1933 by Entomologist F.P. Keen of the U.S. Bureau of Entomology. He observed:

> That the mountain pine beetle in the pine stands of Crater Lake National Park. was brought completely under control by the work conducted in the spring of 1932 was further verified by the scouting and control work conducted during 1933. While a few scattered infested trees could be found, there was no evidence of concentrated grouping of beetle activity. On most of the park units the beetles are all but exterminated. Therefore for the next few years, only a maintenance control program needs to be considered on Park forests.
>
> A highly dangerous concentration of beetles in the Sun Pass area of the Rogue River National Forest a mile or so from the southeast corner of the Park. still continues as an aggressive epidemic and is a menace to the park in that at any time a migration of beetles back into the park may take place. It is hoped that this infestation can be completely cleaned up next spring.

Keen went on to describe control work during the spring of 1933:

> The maintenance program for 1933 called for the treatment of about 5,000 trees at a cost of $4,000. This program was started early in June when spotting crews were placed in the field to mark the infested trees and some treatment at the lower elevations was started by the regular experienced control crews.

> Then two of the Emergency Conservation Work camps were established in the Park, one on Anna Creek and the other on Sand Creek and the beetle control work made an important part of their activity. For a time as many as 200 men from the CCC camps were employed in the beetle control work. As a consequence a large area of the Park was thoroughly combed for infestation and a complete clean up secured. Even so only 7,026 infested trees of which 5,794 were lodge pole were found on the 30,750 acres covered. . . . [29]

In 1936 it was evident that white pine blister rust was rapidly approaching the park. It was determined that protection of the Cloudcap area and its homogeneous stand of whitebark pine was imperative. Accordingly the Cloudcap Blister Rust Control Unit was established as a cooperative venture with the Bureau of Entomology and Plant Quarantine of the U.S. Department of Agriculture in 1937. Within three years more than 133,600 alternate host plants (Ribes sp.) were eradicated in a control unit of 3,632 acres. [30]

During 1936 a vegetation type survey of Crater Lake National Park was conducted as an Emergency Conservation Work National Park Service project under the supervision of the Branch of Forestry. Field work was started on May 21 and completed on August 15, and the office work. connected with the survey was done at the Berkeley office of the Branch of Forestry during the winter months. Personnel of the crew consisted of Martin H. Mitchell, Junior Forester Homer W. Marion, Assistant to Technician, and two men from the local Civilian Conservation Corps (CCC) camp. Planimetering of the types was done by Dean F. Schlobohm, Junior Forester.

The vegetation type survey was conducted to meet an ever increasing need for a map showing the composition, extent, and character of the park vegetation. The data was to be used as a basis for:

1. Rating fire hazard and protection planning
2. Planning insect and disease control
3. Determining the proper use and treatment of land for recreation, campground development, wild life, reforestation, erosion control, etc.
4. Augmenting the supply of knowledge concerning the flora and other natural features of the area in question
5. Providing an inventory of forest lands

The ultimate objective of the project was to produce not only a vegetation type map but also a reference map, vegetation type sample plot records, narrative type descriptions, and illustrated herbarium specimens. One of the products of the survey was a condensed summary of vegetation types in the park:

Type	Acres
Lake	11,144.40
Barren	1,712.11
Herb--grass and semi-barren herb-grass	3,636.33
Residential	29.56
Chaparral	1,524.36
Weedland	11.99
Douglas fir belt	1,006.14
Ponderosa pine belt	6,014.33
Pine-fire belt	41,128.14

Lodgepole pine-hemlock	73,450.20
Fir belt	17,885.65
White bark pine	587.37
Spruce	14.20
Total	160,333.00 [31]

While some fire protection improvements had been constructed in the park prior to 1930, lack of funds and information limited such endeavors. In 1930 John D. Coffman, Chief of Forestry of the National Park. Service, prepared the first "Report on the Fire Protection Requirements of Crater Lake National Park." The report, which served as a blueprint for the development of the park fire protection program during the next decade, surveyed fire hazards in the park and included recommendations on the need for fire equipment, a fire detection system, personnel placement, cooperation, training, and hazard reduction measures. Among other recommendations the report urged that the following be constructed to provide adequate protection against fire for park forests and facilities:

Protection telephone lines
Fire protection buildings (fire lookout on Watchman Peak)
Protection road (rim to Mount Scott)
Protection motorways (75.9 miles)
Protection trails (3 miles) [32]

In 1942 Associate Regional Forester Jack B. Dodd prepared a comprehensive "Report on Forest Protection Requirements for Crater Lake National Park." The report presented an overview of forest protection policies in the park from the time of Coffman's report until May 1942. The study found that there had been 152 fires in the park during the eleven-year period from 1931 through 1941--110 lightning-caused and 42 man-caused (smoker, 24; camper, 5; debris, 4; and miscellaneous, 9). As part of the campaign to promote fire prevention, efforts had been made to establish strict park regulations regarding fires and to promote general public awareness of the fire threat.

During the 1930s and early 1940s the park engaged in an active fire hazard reduction program using the services of Civilian Conservation Corps personnel. Clean-up to reduce the fire hazard was carried out along all major roads, power and telephone clearings, and some of the motorways. "Cat trails" were cut through the formerly logged Yawkey Tract and efforts to clean up the unburned slash and snags cleft by the clogging operations in the area were conducted to reduce the fire hazard and preserve the vegetative cover of the tract. Two primary fire detection lookouts were located in the park, one on the rim of the crater on the west side of the lake called the Watchman and the other on Mount Scott, a volcanic cone on the east side of the lake several miles distant from the crater rim. During the 1930s two seasonal fire guards were on the forest protection and fire prevention payroll, both of whom were stationed at park headquarters until 1940. In 1941 one remained at the headquarters to handle fire matters in the southern half of the park, while one was stationed at the North Rim Ranger Station. An extensive telephone and radio system was installed and proved useful in fire suppression work. Fire weather stations were maintained at park headquarters, the two lookouts, and Lost Creek Ranger Station during the fire seasons in 1938, and the U.S. Forest Service cooperated by providing weather data. The park purchased enough fire fighting equipment to supply 150 to 175 men. Annual firefighting training schools for park personnel were instituted in the late 1930s, and in 1935 plans were drawn up by the chief ranger outlining the duties of fire protection personnel and providing for the employment of transient labor to supplement the ranger organization, other park personnel, and CCC enrollees in fighting fires on an as-needed basis. In 1937 cooperative agreements were drawn

up with the Rogue River and Umpqua national forests and the Klamath Indian Reservation for mutual fire suppression aid. These cooperative agreements were extended indefinitely in 1938. [33]

C. RESOURCE MANAGEMENT: 1940s

Despite the virtual shutdown of regular park operations during World War II, park management continued to be concerned with resource management issues. One of the continuing problems facing the park was wildlife protection. In November 1944, for instance, the park master plan described the problems facing park wildlife:

> The topography of Crater Lake National Park. consists mainly of a mountain top of high elevation, without adequate winter range in the adjacent valleys for the various park animals, which migrate to lower elevations each winter because of the deep snow fall. Except for such animals as hibernate during the winter months, no natural faunal unit exists within the park, which in reality constitutes an entirely inadequate range for many of the larger or migratory park animals, and causes them to fall prey to hunters and trappers each year as they move outside of the park boundaries.
>
> The area immediately to the east of the park is adjacent to the Klamath Indian Reservation, and the Indians, natural-born hunters, recognize no closed season. The east slope of the Cascade Range in the park area is therefore believed becoming particularly depleted of various larger or migrating animals. The west slope of the range, a small part of which is within the park, and the area to the west of the park boundary in the Rogue River National Forest, constitutes a more favorable range. Unfortunately these animals, particularly bear and deer, migrate in and out of the park into the adjacent National Forest area or on to privately owned lands, where more or less hunting of bear, deer and lesser animals continues throughout the year, with but slight regard for the open and closed seasons, enforcement of which is vested in local authorities. Many "old-timers" still consider they are justified in killing a deer, an elk or a bear any time they get the chance. [34]

In terms of wildlife concerns bear management problems continued to be the principal problem facing the park. On August 17, 1942, a special report on the issue stated:

> The lack of travel due to the war restrictions, and the absence of CCC camps, road contractors camps, etc. has resulted in a drastic reduction in the amount of garbage heretofore available at our garbage disposal area. The bears, which have been spoiled for a good many years back by having ample food supplies, still hang around this pit, expecting to be fed, instead of getting out and rustling their own living. The result is that the bears have been hungry and as a consequent have been ill-tempered and more dangerous than at any time in the past several years. They have also done considerable damage, and have made themselves a nuisance generally.

A month later Superintendent Leavitt submitted to NPS Director Newton B. Drury a list of twelve serious "bear depredations" in the park during the summer. [35]

Crater Lake officials took. various actions to deal with the bear problem in the park. In 1943 park rangers at Crater Lake, along with those in Yellowstone and Yosemite national parks, initiated programs that resulted in the disposal of some 87 bears as a population control

measure and to eliminate animals that were dangerous to human beings. [36] Two years later a new garbage disposal site was established in an isolated area at the lower end of Munson Valley, some 2-1/2 miles south of park headquarters where the original garbage dump had been located. Although signs were posted "Danger--Do Not Feed the Bears" there was a continuing problem with park visitors feeding bears from their cars along park roads, thus causing traffic obstruction and risks to visitor safety. One boy was severely bitten during such an incident. Efforts were made to educate the public about the personal dangers associated with feeding bears as well as the fact that feeding bears often led to their becoming troublesome. [37]

Management of fishing and fish planting continued to be issues of concern to park management during the war. New fishing regulations were issued on April 6, 1942. The revised rules provided for:

> A state or federal license to fish in Crater Lake National Park. is not required. Fishing with nets, seines, traps, or by the use of drugs or explosives, or for merchandise or profit, or in any way other than with hook and line, the rod being held in the hand, is prohibited.
>
> Fishing in particular waters may be suspended, or restricted. Although general regulations governing parks permit a catch of only ten fish per person per day, the number of fish that may be caught in Crater Lake National Park has been set at 12 fish per person per day. . . . The limit of fish in possession at any one time is two days' catch.
>
> No fish less than six inches long may be retained, unless a different limit is established by special regulations. All fish hooked less than such limit in length shall be carefully handled with moist hands and returned at once to the water, if not seriously injured. Undersized fish retained because seriously injured shall be counted in the number of fish which may be taken in one day.

Some 20,000 rainbow trout from the state fish hatcheries at Butte Falls and Fort Klamath were planted in Crater Lake in 1941. Thereafter, planting was discontinued and would never be resumed. [38] (See below for a copy of "Fish Liberations In Crater Lake" during 1910-41.)

Fish Liberations in Crater Lake
1910-1945

Year	Rainbow Trout	Brown Trout	Silver Salmon (Silversides)	Cutthroat Trout	Steelhead
1910	50,000	--	--	--	--
1914	2,000	15,000	--	--	20,000
1922	25,000	--	3,500	--	--
1923	--	--	--	14,000	11,000
1924	24,000	--	--	--	--
1925	--	--	22,500	--	--
1926	--	--	--	--	--
1927	46,800	--	--	--	--
1928	64,000	--	--	--	--
1929	--	--	--	--	--

1930	3,000	--	7,500	--	--
1931	--	--	--	--	98,000
1932	156,000	--	--	--	163,000
1933	--	--	200,000	--	150,000
1934	--	--	54,000	--	--
1935	--	--	100,000	--	20,000
1936	--	--	25,000	--	25,000
1937	100,000	--	50,000	--	--
1938	--	--	--	--	--
1939	100,000	--	--	--	--
1940	85,820	--	--	--	--
1941	20,000	--	--	--	--

Old Naturalist Files, Crater Lake National Park.

Protection of park forests against forest fires was one of the principal concerns of park management during the war. The park fire protection program was divided into three categories for management purposes: prevention, presuppression, and suppression. Prevention included public control and education and fire hazard reduction. Presuppression comprised organized personnel training, acquisition of fire equipment, and physical improvements. The latter included protection motorways, fire, horse, and foot trails, and fire breaks; lookout stations on the Watchman and Mount Scott; four ranger stations at the north entrance, Annie Spring, Lost Creek, and park headquarters; five patrol cabins at National, Bybee, Red Blanket, and Bear creeks and Maklak Spring, a radio and telephone communication system; and fire toolboxes and caches. Suppression of fire was to be accomplished primarily by trained park personnel employing hand tools. Cooperative fire fighting agreements were in force with all adjoining forest protection agencies. To strengthen the park's fire-fighting capability a detailed Memorandum of Understanding between the Departments of the Interior and Agriculture for mutual aid in fire control was approved in January 1943. [39]

By the early 1940s a soil and moisture conservation program had been initiated at Crater Lake. The program, as described in November 1944, had two principal objectives for resource management:

> 1. To stop erosion on slopes, cuts, fills, embankments, borrow pits and quarry sites, and to promote growth of grasses, plants, shrubs, bushes and trees on all such areas where vegetation is now lacking, in order to restore these slopes to a more pleasing and natural condition and at the same time materially reduce the present heavy annual maintenance costs of removing eroded material.
>
> 2. To stop erosion of Crater Walls at developed or improved areas in an effort to preserve and protect the rim of the crater and save trees, bushes, shrubs, plants, and grassed areas from destruction. To prevent erosion of the soil on which improvements exist, viz, sidewalks, parapet walls, buildings, landscape planting, etc. [40]

The year 1946 marked a transition from war-time to peace-time operations which entailed many readjustments in forest protection at Crater Lake. During the year the ranger and fire protection forces handled only five forest fires, all inside the park, three of which were lightning-caused and two man-caused. The Fire Weather Unit of the U.S. Weather Bureau broadcast daily fire weather forecasts and supplemented these with telegraphic forecasts at particularly critical periods. Local fire weather conditions were determined by the stations at

park headquarters and the Watchman Lookout. A revised administrative plan of action (Strength of Force Plan) was developed to ensure improved fire protection and suppression (a copy of the plan may be seen in Appendix A). Improvements were made to the Watchman and Mount Scott lookouts, the park telephone and radio communication systems, and the truck trail system for fire control purposes. [41]

During the fall of 1946 a field survey and report of mountain pine beetle infestation conditions by R.L. Furniss of the Portland Laboratory of the Bureau of Entomology and Plant Quarantine led to the development of an insect control project at Crater Lake. The project was carried out in May-June 1947 and had as its objective the halting of an aggressive beetle infestation in the lodgepole pine stands in the southeastern section of the park. Two treating methods were used--solar heat and lethal oil spray. Wherever possible the solar heat method was employed as it was quicker and less costly. Both methods required that the trees be felled, limbed, and the tops cut off. [42]

During the postwar years park management gave increasing attention to the question of recreational fishing at Crater Lake. While a definitive policy was not formulated, the park took the position of neither encouraging nor discouraging fishing pending further limnological studies. In August 1948 Superintendent Leavitt explained the rationale behind the park staff's thinking on the subject:

> . . . beginning with the season of 1937 a research project was started by conducting limnological studies by Professor A.D. Hasler under the supervision of former Park Naturalist John E. Doerr. The primary purpose was to determine the amount and character of fish food available in the lake to the rate of growth of fish, fishing conditions, and related data in order to obtain the information necessary in carrying out our fish planting and fish catching program. These studies have been carried out since that date from season to season under the general supervision of Dr. Donald S. Farner, interrupted, of course, by the war period and Dr. Farner s inability to be with us every season.
>
> Our studies began on a theory that fish were unable to spawn in Crater Lake. We found this to be untrue as there is definite evidence that the silverside salmon do spawn in Crater Lake, and we have good reason to believe that the rainbow trout do also. If natural spawning occurs in the lake, the management program that we visualized at the beginning of our study cannot be carried out because of inability to control the number of fish that might be introduced into the lake through spawning. All our studies to date indicate that there is a great deal of information still to be obtained before we can determine whether we shall attempt to continue Crater Lake as a fishing lake as it has been in past years or whether we will let the fish die out and keep Crater Lake in a natural and unmodified condition without fish life as it was when first discovered.
>
> More and more we are thinking seriously of endeavoring in every possible way to keep the waters of Crater Lake, the crater walls, and Wizard Island areas in as natural a condition as possible, unmodified by the hand of man.
>
> There are many lakes in Oregon suitable for fishing, boating, swimming, and other recreational sports, but there is only one Crater Lake in the world. [43]

D. RESOURCE MANAGEMENT: 1950s-1960s

Resource management issues during the 1950s and 1960s remained similar to those of earlier

years. The park continued to have bear problems in the postwar years. In response to a request from the regional director in San Francisco Superintendent Leavitt in February 1951 reported on the issue and park efforts to eliminate the trouble. Leavitt listed a number of ways in which park management had attempted to meet the problem, "all of which have been partially successful but none of which have been as successful as we might wish." These efforts included:

1. Education of government, concessioner, and contractor employees and park visitors against feeding bears by hand or from cars

2. Education of campers in protecting food supplies

3. Efforts to discourage bears by daily removal of garbage, particularly late in the afternoon

4. Placement of garbage containers at government residences inside of buildings

Leavitt recommended that the park staff be permitted to give a citation with penalty to anyone feeding the bears. [44]

The park's bear policies were generally consistent with the wildlife policy as stated in the NPS Administrative Manual developed in the 1950s. That policy read:

> The animals indigenous to the parks shall be protected, restored if practicable, and their welfare in a natural wild state perpetuated. Their management shall consist only of measures conforming with the basic laws and which are essential to the maintenance of populations and their natural environments in a healthy condition. [45]

In line with that policy park management, after consultation with the U.S. Fish and Wildlife Service and the Montana Department of Fish and Game, purchased in 1959 a "Cap-chur" gun and necessary accessories and drugs to experiment with removing troublesome bears rather than by trapping. [46]

The issue of fishing and fish planting at Crater Lake had become a subject of intense debate by 1958. As a result O.L. Wallis, an aquatic biologist, undertook a study to determine whether the lake should be restocked to improve fishing or whether sole reliance should be placed upon the limited natural reproduction of rainbow trout and kokanee salmon to maintain limited sport fishing.

As part of his study Wallis examined the history of fish planting in Crater Lake. Since the original stocking of fish in the lake in 1888 various species had been introduced with varying degrees of success. All species died out within several years with the exception of the rainbow trout and kokanee salmon which had been able to maintain small, fluctuating populations by natural reproduction. Areas for natural spawning were few, and the quantity and quality of foods available for fish were limited.

The introduction of exotic fishes had upset the original ecological conditions in the lake to a certain extent. The unique Mazama salamander, endemic to Crater Lake, had been utilized as food by the fish in the lake. This salamander and possibly numbers of various other endemic organisms had been reduced by the exotic fishes.

Prior to 1941 periodic plantings of salmon and trout maintained a small fishery in Crater Lake. During the next two decades, however, natural reproduction supported the entire fishery at a low but fluctuating level, thus providing limited fishing opportunities for those

willing to expend the necessary effort.

Even during years when catch successes were relatively high, fishing pressure on Crater Lake was light. Only 1 out of every 183 park visitors fished at the lake in 1941 when this activity was at its peak. The low level of activity in spite of good fishing success was the result of a variety of factors:

1. Crater Lake was not readily accessible
2. Snow and cold weather conditions made the fishing season short
3. Fishing was restricted to daytime hours
4. Boats were not available during the better fishing periods of early morning and evening
5. Fishing on Crater Lake required unique skill and experience

According to Wallis an expanded and reactivated fishery on Crater Lake would be expensive. It had been estimated that only 0.008 percent of the fish stocked in the lake in the past had been caught. After years of planting thousands of trout, the maximum number of rainbow trout taken in a single year was 593 in 1937.

Improved fishing possibilities would increase the numbers of those participating in that recreational activity. Greater numbers of fishing participants would impact park operations and place greater demands on the park staff resulting in:

1. Increase problems of visitor protection
2. Demands for easier access to the lake
3. Additional boating facilities and overnight accommodations at the edge of the lake
4. Introduction of exotic food organisms to supplement the limited natural supply

Wallis concluded his discussion of lake fishing policy by observing that the National Park Service would be more consistent with its major conservation objectives if it did not attempt either an intensive effort to develop an expanded artificial fishery or to maintain the present inadequate one.

Wallis also addressed the question of fishing policy on the park streams. Personnel of the Park Service and the Fish and Wildlife Service agreed that park streams were "small, cold waters" and that "natural reproduction of brook and rainbow trout was adequate to maintain wild populations" under the existing limited fishing activity. If such pressures should increase and the natural populations became endangered, however, special regulations could be introduced, providing for lower catch and higher size limits, fishing-for-fun only, and use of artificial flies.

In conclusion Wallis recommended that the park adopt a new fishing policy. The policy statement read:

> Fishing shall be permitted in Crater Lake and in the streams of Crater Lake National Park, but this activity shall be subordinate importance. The catch shall be dependent upon the self-sustaining populations of fishes. Additional plantings of fishes and other organisms shall not be made in Crater Lake or in the streams. [47]

The proposed policy statement received the endorsement of Regional Director Lawrence C. Merriam on May 2, 1958. While supporting it, however, Merriam felt that the policy should be put into effect gradually:

> We believe, however, that care should be taken in putting the policy into effect that we don't stimulate adverse criticism through too rapid action. We feel that a quietly operated program to de-emphasize fishing, coupled with the low survival factor of young fish in the lake waters, will produce the proper climate for cessation of any planting in a few years. Certainly we feel the policy should be operated on a medium range time schedule, with the probable elimination of a public relations problem, rather than a short range time schedule with the likelihood of developing a controversy. [48]

Forest protection continued to be a prime concern of park management during the 1950s and 1960s. A survey of the park forests in 1959-60 found a downward trend in the severity of attacks by mountain pine beetle infestation in the lodgepole and western white pines. It was discovered, however, that there was an upswing in attacks by western pine beetles in the ponderosa pine stands. Thus, a treatment program was commenced to counter that infestation. [49]

Fire prevention and control also continued to be of prime concern to park management. A park fire historical study conducted in July 1964 found, however, that "fire risks and hazards" were "considered to be generally low in this area compared to other parks." The study stated:

> Climatic conditions and vegetative development at the Park's high elevations are responsible with its exceptionally high soil moisture content, low litter and debris accumulation and the pumice soil.

The study also provided a summary of the fire history of the park during the previous thirty years:

> Annual mean averages during the past 30 years discloses that 7.6 lightning, 1.2 smoker, 0.3 camper, 0.2 debris and 0.5 miscellaneous fires occur each year. The maximum total fires occurring in one season has been 28. During this thirty year period about 85% of all fires were Class A, with 15% being Class B. There have been no Class C, D, or E fires during this period. Non-preventable fires have resulted in 83% Class A fires and 17% Class B fires. Preventable fires resulted in 91% Class A and 9% Class B burns. An average of three acres has burned annually in the Park, with a suppression cost of $645. . . . [50]

E. RESOURCE MANAGEMENT: 1970s-1980s

Resource management concerns continued to be the focus of considerable attention by Crater Lake National Park personnel during the 1970s and 1980s. In June 1970 the Service adopted three objectives that would govern the parameters for resource management concerns for the decade. These were:

> a. The primary natural resources of the park will be managed to insure the perpetuation of the factors basic to the park's establishment
>
> b. Encourage and administer a viable and purposeful research program
>
> c. Road systems and park developments will be brought into balance with demonstrated visitor use patterns with regard to the influence on existing ecosystems [51]

One of the primary issues that continued to face park officials in the early 1970s was wildlife management, particularly as it pertained to black bear. Thus in November 1974

Superintendent Sims approved a bear management plan that was in line with the NPS Advisory Board on Wildlife Management's recommendation "that the biotic associations within each park be maintained or, where necessary, recreated as nearly as possible in the condition that prevailed when the area was first visited by white man."

The approved plan reflected the extension of policies and procedures that had been in place at the park for several years as park managers, in an attempt to revert the black. bear back to its natural food source and to avoid human injury and property damage incidents, had eliminated all dumping within the park, installed bear-proof garbage cans, and initiated a bear research program. It was noted that when Crater Lake was compared with other large national parks the number of bear incidents was not as numerous nor the incidents as serious. Reported personal injuries inflicted by black bears over the previous ten years had averaged one in every two years. Black bears that had been destroyed were few in number and were primarily those who inflicted injuries to humans. It was estimated that the existing bear population in the park was about the same as it had been in 1902, ranging between 75 and 100 animals.

The management objectives of the 1974 bear management plan were three-fold. They read:

> 1. Preserving and maintaining black. bear populations under natural conditions in their natural habitat
>
> 2. Providing for visitor and employee safety and elimination of property damage due to bear incidents
>
> 3. Providing opportunities for visitor appreciation and enjoyment by having visitors observe free roaming bears in their natural environment

To provide for effective implementation of the plan a management program was outlined. The program included "action steps" for public relations and visitor appreciation; reporting and claw enforcement procedures, bear-proofing garbage cans, and research on bear ecology, habitat, and behavior. Problem bears would be removed if found to be exhibiting the following behavioral characteristics:

> 1. Bears threatening people without provocation
>
> 2. Bears exhibiting their loss of fear of people by repeatedly entering heavy visitor use areas including campgrounds and residential areas
>
> 3. Bears regularly causing major property damage such as breaking windows in cars and trailers or causing considerable property damage when breaking into closed structures

Problem bears would be dispatched only as a last resort. [52]

An updated and revised "Bear Management Plan" for the park was approved by Superintendent Rouse in January 1980. The plan, which provided more detail regarding policy and procedure implementation than the 1974 plan, contained most of the salient points of the earlier document. The 1980 plan was prefaced by a summary account of visitor-bear problems in the park:

> Human-bear conflict resulting in property damage has increased over the past few years. No injuries have been recorded, however, several close calls were reported. The conflicts between bears and humans are due to the present and past availability of human supplied food sources for the bears. Food-reward association with humans has resulted in the loss of fear of man and a more

> sophisticated population of bears is again beginning to develop at Crater Lake. The availability of unnatural food sources is altering the bears natural, wild behavior and foraging habits.

The plan established three management objectives in accordance with NPS policies:

> (1) To restore and maintain the natural integrity, distribution, abundance, and behavior of the endemic black bear populations
>
> (2) To provide for the safety of Park visitors by planning the development and use of the Park so as to prevent conflicts and unpleasant or dangerous incidents with bears
>
> (3) To provide opportunities for visitors to understand, observe, and appreciate the black bear in its natural habitat with a minimum of interference by humans

Accordingly the plan implemented a program consisting of five basic elements to prevent the causes of man-bear conflicts: (1) public and employee information and education; (2) removal of artificial food sources; (3) enforcement of regulations regarding feeding of wild animals and proper food storage; (4) control of problem bears; and (5) continuation of a research program on the black bear population dynamics and ecology and monitoring of bear-human relationships. [53]

To increase the efficiency and effectiveness of the park's fire prevention and control program a new "Fire Management Plan" was approved in August 1977. The purpose of the plan was to provide overall program direction and establish approved procedures for the management of natural, wildland, and prescribed fires within the park. According to the plan, a primary objective of the National Park Service in managing natural areas was the maintenance of ecosystems in as nearly a pristine condition as possible. The primary emphasis was on the preservation of processes, such as plant succession, rather than preservation of single features or species. Thus, an important objective was "the management of fire to simulate pre-settlement influences on natural processes." Since cultural resources and physical facilities needed protection, however, an important objective was the suppression or control of fires which might pose a threat to such resources. Fires that threatened to cause damage outside park boundaries were also to be controlled. To conform with these NPS policies the plan established three specific objectives for fire management at Crater Lake National Park:

> 1. Any fire which threatens cultural resources or physical facilities will be suppressed, as well as fires which may endanger resources adjacent to the park.
>
> 2. Fire will be reintroduced in those vegetation zones in which fire has significant primeval influences on natural succession. This may involve natural and/or prescribed fires. In some areas, heavy fuel accumulations will be reduced by prescribed fires before natural fires are allowed to burn. Two principal components of this objective are the restoration of primeval forest composition and reduction in probability of unnaturally intense or catastrophic wild fires caused by unnaturally high fuel accumulation.
>
> 3. Research on the role of fire in various Crater Lake ecosystems will be continued. This will include monitoring of ecological effects of prescribed and natural fires, as well as acquisition of information on fuel accumulations, forest insects and diseases, vegetation dynamics and other topics important to fire management and planning. [54]

Other resource management action plans were developed during the 1970s and 1980s by the

Crater Lake staff to deal with specific problems. An example was the "Hazard Tree Management Plan" approved by Superintendent Rouse in July 1982. Many facilities in the park were located in heavily forested areas, surrounded by trees 50 to 150 feet in height. Periodically, trees, or parts of trees, fell and damaged park facilities, and the potential existed for loss of property or injury to park visitors or employees. Thus, the goals of the plan were to: (1) minimize the hazards to park visitors, employees, and facilities; (2) develop and use dependable, well-defined standards for hazard tree identification and evaluation; and (3) maintain the integrity of the park forests to the fullest extent possible. [55] Other examples of resource management action plans include a "Hydroseed Revegetation Plan" in 1985 to restore areas scarred by early park road construction, and a "Peregrine Falcon Action Plan" adopted in 1986 to ensure the retention of a reproductive population of such birds in the park. The former was based on revegetation plans to repair Annie Creek Trail and plant seedlings on the Annie Spring cut-off road cut. The latter plan was developed in cooperation with the Oregon Department of Fish and Wildlife and the Santa Cruz Predatory Bird Research Group. A "Boat Operation Plan" was approved in May 1980 to provide for maximum human safety and to ensure the environmental integrity of the lake. [56]

By the early 1980s four cooperative agreements had been negotiated between the park and other government agencies for various phases of park resource management. One cooperative agreement was with the U.S. Forest Service for fire suppression and other resource management activities of mutual concern, including hazard tree reduction, cattle trespass across park boundaries, helicopter rental, and equipment loading. Another was with the Oregon Department of Fish and Wildlife for research and monitoring of deer and elk. herds, including migration patterns, population trends, and range conditions and management of the reproductive success of the only known nesting peregrine falcons in Oregon. An agreement with the Oregon Department of Forestry provided for the management of prescribed fire smoke. A fourth agreement was with the Oregon Department of Environmental Quality which provided for the monitoring of air quality in compliance with the standards of the Clean Air Act, as amended in 1977. [57]

During the mid-1970s Crater Lake park managers turned their attention toward the development of a resource management plan for the biological and natural features of the park. The plan was to be in compliance with both NPS management objectives and policies and the park's "Statement for Management." The objectives for resource management as adopted by the Park. Service in July 1975 provided that the "perpetuation of the full diversity of a natural environment of ecosystem . . . is and must remain a distinguishing aspect of the Service's management of natural lands. Policy and management emphasis must be toward perpetuation of these natural processes, assuring that impacts are not irreparable." Accordingly, the Park Service would continue "to perfect its expertise in ecosystem management, including programs relating to wildfire and prescribed burning techniques, wildlife ecology, necessary regulation and control of resource use and pollution control and abatement." Critical resources were to be monitored for change and management of other practices having adverse effects on natural processes was to be modified.

The park's "Statement for Management" developed in 1975-76 stated that it was the objective of the park "to conserve the Park's ecological resources free from adverse influence of man while allowing those types of use and development that do not significantly impair park resources. " For the purposes of natural resource management five land classification zones or ecosystems were recognized in the park: Crater Lake; ponderosa pine forest; lodgepole pine forest; mountain hemlock forest; and pumice desert.

With these objectives as a basis for planning the Crater Lake park staff developed a draft resource management plan in January 1977. Proposed management programs were outlined in the draft plan detailing characteristics of park resources and defining management

strategies to achieve park objectives. [58]

To insure that resource management was fully integrated into the park administrative structure the position of Resources Management Specialist was established during the early 1980s. This event was significant in that it represented a change in the attitude of the National Park Service and the park toward a more professional approach with specially trained personnel in the field for local management of park resources.

After further study and refinement a Resource Management Plan for the park was approved in 1982 by Regional Director Daniel J. Tobin. The plan, which was to be revised and updated annually, consisted of two components--a "Natural Resources Management Plan" and a "Cultural Resources Management Plan." The two plans documented resource management needs and priorities through a series of project statements which included proposed actions and specific management guidelines for implementation and essential research studies. The plans served park management as manuals for activities that would preserve resources in the park based on approved management objectives, congressional mandates, and NPS policies. The "Natural Resources Management Plan" had four principal objectives:

1. Resource Protection

a) Maintain or restore the natural systems within the park to those conditions that would now exist were it not for the influence of man since the 1853 Hillman party "discovery of Carter Lake."

b) Preserve the caldera ecosystem as the principal resource of the Park.

c) Maintain ecological integrity of native plants and animals as part of the park ecosystem. Permit animal populations to be regulated by natural processes whenever possible. Encourage the reintroduction of native species and prevent non-native species from displacing indigenous ones.

d) Identify and locate plant and animal species unique to the park or having very limited distribution and control the use or access to habitats of threatened and endangered species.

e) Implement management fires (natural and prescribed) in designated areas based on research and guidelines provided in the approved Crater Lake National Park. Fire Management Plan.

f) Manage those units of the park recommended to Congress for wilderness designation in accordance with the NPS wilderness management policies and the 1964 Wilderness Act.

2. Information Acquisition

Encourage and participate in efforts to acquire and analyze information through research and other means in order to facilitate development of the best possible management strategies for protecting and interpreting park resources.

3. Interpretation and Environmental Awareness

Foster understanding and appreciation of the natural forces responsible for the evolution of spectacular geological features and diverse ecological communities, and to promote awareness of the natural environment through varied interpretive and educational programs that focus on natural processes and resources.

4. Visitor Use

Assure enjoyable visitor experience through the provision of necessary facilities and services on a year-round basis where possible and in a manner that is compatible with the park's aesthetic, natural, and cultural values.

The "Cultural Resource Management Plan" was the responsibility of the Interpretive Division with guidance from the resource management specialist. Its principal objective was "to identify, evaluate, preserve, monitor, and interpret the Park's cultural resources in a manner consistent with requirements of historic preservation law and National Park. Service Policies." [59]

A new Resource Management Plan was approved by Acting Pacific Northwest Regional Director William Briggle on February 28, 1986. The "Natural Resources Management Program" in the plan stated that the park "is primarily a natural resource area, managed in such a manner as to allow natural processes to occur." Nine objectives of the natural resources program were listed:

1. Identify and protect critical resources within the park with the highest priority being those related to the caldera ecosystem.

2. To allow, to the greatest extent possible, natural processes to occur, e.g. wildlife, vegetation, soils, geology, and fire.

3. To foster a public awareness and appreciation for the park specific resources through interpretation and public contact.

4. To gather as much credible and scientifically valid information on park resources, through internal and external means, and to apply that information to management decisions.

5. To monitor activities adjacent or near to park boundaries and to work. cooperatively with other agencies to minimize impacts on park resources.

6. To minimize visitor use impacts on park resources through public education and restriction of activities with potential of impact to areas of low sensitivity.

7. To minimize the impacts of park administrative activity by restricting those activities to areas of low sensitivity and concentrating development to pre-disturbed areas.

9. To correct and rehabilitate areas of previous use so as to restore them to natural appearance and processes.

In the plan the park's natural resources were listed in a general priority based on the criteria of resource sensitivity, applicability of federal or state laws, congressional mandates, responsiveness to management programs, and the immediacy of a perceived threat. The priority listing read:

Caldera ecosystem
Rare and endangered species
Air quality
Fire management
Basic resource inventory
Park management and visitor use

Integrated pest management
Livestock trespass
Pumice field management

The "Cultural Resources Management Program" identified four major historical themes for interpretation and site preservation in the park. These were: (1) Northern Plateau Indians; (2) Discovery and Exploration; (3) Conservation Movement to Protect the Lake; and (4) Park Administration. [60]

During the past several years the park has emphasized a new awareness of its cultural resources under the leadership of Superintendent Robert E. Benton. Among his initiatives have been support for nominating the Munson Valley Historic District to the National Register of Historic Places, designating the Superintendent's Residence as a National Historic Landmark, rehabilitating and preserving the historic fabric of the buildings in Munson Valley, performing research on the park's history, and curating the park's extensive museum and archival collections.

As a result of the geothermal exploration program at Crater Lake, vents were discovered on the floor of the lake in 1987. The impact of this discovery will undoubtedly have repercussions on park resource management issues, especially in light of the geothermal features protection section of the Fiscal Year 1987 appropriations bill.

APPENDIX A:
Crater Lake National Park Strength of Force Plan, 1946

Legend:

Visibility	Risk	Symbols used
V1 - 8 miles or better	R1 - all foreseen man-cause	X - position to be manned and/or action taken
V2 - 5 to 8 miles	R2 - all unforseen man-cause	V - visibility
V3 - 0 to 5 miles	R3 - forecast of locally observed storm	R - risk
	R4 - general or severe local storm	

Specific Action to be Taken	Burning Index Class						
	2	3	4	5	6	7	8-10
Man Watchman and Mt. Scott Lookouts	R-3	X	X	X	X	X	X
Activate Dispatcher's Office	X	X	X	X	X	X	X
Supplement fire protection organization with emergency fire guards	R-4	R-4	R-3	R-3	R-3	X	X
Man all ranger stations	R-3	X	X	X	X	X	X
Man secondary lookouts--Union Peak and Crater Peak--72 hours following thunderstorm	V-3	V-2	X	X	X	X	X
The regular storehouse man and one mechanic held in Utility Area extra hours, weekends and holidays				R-4	R-3	X	X
One regular member of park clerical force held in				R-	R-		

Headquarters extra hours, weekends and holidays		4	3	X	X
All ranger and fire protection personnel on standby	R-4	R-3	X	X	X
Naturalist staff on standby		R-4	R-3	X	X
All permanent, seasonal and per diem park employees on standby			R-4	R-3	X
Patrol of main highway system, campgrounds and picnic areas		R-2	R-1	X	X
No smoking while traveling rule put into effect		X	X	X	X
All burning operations to cease after 1 day	X				
No burning operations		X	X	X	X
Blasting permitted with electric caps--watchman on duty one hour after blasting	X				
Blasting in rock cuts where all debris, humis and trees have been removed permitted with electric cap; watchman on duty on hour after blasting		X			
No blasting prohibited			X		
Close motorway system to all travel and use			X		
Restrict visitor use to main highway system and developed areas				X	X
Contact all local cooperators	R-4	X	X	X	X
Publicity--notify public through evening programs, contacts at entrance stations, campgrounds, etc.		X			
Contact all park contractors and the public operator--notify of danger and request special precautions			X		
Notify Regional Director's Office of conditions and impending danger		R-4	R-3	R-3	X

"Annual Forestry Report, Crater Lake National Park," 1946, RG 79, Region IV, Central Classified Files, 1923-65, Crater Lake, Box 21, Folder No. 883, "Part III, 1/1/42 - 1/1/51," FRC, San Bruno.

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CRATER LAKE

Administrative History

VOLUME II

CHAPTER THIRTEEN:
CONSTRUCTION, DEVELOPMENT, AND PLANNING ACTIVITIES IN CRATER LAKE NATIONAL PARK: 1916-PRESENT

When Crater Lake was placed under the administration of the National Park Service in 1916 construction and development of park facilities became the major components of the park program. During the first year that Crater Lake was under the Park Service three new trails were constructed, all of which radiated from Crater Lake Lodge--one to the boat landing, 1-1/4 miles, descending 900 feet on a relatively easy grade; one to Garfield Peak, 1-1/4 miles, ascending 1,000 feet and affording magnificent views of the lake and the surrounding country; and one to the Watchman, 4 miles, affording "extraordinary views" of the lake along a winding trail that was passable by horses. Whereas the old trail to the lake had been narrow, steep, and subject to washouts, the new trail was constructed "with the idea of making it possible for men, women, and children of all ages and conditions of health to get down from the rim of the crater to participate in the sports of boating and fishing on the lake itself." The trail, according to Mather, would "result in lengthening the stay of every visitor to Crater Lake Park."

Road construction and improvements in the park, which had been underway for several years, continued under the National Park Service. In 1917 Superintendent Sparrow reported:

> A few years ago an appropriation was made by Congress for the survey of a comprehensive system of roads within the park, the main feature of which consisted in a road entirely around the lake, close to the rim whenever possible. This survey was made under the direction of the Secretary of War, two seasons being required to complete it, and a report thereon was submitted to Congress, estimating the total cost, including $65,000 for a sprinkling plant, at approximately $700,000, and recommending that it be placed under the continuing contract feature in a manner similar to certain harbors. Of this amount an appropriation was made of $50,000 for use during the season of 1913, $75,000 for 1914, $85,000 for 1915, $50,000 for 1916, $50,000 for 1917, and $50,000 for 1918, making a total to date of $360,000.
>
> Under these appropriations grading has proceeded steadily, resulting in the reconstruction of old roads and the building of new ones, until at this time there are 51 miles of well-constructed dirt roads in use, leaving 6 miles of construction for the season of 1918, when the road around the rim will be complete, providing an excellent highway that will soon become famous throughout the world for its unsurpassed scenic beauty and grandeur.

Despite the progress in road development Mather felt that all roadwork at Crater Lake and other Park Service areas should be carried out under the direction of the Department of the

Interior rather than the War Department. This would insure

> that uniform policy in the improvement of all parks may be formulated and followed and for the further reason that it is most desirable to have all park roads maintained for the benefit of the tourist solely and with his interest constantly in mind.

In addition to the development of roads within the park, Mather devoted considerable attention to the problem of adequate approach roads to Crater Lake. In 1917, for instance, he reported:

> The roads leading to the various gateways of the park from Medford, Klamath Falls, and Kirk, Oreg., have not been in good condition during the past season. The road from Medford to the park boundary, a total length of 72 miles, was not built as an automobile road in the beginning and must be largely reconstructed. Jackson County and the citizens of Medford have spent large sums of money in improving sections of this road, and their work is of such a permanent character that the surfacing of their improvements is all that now remains to finish them. It is a fact that Jackson County and its citizens have aided in the improvement of this road to the limit of their capacities, and the time has now come when the State of Oregon and the Federal Government must combine to permanently improve this main highway into the park. It is my understanding that the State of Oregon has already arranged to cooperate with the Federal Government and that the basis of Federal assistance under the good roads act is all that is necessary to be determined before improvement work is begun.
>
> If a satisfactory basis can not be determined within a short time, it would seem that a new plan involving direct appropriations by the Federal Government and by the State for the purpose of rebuilding the approach roads, not only from Medford but from Klamath Falls, in connection with the intrapark system, should be devised. It must be understood that the counties of southern Oregon can not possibly build these approach roads or even keep them in repair. They can not raise sufficient funds by subscription or taxation--Jackson County, in which the Medford approach road lies, has already reached the limit of its authority to bond itself for road-building purposes. . . . A park tour, including a trip over both the Medford and Klamath Falls roads--that is, in one gateway and out the other--is and should be the favorite way of seeing this park. The road up the Rogue River Canyon on the Medford side is interesting on account of the volcanic origin of the canyon itself and beautiful because there is so much timber and so many vistas of far-scenery visible between the trees. On the other hand, the road down from Crater Lake to Klamath Falls through the Klamath Indian Reservation and along the shore of Klamath Lake is a scenic road of the highest order.

Utility systems in the park also received considerable attention by the National Park Service in 1917. Superintendent Sparrow described the operation and proposed changes in the telephone system to better serve park operations:

> The National Park Service controls 20 miles and the United States Engineer Department controls 34 miles of telephone lines in the park. All service in the park is free. Government messages are transmitted free over 9 miles of commercial line to Fort Klamath, in exchange for 50 per cent of the revenue from private calls to or from the park. The revenue from this service is small and necessitates a switchboard at park headquarters. A movement, however, is under way to obviate the necessity of this switchboard. The United States Engineer

> Department also has 14 miles of line from the east entrance of the park to Kirk, at the end of the railroad. Considering the temporary construction of much of these lines, the service is very good.

Echoing the earlier recommendations of William G. Steel, Sparrow indicated the need for installation of a water system on the rim near the lodge "for the use of campers and for other purposes." This water supply was "of the utmost importance" because, according to the superintendent, only "through the generosity of the Crater Lake Co. in furnishing water to us were we enabled to establish a construction camp of 25 men on the rim instead of 1 mile distant from our trail work."

During 1917 two ranger cabins were constructed at the east and west entrances of the park to complement the existing cabin at the south entrance. The ranger cabins were formally styled log structures that bear a striking relationship to later, purposely rustic, park structures. A photograph of one of the cabins was included in the Annual Report of the Director of the National Park Service with the caption that the structure was illustrative of the type of ranger station adopted for the park. Although the highly stylized appearance of the two cabins suggests that either a landscape architect or an environmentally-sensitive architect played a role in the buildings' design, research has not been able to confirm this supposition. [1]

On May 13, 1918, Secretary of the Interior Lane sent a letter to NPS Director Mather, articulating a general policy statement to provide a sound basis for the administration and development of the National Park System. The policy statement detailed the parameters that would govern future construction and development in each unit, including Crater Lake, in the embryonic system. The statement emphasized the necessity of environmentally-sensitive construction, design, and development in the parks:

> In the construction of roads, trails, buildings, and other improvements, particular attention must be devoted always to the harmonizing of these improvements with the landscape. This is a most important item in our programs of development and requires the employment of trained engineers who either possess a knowledge of landscape architecture or have a proper appreciation of the esthetic value of park lands. All improvements will be carried out in accordance with a preconceived plan developed in special reference to the preservation of the landscape, and comprehensive plans for future development of the national parks on an adequate scale will be prepared as funds are available for this purpose. [2]

Park development continued at Crater Lake in 1918 under the watchful eye of Mather and the immediate supervision of Sparrow. In his annual report that year Mather reported on the progress that had been made in improvements to roads, campgrounds, trails, and facilities in the park to enhance the qualities of the visitor's experience:

> . . . Negotiations extending over a considerable period of time finally resulted, during the early spring of this year, in the approval by the Secretary of Agriculture of a cooperative agreement covering the development of these [approach] roads [from Medford and Klamath Falls]. The Federal funds to be made available will come from appropriations authorized in the Federal aid roads act for national forests. No reconstruction work will be done during the war, but the project is to be undertaken immediately upon the return of peace; in other words, the project is a preferred one. The rebuilding of these forest roads and the completion of the Rim Road by this Service will give Crater Lake National Park merited importance as an objective for motor travel.
>
> Congress appropriated $50,000 for the completion of the grading of the Rim

> Road, but it is not likely that the work can be finished this year. Of the total of 35 miles, the 14 miles between Cloudcap and Watchman must be improved. Increased labor costs, difficulties experienced in securing men, and other obstructive influences have contributed to the situation. It will probably require $7,000 to complete the work. The Corps of Engineers of the Army will authorize its transfer to the National Park Service in the next sundry civil bill. It is clearly the intent of Congress that all work of maintaining the system shall be intrusted to this Bureau, and as there is little to be done to complete the Rim Road it seems hardly necessary to require the Corps of Engineers to organize another field party next year when the superintendent of the park can handily perform this work at much less expense. The economies attending the combination of engineering and administrative office forces, the establishment of single management et cetera should also be considered at this time.
>
> The public camp grounds on the rim of the crater were greatly improved during the summer season. A large tank and pumping equipment have been purchased and will soon be installed for the purpose of supplying water to campers on the rim grounds which are located a short distance west of the hotel in a beautiful alpine park area commanding a wonderful view of the lake. Heretofore, water has been taken from the very inadequate hotel supply. The camp grounds will be equipped with shower baths if the water supply can be developed as expected. In this park, as in all others, special attention is constantly given to maintaining public camp grounds in a thoroughly sanitary condition.
>
> The accessibility of the new Rim Road, and all of the new trails from this camping area on the rim of Crater Lake should make it one of the most popular camping grounds in the national park system, and should attract the pedestrian and horseman as well as the motorist.
>
> The splendid new trail from Crater Lake Lodge to the shore of the lake, one of the important improvements of last year, has given pleasure and refreshment to thousands, and, as we expected, elderly people and visitors wholly unaccustomed to climbing availed themselves of the opportunity to make the delightful trip from the lodge to the edge of the lake, thence in motor boats around the lake to Wizard Island and the Phantom Ship, and to other points of interest. The new trails to Garfield Peak and the Watchman were also exceedingly popular during the past season. A trail to the summit of Union Peak is now under construction and will be finished before the park is closed for the winter. [3]

The unsurfaced 35-mile Rim Road was completed, with the exception of eight miles that required further widening and grading, and opened to the public on August 2, 1918. Later that month Mather made the trip around the lake, pronouncing it "a wonderful scenic tour" and the "most important feature in the development and administration" of the park during the year. Mather went on to state that the "road is one of the finest scenic highways of the world." Not only were the "views of the marvelous lake superb and unique, but the glimpses of the surrounding region that falls away from the crater are only slightly less sensational." In order to provide the visitor with "even more thrilling views of Crater Lake or the adjacent mountain region than that afforded at the points where the Rim road overlooks cliffs of the crater," new trails had been built from the road to Sun Notch and Crater Peak.

By an Act of Congress of July 19, 1919, the road engineering work in Crater Lake National Park was transferred from the Corps of Engineers to the National Park Service. All property and equipment of the corps that had been purchased with park funds were delivered to the Park Service, and anticipating the transfer the corps placed the direction of the improvement

work under Superintendent Sparrow at the beginning of the 1919 summer season. [4] With the transfer of this engineering work the National Park Service, according to Mather "gained complete control of the last national park in which authority was divided between it and the War Department."

With the completion of the Rim Road Mather focused his attention on two problems relating to roads both inside and outside the park. A permanent paving program was needed on park roads to prevent dust problems, insure more economical maintenance, and make them more durable. In this regard Mather observed:

> Because of the nature of the soil in Crater Lake National Park, which in many places is either a volcanic ash or volcanic sand, in many stretches of the road natural surfaces are impossible to maintain. Where the road surface is a volcanic-ash soil it rapidly breaks up under automobile travel and becomes a finely pulverized and almost impalpable dust, which, when dry, flows much like Portland cement, filling the ruts and chuck holes so that to the eye they appear fairly smooth, yet offering no cushion to absorb the shock of the rut or chuck hole. Much of this dust is puffed into the air by the wheels of the automobile, where it remains in suspension for a long time, filling the eyes and nostrils of the occupants of automobiles, and often obscuring the view.
>
> The sandy soil is of a very friable nature and impossible to pack or consolidate, and as a result many automobiles get stuck when these sandy stretches occur on hills, as is the usual case. That these conditions would exist was known in advance of the construction of the road system, for the roads at Crater Lake were built by the Engineer Corps in accordance with the scheme or project outlined in House Document No. 328, Sixty-second Congress, second session, in which provision was made for surfacing the entire system of roads with macadam, and the construction and maintenance of a sprinkling system to keep the macadam roads in repair and free from dust. During the first season of actual road construction short stretches of experimental road surfaces were laid, and it was developed that an oil-bound macadam, which was about as cheap as water-bound macadam, satisfactorily withstood travel demands, while the water-bound macadam did not.
>
> Much of the 57 miles of road constructed is in material that with a reasonable fund for maintenance can be kept in a fair condition for travel, but perhaps half of this mileage is in need of permanent surfacing, which is the best and only economical method of maintaining it. Certain short sections of the road that are in most need of surfacing should be surfaced each season until all of the bad sections are thus improved, and in line with this idea I have included in the estimate for 1921 an item for surfacing 3 miles most in need of this treatment.

The other continuing concern of Mather was the deteriorating state of approach roads to the park. Now that World War I was over and federal and state funds were again available he wished to see the approach roads quickly rebuilt or repaired in order to develop Crater Lake "as a resort for motorists." Particularly disturbing to Mather was the poor condition of the state road leading to the park from Medford. He observed:

> . . . The section around Prospect was the worst part of the highway. The State is now working in this region on an entirely new road, but little was done to keep the present road in anything approaching proper usable condition. With the very heavy travel of this year it became deeply rutted and terribly dusty.

While road development was the principal concern of park management in 1919, other park development projects were also undertaken. One of the first to be completed was the installation of a water supply system for the convenience of campers at the rim. According to Superintendent Sparrow the new system "justified itself in the comfort provided for visitors and the growing popularity of the campground." [5]

A variety of physical improvements were carried out in the park during fiscal year 1920. One of the major projects consisted of cutting brush to a width of eight feet around the 65-mile park boundary. All trees in this strip were blazed on two sides. This was done to eliminate arguments with stockmen and poachers as to the exact location of the park boundary and to provide for a fire break around the park perimeter.

Improvements were also made to the Rim Campground. It was found necessary to enlarge the water reservoir at the rim. Thus, a third 5,000-gallon tank was installed in the tank house, providing an ample water supply for the campground for many years to come. Additional toilets were built at the Rim and Lost Creek campgrounds, and preparations were made to install toilets at the boat landing on the lake. [6]

A variety of park development projects were carried out in 1921 that were designed to enhance visitor enjoyment of the park. On August 25, 1921, the Scenic America Company, headed by Fred H. Kiser, erected a stone studio west of the lodge for the display of pictures and paintings of scenic features of the park. The structure was hailed as "a splendid addition to the rim village" that harmonized "perfectly with its surroundings." Other improvements that year included construction of a new crib dock to which a raft or floating dock was attached at the boat landing on the lake, extension of water lines, and provision for better sanitation in the public campgrounds. A public comfort station, complete with toilet, lavatory, and shower bath facilities, was erected at the Rim Campground. The station was constructed of stone to harmonize with the lodge and Kiser Studio.

Provision was also made for warehouse/storage facilities in the park during 1921. The temporary warehouse, built during the construction of Rim Road two miles east of Wineglass, was moved to Wineglass Camp to store equipment during the winter. Another temporary building north of Llao Rock, also constructed during the Rim Road work, was moved to the Devils Backbone vicinity to be used for storing plows, scrapers, and similar equipment during the winter months.

The continuing efforts of Mather to have the federal and state governments improve the approach roads to the park from Medford, Klamath Falls, and Bend finally resulted in substantive action in 1921. Highways leading to the park, according to Sparrow, were "undergoing extensive reconstruction, or being relocated and entirely new roads, on better grades, being made." The status of the entrance roads was:

WEST ENTRANCE

> The road from Medford to the west entrance of the park, 69 miles has been greatly improved within the last year. Forty miles of this road has been surfaced with crushed rock, and with the exception of 6 miles will all have been relocated and reconstructed by the end of the present working season.

SOUTH ENTRANCE

> Of the 50 miles of highway between Klamath Falls and the south entrance to the park, 20 miles have been macadamized within the last year, and the remaining 30 miles are being prepared for macadam or gravel.

EAST ENTRANCE

> Construction work is underway on 40 miles of the 108 miles of highway between Bend and the east entrance to the park.

NORTH ENTRANCE

> A 16-foot road has been constructed by the Forest Service from Diamond Lake to the north boundary of the park, and when the road building schedule of the State is completed this will be an important entrance to the park. [7]

Throughout the mid-1920s development projects at Crater Lake were concentrated on improvements to road, trail, and utility systems and construction of facilities designed to improve visitor services and park operations. In 1923, for instance, Mather reported on improvements that had been made to the park approach roads and the need to bring the park roads up to those standards:

> A most gratifying development has been the notable improvement of approach roads to the park. The Crater Lake Highway out of Medford is now nearing completion and by next season will be widened and surfaced to the park gate. The work on the Klamath Highway has been similarly pushed even more energetically. Construction of The Dalles-California Highway is being carried along rapidly, so that within two years it will be a most important approach highway.
>
> The unprecedented travel over our own 57 miles of roads punished them severely, and while they were maintained as something better than passable the time has come when surfacing is imperative. Oregon has spent and is spending tremendous sums to bring visitors safely and comfortably to the park gate, and in simple justice to all concerned the Federal Government must hold up its end. All three entrance roads contain stretches of volcanic dust which rut deeply and dust up miserably but which can be surfaced at comparatively small cost. The improvement of these stretches together with the light graveling of about 25 miles of the park road system is not only an immediate need but an absolute obligation. . . .

In addition to the roadwork a variety of new construction projects were carried out in the park during 1923. Among the most important, according to Superintendent Thomson, were:

> A standard combination mess hall and bunk house was erected at Lost Creek, and firewood stored in it at the close of the season for the use of preseason visitors next year. Two new toilets complete with lavatories were erected at the Rim auto camp ground, and two oil-burning water heaters installed in the new comfort station, so that hot shower baths were available all season. A large septic tank was also constructed at this camp ground. Two similar toilets were constructed at Anna Spring auto camp ground. A large barn was constructed at Anna Spring, a highly satisfactory type of building provided with kicking bars and hinged mangers, an arrangement permitting of its conversion in 15 minutes into a warehouse for winter storage of trucks and other large equipment. Two 20,000-gallon water tanks were installed at the Rim auto camp. A 70-foot log boat landing was constructed at Wizard Island. A rustic screen was erected to eliminate clotheslines from the Rim landscape. Over a thousand feet of pipe was laid in various camp grounds. Sixty new signs were painted and distributed. A new bear-proof meat house was constructed at Government Camp. A large latrine was built at Government Camp. [8]

The year 1924 saw the completion of the western and southern entrance roads to the park and improvements to the eastern entrance approach road. Superintendent Thomson reported:

> The year saw the completion of the Mile-high Highway between Klamath Falls and a point 6 miles below Ashland on the Pacific Highway. This fine macadam highway, together with the equally well maintained highway between Klamath Falls and our south entrance, was used by a greatly increased proportion of Park visitors.
>
> The McLeod Cascade Gorge section of the Crater Lake Highway out of Medford to our west entrance was completed this year. This road is now completely widened and is surfaced except for the 6-mile stretch between Silver Camp and our west entrance.
>
> The Dalles-California Highway is completed from Klamath Falls to a point beyond intersection with the 4-mile spur connecting with our east road; northward toward Bend, however, it was bad going.

In addition a number of construction/development projects were commenced in the park during 1924. New trails were constructed from White Horse Bridge to the Nutcracker and from Government Camp in Munson Valley to the Lady of the Woods. Telephone service was improved by the installation of four high-power instruments and construction of a parallel line between Anna Spring and Government Camp, making two simultaneous conversations possible. A wing was added to the log cabin (built several years earlier by the U.S. Corps of Engineers) used as the office of the superintendent at Government Camp to provide additional space for a general office, enlarged registration and record-keeping facilities, and an information desk area This latter project was in line with the park's long-term objective of moving all administrative offices and park operations activities from Anna Spring to Government Camp (which would soon become known as park headquarters) because of its relative proximity to the visitor facilities at the rim. A Community House was constructed at the Rim Campground using funds that had originally been appropriated for a new superintendent's home. The structure was designed to provide a setting for dancing, lectures, and other visitor entertainment. [9]

Paltry park appropriations permitted little new construction in the park during 1925, with the exception of projects to improve the south and west entrance roads to the park. This work was described by Superintendent Thomson:

> . . . The 6.8 miles of the Medford entrance was realigned, grades and curvatures reduced, and two bridges replaced with fills; the 8.1 miles of the Klamath entrance was also corrected and similarly freed of unnecessary hazards. A penetration macadam pavement, 16 feet wide, was laid over about 8 miles--a dustless road bed that will transform park travel. It is expected that the 18.3 miles authorized will be completed before mid-season next year, providing pavement as far as Government camp. This work was carried on with a minimum of detours.

Other than these road projects new construction was limited to the building of a garage and considerable improvements to the park telephone and sanitary systems. The latter included construction of a new comfort station and septic tank and laying of a new 2,700-foot 4-inch pipeline from the pumping station to the rim tanks. [10]

In 1926 National Park Service engineers revised the road program for the park that had been devised by army engineers some years before. The new plans were coordinated with the

Bureau of Public Roads, which took over road construction in the park on January 1, 1926, with District Engineer C.H. Purcell of Portland in charge. The revised plans provided for improvement of existing roads by regrading, resurfacing, and realignment." [11]

Upon the joint recommendation of the district engineer and the park superintendent road surfacing at Crater Lake was changed from penetration-pavement to crushed rock macadam treated with light road oil. This change was made primarily in the interests of economy. Both the west and south entrance roads were thus surfaced by August 10. A "thorough clean-up of the debris incidental to road construction was effected to a distance of 75 feet out from the ditch slopes." Thus Mather was able to report "that these two roads are now dustless and the entire right of way rid of all debris, giving grasses and wild flowers opportunity to bloom--a tremendous improvement over former conditions." Simultaneously, parking areas were widened and guard rails installed, "bringing these roads up to high park standards."

The 6.5-mile stretch of highway between Silver Camp and the park's west entrance was macadamized with state and federal funds. This completed the hard surfacing of the "Crater Lake Loop Road," extending some eighty miles from Klamath Falls to the Pacific Coast Highway several miles south of Ashland.

Construction of a new road from Government Camp to the lake rim on a 6.5-percent maximum grade with a minimum curvature radius of 100 feet was completed by the autumn of 1926. The elimination of the former road with 11-percent grades with its steep and hazardous turns was, according to Mather, "a great step forward." The road terminated at the rim "at a spot selected by the landscape division" that provided "a spectacular first sight of the lake and the crater."

That same year a 65-foot rustic bridge was constructed across Goody Gulch at Anna Spring. This span greatly improved alignment by eliminating three "bad curvatures," facilitated traffic, and permitted the gradual restoration of the spring area.

Continued low appropriations limited park construction items, other than roads, to $3,800 in 1926. Of this sum, $3,000 was spent on the construction of a small warehouse at Government Camp. This rustic structure was described as "an attractive building of rough stone walls, with second story of rough boards, battened with shake roof." According to Superintendent Thomson, this was "the type of building evolved for use in all future construction here, and is the first building of the utility group planned for headquarters at Government camp."

Several other construction projects were also carried out in the park during 1926. A fire lookout station was built on Mount Scott, following plans developed by the U.S. Forest Service. New telephone lines were constructed from Government Camp to the south and west entrances and from Lost Creek to the lookout on Mount Scott--a total of 26 miles of new telephone line. [12]

Efforts to finalize the first parkwide long-term development plan for Crater Lake were undertaken during the summer of 1926. The planning endeavor, which had been under discussion for several years, was headed by Thomas C. Vint of the NPS Landscape Division based in San Francisco. In July Vint informed Superintendent Thomson that the plan was "ready to be put into a definite form," pending approval by the Washington Office. The key elements of the plan, most of which would receive Mather's enthusiastic endorsement, related to development of concession facilities and development at the rim, Government Camp, and Anna Spring.

Vint presented the essential points of the plan and the rationale behind the planning decisions to Thomson on July 31. Relative to park concessions he stated:

> Summarizing the present tourist facilities in the Park we find that we have an unbalanced program at present. We are furnishing the two extremes, namely, the American plan hotel which is the most expensive type of service, and on the other hand, the free Government auto camp, which is at the other end of the list of tourist facilities found in the parks. . . .
>
> There is no question that at Crater Lake there is a demand for a less expensive type of service than can be obtained at the hotel and, due to the fact that auto camps are provided enroute to and from the Park which the tourist can depend upon to get a cabin at a relatively low cost, this condition brings many who are not outfitted to stay in our free auto camps and who do not desire the more expensive type of service furnished by the hotel.
>
> Reviewing our discussions of the next step taken in providing additional tourist facilities at Crater Lake we felt that the housekeeping type of camp should be the next step, this to go adjacent to, and possibly include some of the land within the present Rim auto camp. The hotel with the additions planned should be sufficient for this type of service at this Park for some time. The American plan tourist camp or Howard Hays camp would be the last step as the present Rim area could be divided between the hotel and the housekeeping unit by including in the hotel plan a cabin unit and possibly at the housekeeping unit developing two classes of service. When the day arrives that it is necessary to open a new area on the Rim such as Kerr Notch or possibly near Centinal Point, the American plan camp would be the logical unit to place there. The headquarters unit of the housekeeping camp would include the store, studio, and cafeteria or lunch room service for the entire Rim area.
>
> Due to the limited amount of usable ground we will have to limit the number of facilities at the Rim as far as possible. For this reason the gasoline service station will be located at Government Camp.

Vint proceeded to detail the development plans for the rim,Government Camp, and Anna Spring. Concerning the rim area he observed:

> . . . The new road approach which will be completed next season is one of the most powerful factors, having an influence on the general layout. Coming in at the western end of the area, traffic can be handled and distributed much easier than it is from the present approach.
>
> The circulation system in our plan calls for a Rim-way walk with a dustless surface behind which would be the road way and parking area. After designing all necessary road ways and walks the intervening unused ground can be provided with a ground cover or other plant growth to stabilize the dust. The Rim walk will be one of the most important units of the Rim area development and its center of attraction will be at Victor Rock. The Kiser Studio now stands at the head of the trail leading to Victor Rock and in my mind stands on ground which should be given entirely to public use. With the studio moved to another location a far better development can be made at this point. The studio is now too small for present business and Mr. Kiser is already talking of an addition which will increase the volume of the building about three times. I realize that it is a difficult situation to move a concessionaire from such a strategic point, especially after he has been established there for a number of years. However, since we are just making the ultimate plan for the development of this area and since the concessionaire is planning additions on the present site, I believe that

> the present time will be our only opportunity to make the change and recommend that we sound out the Service and Mr. Kiser. The present Community House was too small the day it was finished but has served very well as a feeler for the type of structure needed at the Rim. It is of frame construction and necessarily not a long-lifed type of structure. You and I have decided to use a more permanent type of structure for all government buildings throughout the Park and as it will soon be necessary to make additions to the present community house I recommend that we work for a new building of larger dimensions and of a permanent type of structure, leaving the present building for other uses.
>
> The housekeeping camp cabin unit I believe will best fit at the western end of the present auto camp and its headquarters building would necessarily be at that end of the Rim development.
>
> I have in mind using the open desert area to the west of the Community House for a plaza development on which the new community house, the housekeeping camp headquarters with the general store and the Kiser Studio would form a unit of three buildings. This area places the buildings in a central location to serve the auto camp, the housekeeping camp, and those who come up to the Rim for the day, making it a logical location for the center of Rim activities. Furthermore, it places the unit sufficiently back from the Rim. The hotel leased area would stay as it is and will be beyond all other activities in the area.

Relative to the government camp area Vint noted:

> The new road location through Government Camp which was decided upon last November makes a considerable change in the arrangement of the government general plan as we discussed it, a year ago. Now, the administrative unit will face a plaza adjacent to the present administration building, the utility group, and go in the trees to the west of the administrative area in the auto camp which was abandoned last season. The residence unit will go back of and above the present messhouse. The gasoline sales station will go in the junction of the Anna Spring and East Entrance road. At some future date a utility area for concessions may be developed in the trees to the south of the administrative unit on the site which we decided upon in the old plan for the Government utility site. This procedure may be necessary, due to the limited amount of usable ground and the limited water supply at the Rim area. This season we are building the new warehouse and have located it as the first building to go in the new utility site.

Vint had the following observations about the Anna Spring area:

> The Anna Spring development is one of decreasing rather than increasing of facilities. The new road alignment provides the bridge across Anna Creek and a surfaced plaza area. The gasoline service station will be removed to Government Camp and the store abandoned at the end of this season. This will eliminate several structures, namely, the gasoline station and the cabins for Standard Oil employees, and the Anna Spring store buildings. The government development of that area is practically complete, includes the Superintendent's residence and a small utility area, road crew quarters, warehouse, and barn, and a ranger station. The Superintendent's residence and the utility group are as they will be for several years to come. The condemned white barn was razed this season and on the completion of the new ranger station the present obsolete type of building now in use can come down. [13]

In his annual report for 1926 Mather remarked upon the long-term development plan for the park. He noted that the "plan of development at Crater Lake is fortunately compact and simple and, as funds should become available soon, it is hoped that a five-year period will see development at this park completed except for camp ground developments, the limits of which can not be foreseen." [14]

The comments by Mather concerning the need for appropriations to carry out the development program are interesting in light of a general statement on the poor condition of existing park facilities prepared by Superintendent Thomson in 1926. The statement was prepared to justify higher park appropriations requests from Congress. The statement contained the following observations:

> There is a good hotel but approximately 90% of Park visitors fend for themselves, throwing very heavy loads upon our 10 camp grounds in the way of water supply, garbage disposal, sanitation, fuel, and policing. There is a stage concession, but 99% of our visitors arrive in their own automobiles.
>
> The administrative problems involving future expenditures are, principally: housing of employees; storehouses; a slight increase in personnel; water supply and sanitation; and the continuing of road improvement. A construction program of $35,000 per annum for 5 years should adequately provide for all predictable requirements. . . .
>
> Heretofore, Crater Lake National Park has been rigidly limited to 2 or 3 minor structural improvements annually; appropriations have lagged far behind proportionate increase of travel and functions; improvements have been few and on a scale to barely gather up the slack here and there. Structures are nearly all ramshackle, built years ago to meet the temporary needs of road gangs engaged in 1913 to 1917 in road construction; these buildings have long outlived their usefulness and must be replaced with modest structures in keeping with new requirements and harmonious design. Consequently, 1926 finds Park facilities, as a whole, materially behind demands in every department. [15]
>
> The NPS Landscape Division developed further plans in 1926-27 to provide for "naturalization" of the rim area. Until that time parking along the rim was unrestricted, the common practice being for motorists to park their automobiles anywhere they desired. The result of indiscriminate parking and heavy pedestrian traffic, along with the poor, sandy condition of the soil, rendered the entire area between the road and the rim "an unattractive sand waste." The soil was composed of a high percentage of volcanic pumice which was constantly shifted by the wind. Thus, it became the goal of the NPS Landscape Division to restore the rim area, especially between the foot of Garfield Peak and the cafeteria, so that it would resemble "much of its original beauty" and be in harmony with its natural surroundings. It was the goal of NPS landscape engineers that the area be planned "so that thousands of visitors" could use it "without further permanent damage" to its inspirational beauty. [16]

Meetings were conducted in 1927 to implement the development plan for Crater Lake. The discussions were attended by NPS Assistant Director Horace M. Albright, Superintendent Thomson, representatives of the Bureau of Public Roads, and various officials of the National Park Service. As a result of the meetings Thomson observed in his annual report that this

> year Crater Lake stood just at the cross roads between the old and the new; the removal of the last "teams have right-of-way" road sign was a symbol of the

> progress that is gradually bringing this Park nearer the standards imposed by modern conditions. When plans, now underway, are completed this Park will possess a well-rounded layout.

During the summer of 1927 Thomson approved plans for the development of the rim area and for "reclaiming the Rim Area from its present oppressive dustiness to a semblance of nature." The plans provided that the park concessioner would construct and operate a badly-needed cafeteria and general store. A small group of rental cabins would be built, the structures to be extended as needs developed. These structures would occupy "a small desert in the campground, not otherwise useable, in line with our firm policy to protect the Rim from additional structures."

The plan for "naturalizing" the rim area provided for an asphalt trail to be laid "along the edge of the Rim the full length of the Village." Between this promenade and a park revetment the soil was to "be restored to natural grasses and wild flowers." A wide parking area alongside a thirty-foot dustless road was "designed to distribute visitors perfectly." As most park visitors spent virtually all of their stay at the rim, the "bringing of this area into orderliness" was, according to Thomson, "probably the most desirable single improvement possible at this park."

As steps were commenced to implement these plans a variety of new construction projects were undertaken in 1927. That year the park received its largest appropriation ($29,100) to date for physical improvements.

The most notable construction project during 1927 was the building of a new trail down the crater wall to the lake, thus replacing the old trail with its narrow bench and grades of up to 28 percent. The new trail had a minimum bench of six feet and a maximum grade of 15 percent with a holding grade of 12 percent. The new trail was safe for the use of mules and burros, thus making the lake accessible to people who had been denied that pleasure previously because of the hardship of walking up the crater wall. The new trail began at a more accessible point on the rim and terminated on the lake shore on a natural bench, affording ample room for docking, sanitation, and visitor movement.

A variety of other structures were also completed in the park during 1927. These included a pumping plant, pump house, and concrete reservoir to serve Rim Village, an employee's cabin and comfort station at Government Camp, a superintendent's residence (Queen Anne style) at Medford designed by John B. Wosky, future park superintendent, a rest house at the foot of the new crater trail, and a barn that was convertible into a truck shed for winter storage. Anna Spring Bridge, a heavy peeled hemlock structure, was also completed. All of these structures were built of stone walls with a rustic superstructure, an architecture, according to Thomson, that was "practically permanent and highly appropriate." [17]

Development work at Crater Lake reached new heights of activity in 1928 under the direction of Ward P. Webber, an assistant engineer from the NPS Engineering Division office in San Francisco. Six principal projects were undertaken: (1) roadside cleanup and landscaping between Anna Spring and the rim; (2) oil processing/surfacing of three roads; (3) grading and surfacing of a new road to Rim Village; (4) construction and paving of the Rim Trail Promenade; and (5) reconstruction/realignment of the Crater Wall Trail.

The roadside cleanup and landscaping project between Anna Spring and the rim was designed "to give a clean and pleasing effect when viewed from the traveled road" and to clear combustible material from the roadside and thus reduce the danger of having a fire start from a carelessly thrown match or cigarette. The average crew consisted of a foreman, one or two teams with drivers, two men blasting stumps, and from four to eight axemen.

Prior to 1928 landscaping in the park had been accomplished primarily in connection with the design and construction of buildings and bridges. In pursuit of the announced objective "of eventually restoring the park landscape to its original state as far as practicable," landscape improvements were conducted at Cold Spring, Anna Spring Plaza, Anna Spring Dam, and the Rim Village area. According to Webber, the work at Cold Spring "transformed an excellent spring of cold water from a bog hole to an attractive improvement to the park by collecting the ground water in tile drains and bringing it to a central [rock-walled] basin" with "an overflow outlet provided." The area surrounding the Anna Spring Plaza, formed by the junction of the roads leading to the west and south entrances and rim, was graded in preparation for seeding the ground with native grasses and plants. The work at Anna Spring Dam consisted of constructing a new rubble and masonry dam to replace a plank dam, removal of the rams beneath the highway bridge, and burying the pipes to provide "a more efficient installation as well as greatly improving the appearance of the spring."

Three park roads received surfacing/oil processing treatment in 1928 under the direction of T.R. Goodwin, a road oiling expert loaned to the National Park Service by the California State Highway Commission. All told, 10.5 miles of oiled surface on the west entrance road to Anna Spring were reprocessed and 7.1 miles of crushed rock surface on the south entrance road to Anna Spring were finished by oil processing. The road grade from Anna Spring to the rim which had been completed in 1927 was surfaced with crushed rock and oil processing.

The projects at Rim Village consisted of grading and surfacing, construction of a promenade, and major work on the Crater Wall Trail. Improvements in the rim area consisted of grading and leveling the site for the cafeteria/general store building, changing the grade and alignment of the Rim Village Road, completion of the loop parking area at the lodge, removal of undesirable knolls, and filling in washes adjacent to the road. A heavy log railing was placed along the edge of the road and parking areas. The promenade consisted of a concrete walk 8 feet wide and 2,525 feet long, running along the rim from the lodge to a point approximately 380 feet north of the head of the new Crater Wall Trail. While the trail clearing and grading had been completed the year before, a crew of twelve men was hired to widen and lengthen each of the twenty switchbacks, build retaining walls and parapets, and place log seats at convenient intervals for resting. [18]

Several structures were completed in the park during 1928. A frame warehouse and garage were constructed in winter headquarters at Medford, thus permitting the off-season conditioning of park equipment. Two small two-story, two-bedroom employees' cottages were constructed at park headquarters, the structures having stone walls with rustic superstructures. A new ranger station was constructed at Anna Spring, described by Thomson as "an appropriate structure of logs to match all of our other ranger stations." A new Standard Oil Company service station at the road junction below park headquarters was opened to the public. Near the rim a rustic stone cafeteria/general store, together with twelve rental cabins, were built but not completed in time for use during the season. [19]

In his annual report for 1928 Mather was particularly pleased with the development projects in the rim area. He observed:

> This vital Rim Area was opened at its west boundary by the completion of a new road, built on high standards of grade and curvature and emerging at the Crater edge at a point which gives the visitor a first breathless view of the magnificent spectacle. From this point a new road was completed and oiled that distributes traffic in turn to the new cafeteria and cabin group, to the camp ground or finally to the hotel at the opposite end of a half-mile plaza. On each side of this boulevard an eighteen foot parking strip was provided, which will accommodate several hundred cars. Along the very edge of the Crater rim a wide asphalt

> promenade was constructed for pedestrians, and the intervening area between this dustless trail and the log parapet which limits parking alongside the boulevard there was graded an area of variable width which will be restored to native grasses and wild flowers. The general effect of this development is a diminishing of the dust evil, greatly improved parking and traffic problems, and a bettered landscape.
>
> The simultaneous completion of the new cafeteria and group of rental cabins, together with the new Crater Wall trail taking off from the west end of this area, rounds off this development. The new trail to the lake was constructed on high standards to permit the use of saddle animals, enabling many thousands to enjoy the lake who were heretofore denied that pleasure by physical incapacity. [20]

Construction and development projects at Crater Lake continued to be under the direction of Engineer Webber in 1929. The old ranger station at Anna Springs was torn down and removed. A new checking kiosk was constructed at Anna Spring, and the combination bunk and mess house at Government Camp was completed. The Mess Hall, as the building came to be called, housed kitchen and dining facilities and living quarters for seasonals. The latter building replaced a log structure that was removed, thus contributing to "a vast improvement to the landscape and efficiency of Government camp." Park day labor crews constructed a new sewage disposal system at the park headquarters, consisting of a sewer line running from the utility area to an underground septic tank. [21]

A large appropriation of $94,400 for roads and trails permitted considerable construction in the park during 1930. Superintendent Solinsky reported that the following projects were undertaken:

> Construction of the stone parapet along the lakeside of the rim promenade has been started and the work is progressing satisfactorily. When completed it will add very materially to the appearance of the rim area and will serve as a barrier to confine the people to the promenade.
>
> A parking area at Elephant's Back has been completed and a water supply provided for the motorists, which proves a very great benefit during the hot summer days.
>
> About 3,800 feet of the new Garfield Peak Trail have been completed. The new trail will be approximately 8,000 feet in length. It will afford easy access for both foot and horse passengers to the top of this most interesting peak, where splendid views of the lake and surrounding country may be had. It no doubt will rival the new Crater Wall Trail to the lake in popularity with the visitor. The trail is being constructed on high standards with a minimum width of 4 feet and maximum grade of 15 per cent.
>
> The new trail to Victor Rock and the new Sinnott Memorial have been completed with the exception of the surfacing.
>
> About 9 miles of bridle paths have been completed leading from the rim to Anna Spring, with return trails, making a very interesting horseback trip.
>
> Guard rails at the Anna Spring checking station and on one approach to Goodbye Bridge were constructed. Oil processing of the section of road crossing Goodbye Bridge was completed.

Other construction projects at Crater Lake during 1930 included the completion of a two-

story stone and frame employee's cottage at park headquarters, a combination bathhouse and comfort station at the rim, and a north entrance ranger station. The design of the latter building had been changed from log to stone for climatic and landscape considerations.

Meanwhile Merel S. Sager, who had received a master's degree in landscape architecture from Harvard University, had been assigned to Crater Lake by the NPS field landscape engineering headquarters office to supervise architectural, landscape, and planning projects. Among the park development projects he advised on in 1930 were the Sinnott Memorial (discussed in the chapter on interpretation), roadside cleanup operations, location surveys for the proposed new Rim Road, and landscaping and revegetation of the rim area. Plans were laid to plant a sample plot at the head of Crater Wall Trail in order to determine the costs, feasibility, and best methods to be used in restoring vegetation on the dry pumice area of the rim. [22]

Construction and development projects at Crater Lake received a considerable boost in the early 1930s as a result of government emergency public works programs designed to counter the effects of the worsening Depression. Increasing funds were made available for park purposes to help alleviate the unemployment crisis. The 1931 construction season was the first at Crater Lake to be affected by such appropriations, a total of $546,750 being allotted for park development projects. Superintendent Solinsky described the construction season s operations:

> . . . In our endeavor to assist the unemployment situation in this locality our forces were increased from 30 to 40 per cent over our normal requirements. This increase in force taxed our accommodations and facilities to the limit and the overburden in a measure increased the construction costs. Additional bunkhouse and messhall accommodations were necessary, additional transportation facilities were needed to take the crews to and from the work, additional hand tools and equipment were needed and the employment of hand labor, wherever possible rather than the use of labor saving machinery and equipment, all tended to increase the construction cost over what would have been the case under normal conditions.

The emergency funds permitted the park to undertake extensive improvements to its utility systems. A new electrical power system was installed to serve the Government Camp and rim areas, a water storage system was constructed near Garfield Peak to service the rim area, and a water supply system was built for the Lost Creek Ranger Station and public campground.

The allotted funds also enabled the park to perform various minor roads and trails construction projects. Some thirty men were employed to clean up both sides of the highway between Government Camp and the west park entrance, removing and burning trash, logs, dead snags, and debris. Rim Village landscaping and revegetation continued with primary emphasis being placed on the area at the head of Crater Wall Trail where shrubs, evergreens, and sod were planted. The Garfield Peak Trail was completed and quickly became one of the most popular trails in the park. A new parking area was constructed near the lodge and cafeteria to provide ample parking space for visitors. Some 66 miles of telephone line were reconstructed and relocated to remove all lines in sight of park roads, and all overhead wires in the rim area, Government Camp, and Annie Spring were replaced by underground cable. A new rustic fire lookout station was partially completed on Watchman Peak, and a storeroom and garage were added to the Government Camp utility area to house the park's fire fighting equipment. Some thirty miles of fire lane motorways were constructed to aid in fire control and suppression operations. Initial grading and layout of three major road projects were begun, including grading on the first six-mile unit of the new Rim Road from the rim area to the North Entrance Ranger Station and a road from Lost Creek to Kerr Notch. [23]

Extensive construction and development activity continued at Crater Lake during 1932. An extensive program was undertaken at Government Camp to provide for more ample employee housing and aid park operations. The structures erected included two employees' residences for the park superintendent and park naturalist, a ranger dormitory, combination machine shop/utility shed/oil house, and comfort station. These buildings shared a number of design elements that contributed to their unobtrusive, environmentally-sensitive rustic appearance, including the use of stone masonry, steeply-pitched roofs pierced by dormers and masonry chimneys, and multi-paned sash windows. The building projects, which were carried out under the guidance of the aforementioned Sager, has been called "one of the most comprehensive rustic architecture programs ever undertaken by the National Park Service."

This rustic architecture program at Crater Lake has received considerable attention from National Park Service historians and architects. The principal study of such architecture in the parks was prepared in February 1977 by William C. Tweed, Laura E. Soulliere, and Henry G. Law. The authors of the study made the following observations about Crater Lake:

> Despite the large number of structures under construction, Sager attempted to achieve high rustic quality in each and every structure. Responding to local geological and meteorological conditions, he chose as a central architectural theme for the government headquarters area, the use of massive stone masonry and steeply pitched shingle roofs.
>
> The superintendent's residence, the naturalist's residence, and the ranger's dorm, all built during the summer of 1932, shared these features. In each structure Sager continued his experiments with the use of wall stones of unprecedented size. He had first attempted this type of work at Crater Lake in the construction of the Sinnott Memorial museum in 1930-1931. Some of the stones incorporated into the government headquarters buildings were as large as 15 cubic feet in volume. . . .
>
> When completed, the stone buildings with their steeply pitched green shingle roofs had an undeniable air of solidity about them. Some of the irregularly shaped stones near the bottoms of the walls were up to five feet across, and even the smaller stones placed near the top of walls were often two or three feet in diameter. The relationship of the walls to the underlying geology was obvious. The sharply pitched green shingle roofs bore clear resemblance to the pointed spires of the conifer snow-forest of Crater Lake. The buildings were practical, too. The steep roofs shed snow easily. The second story dormer windows were high enough to stay above the deep snowdrifts of winter, and the stone walls provided excellent insulation against low winter temperatures.
>
> The oil house and machine shop buildings shared design features with the three residential structures just described. The Watchman Lookout, however, was a more complex project. Located atop one of the highest points on the lake's rim, the lookout was to be both a trailside museum and a fire lookout. The resulting structure admirably filled both purposes. The flat roofed first floor, built of massive stones, housed the museum room, rest rooms and a storage area. The second story, which rested on only a portion of the irregularly shaped first floor, was a four-sided, glass enclosed observation room. Both the roof of the observation room and the catwalk running around it were made of logs. The effect was striking. The lookout seemed to be a part of Watchman peak. [24]

Roads and trails also received attention during 1932. New trails were constructed from the Rim Road to the Watchman Lookout Station and from the rim area to Discovery Point. The

Watchman Trail was approximately one-half mile in length, five feet wide, and constructed on a grade of fifteen percent. The Discovery Point Trail was approximately 1.5 miles in length, five feet wide, and had no grades exceeding twelve percent. Both trails were oiled.

Various improvements were made to the Rim Village area. Stone parapet walls were completed, new sidewalks were laid, and the revegetation program was continued. Log railing was replaced by stone curbing, the log rail being used to replace the former small guard railing along the south entrance road and at the large turn between Annie Spring and Government Camp.

Road construction under the administration of the Bureau of Public Roads continued to be the focus of considerable activity in the park during 1932. Both the Lost Creek-Kerr Notch and Diamond Lake Junction to north park boundary roads, as well as the road from the rim to the north park entrance were completed by the fall. Sections of the Rim Road were surfaced.

Several construction projects were undertaken to expand and improve the forest protection and fire prevention programs of the park. A water supply system was provided for the Watchman Lookout Station. In addition some 25 miles of fire lane motorways were completed in the northwest and southwest sections of the park. [25]

By 1933 the effects of the Depression had made a significant impact on park operations and development. Regular appropriations for the park were reduced by some 15 percent, resulting in a decrease of temporary per diem employees who comprised the majority of the summer construction crews. The reduction in regular park appropriations also meant less funds were available for construction and development. The steady decline in regular park appropriations continued throughout much of the 1930s, averaging between 45 and 60 percent of pre-Depression levels. Not until 1938 did regular park appropriations return to levels approaching those of the pre-Depression years.

To fill the shortfall in regular funding for the construction and development programs at Crater Lake and other national parks, public works programs were established by the administration of President Franklin D. Roosevelt. The New Deal public works employment and funding agencies, in particular the Emergency Conservation Work (ECW) and Public Works Administration (PWA), provided a large infusion of men and funds to the park to enable management to complete a significant portion of the construction and development plans that had been approved in the late 1920s. Thus, the funds and manpower supplied by the New Deal agencies became an integral part of the park construction and development program. Without this impetus the ongoing work of developing Crater Lake according to its master plan would have come to a standstill during the 1930s.

Under the ECW program two Civilian Conservation Corps (CCC) camps were established in Crater Lake National Park during June 1933. Camp No. 1 was set up temporarily in the "plaza" at Government Camp on June 12, and within two weeks the men were available for work. By that time there were 206 men at the camp, and of this total 172 were assigned to field work, 28 to camp duty, and 6 to clerical work. On July 1 and 2 the men were moved to new quarters "located on the opposite side of the road." At first the men were housed in tents, but work soon began on frame buildings, consisting of a messhall, toilet, showers, and cold storage. Officers for the camp were housed in the new ranger dormitory.

It was originally determined to locate Camp No. 2 at the Wineglass on the Rim Road across the lake from the lodge. Heavy spring snows, however, made this objective impossible. The camp was thus located at Lost Creek, but the original name was retained to facilitate clerical work in Washington. After establishing a temporary camp on June 12, the men were moved to a permanent camp on July 5.

The men of both camps engaged in various construction, development, and maintenance projects from June 12 to September 30, 1933. The activities of the men in Camp No. 1 were concentrated on four principal projects: camp construction, insect control, landscaping, and roadside cleanup. Some 15,950 acres of forest were treated for insects. Landscaping was performed along the rim from the Information Building to the lodge as well as around the ranger dormitory, superintendent's residence, naturalist's residence, and three employee residences at Government Camp. The landscaping included the planting of sod, shrubs, and bushes, using peat hauled from a bog in Munson Valley and top soil taken from a dump hillside area along the east entrance road. The rim landscaping brought to completion the three-year-long objective of bringing back vegetation between the road and the rim all the way from the head of the trail to Crater Lake Lodge." Eight miles of roadside were cleaned up, while two miles were partially cleaned.

Camp No. 1 enrollees also participated in other projects during 1933. These included:

Reconstruction and repair of eight miles of telephone line that had been downed by snow and wind falls

Planting of 120,000 fish in Crater Lake

Assistance in surveying 25 miles of roads and trails and sectionizing over an area of 70 square miles

Construction of three log patrol "snowshoe cabins" at Bear Creek, National Creek, and Maklak Spring to provide shelter for winter patrols and hunting season administration

Construction of twelve miles of new truck trails, formerly known as motorways, and maintenance of 82 miles of old truck trails for fire protection

Marking of 72 miles of park boundary for the information of park employees and hunters

Construction of a frame horse barn in the rear and to the south of the utility group at Government Camp (approximately on the site of the old horse corral).

Manpower for fire fighting

Twenty acres of public campground cleanup

The men of Camp No. 2 engaged in activities similar to those of Camp No. 1 during 1933. The principal projects of Camp No. 2 were roadside cleanup, insect control, and truck trail and horse trail construction. Some 4.6 miles of roadside were cleaned, and insect control work was conducted on 14,810 acres. Nineteen miles of truck trails were constructed at Sun Creek, Crater Peak, and Wineglass, and a 2-1/8-mile, 4-foot standard horse trail was built to the summit of Mount Scott.

Camp No. 2 enrollees also completed other projects in the park. These included rebuilding and repairing 4-3/4 miles of telephone line, construction of a one-mile fire break, and cleanup and burning of two acres of timber that had been downed by a windstorm on the Wineglass Tract several years earlier. Work at the Lost Creek Campground consisted of construction of a frame horse barn, cleanup of fifteen acres, and repair of one mile of water line. [26]

During the late summer of 1933 Public Works Administration funds totaling $701,350

became available for minor roads and trails projects and other physical improvements at Crater Lake. Much of the work carried out with PWA funding was performed by CCC personnel. An effort was made to push this work "so that a reasonably good showing could still be made for the construction season." Some 1,200 feet of stone curbing was completed between the road junction and the lodge, and a bituminous sidewalk was constructed across the planting area near the lodge. Service roads were graded and partially completed between the plaza and the residential area and the plaza and the utility area at Government Camp. Two trails to Union and Crater peaks were partially finished as was a new road through the Rim Campground and a new parking area in front of the lodge. Four wood frame employees' cabins and a comfort station in the Sleepy Hollow area near park headquarters were nearly finished. These simple and inexpensive cabins were the first of a group of such structures to be built for housing park seasonals. Sewer and water system extensions at Government Camp were completed, the latter consisting of a concrete tank being built up the stream behind the superintendent's residence. A new water supply system was completed for the rim area with faucets being placed at convenient intervals along the walls in the planted area.

PWA funds also enabled the Bureau of Public Roads to let a number of contracts for major road construction in the park during 1933. Among these projects were Rim Road grading, surfacing and oiling of the east entrance road, and surfacing and guard railing along the Rim Road and Diamond Lake Road. [27]

Two CCC camps were again established at Crater Lake in 1934, Camp No. 1 moving to a new location near the Annie Spring Checking Station and Camp No. 2 using the same site at Lost Creek as the year before. [28] In order to relieve Acting Park Superintendent David H. Canfield of administrative details, ECW park engineer George F. Whitworth was appointed as general supervisor of all ECW activities at Crater Lake and Oregon Caves and Lava Beds national monuments. Some 185 enrollees were attached to Camp No. 1, while Camp No. 2 had 150 men. Relatively mild weather conditions permitted both camps to work from mid-April through mid-October. [29]

One of the major CCC projects during 1934 was the continuation of the park landscaping program. In October it was estimated that it would have taken regular park appropriations five years to accomplish an equivalent amount of landscaping work to that performed by the CCC in 1933-34. Using peat from Munson Valley and topsoil, plants, shrubs, and trees from various parts of the park, landscaping projects were conducted at the rim, Government Camp, and campgrounds. Completed, or nearly completed, was landscape work in front of the lodge and around the cafeteria building at the rim. At the Rim Campground 25 individual campground units were laid out, each having a combination stove, fireplace, tent site, table site, and sufficient parking area for an automobile. As a means of creating some privacy and at the same time restoring an area that had been heavily trampled, numerous plants and shrubs and a ground-cover of rush were placed throughout the area. At Government Camp the log administration building was demolished and the area landscaped. Landscaping activities were also carried out around the ranger dormitory, Government Camp entrance, concessionaire's gasoline station, and various residences.

During 1934 CCC crews obliterated some six miles of old road sections that were adjacent to and visible from the main park highways. Most of this work was carried out on the south and west entrance roads, the road between Government Camp and Annie Spring, and the section of Rim Road from Lost Creek to the Bend Highway Junction. Several hundred trees were planted within the abandoned road beds.

Other CCC projects during 1934 included construction of three wood sheds in the utility area at Government Camp and two latrines each at the Whitehorse and Cold Springs campgrounds. Fire control truck trails or motorways were completed to Timber Cone Crater,

Bear Creek, and Union Peak and from Castle Creek to the Watchman. Horse corrals were completed at Bear Creek, Government Camp, and Maklak Springs. Work was started on the 1.5-mile Vidae Falls Trail, and bank sloping and erosion control projects were conducted along the west and south entrance roads and the road from Government Camp to Rim Road. [30]

The Public Works Administration provided funds for considerable work at Crater Lake in 1934, some of the projects being carried out by CCC labor. Among the major projects that were placed under contract were those for surveying, grading, and surfacing sections and building masonry guardrails along portions of the new Rim Road. The roads at Government Camp were graveled, and cutstone curbing was placed around all driveways in that area as well as around the lodge and part of the distance from the lodge to the cafeteria. A new trail was built to the top of Wizard Island, the location being almost entirely through the wooded area on the south side of the island.

PWA funds were used to construct several buildings at Government Camp designed to increase the efficiency of park management and operations. By early October a new rustic architecture Administration Building was 80 percent completed. The structure, like the other buildings at Government Camp, featured massive boulder masonry, stained timbers, a steep pitched roof, and dormer windows. Extensive additions were made to the messhall and warehouse. A double vehicle garage and several storage sheds were constructed in the utility area for the expanding fleet of park maintenance trucks. [31]

Two CCC camps were again established in the park during 1935. As in previous years the work of the enrollees was concentrated on trail construction and maintenance, completion of the park road system, landscaping of the Government Camp and rim areas and Rim Campground, and road bank sloping. The most important building construction project funded by PWA appropriations was completion of the new Administration Building.

Nearly $500,000 in PWA allotments, provided under the Emergency Construction Act of June 19, 1934, enabled the park to complete much of its planned roadwork in 1935. In July Superintendent Canfield observed that the fire control motorway system for the park had been completed. In addition work had progressed under the Bureau of Public Roads to the point that some 18 miles of the new Rim Road were ready for oiling. He observed further:

> Three more units were in varying stages of construction, bringing three-quarters of the rim circuit in the process of road building. This leaves only the highway from the East Entrance Highway to the Annie Spring-Rim Highway untouched except for survey work. Covering this stretch there has been a great deal of debate as to whether the so-called high line or the low line is the proper route. Sides and opinions on this subject have varied from year to year, being almost settled several times, but now apparently has been reopened. Survey work has also been done on the two entrance highways from south and west with a view toward reconstruction which is necessary in view of increased winter usage and contemplated snow removal operations. [32]

During the summer of 1936 only one CCC camp was established at Crater Lake. This was Camp No. 1 at Annie Spring, the enrollees having spent the winter at Oregon Caves National Monument. On May 21 a detachment of enrollees arrived at the park to assist in snow removal and "other smaller preparatory projects." The full detail of enrollees did not arrive from Oregon Caves until June 22. The camp consisted of 137 men with a spike camp from Lava Beds National Monument supplying an additional 30 enrollees. Of the 137 men, 125 were junior enrollees and 12 were local experienced men.

One of the principal projects of the CCC enrollees in 1936 was the continuation of landscape work in the rim and park headquarters areas. Work was virtually completed in the Rim Campground with construction of fifteen additional log tables and benches and twenty more fireplaces, planting of shrubs and trees, and placement of logs and boulders for individual camping units. Expansion of the campground was undertaken with five fireplaces and log tables being built in the area below the existing campground. Further landscaping work was performed around the lodge, Community House, Information Building, north and south sides of the rim area, cafeteria, and island at the Rim Road junction. The tank house at the rim was razed and the area landscaped, and a new tile water line was laid near the pumping plant. By the summer of 1936 Superintendent Canfield was pleased to report that the rim area landscaping had "transformed a former dusty and unattractive area into a scene of native beauty."

Landscape work at park headquarters consisted of planting and laying of walkways and the new Administration Building, ranger dormitory, warehouse, messhall, parking area, and various park residences. A stone base flag pole was completed at the east end of the Administration Building, and a rustic log directional sign was erected at park headquarters.

Other CCC projects during 1936 included construction of a rustic log foot bridge between the ranger dormitory and the messhall and placement of entrance motifs at the park's west and south entrances. The exteriors of three temporary employees' cottages were completed. Fireplaces and log tables for individual camping sites at the Cold Spring and Annie Spring campgrounds were built. Portions of abandoned roads were obliterated and replanted. [33]

Funds appropriated by various New Deal agencies enabled the park to carry out new construction projects in 1936. The heating system, flooring, and other interior finishing touches in the ranger dormitory were completed. The structure had been commenced in 1932 but left unfinished because of the exhaustion of funds. Roadwork under the supervision of the Bureau of Public Roads, however, continued to be the principal public works project in the park. Superintendent Canfield provided a brief overview of the various road projects in his annual report for 1936:

> With the new Rim Road in varying stages of construction and completion over a length of 25 miles, bids were being sought at the end of the year for the next unit leading from Kerr Notch to a point near Sun Notch, 2.723 miles. The discussion of several years as to location of the road from Kerr Notch to Park Headquarters was decided. The new road from Kerr Notch to Sun Notch will be at a higher level than the old road, but from that point will follow approximately the old road to Park Headquarters. The new route opens interesting new scenery to the traveling public.
>
> Placing of crushed rock on the 13 mile unit from the North Entrance Ranger Station to Cloudcap was begun, and work was continued on two units from Cloudcap to Kerr Notch. Hard-surfacing of the Rim Road from the Lodge to the North Boundary was completed, including the paving of the entire Rim Area used by motor travel and the large parking area in front of the cafeteria, eliminating dust conditions which had been prevalent for many years.
>
> The hard surfacing of the Rim Road to the North Entrance Checking Station, completes the first unit of the rim route with the exception of minor finishing work. The hard surfacing of the road from the checking station to the north boundary makes fast motor transportation to Diamond Lake and The Dalles-California Highway possible. Much favorable comment has been heard from the motoring public on these particular roads. [34]

The year 1937 again saw the establishment of two CCC camps in the park at Annie Spring and Lost Creek. Between June 15 and October 15 the enrollees engaged in landscaping, road bank sloping, cleanup, motorway maintenance, fire fighting, fish planting, residence construction, improvements to building interiors, wood cutting, obliteration of old roads, and snow removal from roads, trails, and buildings. Among the principal CCC projects were:

(1) Conversion of unused portion of messhall into four rooms for female help, toilet, and reading room

(2) Construction of three employees cottages, bringing total number of houses in employees' cabin area to ten

(3) Construction of 40-car parking area near utility area at park headquarters

(4) Landscaping at park headquarters and in rim area, including planting of 2,200 shrubs, plants, and trees at the former and 850 at the latter

(5) Obliteration of abandoned roads at park headquarters and some six miles of old Rim Road

(6) Signs and markers for buildings at park headquarters

(7) Construction of comfort station in rim area

(8) Construction of 30 individual camping sites and 20 fireplaces at Rim Campground

(9) Placement of 50 table and bench combinations in rim area

(10) Construction of 20 heavy log seats along Garfield and Lake trails

(11) Erection of small blacksmith shop at Annie Spring

(12) Construction of twenty table and seat combinations at Annie Spring Campground

(13) Construction of fifteen log table and bench combinations in Lost Creek Campground

(14) Construction of ten log table and fireplace combinations, cleanup, and layout of pathways in Cold Spring Campground

(15) Bank sloping of eight miles of roadway from the park's west boundary to Annie Spring

(16) Obliteration and replanting of several dangerous parking overlook areas between park headquarters and the rim

(17) Erection of fences at the entrance of all park motorways to prohibit tourist travel

(18) Construction of fire protection truck trail from Union Peak Spur to Annie Spring

(19) Treatment of 1,200 acres of forest in vicinity of Cloudcap for blister rust disease

(20) Construction of two heavy stone motifs at the north and east entrances

A CCC "side camp" was maintained in the park during the winter of 1937-38, the enrollees engaging in snow removal from trails, roads, and buildings, interior building maintenance, and general assistance in park work.

During 1937 considerable work was conducted on the Rim Road construction project with PWA funding under the direction of the Bureau of Public Roads. In his annual report for 1937 Superintendent Canfield described the road construction projects then underway:

> Two contracts for the grading of 4.9 miles of new Rim Road were underway at the end of the year. These two units extend from Kerr Notch over the higher slopes of Dutton Ridge through Sun Notch to a point near Vidae Falls. This mileage covers a new high line route six to seven hundred feet higher than an old road in use for the past 17 years. The higher elevation opens up scenic areas of the park hitherto inaccessible and provides motorists with much wider panoramas of park and adjoining forest lands. An idea of the difficulty of the project is a rock cut 145 feet from the road gutter to the crest of the bank. Over 70% of the first two mile unit is composed of rock work and is not expected to be completed until the autumn of 1938.
>
> A 12.3 mile unit of the Rim Road from the North Entrance to Cloudcap was rock surfaced during the year and was ready for oil treatment at the end of the year. Two units totaling 3.9 miles from Cloudcap to Kerr Notch were graded and at the end of the period were ready for rock surfacing. Invitations to bid on this job were advertised in June. A contract was to be awarded in July of the new fiscal year. With the present work underway and completed, only a unit of 3.3 miles remained at the end of the year untouched. It leads from Vidae Falls to Park Headquarters. Plans were carried forward to have this unit under contract before the end of the 1937 summer season. It is expected to have the entire rim road completed during the summer of 1939. [35]

In his annual report for 1938 Superintendent Leavitt discussed the beneficial aspects of the public works projects to park development. In particular, he singled out the contributions of the CCC, stating that much "of the work accomplished by CCC labor could otherwise not have been accomplished, or at least not for several years." Of special interest to Leavitt were the cottages that had been built in the Sleepy Hollow employees' cabin area. The cabins, according to Leavitt, eliminated "the use of tents and make it possible for employees to move their families in earlier in the spring than was previously possible when dependent on tents for housing." [36]

The two CCC camps were again established at Annie Spring and Lost Creek during the summer season of 1938 and operated from July 1 to October 15. Throughout the winter of 1938-39 a "spike" camp was maintained in the park. The second floor of the Machine Shop was altered to provide accommodations for the "spike" camp. Among the activities of the enrollees were landscaping, fire motorway, trail, and campground maintenance, fire fighting, fish planting, house construction, interior building improvements, area cleanup, snow removal from trails and buildings, and woodcutting. Included in the landscaping activities of the enrollees were campground improvements, old road obliteration, installation of fifty directional signs, planting around buildings and along roads, and layout of twelve off-road parking areas with landscape treatment.

PWA funded road construction under the direction of the Bureau of Public Roads continued to be a major facet of park development operations in 1938. Grading of the 4.9-mile section

of Rim Road between Kerr Notch and Vidae Falls was nearing completion, and the 3.3-mile section between Vidae Falls and park headquarters was completed. Bituminous paving (plant mix type of oil surfacing) was completed on 12.3 miles of Rim Road between the north entrance checking station and Cloudcap.

PWA funds enabled the park to extend and modernize its utility systems during 1938. These projects, which continued into 1939, included the extension of an overhead electric transmission line from park headquarters to Annie Spring and the extension and improvement of the park's water, sewage, telephone, and electrical systems. The telephone line between park headquarters and the rim area was placed underground, and the overhead power line in the cabin area replaced by an underground line. [37]

One CCC camp was located in the park at Annie Spring from July 1 to October 15, 1939. The camp was converted from tent construction to portable, wooden barracks buildings with a new utility area. During the summer a "spike camp" was stationed at Oregon Caves National Monument to operate a sawmill for the various proposed structures at Crater Lake, Oregon Caves, and Lava Beds.

The CCC projects at Crater Lake during 1939 were many and varied. A workshop was again located at the park for the construction of signs, and a crew of fifteen enrollees assembled, carved, and erected some 80 rustic signs to replace the former metal signs. The Rim Campground was improved with new plants and trees and development of new parking and camping sites. The interior of the fire hall at park headquarters was improved, and three employees residences constructed in 1931 were remodeled with new dormer windows, stone porches on the exteriors, downstairs walls and ceilings, bathroom fixtures, and knotty pine in the living rooms. Two footbridges were constructed at park headquarters, one leading to the Lady of the Woods and the other between the Administration Building and the employees' cottages. Three additional employees' cottages were partially completed. A new powder house was constructed at park headquarters, and planting, stone steps, and walkways were laid out to the rear of the Administration Building and around several park residences.

Major road construction projects were completed in the park during 1939. These projects included the grading of the Rim Road sections between Vidae Falls and park headquarters and Kerr Notch and Dutton Ridge. A fill in the Vidae Creek area was landscaped and planted with some 5,000 willows, twin berry, huckleberry, spirea, and other plants. The Sun Creek Campground Road was laid out connecting with Rim Road in the vicinity of Vidae Falls. With the completion of these projects Francis G. Lange, Resident Landscape Architect, reported in October:

> Major road activity on the Rim Road is nearing completion. Grading operations are completed. The Rim drive starts at Park Headquarters and ends at the same point, a distance of thirty-two miles. The actual amount of new construction on the Rim Road takes place at the Rim and ends at Park Headquarters, a distance of 29 miles. Rim Road construction started in 1930 and it appears that final oiling will be completed by 1940 or 1941.
>
> During construction activity from 1934 to 1939 six landscape architects have been employed. Their work has consisted of special landscape features, such as parking areas, planting, old road obliteration and other landscape details.

During 1939 the Bureau of Public Roads made location surveys throughout the park, particularly between the rim and Annie Spring and immediately west and south of Annie Spring. The surveys were for the improvement of those early park roads which had become substandard for the heavy load of year-round travel they were carrying. [38]

One CCC camp operated at Annie Spring during the summers of 1940 and 1941. The number of enrollees was greatly reduced from that of earlier years, however, and the amount of work accomplished thus declined. The activities of the enrollees continued to include landscaping, motorway maintenance, fire fighting, fish planting, cottage construction, cleanup, snow removal, and woodcutting. During the summer of 1940, for instance, enrollees razed several old buildings, constructed a new public comfort station at park headquarters and a "portable" ranger station for the east entrance, began work on a two-story frame hospital building, and performed fire hazard reduction work on the recently-acquired Yawkey Tract. In 1941 CCC personnel conducted engineering surveys for water and sewer systems, fire protection projects, and new campground proposals, continued work on the hospital, and constructed a portable ranger station at the north entrance to the park.

When the 1941 summer season at Crater Lake was over, the Annie Spring CCC camp moved to Oregon Caves National Monument. On November 23, 1941, the camp was disbanded abruptly, thus ending CCC activity at Crater Lake and surrounding areas.

The 1940 summer season witnessed the completion of the PWA-funded projects to expand and modernize the park utility systems. The overhead electric transmission line to Annie Spring and the water, sewer, telephone, and electrical systems at park headquarters and the rim area were all completed.

The Bureau of Public Roads continued to oversee major road construction projects in the park during 1940-41. Both summers witnessed operations in quarrying and crushing rock in the park for material to metal base and surface twelve miles of Rim Road from park headquarters to Kerr Notch. The five-mile stretch of road from Goodbye Bridge to the rim was seal-coated with bituminous surfacing in 1941. In September of that year Goodbye Bridge was closed to traffic for safety reasons, a steep unpaved detour road and temporary detour bridge serving in its place. The log bridge across Annie Creek was reinforced in 1941 to enable it to withstand the strain of heavy traffic. During the winter of 1941-42, however, both bridges collapsed. [39]

Throughout the war years construction and development projects at Crater Lake were reduced drastically as a result of budget cutbacks, loss of personnel to the military and war industry, and termination of the CCC and other New Deal public works programs. The park was closed for the winter in November 1942, and for the remainder of the war park operations were confined to the summer months with minimum staff and equipment "on a purely protection and maintenance basis." Thus, construction and development were largely eliminated from the park program during the war. [40]

Some small construction projects, however, were carried out in the park during the war years. In 1943, for instance, a new boathouse for protection of the government-owned launch was constructed "at a new and more practical location on Wizard Island." An extension to the power transformer house at park headquarters was built to provide room for a stand-by gasoline-driven electric power generator, and the power plant and generator were installed. The new hospital building was nearly completed, and 24 bank protectors were installed on Rim Road. [41]

Despite the curtailment of construction and development projects in the park during the war, regional technicians and park personnel initiated various planning studies for future development work during the postwar era. These studies included:

(1) New road locations from the south and west entrances to the rim

(2) New winter sports areas, including the Watchman, Hillman Peak, and Dutton

> Ridge areas
>
> (3) Tunnel project through the rim of the crater to the lake shore
>
> (4) New campgrounds at the Watchman, Munson Creek, and Sun Valley areas
>
> (5) New headquarters development, covering the existing location and possible removal to the south entrance area
>
> (6) Location of district ranger stations at the south, west, north, and east entrances
>
> (7) Improved or additional facilities of the park operator whether in the rim area or elsewhere [42]

In January 1943 a "Report on Study for Future Headquarters Developments at Crater Lake National Park" was prepared by E.A. Davidson, Regional Chief of Planning, and R.D. Waterhouse, Regional Engineer. The study considered the question as to whether it was wiser to make rather extensive structural and layout improvements at the existing park headquarters or to construct these needed facilities at a more suitable location. Related to this question was the wisdom of removing administrative activities to any new headquarters site. As described in the report, the problem facing park management was:

> When a site was selected for Park Headquarters, Crater was a summer-season operation. For some 8 or 10 years past (assuming the present War emergency to be temporary) the winter activity and use of the park has grown, and will probably continue to grow. Buildings, facilities, and circulation roadways were not designed for winter operation under an average winter snowfall of forty to fifty feet, or for snow clearance by mechanical means during winter. This winter-use places an unanticipated strain on structures even above the normal strains under such snowfall, until several structures of the utility area are described as "about to fall" and "beyond repair." Water lines, not designed for winter, cause heavy maintenance. The job of mechanical snow removal is huge. . . . It has been found desirable to keep a gradually increasing number of men in the park for winter operation, and also to provide some facilities for winter visitors. As a consequence, the lack of good winter buildings has become acute, and the job of snow clearance almost impossible. With increased summer use, a shortage of both utility and residential buildings has developed.

Accordingly, Davidson and Waterhouse observed that it had been proposed to construct six utility and residential structures at park headquarters. These buildings included: Utilities--Machine Shop and Utility Building, Snow Equipment Shed, Cold Storage Plant; Residential--Assistant Superintendent's Residence, Chief Clerk's Residence, Apartment House (approximately 8 units). In line with previous master planning for the park, it had been decided that before investing funds of that magnitude the utility area must be redesigned to provide winter operations with less mechanical difficulty and physical hazard, eliminating most or all of the existing utility buildings which were approaching the limits of their usefulness.

Davidson and Waterhouse submitted three alternatives concerning the headquarters site issue. One plan proposed removing the utility area to the nearby "baseball field at the lower end of the existing headquarters utility area and converting the existing utility area space to residential uses. A second plan proposed keeping the utility area where it was, razing all buildings except the bunk and messhall and warehouse and constructing larger structures better suited for winter operations. The "baseball field" would be used for winterized

residential structures. This residential area would be tied to the existing area of 8 cottages and 12 two-room cabins which was to be replaced by more modern residences. A third alternative proposed removal of the utility area and park administrative headquarters to the south entrance of the park. This new development area would include a road maintenance yard, utility area, twenty-two residential units, an administration building, a club or assembly house, and a bunk-and-mess building. After assessing the merits of the three plans, the authors concluded:

> it seems clear that park policies of conservation, efficiency of year-round operation, ultimate economy of cost and maintenance, and employee living conditions and morale will all be benefited by a removal of most administrative and headquarters operations to the proposed new south entrance location. [43]

Following their report on the headquarters question, Davidson and Waterhouse prepared two other studies relating to future park development and planning. In May 1943 they prepared a "Report on Studies for Rim Area Campground Relocation," and on August 6 Waterhouse submitted a follow-up memorandum to the Region IV Director regarding the possibility of constructing a tunnel to the lake shore. The thrust of the two reports consisted of recommendations to remove campground facilities from the existing Rim Village area to a site just below Rim Road some 1-1/2 miles northwest in the vicinity of Discovery Point. The Munson and Sun Valley vicinities were considered but rejected in favor of the Discovery Point area. From the new campground location a tunnel could be built, according to the authors, to provide easy access to the lake. The reports left open the question as to whether the park operator s concessions should be moved to a location near the proposed campground or to the water's edge near the lower end of the tunnel. The reports contained proposals for a new trail to the lake and mechanical lifts to transport visitors to the lake shore. [44]

The years 1943-45 witnessed considerable debate and discussion in the Washington and Region Four office regarding the planning issues facing Crater Lake National Park. As a result of such discussions, several decisions were rendered during this period by NPS Director Newton B. Drury and Regional Director O.A. Tomlinson. The decisions were made, however, with the understanding that park problems were "normally fluid and should remain so, usually, until final action is necessary." Responding to the question of whether a trail, elevator, or tunnel should be built to provide easy access to the shores of Crater Lake, Drury stated on January 13, 1944:

> Long established policy which limits physical development of park areas to a minimum necessary for protecting park values and for reasonable access, and reasonable safety and comfort of visitors, definitely rules out the tunnel proposal. Likewise, since the existing trail from the rim to the lake affords accessibility, is reasonably safe, and is as easy to negotiate as are average mountain trails, there seems no need for consideration of a trail relocation such as has been proposed from time to time, or for trail improvements which involve additional construction nearby. This reasoning also rules out consideration of mechanical lifts or similar surface contrivances for reaching the shores without physical effort.

Nearly two weeks later, on January 26, 1944, Drury addressed the twin issues of whether the park should be operated on a seasonal or year-round basis and whether park headquarters should remain at its existing site or be relocated to the south entrance. In regard to these issues he concluded:

> that the conservation of the park and its use, as contemplated when it was established, will be accomplished if winter use of the area is not promoted by

> snow removal or other means as was the case before the war. It is contemplated that winter operations in the park shall continue as at present after the war. . . . it will be desirable to continue the park headquarters at the Government Camp location, and make only such improvements or changes in the buildings as may be necessary for summer operations. . . .

On February 1, 1944, Drury addressed the issue of whether the Rim Campground should be retained and expanded or abandoned and relocated. He indicated his agreement with the studies that had recommended its abandonment.

Later on September 16 the director responded to recommendations that the existing road between park headquarters and the rim be improved and relocated. For the present the road was to remain in its existing alignment "with such widening and resurfacing as is necessary to provide for satisfactory summer travel.

Other issues facing the park related to development of concessioner facilities and the need for a visitor center/museum building. These questions were addressed in January 1945 by Tomlinson. As to whether the lodge should be permitted to remain at its existing site or be moved farther back from the rim, he observed:

> It is very much doubted that the Service would require the operator to move the present building. Rather a relocation, if such were desirable, would occur only in the future when and if a new lodge is erected. The question should not and cannot be answered at this time although consideration is desirable.

He stated further that cabin development would be determined on the basis of postwar visitor needs and use. The location of a more suitable utility area for the concessioner and a gasoline station in the rim area required further study. A park visitor center/museum building on the rim was a high priority item for new construction. [45]

During the remainder of 1945 further discussions ensued concerning the status of these issues, particularly in view of the decision that Crater Lake would be operated as an all-year park. Accordingly, Drury reversed earlier policy statements by issuing directives in late 1945 and early 1946 that new all-year park headquarters be established "just within the boundary of the south entrance to the Park." The existing park headquarters and utility area had been constructed for summer operation only and was not laid out for economical and efficient operation during the winter months, nor were any of the buildings constructed for year-round use. This area would "become the principal urban area within the Park, serving for its all-year operation, with the thought that other developed areas will be kept to a minimum, and will lead to the closing of most of the utility areas in Medford and the ultimate sale of those properties." Accordingly, he initiated discussions with the U.S. Forest Service to acquire a tract of land from the Rogue River National Forest on which to build the new headquarters. At the same time Drury indicated his support for the reduction and ultimate elimination of camping in the rim area and enlarging camping facilities at Annie Spring. He also endorsed reconstruction and realignment of the road between park headquarters and the rim area and in the vicinity of Annie Spring. [46]

No new construction was initiated in the park for several years after the war. The lack of construction activity, according to Superintendent Leavitt, was the result of an "economy-minded Congress" whose primary purpose was "to reduce and close out war-born expansion or new bureaus and provide for an effective national defense during the Cold War." Thus, continuing low appropriations worked hardship on the park's budget which had "reached an all-time low during the war and now must expand to give proper protection" for accommodation of the "tremendous increase in travel." [47]

Despite the lack of funds with which to commence a major park construction program during the postwar years, available funding permitted minor construction projects at Crater Lake. In 1948, for instance, the former Wineglass CCC camp was dismantled and the materials salvaged for use in building temporary ranger stations and checking kiosks at the park's four entrances. The hospital building was completed in 1948, but in view of changing park needs it was converted into apartments for personnel housing. During 1951-52 nine two-room cabin quarters in the Munson Valley residential area were "winterized" with insulation, storm proofing, and improved heating facilities. Each cabin was enlarged with the addition of a new room. These improvements were designed to "increase the comfort and efficiency of these little homes" for year-round use, and resulted "in savings in operating costs both to the Government and the employees." In 1951 a new electric-driven pump was installed in the Munson Spring pumphouse to keep the Garfield Peak reservoir filled to capacity, thus providing the rim area with sufficient water for domestic use and fire protection. [49] During 1952 a new fire lookout was constructed on Mount Scott, replacing an old building that had been erected during the 1920s, and a slope stabilization project was carried out at Anderson Point. [50] After some fifteen years of repeated requests for funding by park management, funds were made available in 1956 to erect new bridges over Annie and Goodbye creeks, the former being opened to traffic in 1956 and the latter in 1957. [51]

As related earlier, the decade following World War II witnessed ever-increasing visitation to the national parks. At the same time Congressional appropriations which had been reduced drastically during the war remained low, thus hindering the parks from developing their facilities and services to meet the ever-rising demands placed on them by the rising visitation. Not only was new development stymied but the existing park facilities and developments, most of which dated from the 1930s, were becoming obsolete and run-down. Thus in 1955 the National Park Service initiated a long-range 10-year program, designated Mission 66, that was intended to upgrade the units of the National Park System. The program was designed

> to so develop and staff these priceless possessions of the American people as to permit their wisest possible use; maximum enjoyment for those who use them; and maximum protection of the scenic, scientific, wilderness, and historic resources that give them distinction.

NPS officials went on to explain the goals and objectives of the program:

> Construction is an important element of the program. Modern roads, well planned trails, utilities, camp and picnic grounds, and many kinds of structures needed for public use or administration, to meet the requirements of an expected 80 million visitors in 1966, are necessary; but they are simply one means by which "enjoyment-without-impairment" is to be provided.
>
> Under this program, outmoded and inadequate facilities will be replaced with physical improvements adequate for expected demands but so designed and located as to reduce the impact of public use on valuable and destructible features. It will provide both facilities and personnel for visitor services of the quality and quantity that the public is entitled to expect in its National Park System. It is intended to assure the fullest possible degree of protection, both to visitors and resources.

By 1966, the 50th anniversary of the establishment of the National Park Service, the program was to be completed. [52]

Thus, the Mission 66 program for Crater Lake National Park was designed to bring park facilities, services, and staffing up to appropriate National Park Service standards. Park

Service officials succinctly described the problems facing the park as follows:

> Developments for the safety, comfort and education of the park visitor have increased and improved over the years, but not in pace with the increased use. In fact, due to curtailed funds during World War II, park facilities deteriorated to a degree from which they have not yet recovered. In 1940, roads, trails, campgrounds and lodges, as well as personnel, were considered adequate for the 252,482 visitors. No significant additions to the operating plant have been made since 1940, yet in 1955 those same facilities, worn and depleted, were forced to serve 343,839 people. Consider the national economic picture: increased earnings, more leisure time, improved highways, faster and more comfortable transportation, and the westward population shift. It is not unreasonable to assume a travel count of 600,000 by 1966 if facilities can be provided for them. It is safe to assume that by 1966 the current inadequacy in all departments will be greatly aggravated, if public facilities are not expanded and improved. Already it has overreached the point of safety. Over-use is damaging the area.

As projected in 1956 the Mission 66 program for Crater Lake was designed to include improvements and upgrading of roads and trails, interpretive programs, camping and picnicking facilities, concession services, employee housing, maintenance buildings, and staffing. The program contemplated moving the Medford office and facilities to Munson Valley where year-round park administrative headquarters would be established.

While the road circulation system was considered adequate, road widths and curvature would be improved to handle anticipated visitation levels. Rim Road in the vicinity of Kerr Notch would be relocated. To disperse the use-load one or more fire control roads that reached important natural features would be improved and opened to public travel. Trails would be restored, and increased parking would be developed at view points and interpretive sites. A new trail from the Rim Road to the lake would be constructed in a location that would obviate hand clearing of snow and have a minimum of switchbacks for visitor safety and maintenance efficiency.

Chief among the interpretive facilities that would be built was a Visitor Center. Wayside exhibits, signs, and markers would be placed on all major roads and trails to interpret significant features and themes. The system of self-guiding trails would be expanded and improved, and the Rim Road would become a self-guided tour through the use of exhibits and markers. Research efforts would be expanded, particularly in limnology, geology, botany, zoology, and archeology. A covered walkway would be constructed to the Sinnott Memorial and the building improved for winter use.

Existing camping and picnicking facilities would be expanded and improved. Increased space for trailer camping would be provided, and a new campground at low elevation would be constructed to accommodate early summer and late fall visitors. Picnic sites would be developed at various locations around the rim to satisfy a long-felt need and serve to distribute use.

Park facilities would be improved, including enlargement of water and sanitation systems and replacement of the telephone system. Storage and maintenance buildings, employee housing, and other structures for park operations would be designed and constructed for year-round use. A total of 31 permanent residences at park headquarters and one at Annie Spring were to be constructed to replace the existing substandard employee housing. A dual-purpose building to house an elementary grade school and employee recreation center would be built near the residential area. A leased radio system would be installed, connecting vehicles and outlying stations, including fire lookouts, with park headquarters. Boat storage and service

facilities would be built on the lake shore at the foot of the new lake trail, and boats would be launched and retrieved by marine railway, thus permitting removal of the unsightly boat developments on Wizard Island.

The Mission 66 program proposed increases in park staffing to 37 permanent positions and annual operating appropriations commensurate with expanded activities and responsibilities. Increased efficiency in operations, however, would be effected by supplying modern tools, equipment, and facilities to obviate increases in proportion to the anticipated increase in public use. It was estimated that 70 percent more visitors could be served more efficiently by increasing present annual appropriations only 20 percent.

The total cost of physical developments projected for Crater Lake under the Mission 66 program was $5,721,200. This figure was broken down into the following components:

Roads and trails	$3,798,100
Campgrounds, picnic areas, wayside exhibits, utilities	$ 434,700
Visitor Center, employee housing, park operations structures	$1,488,400

In addition concessioner-operated improvements, estimated at $611,500, would include enlargement of the cafeteria, forty additional sleeping units with provision for fifty more if demand warranted them, and modernization of the lodge and cafeteria kitchens.

As a result of these improvements and services, Park Service officials believed the quality of the visitors' experience at Crater Lake would be enhanced. It was stated:

> When the visitor of 1966 visits Crater Lake National Park, he will meet the same pleasant and courteous treatment he encounters today, but he will find new and better services, better facilities and better accommodations. Complete information will be easily available to assist him in planning his stay at Crater Lake, regardless of his particular interest. He will have a maximum of freedom of action, consistent with park ideals. He will find Crater Lake little different than the Crater Lake John Wesley Hillman found in 1853, except there will be facilities for his comfort, his safety and his complete enjoyment. [53]

Mission 66 construction was commenced at Crater Lake in September 1956. A contract was let to the W.H. Conrad Company of Medford to construct the new Mazama Campground one-fourth-mile south of the junction of the west and south entrance roads. In addition the contract provided for development of water and sewer systems at Annie Spring and layout of new roads, trails, and walkways in the park headquarters and residential areas. [54]

Numerous development projects were carried out at Crater Lake under the Mission 66 program during 1957-59. Six picnic sites along Rim Road with a total of 21 picnic tables and 12 pit toilets were completed. The Garfield Peak and Discovery Point trails were reconstructed, and an encasement for Annie Spring was completed. The sewer and water systems were improved at park headquarters and Annie Spring, respectively, and various construction projects were completed at Annie Spring, including erection of a checking station, layout of a new parking area, and realignment of the south and west entrance road intersection. Improvements were made to Munson Spring, and two comfort stations were constructed at Mazama Campground as well as a checking station at Annie Spring. The headquarters utility area was paved, and covered entrances were added to the Administration Building and rim comfort station. Employee residences (one 4-unit and one 2-unit) were completed at Munson Valley, and a new fire alarm system was installed in the park headquarters area. The Rim Campground was redeveloped, and a new gasoline service station and employee dormitory was constructed for the Standard Oil Company of California. The

new station was opened in August 1958, the former station being razed and the site landscaped. The California-Oregon Power Company constructed a new section of power line between Annie Spring and park headquarters to ensure better continuity of service. Subsequently, a power line was extended to the Mazama Campground. [55]

The Mission 66 program continued to provide major appropriations for improvements at Crater Lake during the early 1960s. In 1960, for instance, the three principal park campgrounds were improved by adding 89 new campsites and renovating roads, tables, fireplaces, and sanitary facilities at the existing sites. That same year the Cleetwood Cove Trail from the rim to the lake was completed and opened for public use. The new trail was a much improved standard alignment compared with the former trail from the vicinity of the lodge. [56] During 1961-62 six miles of roadway between Annie Spring and the rim were reconstructed and treated with bituminous surfacing. Improvements to Mazama Campground during the summer of 1962 included completion of an electrical system, addition of 56 camping sites, and opening of a 750-seat amphitheater. That summer a parking area for the lake trail was paved, improvements were made to the Sinnott Memorial, and the water system at park headquarters was expanded to include a 150,000-gallon water reservoir, assuring an adequate domestic supply and building fire protection. Six rock pedestals at the Watchman were constructed for interpretive markers. [57]

In his annual report for fiscal year 1963 Superintendent Yeager observed that "construction projects underway at the close of the 1963 fiscal year were greater than for any previous year." The projects included reconstruction of 10.5 miles of the south entrance road and construction of three duplex residences (6 living units), a shop and equipment storage building, and a community school building. the structures were occupied during the winter of 1963-64, Interpretive roadside markers were constructed and installed. These included 26 interpretive markers at 18 locations, 21 being routed plastic signs on stone bases and 3 being routed wooden signs. Some 20 smaller signs denoting elevations and other items of interest were also completed. Fifty-four camp sites were added to Mazama Campground and a trail to the new amphitheater was completed. A 100-automobile parking area was laid out at the head of Cleetwood Cove Trail. [58]

In October 1965 the National Park Service contracted to have a new sewer system installed in the park. The new system was to replace a septic tank system which had a drain field in the east canyon of the park. The new sewer system was placed underground across the water catchment basin which fed Munson Springs, the source for the Crater Lake water system. Three manholes were placed in the system with what were later reported to be "insecure manhole covers." The location of this system would later be blamed for the water contamination crisis that closed the park for three weeks during the summer of 1975. [59]

With the completion of two more housing units in the Munson Valley area the Mission 66 program at Crater Lake was completed during the summer of 1966. As a result of the program, park buildings, utility systems, interpretive activities, and recreational opportunities had been improved to National Park Service standards. Moreover, the program's accomplishments enabled the park to centralize its year-round administrative and maintenance activities at Munson Valley, all such functions having been transferred to the park in September 1964. [60]

During the remainder of the 1960s and the early 1970s construction and development programs continued at Crater Lake, although at a considerably reduced level from the Mission 66 years. In 1967, for instance, three picnic areas were constructed at lower elevations in the park, permitting early use by visitors before snow was gone from the regular campgrounds. [61] Park construction projects during the early and mid-1970s included extension of the Watchman Overlook and Sleepy Hollow sewer systems, erection of a new

concessioner' s employee dormitory, improvements to the Annie Spring water and sewer systems, reconstruction of the west entrance road, and expansion of the Rim Village utility lines. [62] Following closure of the park in 1975 because of the water contamination crisis, plans were made to construct a new permanent park water system utilizing water from Annie Spring, an uncontaminated water source. The new water system, which cost some $600,000, was placed into service during the fall of 1975. [63]

During the late 1960s an extensive major parkwide planning effort was initiated at Crater Lake--a process that would take a decade to complete. The planning effort was spearheaded by a master planning team selected in 1967 from the National Park Service's Western Service Center in San Francisco. By the early 1970s the planning effort, which had gone through several draft stages, was taken over by a general management planning team from the Denver Service Center. [64] As a result of the lengthy planning endeavor Pacific Northwest Regional Office Director Russell E. Dickenson finally approved a general management plan for the park in December 1977.

The general management plan contained an extensive series of proposals for development of park facilities and enhancement of visitor experiences in the park. According to the plan, existing use patterns would remain essentially unchanged. Improved information, orientation, and interpretation facilities would allow for better utilization of the visitors' time. Lodging facilities would be decreased, while camping sites would be increased. Obsolete visitor and management facilities would be removed or replaced. Intrusion of vehicle traffic on the viewing experience at Rim Village would be reduced substantially. The Rim Village area would be restored to a more natural, pedestrian-oriented environment. Accordingly six objectives were established to govern future park development. These were to:

> Provide only those facilities on the crater rim which contribute directly to the visitor enjoyment and understanding of this natural wonder.
>
> Develop an access and circulation system which aids in reducing congestion, maximizes convenience to the visitor and park management, and provides for safe travel in the park.
>
> Provide facilities for improved interpretation, information, and orientation programs.
>
> Provide the necessary visitor-use service facilities in an area which does not infringe upon the lake-viewing experience--facilities which can be operated efficiently on a year-long basis.
>
> Provide all necessary access for the handicapped to facilities and features throughout the park, and devise ways and means to enlarge upon the experience of handicapped visitors.
>
> Provide efficient, economical, and environmentally suitable housing and administrative facilities for permanent and seasonal park employees.

The plan made a number of proposals to achieve these objectives. In terms of park accommodations capacity the plan recommended retention of the lodge for the remainder of its useful life, removal of the housekeeping cabins and fourplexes, and increases in the number of camping sites at the Mazama and Lost Creek campgrounds. The plan proposed widening of some fourteen miles of the north entrance road and west rim drive from eighteen to twenty feet minimum, repair of lake overlooks, and the addition of a bicycle lane on the one-way East Rim Drive.

Various recommendations were proposed for Rim Village improvements, the thrust of which were to remove development and return portions of the area to a natural state. It was recommended to remove the rental cabins, relocate some 185 parking spaces from the rim to the cabin area, restore some eight acres of rim parking area to pedestrian green space, construct a new lodge access road, and reorganize the existing two-acre lodge parking lot. It was proposed to construct an all-season interpretive center at Rim Village, remove the existing Exhibit and Community buildings, replace four obsolete comfort stations with two new ones, and remove excess roads in the picnic area. All new development, with the exception of the lodge access road, was to occur on existing developed land. All told, some 10 to 14 acres of development was to be removed from Rim Village with 8-12 acres being returned to a more natural state.

The capacity of Mazama Campground was to be expanded by the addition of 52 walk-in sites, central parking, and two comfort stations on 12-15 acres of partially-disturbed land. Other recommended improvements to the campground included relocation of a registration kiosk, replacement of an employee cabin with an employee residence, and construction of a camper services building.

Proposals for Munson Valley included replacement of obsolete employee housing and removal of obsolete maintenance structures. Replacement of facilities was to occur on existing developed sites. All told, a probable decrease in total land use was anticipated as a result of removal of some maintenance structures. Additional storage structures were to be added to the maintenance storage area in the southern panhandle of the park.

Various proposals were designed to upgrade the park facilities at the north entrance station. Water collection/storage system and sewage treatment facilities were to be added at the north entrance. An obsolete employee cabin was to be removed and replaced with new residences near the northern perimeter of the park. An information/orientation facility with parking area would be constructed. Two to four additional acres of land would be required for the north entrance developments. [65]

Active construction and development operations continued at Crater Lake during the late 1970s and 1980s, designed in part to follow recommendations in the general management plan. In 1979 construction of West Rim Drive was completed, thus improving automobile circulation. During the early 1980s life-safety measures were carried out at the lodge to assure visitor protection. Various improvements to park housing and recreational facilities for personnel were begun in 1984. In 1983 planning was commenced for extensive structural renovation of the Ranger Dormitory, the Mess Hall, and the Administration Building. Actual work on the Ranger Dormitory and the Mess Hall did not begin until 1985 and on the Administration Building until 1986.

The adaptive rehabilitation of these buildings restored their outstanding architectural features, while making them more usable for contemporary purposes. It has also resulted in a new appreciation of the merit of the Munson Valley structures among the park staff. In November 1986 the park administrative offices were moved into the remodelled Mess Hall, which was renamed the Canfield Building. Two months later, the Interpretive Division moved into the remodelled Ranger Dormitory, which was renamed the Steel Center. Interior remodelling of the Administration Building was completed in October 1987. The administrative offices then moved back to the Administration Building, which was renamed the Sager Building. [66]

The 1977 General Management Plan left the question of lodging open for resolution at such time as the existing lodge had outlived its useful life. In February 1984 an NPS planning document described the status of the lodge and Park Service planning initiatives related to its future utilization:

> Extensive studies . . . have indicated that the existing lodge cannot be renovated for public lodging in a cost-effective manner. Costs to provide structural stability and bring guest rooms up to modest contemporary size have escalated to nearly $8.6 million in 1984. The number of rooms would have to be reduced from 80 to approximately 56. In addition, the stability of the caldera in the lodge area is questionable. Although a catastrophic failure cannot be predicted, continued movement will require annual (and sometimes extensive) maintenance. Extensive improvements have been made to increase visitor safety, but ultimately, its use as a hotel must be discontinued. . . .
>
> It is recognized that the development of alternative lodging facilities could very likely lead to a decision to demolish the lodge; however, it must be emphasized that this decision has not been made. The National Park Service intends to pursue a thorough review of alternative uses and funding sources for the lodge before making a determination as to whether the lodge has reached the end of its useful life.

In conjunction with the lodge studies an NPS planning team from the Denver Service Center began formulating a development concept plan for the Annie Spring-Rim Village corridor of the park. This plan was to provide guidance for the orderly progression of improvements within that portion of the park and constitute an amendment to the General Management Plan. The development concept plan was necessary because desired actions contained in the approved General Management Plan had been delayed while the lodging issue remained unresolved. Although the emphasis in the proposals for the development concept plan was on lodging facilities, the major result of the new planning effort would be a significant improvement in the visitor experience in the Rim Village area and the reduction of conditions having a negative impact on the natural environment and aesthetics of the Rim Village area.

The development concept plan effort had four principal objectives. These were:

> To provide a quality, year-round interpretive program
> To provide a quality lodging/camping experience
> To reduce visual intrusions/congestion in the Rim Village area
> To reduce environmental impacts in the Rim Village area that could affect the Crater Lake ecosystem

To obtain these objectives the planning effort was based on seven underlying assumptions:

> An adequate facility is needed within the park to provide audiovisual program, exhibit, and information services for summer and winter visitors.
>
> A safe way to view the lake in the winter is essential.
>
> Access to the Rim Village area in the winter cannot be guaranteed at all times.
>
> Overnight lodging in the park is a desirable visitor experience; year-round lodging should be provided if feasible.
>
> Some variety in accommodations and price range should be provided.
>
> The existing lodge cannot be renovated to provide continued lodging in a cost-effective manner; alternative uses for the lodge structure and the possibility of its demolition will be explored.
>
> Parking/roads will be removed from the Rim Village area to the extent feasible.

Any new construction carried out in the park under the development concept plan would follow design guidelines based on the rustic architectural theme already established in the park. The guidelines would address the basic principles of the rustic style and significant features of the style's historical application in the park. [67]

By the spring of 1985 it had become clear that all of the issues addressed in the February 1984 planning document could not be resolved in a timely manner. Thus, an Interim Development Concept Plan incorporating noncontroversial elements of the document was approved in May 1985. This interim plan contained development and expansion proposals for the Annie Creek/Mazama Campground, Munson Valley, and Rim Village areas. New studies on the lodging issue and rehabilitation of the existing lodge for "rustic" accommodations were to be conducted. Camper services were to be provided adjacent to the Mazama Campground in the area south of the campground entrance road, including a general store, snack service, shower and laundry facilities, gas station, and registration office for the budget cabins. The cabins would be developed next to the camper services, replacing the deteriorated cold water cabins in the Rim Village area. Up to 50 additional camp sites would be designed for the Mazama Campground, and a group campsite was slated at the abandoned Annie Spring Campground, pending studies to determine if there was potential for such development to contaminate the park water source at Annie Spring.

The plan called for various changes at Munson Valley. Visitor information services would be relocated from the Administration Building to the adjacent former Ranger Dormitory. This structure was already in process of being remodeled to provide additional staff offices and work space in addition to larger visitor information facilities. The existing gasoline station was to be removed and the site redeveloped to provide a landscaped parking area.

Several improvements were planned for the Rim Village area. These included removal of the dilapidated cold water cabins behind the cafeteria building and the connection of all facilities in Rim Village to the Munson Valley wastewater treatment system. [68]

After publication of the interim development concept plan various preservationist groups became actively involved in efforts to save the lodge. The immediate objective of the groups was to prolong the decision process on the fate of the lodge and the preparation of a development concept plan supplement with four alternatives for the development of lodging on the rim. As a consequence, a contract was let to Broome, Orinqdulph, O'Toole, Rudolf, Boles and Associates to prepare a technical analysis report for the rehabilitation of the lodge, and the National Park Service undertook a planning project to produce a new development concept plan supplement.

APPENDIX A:
Description Of Water Supply, Telephone System, Roads, And Trail System In Crater Lake National Park--1918

WATER SUPPLY.

Park headquarters is supplied with water from Anna Spring. A hydraulic ram pumps the water into a 5,000-gallon tank 40 feet higher than the buildings, which receive their supply by gravity. The east and west entrances are supplied from Sand Creek and Castle Creek, respectively. A 200-pound pressure pump connected with a two-horsepower gasoline engine and a 1,000-gallon tank is installed at each place. The lift at Sand Creek is 230 feet and at Castle Creek 220 feet. At the south entrance the ranger carries water one-fourth mile from a

spring in the forest reserve. This is the first season that the spring has been known to go dry, necessitating the making of a trail down to Anna Creek, over which the ranger now carries water. There should he installed at this place a water system similar to the ones at the east and west entrances, but it would be unwise to purchase equipment at this time, for when the road construction is finished there should be pumps, engines, tanks, and pipe to spare, and it is suggested that a water system be installed with the surplus equipment that may be available at that time.

Funds are now available for a water system to supply public camps at the rim of the lake. Equipment and material was ordered as early as possible, but delivery is slow, and it is doubtful if the pump will be received in time to be installed before winter. However, it will be ready for the 1919 season.

Crater Lake Lodge is supplied from a spring about 2,500 feet south and 400 feet lower than the lodge. The water is pumped by a hydraulic ram, with a pump and 4-horsepower gasoline engine as an auxiliary, to a 3,000-gallon tank near the lodge. It is again pumped into a 1,000-gallon pressure tank for delivery to the lodge. There are some weak points in this system. It sometimes fails, and considerable fault could be found with it.

All the water in Crater Lake Park, including that of the lake, is exceedingly cold and clear, and has been found by scientists to be exceptionally pure.

TELEPHONE SYSTEM.

The Park Service controls 20 miles and the United States Engineer Department 34 miles of telephone line in the park. The Engineer Department has 14 miles of line outside the park, connecting the eastern entrance with Kirk, at the end of the railroad.

The west entrance is connected with a line to Prospect, 18 miles, in which the park holds considerable Interest. This line Is valued principally for fire control and also to receive reports of stages and travel coming in from the Medford side. Twelve miles of this line is through the forest reserve, and by mutual agreement the Forest Service maintains 9 miles of it.

This line was built by a community of interest—private contributions and some assistance from Jackson County. A movement has been started which may result in the complete control of this line by the Park Service.

All service over the park lines, including that to Kirk and Prospect, is free, and, considering the temporary nature of much of the line, the service is very good.

The park's system connects at the south entrance with the Klamath Telegraph & Telephone Co.'s line to Fort Klamath, 9 miles. A three-year contract has been made with this company, whereby they have free service over all park lines, in exchange for which they maintain 8 miles of line from the south entrance to park headquarters for 10 months and 5 miles of line from headquarters to Crater Lake Lodge for 4 months each year. They also keep telephones in repair on this line and give free service for all Government business between the park and Fort Klamath.

ROADS.

There are four roads in the park system, known as Pinnacles, Medford, Fort Klamath, and Rim Roads. The Pinnacles Road, 3.25 miles. connects the east entrance with the Rim Road at Lost Creek. The Fort Klamath Road, 11.4 miles, connects the south entrance with the Rim Road at Government Camp, 2 miles south of Crater Lake Lodge. The Medford Road. 6.84

miles, connects the west entrance with the Fort Klamath Road at park headquarters. These three roads have been open for travel since 1915, and are in good condition for dirt roads. The Rim Road, 35 miles, circles the lake. From Cloudcap to the Watchman, 21 miles. It has been open for travel since 1916, and is in fairly good condition for a dirt road. However, considerate improvement work will be necessary before the 14 mIles connecting Cloudcap and the Watchman, via the north side of the lake can be utilized. The 1919 season will be well advanced before this road can be used for the full 35 miles by the traveling public, but when completed it will afford a drive of unsurpassed beauty. The total length of roads in the park is 57 miles, and the maximum grade is 10 per cent, Many sandy stretches are encountered on the Rim Road which should he given a liberal supply of pumice gravel as soon as funds are available for such work.

TRAIL SYSTEM.

The following-named trails make up the park system: The Watchman, 3.5 miles; Garfield, 1.3 miles; Lodge to lake, 1.2 miles; Wizard Island, 0.75 mile; Dewie, 2.05 miles; to Rim, south side, 1 mIle; park headquarters to Rim, 4 miles; Copeland Creek, 2.2 miles; Union Peak, 4 miles; Red Blanket, 2 miles; total, 22 miles.

A trail of very easy grade, on which horses and burros are now used, leads from the Rim near Crater Lake Lodge to the water, a descent of 900 feet, and visitors to Wizard Island find a good trail to the crater.

There is an excellent trail to the top of Garfield Peak. The one to the Watchman is a winding trail, passable for horses, and the lake is in full view for the entire distance.

The Dewie trail is passable for autos. It affords a good view of Anna Creek Canyon and Dewie Falls.

An easy trail to Union Peak will be open for 1919 season. It wIll he passable for light vehicles for about 3 miles. The remaining distance to the base of the peak wild be a good horse trail. The last one-fourth mile to the top of the peak must be made on foot. It is very steep, but the footing is good and the climb is easy. It ascends 700 feet in one-fourth mile. The view from the top of this peak is well worth the climb.

The Red Blanket trail extends past Union Peak to Bald Top and Red Blanket, It was constructed this year. It is very rough and steep. It connects with a ranger trail In the forest reserve near the southwest corner of the park. It is valuable as a patrol trail and also in case of fire.

Annual Report of the Director of the National Park Service, 1918, pp. 160-61.

APPENDIX B:
Physical Improvements Crater Lake National Park--1928

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1. Road System: Total 67 miles, consisting of 4 miles pavement, 21 miles of oil macadam, and 42 miles of dirt road. The dirt roads are extremely difficult to maintain because the soil is light volcanic ash and pumice which displaces almost as readily as fluid.

2. Trails: 36 miles, of which 33 miles are widely scattered and are used as much for protection as by visitors. Three miles consisting of the trail down the crater wall to the lake and the trail to the summit of Garfield Peak are used by at least 30,000 people annually; they contain such elements of hazard that their safe maintenance consumes practically all of our

inadequate trail allotment.

3. Telephone System: 46 miles of iron wire, grounded system. Within the park this line serves a total of 26 telephones placed in various administrative units; on the west boundary our line joins that of the Forest Service; to the south connects with the Klamath Telephone Co. ; and to the east with the Indian Service. This telephone system is a good one of its type but no longer suffices for the greatly increased use to which it is put by the public particularly, there are no telegraph lines extended into the park.

4. Public Buildings: Anna Spring: 1 superintendent's house, 1 ranger station, 1 bunk house used as a residence, 1 warehouse, 1 barn, 2 modern toilets in adjacent campground, 2 small shacks. These are all frame structures.

Park Headquarters: 1 small 1-room log cabin, 1 2-1/2 story log cabin used as a kitchen, messhall, and bunk house for a crew of about 40 men; 1 log cabin remodeled and used now as the administration building; 1 warehouse; 1 barn; 3 open latrines; 1 comfort station; 1 employee's cabin.

Lost Creek: 1 combination mess hall and bunk house for a crew of approximately 15 men; 1 log shack used as a store house until it collapses; 2 open latrines.

Wine Glass: 1 combination bunk house, 1 decrepit storehouse about 12' x 20'.

Devils Backbone: 1 combination bunk house; 1 old frame storehouse about 10' x 16'.

East Entrance: 1 2-room log cabin; 2 open latrines.

South Entrance: 1 2-room log cabin; 2 open latrines.

West Entrance: 1 2-room log cabin; 2 open latrines.

Rim Auto Campground: 1 small community house already entirely inadequate for its purpose; 2 modern toilets; 2 complete comfort stations; 2 sheds housing 5 wood water tanks.

At winter headquarters - Medford: 1 superintendent's residence; 1 2-car garage; 1 warehouse and garage.

Miscellaneous: 1 fire lookout station on Mt. Scott; 2 open latrines at foot of trail to the lake; 1 boat landing at Wizard Island; 1 new comfort station at foot of new trail to lake; 1 pump house, new.

5. Water System: 6 pumping plants with lift varying from 40' to 700'; one each at the south, west, and east entrances, one at the Rim campground, one at the Backbone, and one at Wineglass. A gravity system takes care of our needs at Headquarters, and a hydraulic ram at Anna Spring.

Concessions: The Crater Lake National Park Co. operates one hotel of 150 rooms and a number of tent houses in connection; a transportation service with 6 7-passenger Hudson coaches operating from Klamath Falls and Medford; a launch and boat service on the Lake; a gasoline service station below headquarters which is operated by the Standard Oil Co. as agent; and are constructing in July, 1928, a cafeteria, general store and small rental cabin group.

The Kiser's, Inc. operates a photographic studio on the Rim.

Campgrounds: There are 9 campgrounds, as follows: Wheeler Creek on the East road; Lost Creek, junction of East and Rim roads; 2 at Anna Spring; 1 below Headquarters on main road; Cold Spring on south road; Cold Creek on South road; White Horse, west road; one at Rim; these are in various stages of development in proportion to popularity, running from no development at Wheeler Creek to intensive development in the big camp grounds at the rim which contains a community house, 4 comfort stations, shower baths, electric light, etc. The camping facilities in this park can be extended indefinitely and at relatively small cost.

Crater Lake National Park, Oregon [1928], RG 79, Central Files, 1907-39, File No. 302, Part 5, Crater Lake, Appropriations, Estimates.

APPENDIX C:
Experiences Of A CCC Enrollee At Camp Wineglass, 1934

Camp Wineglass was in a beautiful setting about 3 miles from the ranger station [at Lost Creek], and close to a general road that went to Fort Klamath, where our mail arrived. Fort Klamath was a site of a small Indian agency headquartered there at that time.

We lived in tents with wooden floors and wooden sides about 4' high, heated with one small heater. They looked like ice cream cones turned upside down, but they sure done [sic] the job. Our first job after arriving from Calif. was snow removal from the Lake Area road and side wall going to the lodge. The personnel were mostly from Illinois with some from Mich. and East Coast and Florida (19 colored guys from there). They lived in a separate area not integrated with the whites.

The work was done in the spring and summer of 1934. We were concentrated in tents according to the alphabetical listing of your last name (8 men to a tent). I was in Company C, along with other people with names beginning with C and D. Hence the whole lot of enrollees were in different Co.'s. There were about 250 men to a camp. Each one of these companies had a leader and an assistant, whose job it was to see that every man was up for roll call, breakfast at a certain time, beds made, tent cleaned, sides rolled up and ready for work detail on the grade by 7:30 A.M. Most of our work at Camp Wineglass consisted of road work, building roads so that fire trucks could get close to the fires. We had our own truck drivers (I was one). We worked with long handled shovels, picks, grubbing hoes, brush axes etc., and were fed hot meals on the job. Army field ranges were set up outside and meals were prepared and served army style (we ate out of mess gear and canteen cups). We loved it (until we constructed our latrines, play rooms, mess hall ourselves); our wash house was a small creek that run [sic] ice cold and clear water near our tents; we used that water for our hygiene purposes, cooking, drinking, washing teeth etc., and I know of no one who got sick from it. A far cry from today's polluted streams.

We built sidewalks up at the lake and also some log cabins, under supervision of Forest Rangers all local men, all very good men, they also helped with the supervision of the work details. There was 11 camps in the Medford District, under the direction of a Mr. Dickner, who was a very respected man. He may have been from Klamath Falls.

P.S. This is a brief synopsis of our work performed. There was something like 2-1/2 billion small trees planted by the C's overall. We fought some forest fires too. . . .

President Roosevelt and Robert Fechner visited Camp Wineglass briefly. We put on a show for them and their party. We had the best camp of the 11 in the Medford District.

We had really good boxers and wrestlers and a championship baseball team.

William Bill Coulson
September 29, 1986

Letter in Museum Collection, Crater Lake National Park.

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CRATER LAKE

Administrative History

VOLUME II

CHAPTER FOURTEEN:
MAINTENANCE ACTIVITIES IN CRATER LAKE NATIONAL PARK: 1916-PRESENT

During the early years of National Park Service administration, maintenance activities at Crater Lake National Park were performed by seasonal crews under the direct supervision of the park superintendent. Many of the laborers were young men who worked in the park during their summer school vacations. Local sawmills provided stiff competition, however, by paying higher wages. Thus it was often difficult for Superintendent Sparrow to find plentiful labor. Nevertheless he reported in 1922 that he hired "a crew of from 30 to 40 men" for "general maintenance and construction work" between July 1 and September 30. During the summer of 1923 about 50 men were employed for similar purposes. [1]

A report prepared by Sparrow in August 1920 provides a glimpse into the nature and extent of maintenance activities in the park during the early years. Some 49 miles of park roads were repaired and regraded during fiscal year 1920 at a cost of $4,862.97 or $99.24 per mile. The cost of administration for the road maintenance was $190.37 or 3.91 percent of the total. The roads to Crater Lake Lodge were cleared of snow by June 26, and the Rim Road around the lake was cleared of snow on August 2, the latter being accomplished with "a liberal use of T.N.T. to remove deep drifts." The snow removal efforts were aided by personnel of the park concessionaire.

Twenty-three miles of trail were cleared and repaired, the most costly being the 1.2-mile stretch from the rim to the boat landing where many slides occurred every spring. The trails were maintained and repaired at a cost of $694.48 or $30.20 per mile. The cost of administration of the trail work was $11.12 or 1.6 percent of the total. The trails maintained were Watchman, Garfield, Wizard Island, Rim to Lake, Copeland Creek, Dewie, Anna Spring to Rim, and Union Peak.

Building maintenance during fiscal year 1920 was carried out at a cost of $719.62. The superintendent's residence at Anna Spring and the ranger's cottage at the south entrance were repaired and painted. The log rangers' cabins at the east and west entrances were varnished, and the roofs of all buildings, including those at Government Camp, were painted.

Fifty-four miles of telephone line, thirty-four of which was of temporary construction, was repaired and kept in operation during the working season. Eight miles were maintained all year. Total cost of telephone line maintenance was $373.87 or $6.92 per mile.

Seven free campgrounds were maintained at a cost of $383. The campgrounds were located at the Rim, Anna Spring, Cold Spring, White Horse, Lost Creek, Wheeler Creek, and Munson's Meadow. [2]

In his annual report for 1922 Sparrow devoted considerable attention to maintenance operations in the park. His discussion included sections on roads, trails, telephone system, buildings, and miscellaneous maintenance and improvements:

Roads

> Clearing the roads of snow in the spring, replacing wood culverts with galvanized iron, repairing bridges, and constant regrading and graveling of the more badly worn sections of the 57 miles comprising the park road system, requires a crew of 30 men and 12 to 16 horses throughout the season, besides motor trucks and other equipment. But even with the expenditure that this entails there are some stretches of road that are so dusty and rutted, owing to the ash-like texture of the soil, that it is a hardship to ride over them.
>
> Trails
>
> There are 34 miles of trails in the park system, made up of 11 short units of which the shortest is three-quarters and the longest 8 miles in length. About two-thirds of the funds allotted for trail maintenance are expended on the trail from Crater Lake Lodge to the boat landing on the lake, 1-1/4 miles, but at least four-fifths of the travel by trail is over this section. . . .
>
> Telephone System
>
> All of the 48 miles of telephone line comprising the park system was practically rebuilt this season and gives a better service than ever before.
>
> Buildings
>
> A new floor was laid in the sleeping quarters for crew at Government Camp; the roofs of the mess hall, office, and shelter cabin painted; and new joists and ceiling put in the shelter cabin. A temporary protection to portable oil tank was erected at Government Camp. Tanks and tank houses were erected at Devils Backbone and Wineglass for supplying water to maintenance crews and automobiles making the rim drive. The fence around Government buildings at Anna Spring was rebuilt, and a new cesspool dug at that place to take care of sewage from the ranger's house. Eight dry toilets on public camp grounds were moved and new vaults dug. The location of wash and bath house for crew at Government Camp was changed, the old building torn down and rebuilt on the new site, and the entire water system at Government Camp amplified and improved.
>
> Miscellaneous Improvements
>
> A gasoline pump and 500-gallon tank were installed at Government Camp, the oil shed moved and improved, and several dying trees removed from the grounds as a protection to buildings. [3]

Various Park Service reports during the early 1920s indicate that park maintenance efforts consisted primarily of varied improvement projects. In 1923, for instance, Superintendent Thomson reported that "a large amount of miscellaneous work was accomplished." The list of varied projects included:

> Disused corral fences were taken down; all living areas thoroughly policed; equipment gone over and renovated; accumulations of manure and trash disposed of; new cesspools made; rub logs placed at certain critical points; additional latrines put up at three entrances and two camp grounds; sanitary drinking fountains installed at Anna Spring and at the west entrance. By felling 4 large and 11 small trees a lovely canyon was opened on the main road. The public camp grounds were so popular that it was necessary to extend them; two men maintained them immaculately throughout the season.

In addition all permanent buildings at Anna Spring were painted "tobacco brown with dark green roofs," and several dilapidated structures were razed and the material salvaged. [4]

The following year Superintendent Thomson reported that "major effort has been directed toward road maintenance, but a considerable amount of miscellaneous work has also been accomplished." This work

included

> the roofing with shakes of the west and east entrance cabins and the Anna Spring bunk house; reconstruction in whole or in part of four bridges; construction of two new latrines near the boat landing; construction of a new powder house; erection of an appropriate log boundary arch; shingling of tank house; installation of small generating sets at Government Camp and the Rim; improvement of water-heating devices at the Rim comfort station; painting or staining of several structures; erection of new park signs; repair of buildings; and a general overhauling of trucks, pumping, and miscellaneous equipment. [5]

In 1925 Superintendent Thomson observed that "as usual, endeavor necessarily was concentrated upon road maintenance, sanitation, and all those other problems incidental to the safety and comfort of tens of thousands of visitors." Beyond that "a considerable miscellany of alteration and repair was accomplished," including

> new shake roof on two buildings, alteration and painting of superintendent's residence, new floors and windows in the information office, remodeling of kitchen at Government camp bunkhouse, installation of generating plant and wiring of Anna Spring buildings, construction of a fine massive log arch at south entrance, some general painting and staining, and a general clean up of functional areas. Much of our alteration was accomplished with material salvaged from condemned structures.

More than twenty percent of the park road funds were devoted to snow removal, and heavy spring slides necessitated an unusual amount of work on the trail to the lake, practically exhausting the entire park's trail allotment. [6]

Snow removal, especially during years of heavy snowfall, was a major undertaking of park maintenance crews. For instance, the winter of 1926-27 witnessed a total snowfall of more than 51 feet, the snow being heavily compacted by spring thaws. This amount of snow was difficult to remove, since there was no mechanical snow removal equipment available. To permit visitors to enter the park it was necessary to clear more than fifteen miles of heavy snow by using explosives and shovels. This gargantuan feat was finally completed on July 2, thus causing the park's 1927 summer season to commence five weeks later than the year before. [7]

By 1929 park maintenance operations had been assigned to various departments, including engineering, landscape, sanitation, electrical, and mechanical. This division of responsibilities for maintenance would continue into the 1940s. The engineering department was in charge of Engineer Ward P. Webber who was connected with the field headquarters office in San Francisco and loaned to the park during the travel season. The division had charge of road and trail maintenance and improvements, snow removal, and building upkeep. Concerning these responsibilities and related problems, Superintendent Solinsky observed:

> Road maintenance--Due to the lack of proper equipment, maintenance work was held to a minimum, with the result that all of our roads, with the exception of about 22 miles of pavement, were in very poor condition. The soil in this vicinity is principally a dry pumice ash and makes an extremely poor roadbed, with the result that our roads become very dusty and rough and are very disagreeable to travel over. This is particularly true of the Rim Road.
>
> Snow removal--There is no mechanical snow removal equipment in this park, and it becomes necessary each spring to expend considerable sums for labor to clear our roads of snow in time for the opening date. The roads of the park were opened this season on the following dates: Klamath-Medford Loop, June 12; Anna Spring to Rim, June 22; east entrance, June 24; north entrance, July 6; Rim Road, July 13.
>
> Road improvement--The east entrance road from its connection with the Dalles-California Highway to the park entrance, a distance of approximately 5 miles, was reconstructed and

> surfaced with crushed rock. This road was also improved in a like manner for a distance of 1.9 miles within the park boundary.
>
> The pavement on the Government camp Rim Road had to be torn up, reprocessed, and relaid. This was due to improper mixing last fall during the cold weather. A crew of three men were employed during August in repairing and patching holes in the paved park roads.

As to building maintenance Solinsky noted that the interiors of the new employees' residences at Government Camp were painted.

In 1929 the sum of $1,500 was allotted to the park for roadside cleanup and landscape improvement. The work was confined to one mile along the Anna Spring-Government Camp road. Debris and trash, resulting from road and trail construction, were cleaned up in the rim area, and planting was done to eliminate the dust.

The sanitary department was handled by a crew of four men with the use of a light truck. The campgrounds were kept clean, and garbage and refuse from the camps and concessioner facilities were disposed of on a daily basis.

The park electrical department kept the telephone system in repair, and the mechanical department under the direction of a master mechanic (with the aid of several seasonals) had charge of the overhaul and repair of park vehicles and equipment. While the vehicles and equipment had been overhauled during the fall and winter, the park vehicles were a continuing source of trouble and expense. With the exception of two trucks, all of the park vehicles "came from war surplus stock" and had "long since outlived their usefulness." [8]

Road maintenance and snow removal operations in the park were facilitated by the acquisition of new equipment in 1930. According to Superintendent Solinsky marked improvement was made in the condition of Rim Road and the north and east entrance roads with the "new road equipment and funds that allowed extensive work in grading and smoothing up the road surfaces." Because of the heavy increase in travel, considerable maintenance was necessary on the oiled roads. Several sections, ranging in length from 1/2 to 1-1/2 miles, had to be torn up, reprocessed, and relaid. The type of pavement used on these roads was such, according to Solinsky, that "with the increasing use each year the annual maintenance costs will increase until such time as a more permanent pavement can be laid."

In 1930 snow removal from roads was aided by the acquisition of a new "mechanical snow remover"--a Bates 80 tractor with rotary snow plow and Hall backfiller attached. With its use the road to the rim from both the south and west entrances was open to traffic on May 24, the earliest opening date in the history of the park. The north entrance and Rim roads were open to travel on June 26, the earliest that either road had been opened.

Solinsky noted that considerable expense was necessary in opening and clearing the slides from the Crater Wall Trail. The trail was "so located with the number of switchbacks on the loose sliding sides of the crater wall that it necessitates handling of the slide material several times before it can be disposed of." This in turn made the "annual maintenance costs exceedingly high and out of proportion to its original cost."

Roadside cleanup continued to be a major concern of park maintenance in 1930. Using an allotment of $4,000 some five miles were cleared of debris and trash. [9]

In May 1931 Superintendent Solinsky reported on the park snow removal operations to NPS Director Horace Albright. He observed that the park's snow plan

> has proven the theory that it is much easier and more economical to remove the snow while it is still soft or following each of the winter storms rather than to wait until spring when the snow becomes packed and almost solid ice.

Snow plow operations had started on November 15, and two operators were employed at a salary of $100 per month each plus board.

Solinsky went on to describe the advantages of snow removal operations and its impact on park operations and visitation. Among other things he noted:

> Another fact to be considered is that we are able to set a definite date for the opening of our park roads with assurance that the park will be opened on the date set. Last fall we set April 1 as the date on which we would open the park and permit visitors to travel to the Rim. On March 31 I drove from Medford through the West Entrance to the Rim without the use of chains on my car. Visitors entered the park from both the South and West Entrances and drove to the Rim on April 1 and the roads have been maintained and kept in good travelable condition ever since. We have received many congratulatory expressions from all who have visited the lake during the past month and I am sure that the early opening of the park has met with much favorable enthusiasm from everyone.
>
> Notwithstanding the fact that April proved a rather stormy month and provided very few good days for travel, over 6,000 people in about 2,000 cars visited Carter Lake during the month. We registered cars from twenty-four states and two Canadian provinces. I feel that it is well worthwhile to open the park early for the reason that we have many eastern visitors traveling up and down the Pacific Coast during April and May who have never had the opportunity of visiting Crater Lake while passing through this locality. I believe it quite important that these people, particularly the easterners, be given the opportunity of visiting the park and think the advertising we receive through this contact is well worthwhile.
>
> I am quite sure that you will agree that we have received a lot of very favorable publicity throughout the important papers on this coast in connection with the early opening of Crater Lake. We have taken a number of pictures and have broadcast them through the press and we have also taken a number of reels of moving picture film which show the Snogo plow in operation and some splendid winter scenes about the park including a reel or two taken from a boat on Crater Lake early in March on a day when the reflections were perfect. We plan to use these reels in our lectures during the coming season and I am sure they will prove most interesting to the visitors. [10]

Itemized report of weather conditions and cost of snow plow operation for Crater Lake winter 1930-31:

Month	Stormy days	Total snowfall	Greatest depth	Days snow plow operated	Miles plowed	Gals.	Cost: @ $.185	Gals.	Cost: @$.355	Labor:	Repair parts	Grand Total
Nov.	5	54"	39"	10	173.9	906	$167.61	15	$5.33	$154.56		$327.50
Dec.	9	40"	38"	8	120.2	530	98.05	7	2.49	276.00	$22.40	398.94
Jan.	11	53"	60"	18	235.6	1404	259.74	25	8.87	276.00		544.61
Feb.	7	44"	73"	7	93.8	530	98.05	10	3.55	264.96	49.00	415.56
Mar.	15	59"	84"	19	255.6	1638	303.03	25	8.87	276.00		587.90
Apr.	7	21"	78"	8	119.4	714	132.09	15	5.32	44.16	10.00	417.89
	54	271"		70	909.5	5722	$1058.57	97	$34.43	$1518.00	$81.40	$2692.40

Snogo Model 58 rotary snow plow used in this operation.

Snow plow operations stated November 15th.

Operators paid at rate of $100.00 per month and board.

Snow measurements shown taken at Government Camp. Approximately 50% more snow removed from road than precipitation shows on account of drifting in road cut.

Average depth at Rim April 1 - 10 feet, drifts up to 17 feet deep between Government Camp and Rim were kept open.

The winter of 1931-32 taxed the park's snow removal capabilities to the limit. All known records of snowfall in the park were broken as 65 feet of snow fell at Government Camp and between 85-90 feet fell at the rim. Despite the heavy snowfall the park was able to keep "the upper sections of the park roads, from the Rim to points below Annie Springs towards both the west and south entrances, open all winter" with one rotary snow plow. It required two crews of two men each working almost constantly during the months of December and January to remove the snow from the upper park roads During those months the plow was operated continuously for 117 eight-hour shifts, an average of approximately sixteen hours per day. The south entrance road was open to the public on April 10, and the west entrance road on May 5. The delay in opening the west entrance road was caused by the refusal of the State Highway Commission to open its section of the highway from Union Creek to the west park boundary, and "considerable persuasion" by the Medford Chamber of Commerce and local residents was necessary to get the commission to take action. Heavy snow drifts delayed the opening of Rim Road until July 26.

Road and trail maintenance continued to pose problems for park management in 1932. Lack of funds for proper road maintenance resulted, according to Superintendent Solinsky, in "rather unfavorable comments from park visitors, due to the rough and cut-up condition of these highways." As all of the park highways were of "the light oil mixed type," they required "constant attention under heavy traffic to keep them in travelable condition." According to Solinsky, "a vast amount of work" was required if these highways were "to be maintained in as good condition as the state highways leading to our park entrances. " Of primary importance in this work was the necessity for widening the shoulders to support the pavement, resloping of the cut banks, and rounding of the slopes.

Because of the heavy snows during the winter the Crater Wall Trail was not opened until July 1. After the snow banks had melted, slides continued to fall on the trail, in some places almost obliterating it. The cost of maintaining the trail was extremely heavy with large cracks appearing in its path after the snow melted, thus leading to concern that sections of it could be lost.

In 1932 roadside cleanup was carried out along the south entrance road from Annie Spring to the south park boundary. This completed all the roadside cleanup work along the completed park highways with the exception of approximately two miles on the west entrance road." [11]

By 1934 road maintenance had become a critical problem for park operations. Lack of adequate maintenance of hard surface roads, coupled with the heavy visitation of the previous several years, had caused the roads to become potentially dangerous. During the year funds became available to purchase a road patching machine and commence repairs "which consisted mainly of patching the more dangerous chuck holes that had developed in profusion." [12]

Low appropriations and staffing levels prevented the park from instituting a comprehensive building maintenance program for many years. Following the visit of Secretary of the Interior Harold L. Ickes in 1934, however, a major program was authorized for rehabilitation and completion of existing park structures. In January 1935 a survey was made of nearly 60 park buildings [a copy of the survey may be seen below] Superintendent of Construction E.E. Etherton, analyzing "how the Government can complete, repair, and improve its property to the condition in which such property should be, to safeguard its investment, and also to prevent the buildings from falling further into disrepair or obsolescence." The general conclusions of Etherton as to the condition of park structures were appalling and led to calls for greater appropriations for building maintenance and the correction of these problems. Etherton described in

rather stark terms the dilapidation of park structures. He observed that the

> condition of the buildings in the park is such that thorough modernization is not only impractical, but too costly. There is not one that is completed, all are in dire need of repairs, and many will have to be improved to meet the demands placed upon them. It is difficult to conceive how an organization could have allowed such squandering of money on physical improvements, supposed to be permanent, yet permit them to continue in their present state so long. Chimneys have been built into nearly every building, yet there is but one that is not a serious hazard to fire and life.
>
> Mice, pack rats, and gophers infest and run rampant through the buildings. I have seen a gopher with her litter sitting on the apparently solid stone walls, disappear through the wall. Smoke exudes through another stone wall, and a stream of water turned into another, apparently solid, continued to flow. Previous to the past season the stones of the exterior walls were set in place without being bedded in mortar, and were backed with a thin layer of concrete, mixed by incompetents, and not bonded to stonework with reinforcing. Rot, rust, and decay go unchecked. The electric substation, through which several thousand volts of electricity flow, is a serious hazard to life, as are the third floor sleeping quarters in two of the dormitories. Hundreds of meals are served each day; workmen, professional men, college professors, eat at the public messhall, where there is no refrigeration for food, and the meals are prepared in an antiquated kitchen. The dormitories are equipped with insanitary wood troughs to wash in, and there are still several very insanitary shower baths. The temporary employees residence area, commonly known as "Scabtown"--not an entirely inappropriate name for the area--is a disgrace to the park and the Government.
>
> Although not entirely self-liquidating, there is no place where the Government could spend money to greater advantage than in rehabilitating the physical improvements in this park. Not only would it be a boone to the many employees, but also to the many hundreds of thousands of citizens who will visit the park in the future. [13]

INVENTORY OF PARK STRUCTURES: 1935

Ranger Dormitory	Park Headquarters
Machine Shop	Park Headquarters
Messhall	Park Headquarters
Warehouse	Park Headquarters
Equipment Shed	Park Headquarters
Fire House	Park Headquarters
Gas Station	Park Headquarters
Comfort Station	Park Headquarters
Garage and woodshed	Park Headquarters
Blacksmith Shop	Park Headquarters
Grain Storage Shed	Park Headquarters
Administration Building	Park Headquarters
Barn	Park Headquarters
Lumber Sheds	Park Headquarters
Residence No. 8	Park Headquarters
Residence No. 7	Park Headquarters
Residence No. 6	Park Headquarters
Residence No. 5	Park Headquarters

Residence No. 4	Park Headquarters
Residence No. 3	Park Headquarters
Residence No. 2	Park Headquarters
Residence No. 1	Park Headquarters
Ranger Residence	North Entrance
Watchman Observation Station	Watchman Peak
Checking Kiosk	North Entrance
Information Bureau	Rim Area
Community House	Rim Area
Comfort Stations (4) A. Lower Station B. East Station C. Central Station D. Cafeteria Comfort Station	Rim Area
Sinnot Memorial	Rim Area
Mt. Scott Lookout	Mt. Scott
Pumphouse	
Comfort Station - Employees' Campground	
Employees Cabins (4) - Employees' Campground Cabin A Cabin B Cabin C Cabin D	
Ranger Station (Log Cabin)	Annie Spring
Checking Kiosk	Annie Spring
Residence (Board and Batten)	Annie Spring
New Comfort Station	Annie Spring
Two old comfort stations	Annie Spring
Old Superintendent's residence	Annie Spring
Two ranger cabins	Annie Spring
Barn	Annie Spring
Checking Station	West Entrance
Superintendent's Residence	Medford, Oregon
Warehouse	Medford, Oregon
Checking Station	East Entrance
Ranger Station	Lost Creek
Old Barn	Lost Creek
New Barn	Lost Creek
Wineglass	Wineglass
Old Tank House	Rim Area
Electic system	
Water and sewer systems	
Telephone system	

Because of inadequate appropriations snow removal operations were not attempted during the winter of 1934-35, resulting in the park opening five weeks later than during the previous several years. In April snow

removal commenced at which time a rotary Snogo and two bulldozers were used to clear the heavily-packed snow (13 feet at Park Headquarters). Visitors made their first trip over a two-way road to the lake rim on June 1. Once the snow was removed major road patching on the south and west entrance roads was undertaken. [14]

Crater Lake was kept open on a year-round basis for the first time in 1935-36. The acquisition of an additional high-powered rotary snow plow facilitated the task of maintaining open roads in the face of heavy winter storms, leaving a total snowfall of nearly fifty feet. Bulldozers were used to cut through the frozen drifts on Rim Road. Cooperation from the Oregon State Highway Commission for snow removal on approach roads was an important factor in the winter accessibility of the park. [15]

In 1937 Superintendent Canfield reported on the merits of snow removal and its relation to winter accessibility of the park. Among his observations were:

> The value of winter accessibility of Crater Lake National Park was again shown during the 1936-37 season when open entrance highways were maintained from Klamath Falls on U.S. Highway 97 and Medford on U.S. Highway 99--both gateway cities. Approximately 23 miles of park highways were involved. The Oregon State Highway Department maintained open roads to the park boundaries in cooperation with the National Park Service.
>
> Up until the acquisition of powerful snowplow equipment, the wonders of Crater Lake during winter months were viewed only by the eyes of persons who skied or snowshoed over 20 to 25 miles of snow. The park was practically inaccessible from November until late June or July 1. Snow was removed entirely by hand labor, making only a one-way traffic lane possible. The one-way traffic would persist until after the middle of July. It is of important interest to note that nearly 50,000 visitors arrived in the park during the time travel had been impossible in previous years. [16]

World War II had a significant impact on park operations and maintenance activities. In 1942 the park turned over to the armed forces on a loan basis its fleet of trucks and snow removal equipment. The loan consisted of nine pickup and dump trucks, one Snogo 1929 model, one Snogo 1936 model, and one Rotoblade snow removal machine. The loan of this machinery, together with reductions in park personnel, appropriations, and visitation, resulted in closure of the park in November 1942. The park would be open on a summer basis only until year-round operations were resumed in 1946. [17]

The reduction of park personnel during the war resulted in the decimation of experienced maintenance crews. Hence the chief ranger and the park naturalist undertook the major responsibility for road and trail repairs and other essential summer maintenance work. They furnished crews or individual employees to assist the park carpenter, plumber, road foreman, and engineer in their various duties. This cooperation by the more experienced and trained park personnel was important to the ongoing maintenance operations of the park during the war. According to Superintendent Leavitt, "the only unskilled labor we were able to procure was a few young boys just old enough to qualify under the age regulations, and a few old men." [18]

One of the problems that resulted from the winter closure of the park during the war was increased road and building damage occasioned by heavy snow. The park was manned by skeleton winter crews, and snow was not removed from roads or buildings. Thus, the condition of park roads, buildings, and facilities deteriorated as the war continued. Damage to park buildings became a problem of particular concern to Crater Lake administrators, evidence of which may be found in a memorandum prepared by Leavitt for NPS Director Drury on July 21, 1943:

> The building that has sustained the greatest amount of damage is the ranger club. The heavy load of snow on the roof brought about stresses and strains in the framework of the building, which resulted in reopening and widening many of the old cracks that existed in the plaster in this building, and in addition caused buckling and sagging of the plaster on the ceilings of a

> number of the rooms to such an extent that it is about ready to fall. The cracked and buckled plaster on the side walls is much more likely to remain in place.
>
> Cracks in the plaster on the walls and ceilings in the Superintendent's residence and other employees quarters where plaster has been used were found. Some of this was recracking or widening of old cracks that have been sealed or painted over, and in addition there were many new cracks found.
>
> The administration building which is one of the newest buildings and more soundly constructed of heavier material, seems to have come through the winter in good shape, as has also the quarters of the Assistant Superintendent.
>
> There is little or nothing that can be done to avoid this damage in future winters when the park is closed. In past winters a spike camp of CCC boys has been kept at Crater Lake during the winter months to remove at least a part of the heavy snow load on these weaker buildings, and thus prevent excessive damage.
>
> As far as could be ascertained from inspection of the rooms, there has been no breaking or splitting of rafters or studs or other parts of the frame of the building, but it is conceivable that over a period of years these stresses and strains due to heavy snow load may finally result in breakage that may be really serious. . . .
>
> A portion of the porch of the old community house at the rim was crushed by the snow, and all of the roofs of the buildings show the effect of a heavy winter. Sliding snow has scoured the green stained shakes or shingles practically white, and the overhung eaves of some buildings show the effects of winter storms and the tremendous crushing effect of settling snow.
>
> Evidently there were some very heavy windstorms during the winter, for window and door shutters and storm barricades have been ripped off to a greater extent than usual. This was particularly noticeable at the Crater Lake Lodge at the rim. The steel fire escape ladder on the north side of the building had been crushed down about 18 inches and the siderails telescoped on itself. [19]

When the park reopened on a year-round basis in July 1946 prewar maintenance activities and standards were gradually reestablished as funding and personnel permitted. The most immediate maintenance needs were addressed during the summer of 1946. The trail to the lake was opened to the public on August 4. The maintenance crews encountered many difficulties in opening the trail, including heavy snow drifts, rock slides, and washouts. The major roads in the park were patched with crushed rock and oil, the crushed rock being obtained from the summit of Dutton Ridge. By late summer the roads, according to Leavitt, were in "fairly good condition" with the exception of the west and south entrance roads where the outer edge of the pavement was "continually breaking because of lack of metal underneath the paving."

Snow-related maintenance activities continued to comprise a large portion of park operations during the postwar years. The months of October and November 1946 witnessed extreme cold and heavy snowfall. The early winter weather conditions resulted in a variety of maintenance, snow removal repair activities as reported by Superintendent Leavitt:

> . . . As usual, visitors got caught in the early storms and had to be helped out when their cars became stalled or skidded off the road. It was necessary to widen and improve the detour around the Annie Spring section to provide room for the operation of the big, heavy snow plows. Snow poles had to be erected all along the roads from the southwest and to the Rim of Crater Lake. Snow sheds had to be installed at Park headquarters and to the entrance-way of every building that is used or occupied during the winter. These include not only quarters, mess hall, dormitories, etc., but also comfort stations at the Rim and at Park headquarters. The temporary ranger station used on the Rim during the winter months in pre-war time and which

> was moved to a point about midway between the South Entrance and Annie Spring for an emergency ski patrol cabin, was moved back to the Rim and placed in readiness for service during the winter. . . .
>
> The extended and heavy storm from the 16th through the 29th required the services of all personnel to keep the highways open and utilities operating. The 1936 3-auger Sno-Go broke down early in the storm and this threw an added burden on the old 2-auger 1929 model Sno-Go, as well as the operators. In spite of the extraordinarily heavy snow fall, part of the time with an admixture of rain which created slush out of the packed snow on the highways, the roads were never closed, although travel was discouraged. The 3-auger Sno-Go was still in the shop awaiting parts for repairs at the end of the month.
>
> The heavy snow fall throughout the Park, coupled with a "silver thaw" in the lower elevation, snapped power and telephone lines promiscuously. Electric power service was off for three days with breaks from one end of the transmission line to the other, while both the Chiloquin and Ft. Klamath telephone lines were still out at the end of the month, due to numerous breaks. Telephone service between Park headquarters and Annie Spring, however, was restored, so employees in that area could keep in touch with Park headquarters. [20]

During the postwar years maintenance standards, personnel, and park appropriations were gradually restored to their prewar levels. Because little maintenance or repair had been accomplished during the war, the condition of park roads, buildings, and facilities were greatly in need of rehabilitation during the postwar period while funding and personnel levels were slowly increasing. Thus park management was confronted with a backlog of maintenance and repair needs that it could not meet for several years. In July 1948, for instance, Superintendent Leavitt reported:

> Loss through decay of the Goodbye Creek Bridge, Annie Creek Bridge, and closing of Rim Road at Anderson Bluff through slide, seriously handicaps safe and satisfactory travel; detours at these points are dangerous and at the Goodbye Bridge detour many accidents have occurred, especially during the winter time. The main, public campground at the Rim is in deplorable condition; too small, no room for trailers, inefficiently laid out, covered by snow till middle of July; Annie Spring campground development never completed; comfort station only modern feature; existing campground should be improved and new ones developed; South and West Entrance roads badly need seal coating job; should be rebuilt; buildings, constructed for summer use only, used on year-round basis; are unsatisfactory and inefficient, expensive to maintain and operate; utilities generally need rehabilitation.
>
> Good results have been obtained in every park activity within the funds that have been made available for personnel, supplies, and equipment, which, in general, are too limited. Economy-minded Congress, whose purpose is to reduce and close out war-born expansion or new bureaus, works hardship on the National Park Service, which reached an all-time low during the war and now must expand to give proper protection to areas and provide for tremendous increase in travel. There has been no new construction in the park since before the war. [21]

Snow removal continued to be a major expenditure of the park's operating budget during the early 1950s. In 1952 NPS Director Conrad L. Wirth pointed out that snow removal placed "abnormal demands for maintenance and abnormal maintenance costs" on the park's operating budget. He observed, "about $400,000, or 10 percent of maintenance funds, is spent annually to remove snow, with no permanent benefit to road conditions. Less than 4 percent is spent for professional services." [22]

As park management rebuilt its staff and organizational structure in the postwar years maintenance operations were placed under the engineering division for administrative purposes. An organization chart prepared in June 1955 indicated that maintenance activities were assigned to the engineering division headed by Park Engineer William N. Loftis, Jr. The functions of the division were:

> Programs and supervises all work required to maintain and operate the physical plant, including all essential utilities, garage and repair shop for maintenance of motorized and mechanical equipment, general building and grounds maintenance and road and trail maintenance, Is in part responsible for the planning, design, specifications and construction of all physical facilities. Makes preliminary engineering field studies for needs of additional physical facilities. Prepares and reviews specifications for purchasing regular and heavy duty machines and equipment. Prepares fiscal estimates and operating budgets.

The division had five sections under various chiefs: communications and power (electrician); roads and trails (mixed gang foreman); garage and shop (mechanic); water-sewage-sanitation (plumber); and carpentry-painting. [23]

By 1962 park maintenance activities had been assigned to a "maintenance and operation of physical facilities" division. The new division was headed by the park engineer and had three sections each directed by a foreman: buildings and utilities, roads and trails, and garage and shop. [24]

By the 1970s a maintenance division had been established in the park organizational structure. The division was headed by a maintenance general foreman. The three primary foci of the division's activities were buildings, grounds, and roads and trails. Building maintenance included a wide range of efforts from minor repairs, routine painting, and refinishing of floors to major structural rehabilitation and improvements to electrical, sewer, and heating systems. Grounds maintenance included campground and roadside cleanup, tree planting and rim area landscaping. Roads and trails maintenance included snow removal, resurfacing, repairs, and clearing of debris and rocks. Park maintenance crews were aided by Youth Conservation Corps personnel in road, trail, and building rehabilitation and campground clean up. [25]

During recent years the Crater Lake staff has sought to professionalize its maintenance operations. Such efforts have been made to bring park maintenance programs into compliance with the servicewide initiative for maintenance management systems.

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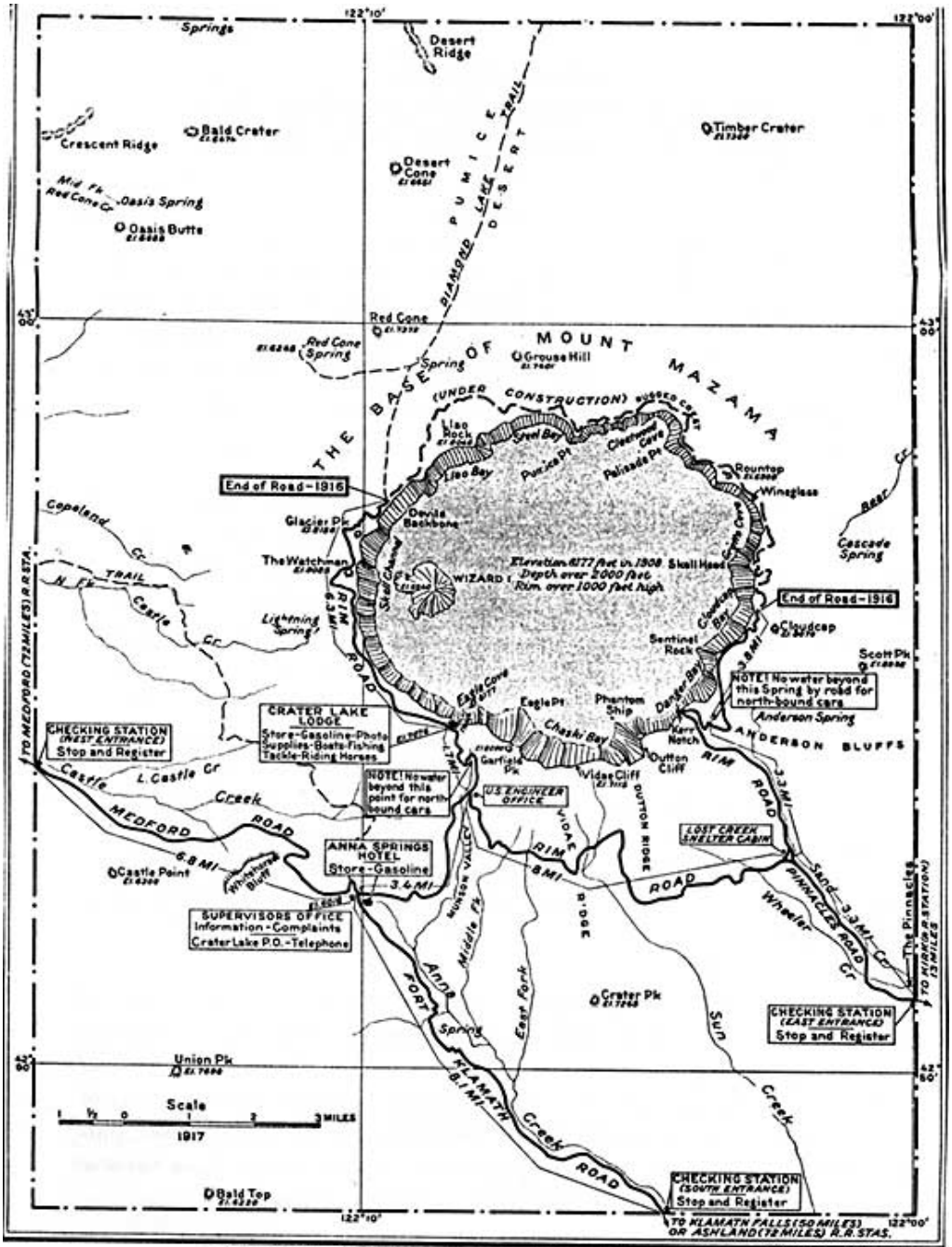
CRATER LAKE

Administrative History

VOLUME II

CHAPTER FIFTEEN:
VISITATION AND CONCESSIONS OPERATIONS IN CRATER LAKE NATIONAL PARK: 1916-PRESENT

As one of the "jewels" of the embryonic National Park System, Crater Lake National Park became the focus of Park Service publicity efforts to promote visitation. In 1917 the bureau issued an automobile guide map (a copy of which may be seen below) for the park. The map showed automobile highways leading to the park as well as the park road system, visitor accommodations, trails, and points of interest.



MAP OF CRATER LAKE NATIONAL PARK

At the behest of NPS Director Mather, the Crater Lake publicity effort was supported by the Southern Pacific Railroad and the National Parks Highway Association. The railroad promoted travel to Yosemite, Sequoia, Lassen Volcanic, and Crater Lake national parks with various excursion fare offers. As a result of negotiations between Mather and the railroad, tickets between Portland and California points during 1917 entitled purchasers to stop over at Medford for a trip to Crater Lake. If a traveler entered the park via one gateway and left by another, his ticket was honored for continuation to his destination. Hence it was possible to go to the park from Klamath Falls and exit out the western gateway to Medford in connection with a trip to Portland. On the other hand, a party bound for California was permitted to stop at Medford, go through the park, and connect again with the Southern Pacific Railroad lines at Klamath Falls.

The National Parks Highway Association, with headquarters in Spokane, assumed leadership in designating a park-to-park highway connecting the major national parks in the West. During the spring of 1917, the association mapped and sign-posted a route from its terminus of the previous year in Mount Rainier National Park to Crater Lake, thus connecting Yellowstone, Glacier, Mount Rainier, and Crater Lake national parks by what was known as the National Parks Highway.

In addition to these efforts, the National Park Service continued the practice of the Department of the Interior in publishing annual general information circulars for the parks. The 1917 circular for Crater Lake not only described the park's scenery and

resources in glowing terms but also its visitor accommodations, transportation facilities, and means of reaching the park. The circular described the lake as an "unforgettable spectacle":

> Crater Lake is one of the most beautiful spots in America. The gray lava rim is remarkably sculptured. The water is wonderfully blue, a lovely turquoise along the edges, and in the deep parts, seen from above, extremely dark. The contrast on a sunny day between the unreal, fairylike rim across the lake and the fantastic sculptures at one's feet, and in the lake between, the myriad gradations from faintest turquoise to deepest Prussian blue, dwells long in the memory.
>
> Unforgettable also are the twisted and contorted lava formations of the inner rim. A boat ride along the edge of the lake reveals these in a thousand changes. At one point near shore a mass of curiously carved lava is called the Phantom Ship because, seen at a distance, it suggests a ship under full sail. The illusion at dusk or by moonlight is striking. In certain slants of light the Phantom Ship suddenly disappears--a phantom, indeed.
>
> Another experience full of interest is a visit to Wizard Island. One can climb its sides and descend into its little crater.
>
> The somewhat mysterious beauty of this most remarkable lake is by no means the only charm of the Crater Lake National Park. The surrounding cliffs present some of the most striking pictures of the entire western country. These can best be studied from a boat on the lake, but the walk around the rim of the lake is one of the most wonderful experiences possible.

The circular provided considerable information on the services and accommodations provided by the Crater Lake Company, which had agreed to a revised five-year concession contract with the Department of the Interior effective January 1, 1917. The company operated daily automobile service between Medford (83 miles from the park) and Klamath Falls (62 miles from the park) and Crater Lake. Automobiles left the Hotels Medford and Nash in Medford each morning, stopped for lunch at Prospect, and reached the lake in the evening. Returning automobiles left Crater Lake each morning, reaching Medford in time to connect with outgoing evening trains. Automobiles left the White Pelican Hotel in Klamath Falls each morning and arrived at the lake at noon. Returning automobiles left the lake after lunch and reached the White Pelican Hotel in time for supper. The rates for these automobile services were:

Medford to Crater Lake and return One way (either direction)	$15.00
Klamath Falls to Crater Lake and return One way (either direction)	8.50
Medford to Crater Lake, thence to Klamath Falls, or vice versa	15.00

The circular described the hotel and camps operated by the Crater Lake Company in the park. These accommodations, along with the rates charged for such services, were:

> Crater Lake Lodge, on the rim of the lake, is of stone and frame construction and contains 64 sleeping rooms, with ample bathing facilities as well as fire protection. Tents are provided at the lodge as sleeping quarters for those who prefer them, meals being taken at the lodge.
>
> At Anna Spring Camp, 5 miles below the rim of Crater Lake, the company maintains a camp for the accommodation of guests, a general store (with branch at Crater Lake Lodge) for the sale of provisions and campers' supplies, and a livery barn.
>
> The authorized rates are as follows:

Rates at Crater Lake Lodge	
Board and lodging (lodging in tents), one person:	
Per day	$ 3.25
Per week	17.50
Board and lodging, two or more persons in one tent:	
Per day	each 3.00

Per week	each 15.00
Lodging in tents:	
One person, per night	1.00
Two or more persons in one tent, per night	each .75
Board and lodging (lodging in hotel), one person:	
Per day	3.75
Per week	20.00
Board and lodging, two or more persons in one room:	
Per day	each 3.50
Per week	each 17.50
Lodging in hotel:	
One person, per night	1.50
Two or more persons in one room, per night	each 1.25
In hotel rooms, with hot and cold water:	
Board and lodging, one person	
Per day	4.25
Per week	22.50
Board and lodging, two or more persons in room	
Per day	each 4.00
Per week	each 20.00
Lodging	
One person, per night	2.00
Two or more persons in one room, per night	each 1.75
Baths (extra)	,50
Fires in rooms (extra)	.25
Single meals	1.00

Rates at Anna Spring tent camp

Board and lodging, each person:	
Per day	2.50
Per week	15.00
Meals:	
Breakfast or lunch	.50
Dinner	.75
Children under 10 years, half rates at lodge or camp	

The Crater Lake Company operated a general store at Anna Spring Camp and a branch store at Crater Lake Lodge. The stores sold provisions, tourists' supplies, gasoline, motor oil, hay and grain, fishing gear, drugs, Kodak film supplies, and bakers' goods.

While visitors were permitted to provide their own transportation and to camp in the park, subject to regulations, the Crater Lake Company operated in-park concession automobile, saddle horse, and stage transportation services. Fares and rates for these services were:

AUTOMOBILE

Fare between Anna Spring Camp and Crater Lake Lodge:	
One way	$0.50
Round trip	1.00
Transportation, per mile, within the park	.10
Special trips will be made when parties of four or more are made up, as	

follows:

To Anna Creek Canyon, including Dewie Canyon and Garden of the Gods, 24-mile trip, for each person	2.00
To Cloud Cap, including Kerr Notch, Sentinel Rock, and Red Cloud Cliff and Pinnacles, 40-mile trip, for each person	3.00
The Sunset Drive, from Crater Lake Lodge to summit of road at Watchman, at sunset, 10-mile trip, for each person	1.00
HORSE	
Saddle horses, pack animals, and burros (when furnished):	
Per hour	0.50
Per day	3.00
Service of guide, with horse:	
Per hour	1.00
Per day	3.00
ON CRATER LAKE	
Launch trip:	
Wizard Island and return, per person	.50
Around Wizard Island and Phantom Ship and return (about 15 miles), per person	2.00
Around the lake	2.50
Rowboats:	
Per hour	.50
Per day	2.50
With boat puller, per hour	1.00
With detachable motor	
Per hour	1.00
Per day	5.00

The circular also contained a section on the principal points of interest (a copy of which may be seen on the following page) in the park and nearby areas. Arrangements for trips to these points in the park could be made at the Crater Lake Lodge. For trips to Mount Thielson, Diamond Lake, and other remote points camp equipage, pack horses, and a guide could be secured at the lodge. [1]

PRINCIPAL POINTS OF INTEREST.

Distances from Crater Lake Lodge by road or trail to principal points.

Name.	Distance and general direction.	Elevation above sea level.	Best means of reaching.	Remarks.
	Miles.	*Feet.*		
Llao Rock	8 north	8,046	Auto to Glacier Peak, then on foot.	Fine view. Point from which Llao's body was thrown into lake. All-day trip. Pretty lake.
Diamond Lake	18 north	.....	Horseback	Near view of Mount Theilson.
Devil's Backbone	6.5 north	.....	Auto	Fine view of formation and coloring of Glacier Peak.
Glacier Peak	6 north	8,156	Auto and foot	Highest Point on rim of lake; fine view.
The Watchman	5 north	8,025	do	Fine view; easy climb
Garfield Peak	1 east	8,060	Foot or horseback	Hard climb on foot. If taken on horseback distance is 6 miles. Fine view.

				Monster bowlder, 100 feet high.
Dyar Rock	2 east	7,880	do	Hard climb on foot. If taken on horseback distance is 6 miles.
Vidae Cliff	3 east	8,135	do	Fine view. Easy trip by horse; distance 7 miles.
Sun Notch	7 east	7,115	Auto and on foot	Fine view of Phantom Ship. View of Vidae Falls. Walk 1 mile. Easy trail.
Dutton Cliff	9.5 east	8,150	do	Fine view; 7.5 miles by auto, 2 miles on foot.
Sentinel Rock	18 east	.....	Auto	Most comprehensive view from rim of lake.
Cloud Cap	20 east	.....	do	End of auto road. Fine drive. Good scenery.
Scott's Peak	22 east	8,938	Auto and on foot	2 miles by trail from end of road at Cloud Cap. Highest point in the park.
The Pinnacles	15.5 southeast	.....	Auto	Grotesque formations. Nice trip.
Garden of the Gods and Dewey Falls	5	.....	do	Waterfalls, meadows, pinnacles, and pretty canyons.
Anna Creek Canyon	10 to 13.5 south	.....	do	Beautiful canyon, 300 to 400 feet deep.
Union Peak	10.5 southwest	7,698	Auto and foot	4 miles by trail from road. Hard peak to climb. Good view.
Wizard Island	3.5 north	6,940	Foot and boat	Extinct volcano crater in summit. Trail to top.
Phantom Ship	3 east	.....	do	Grotesque rock, pinnacled island.

Despite these publicity efforts, visitation to Crater Lake declined in 1917, primarily because heavy snowfall in late spring delayed regular tourist travel by several months. After considerable "shoveling of snow" by Crater Lake Company employees, automobiles arrived at park headquarters on July 7 and at Crater Lake Lodge on July 18. The roads, however, were not in condition for regular travel until August 1. The number of visitors and automobiles that entered the park in 1916 and 1917 were:

	Visitors		Automobiles	
	1916	1917	1916	1917
East Entrance	859	1,174	193	293
West Entrance	9,571	5,368	1,293	1,234
South Entrance	1,835	5,103	1,163	1,229
	12,265	11,645	2,649	2,756

A total of 1,766 automobile and 15 motorcycle licenses were issued during 1917, and $4,433 in receipts were collected from vehicles entering the park. [2]

Among the visitors to the park during 1917 was a large group of members of the Knights of Pythias Order. On August 14 the group held initiation ceremonies in the crater of Wizard Island--a practice that had been commenced several years earlier. [3]

Weather continued to play a major role in determining the extent of park visitation. The light snowfall of only ten feet during the winter of 1917-18, combined with warm weather early in the spring, made it possible for automobiles to reach the lake by June 18, one month earlier than the preceding year. As a result visitation to Crater Lake increased to 13,231 in 1918. The numbers of visitors entering the park were:

Pinnacles Road	1,193
Fort Klamath Road	5,625
Medford Road	6,413
	13,231

The statistics relating to the means of transportation of the visitors were:

Crater Lake Stage	516
Automobiles	11,471
Wagons	1,022
Motocycles	10
Mounted on Horse	185
On Foot	27
	13,231

The number of motor vehicles entering the park were:

Pinnacles Road	267
Fort Klamath Road	1,305
Medford Road	1,533
	3,105 [4]

In 1919 visitation increased by more than 25 percent to 16,645, while the number of motor vehicles entering the park rose by some 50 percent to 4,637. Several delegations of visitors toured the park in 1919, thus showing the increasing popularity of the park Among the visiting contingents were 66 members of the Massachusetts Forestry Association on July 28-30 and 17 members of the Travel Club of America on August 16-18. The most illustrious visit, however, occurred on August 11 when nearly 400 members of the National Editorial Association visited the park. Since the lodge could not accommodate all of these guests, the Ashland and Medford chambers of commerce furnished blankets and camping supplies and the park contributed tents for the convenience of the group. [5]

The 1919 general information circular advertised several new attractions in the park that were designed to enhance the visitor's experience. The public camp grounds on the rim west of the lodge had been enhanced, one of the principal improvements being the installation of a large tank and pumping equipment to furnish an ample water supply not only for drinking and cooking purposes but also for showers. Sightseeing opportunities had been improved by a

> splendid new trail from Crater Lake Lodge to the shore of the lake. . . [It] has given pleasure and refreshment to thousands, and, as was expected, elderly people and visitors wholly unaccustomed to climbing availed themselves of the opportunity to make the delightful trip from the lodge to the edge of the lake, thence in motor boats around the lake to Wizard Island and the Phantom Ship, and to other points of interest. The new trails to Garfield Peak and the Watchman were also exceedingly popular during the past season. A trail to the summit of Union Peak was constructed last year.

Five small launches, ten steel rowboats, and a 36-foot boat had been ordered by the Crater Lake Company to replace seven rowboats and a small launch that had been damaged in a storm the previous September. In addition to these boats that were available for rent by the hour or day, an expanded schedule of launch trips on the lake was provided:

Launch trips:

Wizard Island and return, on regular schedule, launches leaving lake shore at 9 a.m., 11 a.m., 2 p.m., and 5 p.m., per person	.50
Wizard Island and return, special trip, per person	1.00
Around Wizard Island and Phantom Ship and return (about 15 miles), per person	2.00
Around the lake	2.50 [6]

Visitation to Crater Lake increased by more than 20 percent in 1920 to 20,135. NPS Director Mather reported on the reasons behind this increase:

> Travel to Crater Lake Park has each year shown a healthy increase over the previous year, and again this season we have a most gratifying increase over last year, despite the gasoline shortage and other circumstances that threatened several times to discourage or curtail long tours by automobile. It was noted also that motorists were more inclined to stop over in the park, and camp with their own outfits longer, than it has heretofore been their custom to do. There certainly exists here a splendid opportunity for the development of interest in camping and fishing, but to get the very best results in encouraging this use of the park the Diamond Lake area should be added. With a road from Crater Lake to Diamond Lake the park would become at once one of the best recreation areas of the Pacific coast and would be patronized by motorists from Canada to Mexico.

Weather conditions again played a significant factor in the increased visitation. In this regard Superintendent Sparrow observed:

> After strenuous efforts, snow plowing and shoveling, the road to Anna Spring via the south entrance was opened for cars on June 13, and from the west entrance on the 17th. The road from Anna Spring to the lodge was passable for automobiles June 26, and the Rim Road around the lake on July 26. This is the earliest opening of roads within the park of which we have any record. [7]

Statement showing automobile travel, by States and entrances, season of 1920.

States.	East entrance.		South entrance.		West entrance.		Total.	
	Cars.	People.	Cars.	People.	Cars.	People.	Cars.	People.
Alabama	....	....	1	4	....	....	1	4
Arkansas	1	4	....	....	2	6	3	10
Arizona	1	3	6	23	6	19	13	45
California	128	410	556	1,800	567	1,814	1,251	4,024
Colorado	5	17	6	23	9	29	20	69
Connecticut	....	....	....	....	1	2	1	2
Florida	....	....	1	4	....	....	1	4
Illinois	2	11	1	4	7	36	10	51
Indiana	1	4	3	10	4	18	8	32
Iowa	3	10	5	14	2	16	10	20
Idaho	15	46	9	35	9	34	33	115
Kansas	3	10	....	....	2	5	5	15
Kentucky	....	....	....	....	3	8	3	8
Louisiana	....	....	....	....	1	2	1	2
Maryland	....	....	....	....	1	4	1	4
Massachusetts	....	....	....	....	3	19	3	19
Montana	2	7	1	4	1	8	4	19
Michigan	....	....	....	....	3	14	3	14
Minnesota	1	1	2	4	6	28	9	33
Missouri	8	16	1	2	6	18	15	36
New York	1	1	2	5	5	45	8	51
New Mexico	1	3	....	....	1	2	2	5
New Jersey	....	....	....	....	2	2	2	2
Nebraska	4	18	....	....	6	26	10	44
Nevada	4	17	13	39	9	29	26	85
North Carolina	....	....	....	....	1	4	1	4
North Dakota	....	....	....	....	1	4	1	4

Oklahoma	....	....	1	5	2	11	3	16
Ohio	4	11	2	4	10	34	16	49
Oregon	320	1,163	1,177	4,340	1,899	6,675	3,396	12,178
Pennsylvania	....	....	....	....	5	32	5	32
South Dakota	....	....	....	....	2	7	2	7
Texas	2	6	....	....	6	18	8	24
Tennessee	....	....	....	....	1	5	1	5
Utah	2	4	6	20	4	16	12	40
Virginia	1	3	....	....	2	4	3	7
Washington	31	97	46	172	70	204	147	473
Wisconsin	1	3	....	....	1	8	2	11
Wyoming	....	....	6	16	5	12	11	28
District of Columbia	1	4	....	....	....	....	1	4
Hawaiian Islands	....	....	....	....	2	4	2	4
Total	542	1,809	1,845	6,528	2,667	9,220	5,054	17,617
Automobile travel unclassified by States	....	....	....	....	....	....	104	274
Total all motorists, classified and unclassified	....	....	....	....	....	....	5,158	17,891
Total visitors, other means of transportation	....	....	....	....	....	....	....	966
Total visitors hauled by Crater Lake Stage	....	....	....	....	....	....	....	1,278
Grand total visitors, motorists and all other	....	....	....	....	....	....	5,158	20,135

Annual Report of the Director of the National Park Service, 1920, pp. 279-80. The year 1920 was the first in which a statistical breakdown of automobile travel by states and entrances was compiled.

A visit to the park during July 17-19, 1920, by members of the House Appropriations Committee, accompanied by NPS Director Mather and E.O. McCormick, vice president of the Southern Pacific Railroad, brought to a head a smoldering dispute between the Park Service and the Crater Lake Company. Although reservations for the visitors were booked in advance, the lodge was not prepared to adequately care for them. This led to considerable criticism, particularly from Mather who reprimanded Crater Lake President Parkhurst and threatened to cancel his concession contract. One of the causes of the dispute was attributed to the fact that the lodge "was not opened in time to get things in working order or the crew organized before tourists began to arrive in larger numbers than had been anticipated." The incident had a negative impact on park visitation, according to Superintendent Sparrow, because "in some manner the impression got out, about July 15, that this park was closed, and many intending visitors passed us by." Sparrow took the opportunity to elaborate on some longstanding problems park management had been having with the concessioner:

> During the early part of the season the service at the lodge came in for considerable criticism, most of which was justified. This was due, in part, to lack of preparation before the season opened, and inefficient organization, and lack of sufficient supplies. The lighting system was inadequate and the water system failed.
>
> After much fault finding and criticism passed along orally and through newspapers, conditions were very much improved and for the remainder of the season but few complaints were received. A Delco lighting plant was installed which gives satisfactory service. A new pumping plant was installed, which was guaranteed to do the

> work, but failed entirely, and another unit is now in transit and will be installed at an early date. During this time water was furnished the lodge from the Government plant, which proved adequate for all occasions, but sometimes required a night shift to keep up the supply. Too much of the lodge is used to house employees, and it is my opinion that tents or separate buildings should be provided for the help, and if this were done the lodge, with some tents, should be sufficient to care for guests for another season or two. . . . Regardless of what the plans are for the future, there must be some temporary arrangement made to take care of tourists during the 1921 season.
>
> The public operator has many good boats and launches on Crater Lake, but as yet there is absolutely nothing in the nature of a dock or boat landing. It is recommended that a loose-rock and concrete pier or boat landing be constructed for the convenience of tourists and protection of boats, which are always grounded on rocks when taking on or discharging passengers. . . .

Director Mather was so incensed by the problems with the lodge that he devoted considerable attention to the matter in his annual report for 1920. He described his personal dissatisfaction with the services being offered by the Crater Lake Company:

> Although this is the first year I have recorded the fact in print, the management of the Crater Lake Lodge and Anna Springs Camp has never been satisfactory to me. When I first visited the park in 1915 I found an attractively planned but unfinished hotel, especially far from complete within the structure, insufficient furnishings, a scanty larder, and very ordinary dining-room service. I observed that the plant was not being operated at a profit, and upon inquiry found that the owner had invested all of his available funds in the enterprise and was unable to secure more financial assistance.
>
> I endeavored to help him by offering suggestions regarding inexpensive improvements that would better service and make visitors to the hotel more comfortable, while further efforts were made to secure financial aid to complete the building. I secured the services of an experienced hotel operator, who visited the park and suggested perfectly feasible yet inexpensive betterments in kitchen and dining-room service. There were always promises of action on the suggestions and bits of advice, but no improvements worthy of the name were made. Year after year I visited the park, found the usual indifferent service and unfinished accommodations. I pleaded for improvement, got more promises, but never any fulfillment of agreements or understandings.
>
> Last year I visited the park with the National Editorial Association, and although the number of members of this party was well known months before, as well as the time they would spend at Crater Lake, the management was entirely unable to care for the party in a satisfactory manner. Again I remonstrated with the owner and got more promises, only to find absolutely no compliance a year later when, last July, I visited the park with the Appropriations Committee.
>
> Conditions this year were worse than last season; certainly no better in any respect. I concluded the time had come for action, and accordingly I gave the owner of the hotel property notice that recommendation would be made for the cancellation of his franchise, and that the park would only be kept open for motorists bringing in their own equipment. This had the effect of materially improving service for the remainder of the season, but I feel that a change in the operation of this enterprise must be made.

At Mather's request, Oregon Governor Benjamin W. Olcott appointed a nine-member commission in August 1920 to investigate the status of Crater Lake concessions and develop a "practicable plan" for securing improvements. The committee, consisting of businessmen from Portland and Southern Oregon towns, was given a mandate by the governor to take "care of the interests of the present hotel management" and devise "plans for placing the accommodations at the lake on a basis which will be satisfactory to the national park management and to the thousands of tourists who annually visit this natural wonder." It was Mather's hope that with the results of the study funds could be raised in Oregon to purchase the property of the Crater Lake Company and rehabilitate the enterprise, the "parties subscribing the funds to organize and operate in much the same way as similar groups are now organized for the development of the Yosemite and Mount Rainier properties." [8]

In September 1920 the Department of the Interior informed Parkhurst of its intention to have improvements made in the Crater Lake Company facilities. After listing a series of alleged violations of his contract, the department stated its desire to have Parkhurst answer each charge and propose remedial measures to correct each criticism. If his response were "not timely made" or was "not deemed sufficient to overcome these charges," a hearing would be held. If evidence demonstrated that the company had not fulfilled its contract obligations, its lease would be annulled and revoked. [9]

Meanwhile, the Crater Lake Committee appointed by Governor Olcott conducted its investigation under the direction of its

chairman, Sydney B. Vincent. The committee investigated each of 26 charges which had been leveled against the company:

1. That the manager of the Crater Lake Hotel and Anna Springs Camp failed in the year 1919 and 1920 to furnish the guests with ample and proper food supplies.

2. That the Crater Lake management failed to furnish first-class accommodations to the traveling public.

3. That he failed to maintain and keep in good repair Crater Lake Lodge and other buildings in connection with the resort.

4. That the leasee failed to complete Crater Lake Lodge prior to1915 and since that year.

5. That the windows of the hotel were not kept in proper adjustment.

6. That suitable and adequate toilet facilities were not provided.

7. That the toilet facilities existent were not properly cared for and were improperly arranged.

8. That sufficient porter and bell boy service was not provided.

9. That all of the bed rooms were not made available for the guests.

10. That proper and clean linen and bed coverings have not been provided.

11. That the bed rooms are not completely or well furnished.

12. That an adequate supply of water was not available at all times.

13. That a sufficient number of boats for the accommodation of the guests was not provided. That guests were not supplied with sufficient information regarding the use of such boats.

14. That the management of the resort was generally lax.

15. That at the time of the visit of the National Editorial Associationin 1919 the visitors were compelled to sleep three and four in aroom.

16. That fire escapes had not been provided.

17. That the lighting system obtaining at the hotel was wholly inadequate.

18. That the taxes due Klamath County by the leasee had not been paid for several years.

19. That the leasee is not and has not been able properly to finance his operations.

20. That fresh milk was not available for the use of guests. available.

21. That horses for the accommodation of tourists were not available.

22. That ice was not to be had at the Lodge during the summer season.

23. That the sale of souvenir, or Crater Lake novelties, was not pushed.

24. That visitors at the Lodge on and about the 4th of July of this year were not all served with meals.

25. That an existing outside fireplace was not properly sheltered from the wind.

26. That garage accommodations were not afforded the guests.

Regarding the accommodations and services provided by the Crater Lake Company, the committee noted that high costs, short seasons, and large crowds made it extremely difficult to bring park concession operations up to the standards desired by Parkhurst himself and others. The committee concluded its report with a sympathetic discussion of the plight facing Parkhurst:

> Your Committee has carefully considered all the phases of the situation coming within its knowledge, has read letters of endorsement of Mr. Parkhurst's treatment of his guests and of the general atmosphere at Crater Lake Lodge. Probably our greatest criticism may be directed against the toilet system which prevails at the hotel. We believe that Mr. Parkhurst had made a faithful and earnest effort to make Crater Lake Lodge a resort of merit and note and that he has in a measure met with success, as indicated by the increasing attendance at the resort since 1910. . . . We find that Mr. Parkhurst has received little or no cooperation from any source whatsoever, except banking accommodations. The National Park Service through the Superintendent of the Park has extended numerous small courtesies, but so far as we were able to ascertain the financial burden has been borne by Mr. Parkhurst alone.
>
> It is the understanding of our committee that at other national parks the government has expended considerable sums of money in various ways, not only to improve park conditions, but to provide for the accommodation of guests at these resorts.
>
> Your committee understands that the government has spent something over $100,000 for the installation of an electric lighting system in the Yosemite National Park, but has not spent anything for this, or other developments at Crater Lake Lodge.
>
> In conclusion your committee begs to state that it is its opinion that there is room for great development at Crater Lake; that most of the complaints directed against Mr. Parkhurst might be attributed to the fact that he has not been properly financed and that were he afforded the necessary financial assistance Crater Lake Lodge would become one of the noted resorts of the country. Mr. Parkhurst has almost impoverished himself to keep Crater Lake Lodge going from year to year, making such improvements as his financial capacity would permit. He has invested a large sum of money and should he be retired as lessee, we believe he should be adequately reimbursed for his expenditures of time and money. Mr. Parkhurst is not a hotel man of the modern type, and we believe in some particulars the management has been lax, and that perhaps if satisfactory arrangements could be made for the buying out or other disposal of Mr. Parkhurst that Crater Lake Lodge properly financed might go ahead more rapidly under different management. We say this in all kindness realizing the tremendous burden that one man has had to carry without material help from any source. Mr. Parkhurst is entitled to great credit for what he has accomplished. In all kindness and respect to the Hon. Stephen Mather, your committee begs leave to express the opinion that Mr. Mather expected too much of Mr. Parkhurst under the conditions; also that Mr. Mather has been a little too harsh and abrupt in his handling of the situation. We realize the wonderful work that Mr. Mather has accomplished for the national parks of our country also that carrying the burden of so many national resorts, hampered as he probably is by some of the proverbial red tape of governmental operations, and that the embarrassment caused him by the inadequate toilet and lighting facilities, especially while the congressional party was at Crater Lake, magnified the shortcomings of Mr. Parkhurst's management and precipitated the condition which lead to the appointment of your committee. . . .
>
> We believe it to be the duty of the people of Oregon, either to get behind Mr. Parkhurst financially and otherwise, or in lieu of that, have someone to organize a corporation which will buy out the existing corporation on a fair basis of return to the stockholders and to fairly compensate Mr. Parkhurst for the ten years of nerve racking toil which he has undergone. We also are of the opinion that the government, through Mr. Mather's department, should carry some of the burden of improving the Crater Lake situation, aside from the road work which the Forestry Department is doing. [10]

Through the efforts of Mather a conference of Oregon businessmen was held during the winter of 1920-21 to work out arrangements for the refinancing and reorganization of Crater Lake park concessions. In his annual report for 1921 Director Mather described at length the financial reorganization and subsequent improvement to concession accommodations and services:

> The outstanding achievement of the year in Crater Lake National Park was the improvement of hotel accommodations, transportation facilities, and miscellaneous service along progressive lines, thus solving the most serious and aggravating problem that has confronted me in this park since entering upon my present duties. This important accomplishment was brought about by the Crater Lake National Park Co., a new corporation formed and financed by several public-spirited citizens of Portland and other Oregon cities, headed by Mr. Eric V. Hauser. This new corporation leased the Crater Lake properties from the old Crater Lake Co., which originally built the lodge on the rim of the crater, and pioneered in the furnishing of other service, the lease to be effective until March 1, 1922, on or before which date the lessee company may exercise an option to purchase the

> properties as provided in the agreement of lease. It is confidently expected that the option will be exercised, and that under the new ownership and management the present policies of improvement and development will be continued.
>
> In the agreement of lease covering the change in management of the public utilities, it was provided that the sum of $20,000 was to be expended in the improvement of the properties, this fund to be regarded as a loan to the Crater Lake Co., secured by a first mortgage on its equipment and other personal property, and payable in three equal annual installments if the option to purchase is not exercised, but to be canceled if the option is exercised. The fund, of course, was to be expended by the new company. With this money the new management has completed the Crater Lake Lodge, improved the water and lighting systems, installed necessary sanitary fixtures, erected 30 tent houses or bungalow tents at the lodge and 10 at Anna Spring Camp near headquarters, procured and placed on the lake a launch with a capacity of 40 passengers; and in many other directions provided the means of rendering excellent service and meeting the public demand for proper accommodations in this park.

Mather concluded his remarks on the new concession arrangements by discussing its wide support by Oregon business interests. He noted:

> Considering the short season and other serious handicaps under which the new enterprise has been developed, the success that it has achieved has been most remarkable, and has been the subject of widespread favorable comment. The work accomplished has stimulated the pride of the State in the park as nothing else has done. The results of the season are bound to be far-reaching, and I feel very sure that when the properties are finally purchased by the new company, and more funds are needed for further development, additional capital will be freely offered in all sections of the State, thus bringing to the aid of the park the interest and energies of many more such able men as are now identified with this progressive work. Such a consummation would place Crater Lake Park in a position identical with Mount Rainier and Yosemite Parks, which are being improved with funds subscribed from all parts of Washington and California respectively, by business men who are intensely proud of the chief scenic areas of their States, and appreciate their value as playgrounds for the people.
>
> That the support of every section of the State might be gained in this project was anticipated by the organizers of the new company, who conferred with business men of southern Oregon and interested several prominent citizens. Some of these men are now officers and directors of the company and very active in its affairs. Mr. Eric V. Hauser, of Portland, is president of the new corporation; Mr. R.W. Price, of Portland, is the first vice president; Mr. V.H. Vawter, of Medford, is the second vice president and treasurer, and Mr. C.Y. Tengwald, of Medford, is the secretary. [11]

In April 1921 the lodge and other concession operations in the park were placed under the day-to-day management of E.E. Larimore, an experienced hotel manager on the Pacific Coast. The change of management had an immediate impact on lodge operations. On August 29 the Medford Mail Tribune described these changes in atmosphere and efficiency:

> In former years everyone was impressed by the natural beauties of Crater Lake, but after the first gasp, there was an awkward pause. It was like entering a beautiful residence, expecting to greet an old friend, but finding no one at home. There was no one at home at Crater Lake inside the lodge or out. After a few "Ohs" and "Ahs" and a leaving of cards, as it were, one was eager to get away.
>
> This year there is a decidedry homelike atmosphere at the lake. One feels it immediately upon entering the lodge. You are not greeted as if you were merely an animated five dollar bill, welcome solely as a contributor to household expenses, but as a human being on a pilgrimage of devotion. Will Steel, the father of Crater Lake, puts this over. He is behind the counter to greet you, not as another customer, but as another candidate for initiation into the Mystic Order of Crater Lake enthusiasts.
>
> Moreover the entire hotel staff is on its toes. They are all new and have the enthusiasm of fresh recruits. Not only is the table excellent, but the service combines beauty and efficiency to a remarkable degree.
>
> At night the guests gather around the fire like a large and happy family. There is music furnished by members of the hotel staff, and there is dancing entered into even by those who climbed Garfield Peak in the afternoon.
>
> Then Will Steel usually gives a little talk on Crater Lake, its history and formation, which is just what the visitors are eager to hear, and about ten o'clock everyone trots off to bed.

> It may be merely the difference between good hotel management and no hotel management at all. But there seems to be something more--the creation of atmosphere in it. This appears to be the supreme achievement of the Crater Lake management of 1921. [12]

Park visitation increased by more than 40 percent for a total of 28,617 in 1921 despite the late opening of park roads due to late spring snows. The increase was attributed in part to the concessioner arrangements as well as improvements to the three public campgrounds in the park. Water facilities were installed at the Rim Campground, and toilets were constructed in each of the campgrounds. Some 14,000 persons, or 50 percent of park visitors, used the campgrounds. [13]

The Scenic America Company, a Portland-based firm headed by Fred H. Kiser, opened a photographic studio west of the lodge on August 25, 1921. Prior to the erection of the stone building the studio had operated in a tent. Under the terms of its concession contract the company sold photographic souvenirs, post cards, oil enlargements, and camera supplies. According to Mather, the establishment of this studio brought "to the park permanently the genius and artistic influence" of a man "who knows the national park system as well as anybody in the Northwest, and who for many years has aided this bureau by supplying pictures, by lecturing, and by writing on the parks and other western mountain regions". [14]

In June 1922, just prior to the opening of the tourist season, the Crater Lake National Park Company formally acquired the concession facilities leased to them by the Parkhurst interests the previous year. The lodge was improved, and on July 11 construction was begun on an $80,000 eighty-room addition. Under a two-year subcontract to William T. Lee of Klamath Falls a fleet of six "powerful new seven-passenger [Packard] touring cars" was introduced to provide improved service between the park and Medford and Klamath Falls. A five-year subcontract was let to the Standard Oil Company of California to construct and operate a gasoline service station at Anna Spring, thus filling a long-felt need by the motoring public. [15]

To protect the investment of the new concessioner and to encourage the development of plans for further comprehensive improvements and extensions in accommodations for park visitors a new franchise was granted the Crater Lake National Park Company by the Department of the Interior. The contract, signed on December 7, 1922, but made retroactive to January 1, provided for a twenty-year arrangement to cover hotel, camp, transportation, and other visitor services. While the contract offered "inducements for progressive development of the Crater Lake properties," it also contained, according to NPS Director Mather, "reciprocal obligations on the part of the owner to keep abreast of the demand for increased facilities, in so far as this can be done with due regard to the short season, reasonable return on the investment, and similar considerations." [16]

The detailed provisions of the contract were designed to circumvent problems that had arisen with the former Crater Lake Company. Among other things the contract stated:

> Term of the lease to be for twenty years from January 1, 1922, authorizing the Company to establish, maintain and operate in Crater Lake National Park hotels, etc., for the accommodation and entertainment of tourists and others; to install and operate laundries and barber shops, Turkish baths, bath houses, swimming pools; provide facilities for skating, sleighing, skiing and other winter sports; establish and maintain hot houses and gardens; to sell newspapers and other articles of merchandise; also to establish, maintain and operate a transportation service; to maintain for use and hire, row boats on the lake; to conduct a general livery business; to establish and operate lodges; also to establish a dairy service and to operate general merchandise stores.

The new company was given the right to occupy certain portions of the park to maintain its facilities and operate them. All plans for construction were to be approved by the Secretary of the Interior. The company was authorized to use timber, stone, and other building materials taken from the park for construction purposes, establish electric light plants and telephone and telegraph service, and graze horses. Provision was made for the renewal of the contract for a period not to exceed twenty years. The company was allowed to earn annually 6 percent in the value of its physical investment in the park, the 6 percent to be in the nature of a priority and if not earned was to be cumulative. The company was required to submit a schedule of all charges above 50 cents for the approval of the Secretary of the Interior, who could make such modifications as he deemed necessary so long as they were consistent with a reasonable profit on the investment made by the company. Concession employees were required to wear an identification badge, and the Secretary of the Interior was authorized to declare any person unfit or objectionable for employment by the company. [17]

The publicity surrounding the new concessioner and provision of visitor services, together with the removal of snow and opening of park roads by late June, contributed to an increase of visitation of more than fifteen percent in 1922. All told some 31,119 visitors entered the park in 9,429 private automobiles. In addition 995 visitors entered the park via transportation company stages, and 897 entered by other means, thus making the total park visitation 33,011. [18]

NPS Director Mather reported on the increasing popularity of Crater Lake National Park in 1923. With obvious pride in his

accomplishments in terms of improving visitor facilities and services he stated:

> Park facilities in every way equaled the unprecedented demands upon them. The tourist camps were enlarged early in the season, ample sanitary facilities installed, and additional water supply provided. The operators kept apace similarly, so that at no time were the hotel, transportation, or launch facilities jammed. Early in the season, as it became apparent that visitors preferred accommodations in view of the lake, the lodge management removed the tent houses from Anna Spring to the Rim and were thus able to take care of all demands for lodging. The only difficulty encountered in handling the greatly increased travel was a temporary shortage of water at the Rim, a crisis being avoided by installation of two additional 20,000-gallon storage tanks. . . .
>
> . . . public facilities are in excellent condition and balanced nicely against requirements. With a few exceptions, sanitary provisions and water supply are well ahead of demands, trails are adequate and well maintained, sufficient dockage is provided on the lake, and auto camp grounds are well distributed and were splendidly maintained all season. Firewood has been available in all camp grounds. A number of new signs designed to reduce speeding at critical points were put up and traffic so regulated that no one was injured throughout the entire season, only two minor collisions occurring.
>
> The reaction of visitors to the efforts of the park forces was beyond praise, nearly all being imbued with the finest possible spirit--that splendid spirit that tends to highest development among men and women who gather nightly around camp fires in the mountains.

The visitor facilities and physical improvements alluded to by Mather included the construction of a large combination mess hall and bunk house at Lost Creek for the use of early park visitors entering from the east. A 70-foot log boat landing had been constructed at Wizard Island. Two new flush toilet facilities with lavatories and oil-burning water heaters for hot showers were constructed at each of the campgrounds at the rim and Anna Spring.

An upgraded publicity program for the park was also initiated in 1923. The Southern Pacific Railroad and the Crater Lake National Park Company led the campaign. Superintendent Sparrow contributed to the publicity initiatives by preparing articles for publication in four national periodicals and various newspapers.

The new visitor facilities and the publicity efforts contributed to making 1923 the highest visitation year in Crater Lake's history to date. The total number of visitors increased by some 57 percent to 52,017. The western entrance continued to be the most popular. A new record for the largest single day's visitation through an entrance was established on September 2 with 235 cars carrying 884 visitors entering the park via the western gateway. Visitors came from every state but two, and from such places as Hawaii, Switzerland, and the Netherlands. There was a notable increase of visitors from California, the "number of first entry cars from that State during July equaling first entries from Oregon itself." [19]

Visitation to Crater Lake increased by another 24 percent in 1924 to 64,312. This increase, according to Mather, was the result of four factors: an early opening; the park's location almost midway in the Pacific Coast chain of parks extending from Sequoia to Mount Rainier; the improvement of approach roads; and "increased publicity, largely spontaneous, given by lovers of this Cascade gem."

Improvements to visitor facilities by the Crater Lake National Park Company continued to lure visitors to the park. During 1924 the addition (north annex) to the lodge was completed on the exterior, and 22 of the 85 new rooms were completed and furnished. A new 40-passenger launch was placed in service on the lake, and a new boathouse was constructed on Wizard Island. In addition the Kiser studio added a small wing to provide a one-day film developing and printing service. [20]

During the summer of 1924 the Community House was completed at the Rim Campground. Funds for the structure had originally been intended for construction of a new home for the superintendent, but Thomson diverted the money toward the visitor activity structure. The Community House had a large rustic fireplace and was provided with a Victrola by the Medford "Craters," a booster organization dedicated to promoting park development. The structure became the setting for informal evening gatherings, lectures, dancing, and musical programs, the latter featuring the "Kentucky Rangers" quartet consisting of four seasonal park rangers from that state. [21]

Prior to the 1925 travel season, R.W. Price, who had become president of the Crater Lake National Park Company, began an advertising campaign for the park. The campaign, which took the form of an annual trip that he continued until 1941, consisted of visits to railroad passenger and tour agencies throughout the eastern United States. His annual tours took him from Chicago to Washington, D.C., north to Boston, west to Buffalo and Cleveland, and back to Chicago. [22]

Travel to Crater Lake increased slightly to 65,018 in 1925. Of this total, some 98 percent traveled in their private automobiles. For the first time in its history Crater Lake entertained guests from every state in the union, as well as several foreign countries. This travel increase was significant because the 1925 season was five weeks shorter than that of 1924 because of adverse weather conditions.

Only minor improvements were made to visitor facilities in 1925. These included the completion and furnishing of nine rooms in the lodge, thus bringing its total to 92, eight new rowboats, and a complete sewage-disposal plant. [23]

With the increasing visitation the National Park Service implemented an extensive road sign information program at Crater Lake during the mid-1920s. In 1925, for instance, the park information circular, stated:

> As fast as funds are available for that purpose the National Park Service is having standard signs placed along the roads and trails of this park for the information and guidance of the motorists and other visitors that use the park roads and trails.
>
> These signs, in general, consist of information signs, direction signs, elevation signs, and name signs, all of which are of rectangular shape and mounted horizontally; and milepost signs, rectangular in shape but mounted diagonally; all of which usually have dark-green background and white letters, or vice versa; and danger or cautionary signs, most of which are circular in shape and usually have red background and white letters; and comfort station, lavatory, and similar signs, triangular in shape, having dark-green background and white letters. These last signs are so mounted that when pointing downward they designate ladies' accommodations and when pointing upward they designate men's accommodations.
>
> The text on the standard road signs is in sufficiently large type to ordinarily permit their being read by a motorist when traveling at a suitable speed; however, as an additional safeguard, the motorist must always immediately slow down or stop or otherwise fully comply with the injunctions shown on the circular road cautionary signs.
>
> Because of lack of funds, it has not been possible to place cautionary signs at all hazardous places in the roads; therefore the motorist must always have his car under full control, keep to the right, and sound horn when on curves that are blind, and not exceed the speed limit, which is 20 miles per hour on straight, fairly level road and 12 miles per hour on curves, narrow, or steep descending sections of road. [24]

Visitation to Crater Lake continued its general upward trend from 1926 to 1931 with the exception of a slight decrease in 1927, the result o a shortened travel season because of some 51 feet of snow during the winter of 1927-28. During this six-year period visitation nearly doubled from 86,019 in 1926 to 170,284 in 1931, while the number of private automobiles entering the park more than doubled from 26,442 in 1926 to 56,189 in 1931. While the number of private automobiles entering the park increased, the number of persons entering by auto stage declined from 792 in 1926 to 535 in 1931.

Various factors contributed to this major increase in travel to the park. Road improvements both within and outside the park facilitated travel. In 1926 the Cascade line of the Shasta route of the Southern Pacific Railroad, connecting Eugene with Klamath Falls, was completed, thus bringing a rail terminal within about twenty miles of the park. That same year the Crater Lake National Park Company negotiated a fifteen-year contract with the Standard Oil Company to construct and operate a "stone-and-rustic" service station at the junction of Sand Creek and Anna Spring roads at Government Camp, thus providing a more centrally-located station for park visitors. Winter recreation opportunities in the park began receiving attention in 1927 with the commencement of the first annual ski race from Fort Klamath to Crater Lake Lodge and return sponsored by the Fort Klamath Community Club on February 22. Thereafter the ski race and accompanying winter carnival became an annual event, generating considerable interest in winter sports in the park and increasing pressures to keep park roads to the rim open as long as possible during the winter to afford tourists the opportunity of viewing the "beautiful and inspiring spectacle" of the lake in its "winter garb." [25]

The growth of park visitation was encouraged by the continuing development of improved visitor facilities in the rim area. In 1927 Park Service officials and representatives of the Crater Lake National Park Company and the Bureau of Public Roads developed a plan for rim area development. The plan provided that the concessionaire would construct and operate in the next year a cafeteria with a connecting general store for the sale of camping supplies and a group of rental cabins in the campground area away from the rim edge. Other improvements scheduled were an asphalt trail along the edge of the rim the full length of the village area; restoration of the soil between this promenade and the revetment to natural grasses and wildflowers; and construction of a wide parking area alongside a thirty-foot dustless road.

During 1928 the rim area was vastly improved. It was opened at the west boundary by the completion of a new road emerging

at the rim edge. From there a new oiled drive led to the new cafeteria/general store and cabin group, campground, and lodge at the opposite end of a half-mile plaza. On each side of the boulevard an 18-foot parking strip was provided for several hundred automobiles. Along the edge of the rim a wide asphalt promenade was built for pedestrians and between this and the log parapet limited parking along the boulevard was an area of varying width graded for plant restoration. The group of fifteen housekeeping cabins was opened on July 15, and the new cafeteria/general store on July 20. A new Crater Wall trail was constructed from the west end of the Rim Campground to the lake "on high standards to permit the use of saddle animals, enabling many thousands to enjoy the lake who were heretofore denied that pleasure by physical incapacity." The trail was opened on July 6 with Secretary of the Interior Ray L. Wilbur leading the first party ever to descend to the lake on horseback. That same year the company added a veranda on the lake side of the lodge, introduced a 35-passenger launch on the lake, and made saddle horses available for rental. [26]

As a result of the rim area development in the 1920s park visitor facilities and accommodations became centered in what was referred to as Rim Village. A Park Service circular for 1930 described the physical development of the village:

> A large majority of visitors first reach the rim of the lake at the Rim Village. This is the main focal point of park activities, containing the lodge, post office, cafeteria, general store, studios, a rental cabin group, auto service, emergency mechanical services, ranger station, etc. From the Rim Village a number of the most important trails take off, including the spectacular new trail, just completed, down the crater wall to the lake shore, where launches and rowboats are available for pleasure trips and fishing excursions. This fine trail is 6 feet wide and on a holding grade of 12 per cent, permitting its use by people unaccustomed to much physical effort. For those who prefer not to walk, saddle horses and saddle mules are available for this and other trail trips. The trail to the summit of Garfield Park, directly overlooking the lake and giving a magnificent panorama of the Cascades, also takes off from the Rim Village, as does the trail to the Watchman, and another trail to Anna Spring.
>
> A fine free camp ground, equipped with hot and cold shower baths and modern sanitation, is located here on the rim; its community house, comfortable with fireplace and with a small dance floor, is the center of evening recreation. A near-by cafeteria and general store cares for campers as well as for users of the rental cabins which are grouped near by. [27]

The introduction of modern snow removal equipment in the park during the winter of 1929-30 aided the increasing park visitation. In 1930, for instance, the equipment permitted opening of the park on April 14, the earliest date for travel to be checked in the park's history. The new removal equipment allowed the park to publicize its intention to keep the park open until December, thus affording visitors the opportunity to view the lake throughout the fall season. [28]

The Crater Lake campgrounds became increasingly popular attractions for park visitors during the late 1920s. In 1927, for instance, Superintendent Thomson reported that 70 percent of the park visitors "took care of themselves in one or more of the ten campgrounds." The Rim Campground was the most popular, an average of 300 people using it each night. [29] By 1930 the number of visitors using the three principal park campgrounds were:

Rim	5,129	14,373
Anna Spring	568	1,829
Lost Creek	240	739
	5,937	16,941

In addition a number of visitors used less structured camping places along the roads at White Horse, Cold Springs, and Sun Creek. [30]

Since the mid-1920s medical problems involving visitors and park employees had been referred to Dr. R.E. Green in Medford. With the increase in park visitation, however, it became imperative that a doctor and nurse be stationed in the park during the travel season. Accordingly, a three-year contract was awarded in 1930 to Dr. Fred N. Miller, head of the medical service at the University of Oregon at Eugene, to provide such services at Government Camp from June 15 to September 15 each season. [31]

During 1931 various new visitor facilities and services were introduced that served as further inducements to park travel. These included the introduction of naturalist-conducted boat trips on the lake and automobile caravan tours, launching of a new boat on the lake, construction of twenty new tourist cabins near the cafeteria and new docks at the bottom of the lake trail, location of a new organized campground at White Horse Creek, dedication of the Sinnott Memorial, and development of

new trails to Garfield Peak and on Wizard Island. [32]

After more than eight years of operation in the park the Kiser Studio was closed when its concession contract expired on December 31, 1929. As a result of financial difficulties and increasing competition for the photographic souvenir market by the Crater Lake National Park Company, the studio was operated during 1929 by the stockholders of Kiser's, Incorporated, the successor of the Scenic America Company. Although Fred H. Kiser and the Bear Film Company applied for a new studio franchise in 1929, the Park Service did not issue a new permit, and the studio was converted into a visitor contact/information facility in 1930. That year the Crater Lake National Park Company opened a photographic studio in the general store/cafeteria building in addition to a small photo shop in the lodge. [33]

Visitation to Crater Lake slumped to 109,738 in 1932, a decrease of some 35.6 percent compared with the totals for the previous year. Travel by automobile stage totalled 302, a reduction of 42.5 percent from that of 1931. The five main park campgrounds (Rim, Annie Spring, Lost Creek, Cold Spring, and White Horse) were utilized by 11,324 visitors, a drop of 30.7 percent. The volume of business of the park concessioner was cut by approximately 50 percent, and the company's ledgers showed a net loss for the season s operations.

The reduced travel figures were attributed to various causes by Superintendent Solinsky, the chief of which was the national economic downturn. Cold and unusual weather played a significant role in the reduced travel figures. All snowfall records were broken during the winter of 1931-32 as an estimated 85 to 90 feet of snow fell at the rim, and early spring visitors found 20 feet of snow on the level at the rim. Large numbers of tourists from the Pacific Coast states, which traditionally provided the bulk of park visitors, were attracted to Los Angeles for the Olympic Games. [34]

Park visitation continued its downward slide to 96,512 in 1933, but then rebounded to 118,699 in 1934 as the nation's economic woes began to ease. The visitation increase in 1934 was attributed by Acting Superintendent Canfield in part to a "very light winter, the mildest on record since meteorological observations have been maintained throughout the year in the Park." The mild winter allowed access to the park by the public for eleven months compared with the previous maximum of eight. Because of the mild winter and extensive use of the park for winter sports by residents of nearby communities, a winter Ski Carnival was held near Government Camp on March 18, 1934. As a result of the success of this meet Canfield observed that "it is apparent that a great deal of pressure will be brought to bear to keep the Park regularly open for winter consideration." Public interest in keeping the park open in winter was encouraged by articles in national periodicals such as Canfield's "Crater Lake In Winter" published in American Forests in February 1934. [35]

With several exceptions park visitation continued a general upward trend from 1935 to 1941, primarily as a result of improvement in the national economy and year-round operation of the park beginning in the winter of 1935-36. The number of visitors nearly tripled during this period, rising from 107,701 in 1935 to 273,564 in 1941 with an average of some 225,000 during the four years before Pearl Harbor. [36]

Improvement of the national economy and its effects on Crater Lake visitation were apparent by 1935. In July Superintendent Canfield observed:

> Travel for the year covered in this report will probably not be up to previous estimates because of a comparatively early winter and a late opening in the spring Once the roads were opened, travel approximated last year's, week by week; but there is an interesting development in that this spring it is apparent that there is a far greater demand for the higher priced accommodations. People are staying longer and spending more money than for several seasons. [37]

During the winter of 1935-36 the highways to the park from Medford and Klamath Falls were kept open, thus making the park accessible to motorists the entire year for the first time in Crater Lake history. Commenting on the year-round operation of the park and its impact on visitation Superintendent Canfield wrote in July 1936:

> This [travel increase] is not only due to an increased national park consciousness on the part of the traveling public and apparent improved economic conditions, but due to year around park accessibility. The latter fact is in direct contrast to short seasons, the result of snow blocked roads until late in the spring. Cooperation from the Oregon State Highway Commission in snow removal from approach roads was an important factor in the winter accessibility of the park. Discussions were begun by this office during the past year with the park public utilities operator with the object of formulating definite plans to ultimately offer limited accommodations for winter visitors. Hitherto, no food or lodging has been available, working an inconvenience on visitors. The nearest accommodations are over 20 miles distant. While it is not likely such services will be offered during the next winter, a step forward in the right direction has been realized. . . .

> . . . That this [year-round] development was appreciated, was shown by the arrival of many visitors during the snow-covered months to view Crater Lake in its scintillating raiment of winter finery. These visitors, to a large number, took an active interest in amateur winter sports, utilizing slopes for skiing, tobogganing and sleighing. The acquisition of an additional snow plow facilitated the difficult task of maintaining open roads in the face of winter storms, leaving a total snowfall of nearly 50 feet. No accidents marred the success of the winter season.
>
> As a result of the open roads, Crater Lake gained further favorable recognition from the public and press as a winter recreational area. [38]

The increasing winter visitation to Crater Lake continued to attract favorable comment from park management. In July 1937, for instance, Superintendent Canfield observed:

> The value of winter accessibility of Crater Lake National Park was again shown during the 1936-37 season when open entrance highways were maintained from Klamath Falls on U.S. Highway 97 and Medford on U.S. Highway 99--both gateway cities. Approximately 23 miles of park highways were involved. The Oregon State Highway Department maintained open roads to the park boundaries in cooperation with the National Park Service.
>
> Up until the acquisition of powerful snowplow equipment, the wonders of Crater Lake during winter months were viewed only by the eyes of persons who skiied or snowshoed over 20 to 23 miles of snow. The park was practically inaccessible from November until late June or July 1. Snow was removed entirely by hand labor, making only a one-way traffic lane possible. The one-way traffic would persist until after the middle of July. It is of important interest to note that nearly 50,000 visitors arrived in the park during the time travel had been impossible in previous years. This total speaks for itself.
>
> Through plowing activity and the urging of the superintendent, the Crater Lake Lodge was enabled to begin extensive interior improvements in May, opening for the public earlier than ever before. Hundreds of visitors took part in amateur snow sports in conjunction with drinking in the beauties of Crater Lake in its white raiment. While no ambitious snow carnivals were encouraged and the open roads were not given general publicity due to lack of accommodations, 39 different states were represented during the height of the winter, as well as a number of foreign countries.
>
> Travel for the year covered in this report not only represents a distinct gain over the preceeding year but set a new all time record of 180,382 visitors. A portion of this increase can be directly attributed to winter accessibility, which first became a definite fact in the 1935-36 season. A major share, of course, can be attributed to an increased national park consciousness and apparently improved economic conditions.
>
> Travel increases observed at Crater Lake were also on record in proportion in other national parks. All types of visitors were on the road. They kept the lodge, housekeeping cabins and cafeteria working almost to capacity, as well as keeping park camp grounds crowded. Both the park administration and the park operator are interestedly watching increased winter use of the park with an eye towards the availability of food and lodging accommodations.

The increasing visitation overtaxed the park campgrounds. Thus, preliminary work was undertaken in 1937 to double the size of the Rim Campground. Of particular concern to park management was the increasing number of house trailers that monopolized camp sites without actually using the stoves, fireplaces, and tables. [39]

The Crater Lake National Park Company made various improvements to its facilities and services in 1936-37 to meet the increasing demands of the growing park visitation. All rooms on the third floor of the lodge were completed, and ten uncompleted rooms on the second floor were finished in 1936. With the completion of the ten rooms the entire second floor was completed. In 1937 the lodge lobby underwent alterations, two 20-passenger buses were added to the stage fleet, and six new rowboats were placed on the lake. At the same time the inadequate heating system of the cafeteria was criticized by Park Service officials. The small housekeeping cabins were also characterized as being inadequate from the "standpoint of appearance," "poorly arranged," "disagreeable to occupy," and lacking "many other customary accommodations that are to be found in the better type of park operator's development." [40]

In July 1938 Ernest P. Leavitt, the new park superintendent, reported on the growing visitation to Crater Lake and its impact on park facilities. He observed that the "new all time record" of 204,725 visitors could be attributed

> to winter accessibility, snow conditions favorable to all classes of skiers, better publicity in regard to road and

> snow conditions in the park, and to the fact that the public could, for the first time, obtain meals in the park during the winter.

He went on to state that in spite

> of exceptionally heavy snowfall and prolonged storms in the Crater Lake area (the heaviest winter since 1932-33) the park was kept open for winter travel. Keeping the park open throughout the winter was justified in view of record winter travel and also because it made possible the beginning of summer operations much earlier than would otherwise have been possible. . . . It is also significant that having the park open made possible a considerable through-the-park travel, thereby saving many people the otherwise long and circuitous route in getting between points in the east and west side of the Cascade Mountains. . . .

During the period from December 1, 1937, to April 30, 1938, park personnel conducted a survey to determine why winter visitors came to the park. Of the 13,283 visitors entering the park during that period, 5,922 came for winter sports, while 5,825 were attracted by the scenic beauty of the lake. The remainder made use of park roads for travel between the Rogue River and Klamath valleys. Winter travel showed a wide geographic distribution, visitors coming from 32 states, one territory, and 5 foreign countries.

Aside from winter travel, the number of summer visitors was also increasing, thus crowding visitor facilities. During fiscal year 1938, for instance, peak visitor loads on the Fourth of July and Labor Day weekends crowded to capacity the accommodations afforded at the lodge, housekeeping cabins, cafeteria, and campground. On several other occasions throughout the summer all visitor facilities were crowded.

To keep pace with the rising tourism the Crater Lake National Park Company made improvements to its facilities. In 1938, for instance, various improvements were made to the housing arrangements in the lodge, including the elimination of fire hazards, expansion of launch and rowboat facilities, and installation of a laundry in the basement of the lodge. [41]

Winter use of Crater Lake National Park continued to increase during the late 1930s, thus prompting the Park Service to upgrade its public service, health, and safety standards during the winter months. These efforts, which had been commenced during the winter of 1937-38, were finalized during 1938-39. Thus in April 1939 Superintendent Leavitt reported that the past winter had been the first "where the standards of the National Park Service were met in connection with public service,public health, and public safety." In elaborating on this theme observed:

> The increased cost to the government in the past two winters in the operation of Crater Lake National Park has not been due to demands of the public because these demands have been kept to a minimum. The increased costs have been necessitated by the Service's own standards of public service, health, and safety. By public service I mean keeping the roads in reasonably safe condition for winter travel by proper removal of snow, sanding bad areas to a limited extent, and by regular patrols to assist visitors who get into difficulties. Also providing adequate parking space for automobiles. Under the head of public service, we have for the first time this past winter provided modern comfort stations at the rim of Crater Lake and at Park Headquarters. These are electrically lighted and electrically heated and tunnel entrances were built between the plowed out roadway and the doorway to these comfort station buildings. The park never previously had such a service.
>
> Special precautions were taken at the rim of the lake to prevent visitors from slipping on the icy snow within the crater wall and being dashed to pieces on the slopes below. An accident of this kind occurred on Memorial Day two years ago in which a young girl lost her life. During the winter of 1937-38 a section of the rim area opposite the parking space was roped off. This was insufficient. During the past winter a rope was stretched from the Crater Lake Lodge to a point northward beyond the area ordinarily devoted to winter sports activities. Signs and flags were placed on this rope at regular intervals, the signs reading, "Danger, do not pass beyond this point".
>
> Crater Lake had more serious accidents this past winter than ever before due to novices trying ski trails that had been laid out for experts. We had both an expert trail and a novice trail properly signed, and one long trail leading from the rim of the lake to Annie Springs.
>
> The Park Service had to be prepared to handle these accidents when they occurred. It was, therefore, necessary to purchase two tobogganns specially equipped for handling basket type stretchers in order to go to the assistance of injured visitors who were usually quite some distance from the road. It was necessary to buy several pairs of skis for the official use of our park rangers. Every member of our organization completed the Red Cross First Aid course and rendered very effective and efficient service whenever accidents occurred.

> In addition arrangements had to be made to see that a physician or surgeon was in the park on week ends of heavy travel and prepared to render service in the case of serious accidents. Arrangements were made with the Indian Service to provide necessary narcotics for hypodermics to be kept at the park for use of qualified physicians when necessary.
>
> By contracting our dining hall, visitors have been furnished with regular or short order meals during the past two winters at rates that were reasonable. The food was excellent in quality and well prepared and seasoned.
>
> As the dining hall houses the kitchen, dining room, and living quarters of the dining hail staff on the lower floor, and the park employees who do not have their families with them, on the upper floor, this building is kept serviced and heated 24 hours a day. Wash rooms and sanitary facilities were available for a much larger force than the park used. It was, therefore, easy to arrange the dormitory space on the second floor to accommodate 18 women, and on the third floor, to accommodate 24 men; thus the government, working through the dining hall operator, was able to furnish a cot and matress to overnight visitors at a charge of 25 cents, the visitor providing his own bed roll. Over night accommodations were accepted up to the capacity of these dormitories, reservations being made by the dining hall operator in the order of receipt of application.

In addition a permit was granted to the Yellow Cab Company to operate up to five taxicabs in transporting visitors from Medford to the park during the winter. [42]

Winter sports programs in the park continued to be conducted in line with National Park Service policy, "special facilities and meets" not being provided or encouraged. During the winter of 1938-39, however, the Chiloquin Ski Club was permitted to operate on an experimental basis a portable electric ski lift on the lower slopes of the "ski bowl" near the lodge. As a result of the popularity of the lift and its apparent lack of impact on park resources, Leavitt urged that the lift be permitted to operate again the following winter.

By providing such winter visitor services and accommodations Leavitt felt that the park was building "good will throughout the state and local communities." At the same time he observed that there was "no great amount of warmth or friendly feeling among local groups for the park operator." This animosity existed despite various improvements in concession services and general rate reductions put into effect in 1939. [43]

The two years before American entry into World War II were banner travel seasons at Crater Lake National Park. Visitation reached all-time records to date with 252,482 visitors in 1940 and 273,564 in 1941. The summer recreational opportunities that attracted visitors in increasing numbers were, according to Superintendent Leavitt, hiking, auto touring, camping, boating, and fishing. The park trails in their order of popularity were the Crater Wall Trail, Watchman Lookout, Garfield Peak, Wizard Island, and Mount Scott. Winter visitation exceeded totals for previous years by nearly 50 percent, aided in part by the operation of a portable ski lift and two small gasoline-powered lifts on most weekends by the newly-organized Crater Lake Ski Club. [44] During these years the Crater Lake National Park Company installed new beds and mattresses in the lodge and made improvements to the housekeeping cabins, including placement of the beds and mattresses formerly in the lodge and installation of electric hot plates, oil heaters, and running cold water. Launch and rowboat facirities were improved. A permit was granted to the White Star and Hurry Cab Taxi Company in 1940 to provide transportation between Klamath Falls and Crater Lake during the winter months when the park concessioner was not operating its auto stages. [45]

On April 26, 1941, the National Park Service let a new 20-year contract (covering the period from January 1, 1941 to December 31, 1960) to the Crater Lake National Park Company. Under the terms of the agreement the company was authorized to:

> a. establish, maintain, and operate a general hotel, cabins, and a camping business
>
> b. install and operate such visitor facilities as a general merchandise business, laundries, barber shops, Turkish and other baths, and other amusements
>
> c. maintain and operate docks, wharves, boathouses, power boats, rowboats, and boating equipment
>
> d. sell meals, snacks, toiletries, souvenirs, and fishing, boating, and camping supplies
>
> e. establish, maintain, and operate a general transportation service in and in connection with the park
>
> f. establish, maintain, and operate trail transportation facilities and services

g. establish, maintain, and operate garages, gasoline stations, blacksmith and machine shops, stables, and corrals

h. establish and maintain hot-houses and gardens, when specifically authorized

The company was required to pay an annual fee of $500 plus 22-1/2 percent of excess over a 6 percent profit margin. [46]

The company made a number of improvements to its facilities in 1941. Private toilets were added to the 22 sleeping cabins at the rim, and other exterior and interior improvements were made. Two four-room deluxe cabin units were constructed for which maid service was furnished Each room was equipped with hot and cold running water, electric lights, private toilet and shower, automatic thermostat-controlled hot water and heat, one double bed, and two half beds. Steps were taken to correct the lodge sewage disposal problem, since water samples at the rim had shown evidence of contamination. Lodge rooms continued to be refurnished, such work being completed by early 1942. [47]

Wartime conditions, together with tire and gasoline rationing, resulted in drastic reductions to park visitation during the war years. Statistics indicate that park visitation for these years was 100,079 in 1942, 28,637 in 1943, 42,385 in 1944, and 77,864 in 1945. Beginning on November 23, 1942, the park was closed from mid-November to late June each year as a result of budget and personnel reductions and inability of the park staff to provide snow removal and visitor safety services. The concessioner closed the lodge and other visitor services in 1943 and did not resume such operations for the remainder of the war. Limited meal service was provided in the park headquarters dining room operated under contract by the aforementioned Robert P. Berry. [48]

During the war Crater Lake was visited by large numbers of military personnel from Navy and Marine facilities at Klamath Falls and Camp White, a U.S. Army base at Medford. The automobile permit fee of $1.00 per car charged to all visitors was suspended for automobiles carrying members of the armed forces, and campground and other special privileges were made available to them. Whenever a group arrived at the park a member of the staff was assigned to assist in its visit. Special literature was printed for distribution to military personnel. Park records indicate that 35,514 members of the armed forces visited the park during the war, not counting the families and friends that accompanied them. [49]

When Crater Lake was reopened on a year-round basis on July 1, 1946, visitation quickly returned to prewar levels. For the remainder of the 1940s visitation averaged approximately 250,000 annually. According to Superintendent Leavitt resumption of year-round operation and service to the traveling public by the Crater Lake National Park Company

> was hailed with satisfaction throughout the State of Oregon for, Oregon being a recreational state, the year-around operation of Crater Lake National Park is of tremendous importance to it. Recreation is the third largest industry in the state. The counties surrounding Crater Lake, which depend largely on recreational income, use Crater Lake as the magnet to attract tourists, and around which they build their advertising program to other areas which are not as favorably known. This is also true of the advertising program of the State Highway Commission through its Travel Information Department.

The company opened for business on June 15 and offered a full range of summer services until September 19. The season provided the "finest business in the history of the company," and the profits provided urgently needed funds with which to carry out many projects involving fire protection and safety in the lodge as well as replacement of cooking ranges and steam tables. [50] One of the innovations during the 1946 season was the subcontract entered into by the company with Scenery Unlimited of Berkeley, California, whereby the company brought a 35-passenger bus load of tourists to the park every two weeks as part of an excursion tour from San Francisco to Seattle up the coast and returning via the inland valley route. The experimental program was successful enough to have the subcontract renewed for 1947.

The company was requested by NPS Director Drury to provide winter services in the park during 1946-47. Accordingly, the company rented the park headquarters messhall and bunkhouse building and began furnishing meals and limited lodgings to park visitors and non-housekeeping employees of the Park Service on December 14. The company also entered into a subcontract with A.L. Vincze of Klamath Falls to provide a rope ski tow on the bowl below the lodge, limited ski equipment rental and ski lesson services, and transportation between park headquarters and the rim area. [51]

The return of large numbers of tourists to the park during the postwar years brought with it new problems for park management. The park was confronted with a new breed of park visitor as described by Superintendent Leavitt:

> Although there was not very much vandalism of a kind that destroyed irreplaceable objects, there was the usual writing of names on signs, the carving of initials on signs, guard rails, benches, etc., worst of all was the almost total disregard of sanitation. Visitors threw bottles not only alongside the roads everywhere throughout the park

> but often in the road and scattered papers, filled cartons, and camp refuse throughout the park wherever they went, with a total disregard for sanitation, cleanliness and respect for the person who came after them.
>
> In addition, it was found that we had an entirely different class of visitors to the park last year, people who had little or no appreciation of what the parks represented or what they stood for, so that there was a wanton disregard of the park rules and regulations and they did not take kindly to requests to obey these rules and regulations when they were called to their attention. . . . [52]

During the winters of 1947-48 and 1948-49 Crater Lake was operated on a day-use only basis. This experimental program meant that meals, lodging, and garage service had to be obtained outside the park with the exception of luncheon services provided at the Community House on Sundays and holidays. In commenting on the advantages and complaints generated by this experiment, Leavitt wrote on June 1, 1949:

> This plan had at least one advantage to the National Park Service in that by nightfall all visitors cars are removed from the park and are out of the way of our snow plows when clearing snow from roadways and parking areas, etc. It has a second advantage of holding down crowds to some extent during winter months which makes it easier for the National Park Service to take care of winter visitors.
>
> There is some complaint, however, on the part of skiers in our gateway cities who would like very much to be able to secure meals and lodgings in the park, and stay in the park over weekends. Experience has shown that the cost of furnishing such service is out of all proportion to the revenues received. [53]

During the late 1940s long-standing problems between the National Park Service and the Crater Lake National Park Company came to a head. In June 1949 Superintendent Leavitt reported:

> The principal concessioner in Crater Lake National Park has been noted for many years for his reluctance to cooperate with the National Park Service in providing the best possible service to the pubIc at reasonable rates and in the development of good public relations with park visitors and nearby communities. The concessioner has failed to give full understanding and recognition that it is an arm of the government, designed to give service to the public under the general regulations and supervision of the Service.
>
> For the past two years, the principal stockholder has been desirous of selling his stock interest to a person who would take over the active management and principal ownership of the corporation. He has not been successful in the sale of this stock and the confusion that has resulted recently from changing policies regarding concessioner operations in the park has not made the task of finding a new owner any easier. [54]

One of the attempts by R.W. Price, president of the Crater Lake National Park Company, to sell the concession occurred in April 1948. It was announced that the company was being sold to the Michael E. Lee family of Oakland, California. A former real estate operator in Portland before moving to California, Lee had considerable experience in hotel management. The financial negotiations, however, fell through the following month, and R.W. Price, who had wanted to retire, continued as president and principal stockholder of the firm. [55]

Crater Lake National Park Company

Year	Net Worth Beginning of Year	Income	Expense	Net Profit (Loss-)	Rate of Return
1938	$79,877.33	$86,726.40	$90,955.67	$-4,229.47	-5.29%
1939	74,782.84	103,818.07	95,621.95	8,196.12	10.95%
1940	83,068.96	100,613.49	97,913.18	2,700.31	3.25%
1941	84,973.85	112,085.93	109,290.74	2,795.19	3.29%
1942	87,769.04	23,254.80	49,757.91	-26,503.11	-30.20%
1943	61,707.33	3,965.08	14,189.61	-10,224.53	-16.57%
1944	51,482.80	2,467.77	4,497.46	-2,029.69	-3.94%
1945	49,453.11	10,042.04	8,380.39	1,671.90	3.38%
1946	50.794.27	200,016.04	175,942.87	24,073.17	47.39%
1957	84,867.44	256,385.39	242,169.02	14,216.37	18.39%

Totals		$899,375.26	$888,709.00	$10,666.26	
Yearly Average	$69,886.70	$89,937.53	$88,870.90	$1,066.63	1.53%

Memorandum for the Director, Chief of Concessions, June 23, 1948, RG 79, Central Files, 1933-49, File No. 900-06, National Park Service, Rates Crater Lake Park Co., 1948.

Large numbers of tourists were attracted to Crater Lake during the winter of 1949 when the lake froze over for the first time in recorded history. The lake was solidly frozen to depths ranging from 2 to 12 inches and snow-covered from February to April. The freeze aroused "widespread interest," and, according to the Annual Report of the Director of the National Park Service, "visitors to the park, many of whom were attracted there by this unusual occurrence, beheld an expanse of white in place of the sapphire waters so justly famous." [56]

Increasing amounts of leisure time, higher levels of income, and improved transportation-related facilities contributed to rising park visitation during the 1950s. The annual average for the decade was more than one-third million, the totals ranging from a low of 306,668 in 1951 to a high of 370,554 in 1954. This rising visitation was encouraged by increasing exposure of the park in national travel periodicals such as Travel and Sunset. The growth in visitation led to innovations in entrance checking procedures, the most significant being issuance of entrance permits by machine in 1953. [57]

During the summer of 1950 a survey was conducted by the U.S. Department of the Interior at Crater Lake National Park and Oregon Caves National Monument. The purpose of the survey was to determine tourist expenditures and travel occasioned by the two areas and examine the economic impact that they had in the general economy of the Rogue River Basin. The study provided a statistical breakdown of the travel flow through the park:

Entering	Entering	Leaving	Total
North	133,699 - 43.2%	114,820 - 37.1%	248,519 - 40.1%
East	3,095 - 1.0%	16,403 - 5.3%	19,498 - 03.2%
South	86,657 - 28.0%	82,943 -- 26.8%	169,600 - 27.4%
West	86,037 - 27.8%	95,322 - 30.8%	181,359 - 29.3%

Other data obtained by the study included:

a. 87% planned in advance to visit the park.

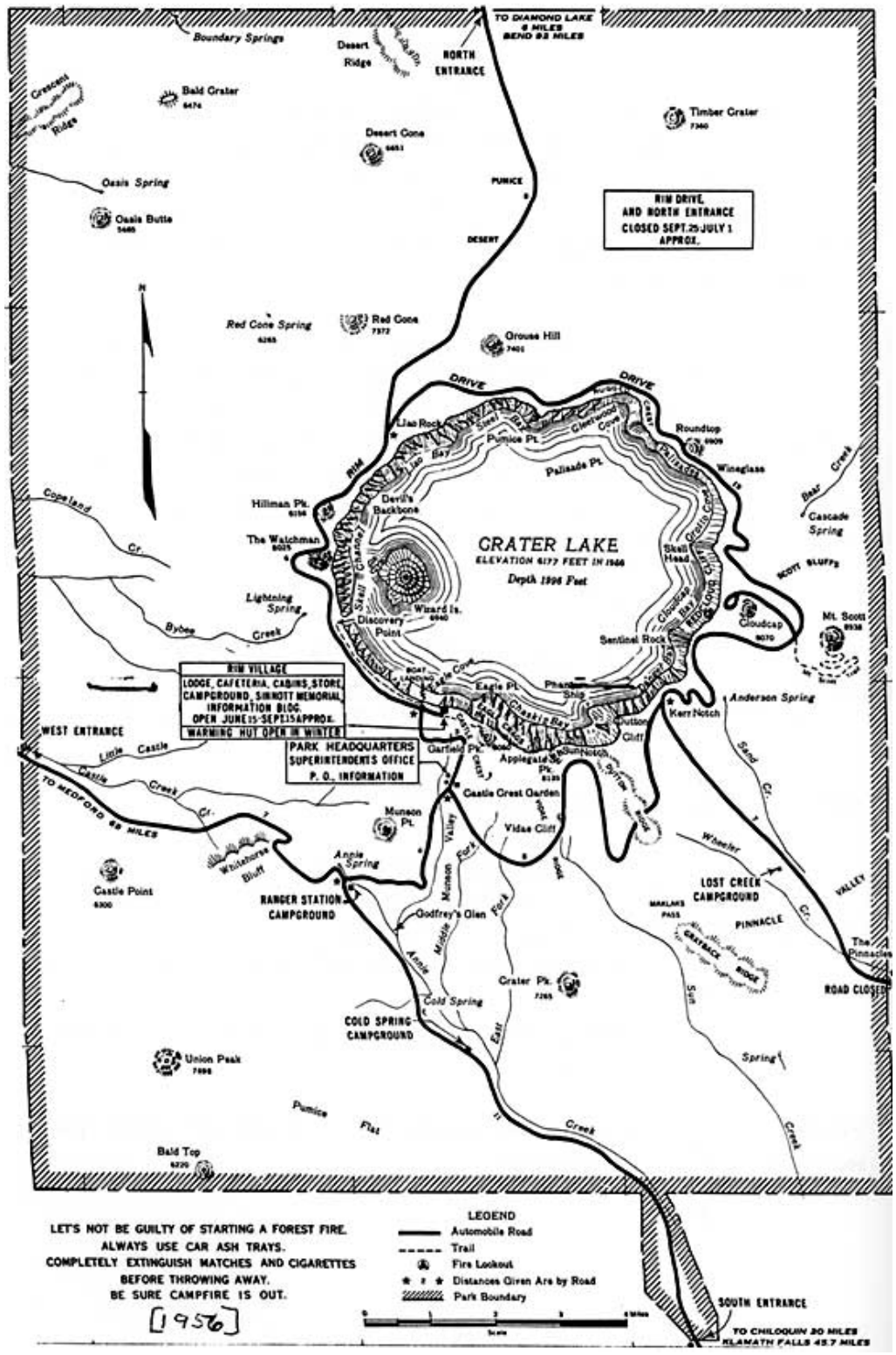
b. The park was the principal objective of 63.4%.

c. 83% spent one day or less in the park.

d. 17% stayed overnight and remained an average 1.2 days in the park.

e. 14.1% reported a visit to Oregon Caves National Monument.

Vacation travel resulted in an expenditure of $3,945,000 within the southwestern section of Oregon. [58]



The 1950s witnessed considerable turmoil and change in the concession arrangements in Crater Lake National Park. In May 1950 Superintendent Leavitt referred to some of the problems that the Park Service was having with the Crater Lake National Park Company:

> Most of the concessioners were disturbed by some of the new policies and the new form of contract adopted by the Service. Many felt insecure in their investment and their chances of continuing in operation. As a result, there was little effort made for improving existing facilities or constructing new ones. Now that many of the policy features that were questioned have been satisfactorily adjusted, closer cooperation between the National Park Service and its concessioners is to be expected.

The Crater Lake National Park Company finally completed its fire protection improvements at Crater Lake lodge

> at the beginning of the 1949 season, and these improvements together with the better control of the watchman service provided a reasonable protection to Crater Lake lodge and its guests.
>
> The company was officially advised last winter that it might continue to operate the lodge for the duration of its contract period, which extends for another twelve years, but conditional on the installation of an automatic sprinkling system. If this project is carried out, the National Park Service will have to share the project because the furnishing of an adequate water supply at all times is one of the first and most essential requirements. [59]

During 1950-51 relations between the Crater Lake National Park Company and the traveling public, Park Service, and company employees "reached a new low." Superintendent Leavitt noted, however, that there had been a "lack of cooperation on the part of the company with the National Park Service" for many years. A special effort to improve these conditions was undertaken on May 7, 1951, at a meeting held in Portland with NPS and company officials in attendance. As a result assurances were given by the company "that every effort would be made at once to improve relations" in the aforementioned three problem areas. [60]

The Crater Lake National Park Company was sold by R.W. Price in 1954 to Harry W. and Harry C. Smith, father and son restaurant operators from Spokane, Washington. The new proprietors made various improvements to concession facilities during the five years they owned the company. A new addition to the cafeteria was completed in 1956, and the dining room, lounge, lobby, sales area, and nine guest rooms in the lodge were remodeled during 1957-58. Other refinements were made to the lodge, and newspapers heralded the fact that it had 114 rooms able to accommodate 294 people and 90 employees. In 1958 the Standard Oil Company constructed a new service station and employees' dormitory at park headquarters under the terms of its subcontract. [61]

On June 4, 1959, Ralph O. Peyton and James M. Griffin of Portland purchased the Crater Lake National Park Company. Their firm, Crater Lake Lodge, Inc., did not begin operating the park concession, however, until October 1. One of the first innovations introduced by the new owners was a temporary tent-top wood frame-and-floor structure to serve as an ice-salon and staple grocery supply point near the Mazama Campground for the 1960 season. [62]

As the existing concession contract was nearing expiration on December 31, 1960, Park Service officials entered into negotiations with Peyton and Griffin concerning new contractual arrangements. One of the principal issues discussed in these meetings was the deteriorating condition and future use of the lodge. Both sides felt that the lodge was not worth expending large sums for rehabilitation, modernization, and fire-proofing. For a period of time the Park Service considered purchasing the outmoded lodge and converting it into a visitor center with a museum, information room, and auditorium for lectures. If this were done the concessioner would build a two-story, 250-guest motel across the parking area east of the lodge and construct additional dining facilities. Nothing came of these negotiations, and a new contract was approved for the park concession in Fate 1960. [63]

Park visitation continued to increase during the 1960s with an average annual total of nearly 500,000 for the decade. The highest annual total for the period occurred in 1962 when 592,124 persons entered the park. Superintendent Yeager attributed that figure, which was more than 175,000 above the previous high, to two articles on the park that were printed in the July issue of National Geographic combined with travel to and from the World's Fair at Seattle from April 21 to October 21. Throughout the decade park visitation was encouraged by articles in national periodicals. [64]

During the 1960s various visitation studies were conducted by the National Park Service to determine visitor use patterns. One such study was conducted in connection with the park master plan during the summer of 1964. An analysis of the 1963 visitor totals revealed that 346,009 of the year's total visitation of 475,684 entered the park in July, August, and September for a daily average of 3,761. The study found that 83.4 percent of park visitors were from three states: California (45%), Oregon (29%), and Washington (9.4%). During the previous winter more than 90 percent of park visitors had come from the three states. Visitation by various group types was composed primarily of the single car family, although bus tours arrived regularly during the summer. Single entry use constituted more than 99 percent of all permit sales. Fifteen percent of summer visitors stayed in the park overnight, 34 percent staying at the lodge and cabins and 66 percent in the campgrounds. During the summer season 60 percent of park visitors spent 1 to 4 hours in the park and 20 percent 4 to 8 hours. In winter 80 percent of the visitors spent 2 to 4 hours in the park. [65]

Visitor Activities

	Participants			
Activities	1958	1963	Maximum	24 hr. period

Automobile Sightseeing	267,114	380,547	5,964	8/31/63
Conducted Trips	3,789	5,019	130	7/27/63
Interpretive Talks	39,604	51,767	1,200	8/13/63
Attended Stations	96,090	136,909	3,078	8/18/63
Self-guiding	210,000	499,000	7,455	8/31/63
Wilderness Use (hiking)	-	300	12	8/63
Overnight Use:				
Developed Auto Camps	36,850	47,944	1,029	8/9/63
Lodge 67% Cabins 33%	18,426	20,223	295	8/13/63
Water Use:				
Boating (launch towers)	2,414	3,101	52	7/14/63
Rowboats (rental)	-	2,500	41	7/63
Fishing	-	4,700	75	
Picnicking	-	19,464	1,100	
Winter Activities:				
Sightseeing	-	5,000	200	
Cross-country skiing	-	3,000	60	
Misc. snow play	-	70,000	700	

In 1968 a more detailed analysis of park visitation and visitor use trends was undertaken. The study indicated:

> Crater Lake National Park is a stopover rather than a terminal destination area. Visitation occurs predominantly between Memorial Day and Labor Day. In 1968, this period accounted for roughly 75% of the 578,000 total visitation. Autumn, September through November, received 15% of use; winter, December through February, received two per cent; and spring, March through May, received eight per cent.
>
> Park visitation is primarily sightseeing in nature and is increasing at a modest rate, projected at about 50,000 (+9%) annually. Camping pressure is increasing at a substantial rate, particularly in the self-contained vehicular class. During the summer the demand for overnight accommodations usually exceeds the park capacity of 290 campsites by early evening.
>
> The park is within three hours drive of several population centers such as Klamath Falls, Medford, Grants Pass, Eugene, and Bend, but 45% of summer visitation is from California, 26% from Oregon and eight per cent from Washington. The remaining 20% is from all other states, none of which accounts for a significant representation. Access to the park is through Klamath Falls to the south, Medford to the west, and Bend to the north.
>
> Picnic areas are well used. About two percent of summer visitors use park picnic sites. Hiking is relatively light, being centered around the trails to Cleetwood Cove, Watchman Lookout, Garfield Peak, with lesser use on the Mount Scott, Union Peak, and Cascade trails. Each summer three or four horseback parties ride the Cascade Trail. Fishing is common but light on the lake and minimal on park streams. Boating is confined to concession-operated boat tours on the lake. Winter use shows a great increase in oversnow vehicle use. Over 500 such vehicles were recorded during the winter of 1968-69; most use occurs from February through April.

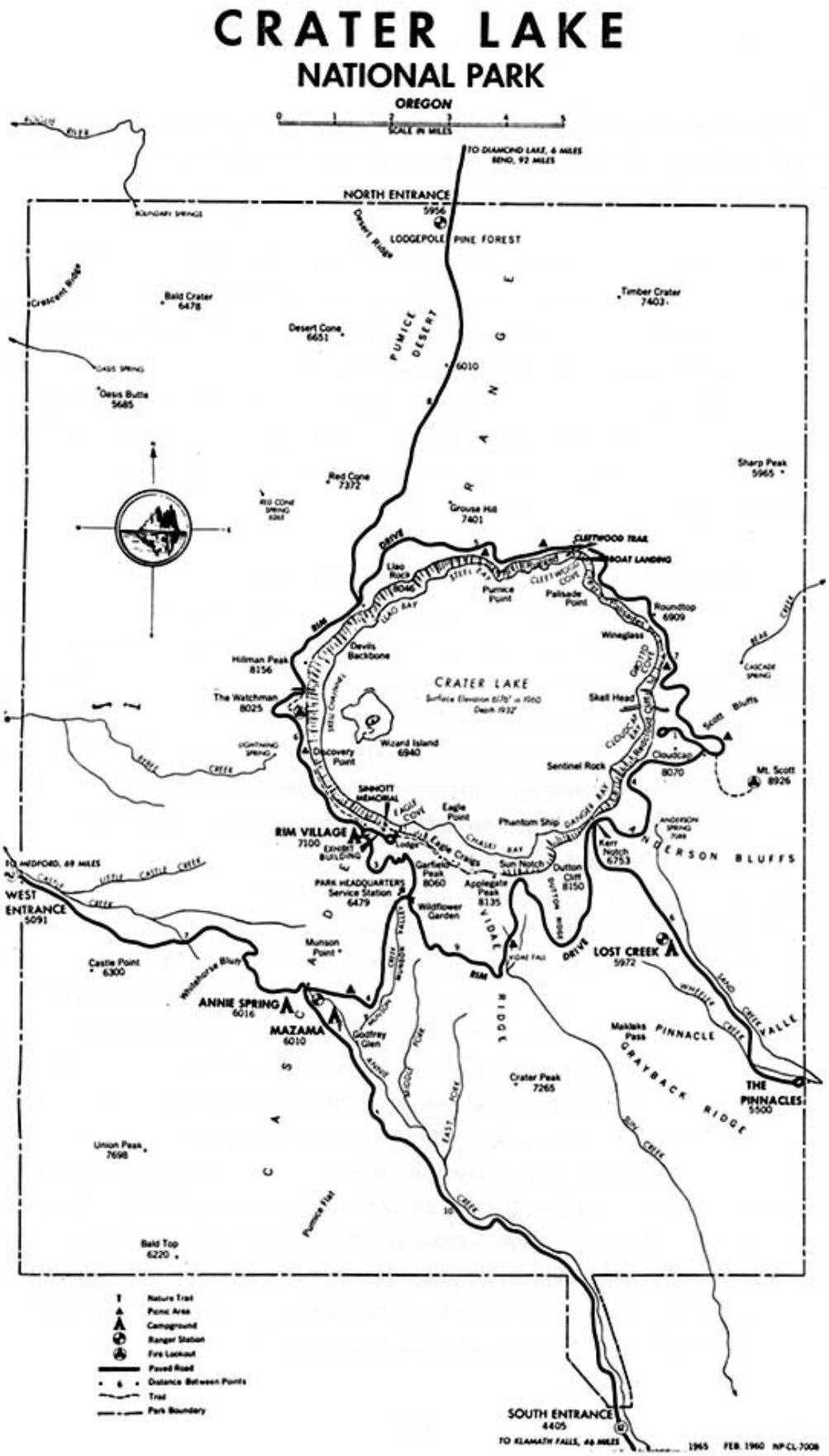
Significant trends in park use for the 1958-68 decade were:

> Camping increased from 36,850 in 1958 to 59,947 in 1968. In 1968 overflow camping amounted to 2,123.
>
> Camping pressure was heavy. The limiting factor was the number of developed sites; only 290 were available.
>
> Picnicking pressure was moderate.
>
> Hiking was steadily increasing from 7,000 in 1958 to 15,667 in 1968. This figure included guided walks.
>
> Launch Tours by the concessioner showed a dramatic increase from 2,414 in 1958 to 6,035 in 1968.

Despite such trends park management concluded:

> The trends regionally and in the park indicate increased visitor pressure. Our resource capacity has not been reached. Significant increases can be handled without going beyond the carrying capacity of this park and destroying the park values we must maintain. [66]

The Mission 66 program at Crater Lake included a variety of improvements to facilities and services designed to upgrade the quality of the "visitor experience" in the park. The elements of this "experience" were ably described in the annual park handbook. For the purpose of understanding the "visitor experience" in the park as a result of the Mission 66 program the 1965 edition of the handbook will be used. (A map of the park in 1965 may be seen below.)



Park orientation revolved around two loci. These were the Exhibit Building in Rim Village and the Sinnott Memorial. Orientation was also provided during the evening campfire programs.

The handbook contained pointers on how the visitor could explore the park on his own via roads and trails. Interpretive

markers were placed at many turnouts along the park roads. Among the points of interest that the visitor could explore on his own were Rim Drive, the Pinnacles, Cloudcap, and the Pumice Desert. Launch trips around the lake and boat trips to Wizard Island were highlights of any trip to Crater Lake.

A number of hiking trails were available to bring the visitor into close contact with nature. The recently-constructed 1.1-mile Cleetwood Trail, located on the northeast wall above Cleetwood Cove, led to the lakeshore from where the launches embarked. Trails led to Garfield Peak, Discovery Point, the Watchman, and Mount Scott. A self-guiding nature trail led through the Castle Crest Wildflower Garden less than one-half mile from park headquarters.

The naturalist program, described elsewhere in this study, consisted of four principal elements. These were information, lectures, campfire programs, and guided trips.

The handbook contained information that pertained solely to winter visits. The Park Service maintained two ski trails from Rim Village to park headquarters. On weekends and holidays from mid-September to mid-June the coffee shop at Rim Village offered light refreshments and souvenirs. Overnight accommodations were available at several locations near the park. The south and west entrances were maintained as all-year roads, while the north entrance and Rim Drive were closed from late September to July 1.

Free and non-reserved campgrounds were open from about July 1 to September 30, depending on snow conditions. Mazama and Annie Spring campgrounds, near the junction of the south and west entrance roads, and Rim Village Campground had fireplaces, tables, water, and flush toilets. Lost Creek Campground, on the road to The Pinnacles, had fireplaces, tables, water, and pit toilets. No utility connections were available for house trailers. The lodge and cabins at Rim Village were open from mid-June to mid-September. There were eight picnic areas equipped with tables and pit toilets.

The handbook listed a variety of services in the park. The lodge dining room was open during the same period that the lodge was in operation. In summer the cafeteria in Rim Village served meals from 7 a.m. to 8:30 p.m. During the winter it operated as a coffee shop on weekends and holidays. Groceries were available at the cafeteria. Rowboats and fishing supplies could be rented at the boat landing at the foot of Cleetwood Trail. A branch post office was located in the Administration Building at park headquarters. Protestant church services and Sunday School were conducted at Community House in Rim Village and at the amphitheater in Mazama Campground. Several 2-1/2-hour launch trips were provided each day, and scenic bus trips around Rim Drive, beginning at the lodge, were scheduled daily. A gasoline station was open during the summer near park headquarters. [67]

Peyton and Griffin continued to make improvements to the lodge during the late 1960s. During 1965-67 it was refurbished with new carpeting and furniture. In 1967 a partial sprinkler system was installed primarily to protect the lobby area against fire. [68]

While these improvements were underway the National Park Service negotiated a new 30-year contract with Crater Lake Lodge, Inc. The contract contained the usual provisions for the concessioner to provide lodging, food and beverage, transportation, service station, boat, and merchandizing services in the park. One of the innovations in the contract, however, provided that the concessioner would operate the park campgrounds on a fee basis with a reservation system. This set a precedent in National Park Service history since Crater Lake was the first park to introduce concessioner-operated fee campgrounds. The company also agreed to contract and operate a trailer village. [69]

Subsequently, Peyton and Griffin announced a $2,000,000, nine-year building program at Crater Lake. The ambitious plans, most of which were never fulfilled, included a 100-site trailer village adjacent to Mazama Campground, a 50-unit motel with coffee and gift shop at Munson Valley, replacement of the existing Rim Village cold-water cabins with modern single-family units, expansion of the existing cafeteria and gift shop, construction of a new 160-employee dormitory at Rim Village, and reconstruction of the lodge into a low-profile structure of 50-60 rooms having spacious dining and recreation facilities. [70]

Backcountry hiking became an increasingly popular form of recreation activity at Crater Lake during the late 1960s. This phenomenon was especially true after Congressional establishment of the Pacific Crest Trail on October 2, 1968. The trail extended for 33 miles through the park on its 2,350-mile circuit along the mountain ranges of the West Coast states from the Mexican-California border to the Canadian-Washington border. [71] Later in 1970 the fire access trails tha had been constructed in the 1930s were converted for use as backcountry hiking trails.

Visitation to Crater Lake during the 1970s averaged nearly 540,000 per year. The highest totals were 606,636 in 1976 and 617,479 in 1977 when Bicentennial-related travel contributed to rising visitation levels throughout the National Park System. The lowest visitation of the decade occurred in 1975 when only 427,252 persons entered the park as the result of the water

contamination crisis that closed the park for 21 days. Other factors that affected visitation levels during the 1970s were sporadic gasoline shortages and the rising cost of fuel.

In July 1977 the National Park Service conducted a visitor use study of the park. Included in the study was an analysis of existing visitor use patterns. Among the findings of the study were:

> Crater Lake is principally a day-use area, with approximately two-thirds of its yearly half million visitors staying less than four hours. Visitation occurs mainly in the summer, with 75 percent arriving from Memorial Day to Labor Day.
>
> For most visitors, a stop at Crater Lake is a part of a north-south trip which includes visits to other areas. Although the average visitor remains a short time, he has deliberately ventured off the main travel routes just to see the lake. Almost 80 percent of the visitors are West Coast residents, over half of these from California.
>
> For the small percentage of people remaining overnight (15 percent), about two-thirds of those camp in Mazama Campground, approximately half utilizing recreational vehicles. The 12-site Lost Creek Campground offers primitive camping and receives relatively light use, while Crater Lake Lodge and Cabins accommodate approximately one-third of the overnight demand.
>
> Backcountry use is still minimal, with the Pacific Crest Trail receiving the heaviest use. Winter use is also minimal (but steadily increasing), consisting mainly of regional residents sightseeing. Cross-country skiing and snowshoeing is largely concentrated around park headquarters and the Rim Village, while snowmobiling is restricted to the park road from the north entrance to the caldera rim.
>
> Heaviest day use activity is centered around Rim Village and Rim Drive, which affords many scenic overlooks. Rim Village now contains the main interpretive facility, Sinnott Memorial, and most of the support facilities, including a cafeteria, cabins, lodge, and store. During the summer, approximately 500 people a day hike down to Cleetwood Cove and take a launch for a guided tour around the lake.
>
> Limited information is provided at the entrance stations, and geologic interpretation is provided on the rim at Sinnott Memorial through personal services and exhibits. Approximately 20 interpretive waysides are located on the Rim Drive and more on the approach roads. Grayback Ridge Motor Nature Road offers an interpretive tour relating the theme of Evolution of a Landscape.
>
> The typical day visitors arriving from the south will proceed to the Rim Village, park their vehicles, and proceed to the rim for their first view of the lake or to the concessioner facilities and then to the viewing areas. They may attend one of the talks in the Sinnott Memorial and view the exhibits in the exhibit building.
>
> Depending upon the remaining time available, they may stop at other viewpoints, take a boat tour, or proceed on to their next destination.
>
> Visitors entering the park from the north receive information at the North Entrance Station and proceed toward the rim. At the road junction with the Rim Drive, they may choose either the longer route to the left with its numerous overlooks and viewpoints of the lake or the shorter route to the right along the west side of the lake to reach the Rim Village. [72]

In July 1975 some 1,500 park visitors and employees became sick as a result of sewage contamination of the park's water supply system. This necessitated the closure of the park for three weeks. Crater Lake Lodge, Inc., and Ralph Peyton were co-defendants in the ensuing litigation. Although their defense attorneys argued that the federal government, not the concessionaire, was ultimately responsible for the illness of park visitors, the jury decided that Peyton and his company demonstrated "wanton misconduct" in not warning guests of the outbreak of illness among concession employees.

Following the epidemic outbreak, the concession rights in the park were sold for $1,900,000 to the Canteen Company of Oregon, a subsidiary of Trans World Airlines, on March 1, 1976. Among the conditions incorporated in the terms of the transfer by the National Park Service were the following: (1) no possessory interest to be allocated the concessioner in 19 cold water cabins; (2) cold water cabins and two fourplex units to be removed within ten years; and (3) concessioner contract to be rewritten in compliance with the park's master plan provisions. Under the provisions of the contract for concession privileges in the park, the National Park Service owns the lodge subject to the small possessory interest gained by the concessioner through the subsequent installation of a sprinkler system. [73]

The current status of visitor services and facilities is reflected in the park's "Statement for Management" approved in October 1986. The document states that a "majority of the visitors come to the park to see the lake, may stop at some of the pullouts along park roads, and may participate in interpretive programs offered primarily in the Rim Village area." Two automobile campgrounds provide 210 sites. Mazama Campground (198 sites) has modern, cold-water comfort stations and an amphitheater for evening programs, while Lost Creek Campground (12 sites) is more primitive. Mazama is operated by the park concessioner and is sometimes the recipient of complaints since it lacks hot water and showers.

The Rim Village area is a complex of isolated structures dating primarily from the 1920s and 1950s that are connected by a network of roads, extensive parking areas, and walkways. Although originally developed as a rim promenade from which to view the lake, increasing visitation led to periodic expansion of parking and related facilities. At the present time pedestrians along the rim must remain cognizant of traffic movement and must cross busy traffic lanes and parking areas to reach many of the lake viewpoints and park facilities.

The concessioner operates 20 cold-water cabins behind the cafeteria building and the 80-room lodge, which are available to visitors for approximately 90 days each summer season. The lodge contains some substandard rooms and has various structural defects, conditions which have led to extensive debate and study during the 1980s as to the economic feasibility of rehabilitating and restoring the historic structure for continuing use. [74] The concessioner also operates a cafeteria/curio shop in Rim Village on a year-round basis and a summer season service station in Munson Valley, and provides bus tours around the Rim Drive and boat tours on the lake.

NPS facilities in Rim Village are limited. The old Community Building, now referred to as the Rim Center, serves as an auditorium for summer interpretive programs. The facilities are minimal, however, and the location does not attract heavy use. The structure was damaged severely by heavy snows during the winter of 1982-83 and currently is unsafe for winter use.

The Exhibit Building, a small structure on the rim now referred to as the Rim Visitor Center, is in an obscure location and visitation is low. This structure nevertheless serves as the principal contact point between NPS personnel and park visitors with the exception of the entrance stations. The building contains a small information and sales area and minimal exhibits.

The nearby Sinnott Memorial offers spectacular views of the lake. Regularly scheduled talks on the formation of the lake are given here, and a small exhibit room emphasizes the geological processes that created the lake. Access to the structure is via a steep path and stairs, and it is only open during the summer. [75]

The interim development concept plan that was adopted for the Annie Spring-Rim Village corridor in April 1985 calls for the expansion of visitor services and facilities in that area. The plan provides for the development of expanded camper services adjacent to the Mazama Campground in the area south of the campground entrance road, including a general store, snack service, shower and laundry facilities, gas station, and registration office for some 20-36 budget cabins. These cabins are to be constructed next to the campground and camper services facility, replacing the deteriorated cold water cabins in the Rim Village area. The plan also provides for the addition of up to fifty individual sites in the Mazama Campground and consideration of at least one nearby group campsite, pending further study and evaluation. Among the improvements contemplated at Rim Village are removal of the dilapidated cold water cabins behind the cafeteria building and the Community Building and development of a new interpretive facility plus an alternative for developing exhibits on park history on the second floor of the lodge. Improvements have been commenced on the lodge, including installation of a fire suppression sprinkler system to ensure the safety of visitors while ongoing studies are being undertaken to provide information on the economic and engineering feasibility of rehabilitating the existing lodge for "rustic" accommodations and provide additional information to facilitate continued evaluation of various options for possible adaptive uses and/or disposition of the structure. [76]

APPENDIX A:
Schedule of Basic Rates, 1938

1938
CRATER LAKE NATIONAL PARK
CRATER LAKE NATIONAL PARK COMPANY

Address of Park Operator

Summer: Crater Lake National Park, Medford, Oregon.
Winter: 3966 S. E. Hawthorne Blvd., Portland, Oregon.

Opening date June 15, 1938
Closing date September 20, 1938

Schedule of Basic Rates for the Season of 1938

-ooOoo-

All the rates of the authorized public utilities for service within the park are approved by the Government. They are subject to change without notice. The National Park Service has no direct supervision over the rates or services given outside of the park; such rates, where shown, are furnished for the information of the public. Employees of transportation lines, hotels, camps and stores are not Government employees.

AUTO-STAGE SERVICE FROM RAILROAD POINTS TO CRATER LAKE
July 1 to September 20

The Crater Lake National Park Company will operate regular daily automobile service from Medford and Klamath Falls, Oregon, to Crater Lake Lodge on the rim of the lake, and return to the same or other entrance gateway as desired; round trip, with lake boat trip privilege, per person $8.00

Round trip from either Medford or Klamath Falls and return for private parties, plus the regular stage fare for the number of people occupying the car, per day $16.00

Automobile Schedules:

From Medford: Automobile stages leave the Southern Pacific Depot at 9:00 A. M. Stages call at all hotels before starting for park. Stages arrive at Crater Lake Lodge at 11:30 A. M.

Returning to Medford, automobile stages leave Crater Lake Lodge at 3:00 P. M., arriving in Medford at 5:30 P. M.

From Klamath Falls: Automobile stages leave railroad depot and call at the principal hotels at 8:00 A. M., and arrive at Crater Lake at 10:00 A. M.

Returning to Klamath Falls, automobile stages leave Crater Lake Lodge at 4:45 P. M., arriving at Klamath Falls about 6:30 P. M.

Note: Revision in railroad time schedules may alter slightly the above stage schedules. However, visitors need not be concerned over slight changes, as the stages will meet both the northbound and southbound morning trains arriving in Klamath Falls daily; similarly will meet the northbound and southbound trains into Medford; and outgoing stages will depart for Medford and Klamath Falls each afternoon in time to meet outgoing trains at these points.

TRANSPORTATION WITHIN THE PARK

Automobiles:

The Crater Lake National Park Company operates an automobile service at the lodge available for hire within the park. Regular trips within the park are made at the following rates:

To Sunset Drive, to the summit of the road at the Watchman, a 10-mile drive, per person $1.00

Round trip, per passenger, from Annie Spring Checking Station to Crater Lake Lodge for people coming into the park in FOR HIRE cars 1.50

Launches and Rowboats:

The Crater Lake National Park Company operates a launch and rowboat service at the lake, which is available from July 1 until the day after Labor Day. Regular trips are made at the following rates:

Around Phantom Ship and Wizard Island, about 15 miles; launches leave boat landing at 9:00 A. M. and 2:00 P. M.; stop-over at island, if desired, per person $2.00

Wizard Island and return; launches leave boat landing hourly, beginning at 9:00 A. M.; stay on island as long as desired: last launch leaves island for return trip at 4:30 P. M., per person 1.00

Rowboats, one person, per hour 50
Each additional person, per hour 25

(Rowboats are available between the hours 8:30 A. M. and 5:00 P. M.)

A complete line of suitable fishing tackle is available at the boat landing for purchase or rental.

Automobile Repair Rates:

Mechanic's time, per hour, $1.50; new parts, list price plus transportation charges.

Gasoline and lubricants are available at the service station near Park Headquarters throughout the season.

ACCOMMODATIONS

Hotel:

Crater Lake Lodge, on the rim of the lake, furnishes complete hotel service. It is of stone and frame construction and contains 105 sleeping rooms, a large number with baths. The rates are as follows:

	Persons	European Plan	American Plan
Room with bath and twin beds	2	$7.50	$13.50
Room with bath and twin beds	3	8.00	17.00
Room with bath and twin beds	4	8.50	20.50
Room with bath and double bed	1	5.50	8.50
Room with bath and double bed	2	6.50	12.50
Room with toilet and double bed	1	4.00	7.00
Room with toilet and double bed	2	5.00	11.00
Room with hot and cold water, double bed	1	3.00	6.00
Room with hot and cold water, double bed	2	4.00	10.0
Room with hot and cold water, two beds	3	4.50	13.50
Room with hot and cold water, two beds	4	5.00	17.00
Room with bowl and pitcher, double bed	1	2.50	5.50
Room with bowl and pitcher, double bed	2	3.00	9.00
Room with bowl and pitcher, two beds	3	3.50	12.50
Room with bowl and pitcher, two beds	4	4.00	16.00
Extra cot in room		1.00	

Meals for guests not occupying room:

Breakfast, $0.75; Luncheon, $1.00; Dinner, $1.25.

Dining room in Lodge open July 1 to Labor Day.

Guests wishing to take meals at Cafeteria instead of Lodge Dining Room will be charged European Plan rate.

It is expressly understood that where connecting rooms have access to private bath, each room is to be considered as having private bath, unless one or more of the rooms are locked off from bathroom. Children under eight years of age are charged half rates; children eight years of age or more are charged full rates. Babes in arms, no charge.

Housekeeping cabins:

Modern housekeeping cabins may be rented by the day and are located in close proximity to the cafeteria and store. Rates for this service are as follows:

Cabin without linen and blankets, including wood, per day $2.00
Cabin with linen and blankets, including wood, per day $2.75
Extra cot in cabins, per day $1.00

CAFETERIA AND STORE

A large stone building, located on the new village site at the rim, houses the cafeteria, store, and studio, where provisions, tourists' supplies, fishing tackle, etc., are sold at reasonable rates.

During the height of the tourist season, the cafeteria is open between the hours of 6:30 A. M. and 9:00 P. M. The same standard of meals may be secured at the cafeteria as at the lodge, and at reasonable rates.

PHOTOGRAPHIC STUDIO

The new modern photographic studio in the cafeteria building has on sale photographic souvenirs, post cards, enlargements done in oil, camera supplies, etc. A quick developing service is also maintained for the convenience of park visitors.

Approval recommended:
Acting Director.

Approved: APR 19 1938
Assistant Secretary.

RG 79, Central Files, 1933-39, File No. 900-06, Crater Lake Co., Part 1, Crater Lake, Public Utility Operators, Crater Lake National Park Co., Rates, 1938.

APPENDIX B:
Schedule of Basic Rates, 1948

1948
CRATER LAKE NATIONAL PARK
CRATER LAKE NATIONAL PARK COMPANY

Address of Park Operator

Summer: Crater Lake, Oregon
Winter: 5966 S. E. Hawthorne Blvd., Portland, Oregon.

SCHEDULE OF BASIC RATES FOR THE SEASON OF 1948

-ooOoo-

All the rates of the authorized public utilities for service within the park are approved by the Government. Employees of the hotels, camps, and transportation lines are not Government employees. Any suggestions regarding service furnished by those public utilities should be made to the superintendent.

The National Park Service has no direct supervision over the rates or the service given outside the park: rates are furnished for the information or the public.

AUTO-STAGE SERVICE FROM RAILROAD POINTS TO CRATER LAKE

The Crater Lake National Park Company will operate regular daily automobile service from Grants Pass and Klamath Falls, Oregon to Crater Lake Lodge on the rim of the lake, and return to the same or other entrance gateway as desired: round trip with Sunset Drive trip,

per person	$10.00
one way trip	6.00

Round trip from either Grants Pass or Klamath Falls and return for private parties, plus the regular stage fare for the number of people occupying the car, per day $20.00

AUTO STAGE SCHEDULES:

Schedules for train and bus connections will be announced at a later date.

CAFETERIA RATES

BEAKFAST:

	$		$
Tomato Juice		Grapefruit	
Orange Juice	.20	Cantaloupe	.20
Prunes	.20	Bacon and Two Eggs and Coffee	.25
Cooked or Dry Cereal and Cream	.15	Bacon	1.00
Hot Cakes, Syrup, Butter	.25	Eggs (2)	.50
Ham and Two Eggs and Coffee	.25	Toast	.40
Ham	1.00	Coffee, Tea or Milk	.10
Ham or Bacon and Hot Cakes	.50		.10
	.75		

LUNCHEON AND DINNER:

Soup	.20	Bread and Butter	.10
All Salads	.25	All Pies	.15
All Meat Orders, including Potatoes and Gravy	.90	Ice Cream	.20
Chicken Pie	.90	Watermelon	.25
Columbia River Salmon	.85	Pie A La Mode	.35
Macaroni and Cheese	.35	Tea, Milk	.10
Baked Beans	.30	Coffee	.10
		All Vegetables per order	.15

FOUNTAIN SERVICE:

Milk Shakes	.20	Pepsi Cola	.10
Ice Cream Sodas	.20	Soda Pop	.10
Ice Cream Sundaes	.25	Ice Cream Cones	.10

DINING ROOM MEALS

For patrons not stopping in the Hotel

Breakfast	$1.25
Luncheon	1.50-1.75 Steak
Dinner	2.50-3.00 N.Y. Sirloin Steak
Room Service	$ .50 Per person

STORE, CAFETERIA, AND SLEEPING CABINS

A large stone building, housing the cafeteria, store, and studio, where provisions, tourists' supplies, etc., are sold is located on the new village site at the rim.

During the height of the tourist season, the cafeteria is open between the hours of 6:30 A.M. and 9:00 P.M. The same standard of meals may be secured at the cafeteria as at the Lodge.

The sleeping cabins may be rented by the day and are located in close proximity to the cafeteria and store. Rates for this service are as follows:

SLEEPING CABINS, Operated Under European Plan:

There are 22 sleeping cabins available at the rim. These are single room cabins, 12x16 feet in size and are equipped with cold running water, oil heater, electric lights, one double bed with linen and blankets, and 2 half beds with linen and blankets. Rates are as follows:

PERSONS	Rate per Cabin per Night
1 or 2	$3.00
3	3.75
4	4.50

Deluxe Cottages, Operated Under European Plan:

There are also two unit deluxe cottages, containing 4 rooms each. Maid service is furnished and each room is equipped with hot and cold running water, electric lights, private toilet and shower, automatic hot water and heat thermostatically controlled, one double bed and 2 half beds with linen and blankets. Rates for these rooms are as follows:

PERSONS	Rate per Room per Night
1	4.00
2	6.00
3	7.00
4	7.50

Gasoline and Oil:

Gasoline and lubricants are available throughout the season at the service station near park headquarters, at following prices:

Chevron Gasoline	$ .27 per gallon
Chevron Supreme Gasoline	.29 per gallon
Kerosene	.28-1/2 per gallon
Cleaning Solvent (Chevron)	.27-1/2 per gallon
R.P.M. Motor oil	.38 qt., $1.40 gal.
Standard Penn	.38 qt., $1.40 gal.
Zerolene	.20 qt., $0.80 gal.

TIRE SERVICE

Patch, tube	.25
Service Charge, Dismounting and mounting Tire	.50
Install Tire Boot	.15
Battery Charge, installed in car	$1.00
Battery Charge, not installed in car	.75
	$1.25 to

Grease Job, depending on make of car $2.15

GARAGE MECHANICAL SERVICE AND EMERGENCY ROAD SERVICES

Service car for tire service, delivery of gas, oil or parts, (one-half hour minimum) per hour $3.00
Towing, or mechanical first aid, (one half hour mininum) per hour 5.00

Road service rates include use of tow car or service car and time of one man. When car is waiting, or while roadside repairs are being made, there will be no charge for the car, but the man's time will be charged for at shop rates. Shop rates will also be charged for time of extra man, if required, from the time he leaves the shop until his return.

Automobile Repairs:

Mechanics' Time, per hour . . . . . $ 2.00
New Parts, list price, plus transportation charges . . . . . .

Launches and Rowboats:

The Crater Lake National Perk Company operates a launch and rowboat service at the Lake, which is available from July 1 until the day after Labor Day. This equipment has been inspected by the Bureau of Marine Inspection and Navigation for compliance with safety regulations. Regular trips are made at the following rates:

Launch Trips:

Around Phantom Ship and Wizard Island, about 15 miles; launches leave boat landing at 9:00 A.M. and 2:00 P.M; stop-over at island if desired, per person . . . . . $ 3.00

Wizard Island and return; Launches leave boat landing hourly, beginning at 9:00 A.M.; stay on Island as long as desired; last launch leaves Island for return trip at 4:30 P.M. per person . . . . . $ 1.50

Rowboats for Fishing:

A launch will tow fishermen and their boats to fishing grounds. Launch will call for them at 4:30 P.M. for return to boat landing.

Each way, per boat . . . . . $ 1.00
Rowboats, per hour . . . . . $ 1.00
Rowboats, per day, 8 hours . . . . . $ 3.50

A complete line of suitable fishing tackle is available at the boat landing for purchase or rental.

RG 79, Central Files, 1933-49, File No. 900-02, Part 3, National Park Service, Crater Lake Park Company, Contract, 1948.

APPENDIX C:
Crater Lake National Park Annual Visitation

1902	Unavailable	1952	323,410
1903	Unavailable	1953	332,835
1904	Est. 1,500	1954	370,554
1905	Est. 1,400	1955	343,839
1906	Est. 1,800	1956	359,840
1907	Est. 2,600	1957	330,499

1908	5,275	1958	333,893
1909	4,171	1959	340,989
1910	Est. 5,000	1960	330,398
1911	Est. 4,500	1961	415,567
1912	5,235	1962	592,124
1913	6,253	1963	475,684
1914	7,096	1964	494,057
1915	11,371	1965	480,478
1916	12,265	1966	552,531
1917	11,645	1967	499,357
1918	13,231	1968	578,271
1919	16,645	1969	544,932
1920	20,135	1970	534,962
1921	28,617	1971	557,958
1922	33,011	1972	594,343
1923	52,017	1973	539,708
1924	64,312	1974	525,030
1924	65,018	1975	427,252
1926	86,019	1976	606,636
1927	82,354	1977	617,479
1928	113,323	1978	580,061
1929	128,435	1979	446,397
1930	157,693	1980	484,256
1931	170,284	1981	536,719
1932	109,738	1982	484,283
1933	96,512	1983	429,586
1934	118,699	1984	499,945
1935	107,701	1985	427,927
1936	180,382		
1937	202,403		
1938	190,699		
1939	225,101		
1940	252,482		
1941	273,564		
1942	100,079		
1943	28,637		
1944	42,385		
1945	77,864*		
1946	188,794		
1947	289,681		
1948	243,533		
1949	255,610		
1950	328,041		
1951	306,668		

* 1945 and preceding years are based on travel year ending in September.

crla/adhi/chap15.htm
Last Updated: 13-Aug-2010

CRATER LAKE

Administrative History

VOLUME II

CHAPTER SIXTEEN:
INTERPRETATION IN CRATER LAKE NATIONAL PARK: 1916-PRESENT

While Crater Lake National Park did not provide organized interpretive or educational activities until 1926, some efforts were made in the early 1920s to provide visitors with information on the natural history of the park. In 1922, for instance, Superintendent Sparrow observed that an "ever-increasing interest in nature studies is manifested by visitors to the park, and a book on the botany of the park, giving descriptions and illustrations that would enable the layman, as well as scientific botanists, to identify the various flowers and trees, is in demand." [1]

In 1924 Superintendent Thomson made provision for the University of Oregon to assign F. Lyle Wynd, a 22-year-old student, to conduct nature studies at Crater Lake. He initiated "a study of willows as to the availability of feed for ruminants" in the various valleys of the park. Besides conducting the study in 1924 and 1925 Wynd served, according to Thomson, as a "flunkey," becoming generally acquainted with the park flora, fauna, and geology. [2]

Organized interpretive activities, or educational/naturalist services as they were first called, were commenced at Crater Lake National Park during the summer of 1926. At the request of Ansel Hall, chief naturalist of the National Park Service, Dr. Loye Miller, an eminent naturalist from the University of California, organized such services which extended from July 1 to August 15. Miller, who had helped initiate an educational program at Yosemite, was appointed as acting park naturalist. He was assisted at Crater Lake by his son Alden H. Miller and two students, Leigh M. Larson and Ruth Randall, the latter two acting as volunteers in charge of wildflower displays. Some years later Miller would reminisce humorously about his early experiences at Crater Lake:

> Just as had been the case at Yosemite, we were appointed as rangers. My duties at Crater Lake included Nature Guiding, directing traffic, comforting crying babies, rounding up stray dogs, and a wild drive down the mountain to Medford Hospital with a writhing appendicitis patient and his distracted wife in the rear seat. [3]

The embryonic naturalist staff was stationed in Rim Village with headquarters in the Community House. In addition to manning the visitor information desk in that building the staff prepared a series of exhibits, including a fifty-specimen bird collection, a small rock collection, and a plant display featuring thirty species of wildflowers and six conifers. The staff also began printing "Park Nature Notes" for distribution to park visitors.

During 1926 the staff headed by Miller made personal contacts with more than 6,000 visitors. Nightly lectures (except Sunday) were given at Crater Lake Lodge and the Community House on such subjects as the geologic history of the Cascade Range, formation of Mt. Mazama and Crater Lake, glacial action in the park, geology of Llao Rock, history of Wizard Island, forest trees and diseases, flora and fauna of the area, and lantern slides of the Cascades and Crater Lake. Daily guided "field excursions" (except Monday) began at the Community House and went on various

routes: both directions along the rim; through the meadows toward Government Camp; along the old road east of the lodge leading toward Government Camp; and through the forest back of the Community House. [4]

The Nature Guide Service, as it came to be called, was continued by Miller in 1927. He was assisted by his son, who was promoted to temporary ranger naturalist, and Leigh Merriam-Larson, a volunteer assistant. That year Superintendent Thomson reported:

> This work is, beyond question, the most popular and worthwhile service ever accomplished at Crater Lake, and I am hopeful of seeing its usefulness expanded by more adequate personnel and at least some minor equipment.

The naturalist program remained much as it had the previous year except that daily field excursions were commenced at the lodge to promote greater visitor participation. [5]

During 1927 initial discussions were held concerning establishment of an observation point on the rim of the lake that would serve educational purposes. Those participating in the discussions were Superintendent Thomson, Miller, and Dr. J.C. Merriam, president of the Carnegie Institution of Washington. Miller recommended that the observation point or station "should be architecturally in harmony with the adjacent landscape" and located "at Victor Rock or at some other strategic point near by." The station should be educational, inspirational, and informative and "should utilize the unique features of the park in such way that they would convey their own message with a minimum of assistance from simply worded statements." The "matters presented should be few" and "mainly geological in nature." Such points should include: Llao Rock, Wizard Island, Devil's Backbone, Dutton Cliff, Feeder Dikes (with. telescope), glacial valleys, and the Cascade Range with its studding cones. The idea of time "should be stressed to emphasize the fact that the present is a result of continuous processes that are still in action." The geological processes were "intimately related with the biologic," and thus flora and fauna issues should be given attention at the station. Research and field data collection should be conducted by authorities in the field, and provision should be made for the periodic residence of such experts in the park. These discussions set the stage for the eventual construction of the Sinnott Memorial in 1931. [6]

Meanwhile the park educational program in 1928 was placed in charge of Acting Park Naturalist Earl V. Homuth, a professor of biology at the University of California, San Diego. The summer activities, which extended from July 1 to August 22, included:

> Field Trips -- 38 (attendance 590)
> Lectures -- 76 (attendance 4,880)
> Contacts (Rim, Lodge, Community House) -- over 5,000

Three issues of 100 copies each of "Nature Notes" were printed to supplement the lectures and guided field trips. [7]

In 1929 the park information department, as it was referred to, was again in charge of Acting Park Naturalist Homuth, assisted by one temporary ranger naturalist and two volunteer assistants. Some 65,000 free government leaflets were distributed at the information office and temporary museum in the Community House and park ranger stations during the summer. The leaflets had been prepared by Homuth and his staff and covered topics such as geology, wildlife, and natural history in the park. Two lectures were given each evening, one at the temporary museum and one at the lodge. A total of 94 lectures were given to some 11,235 park visitors. In addition some 53 guided tours were conducted daily "over areas about the rim," a total of fifty such trips being made during the summer with an attendance of 1,277.

A natural wildflower garden named Castle Crest Garden was established near Government Camp

in 1929. Some 200 species of park flowers were planted in the garden, and regularly scheduled tours were conducted through it. Metal labels were placed along the trail to identify the various plants. In addition a labelled nature trail was established along the rim from the lodge to a new lookout point some 1.3 miles westward. [8]

During the summer of 1929 a "Plan of Administration of the Educational Activities of Crater Lake National Park" was prepared by NPS Chief Naturalist Ansel F. Hall, Acting Park Naturalist Earl V. Homuth, and Superintendent Solinsky. The plan, which was approved by NPS Director Albright on August 10, included a brief statement of the principles of current operation which was to serve as an informative guide for the immediate use of the park educational staff and as a basis for developing a long-range administrative program to govern the expanding park educational program. The plan was based on the previous years experience of the park educational staff as well as the insights gained by the staffs of other parks where educational activities had been developed more completely.

The plan outlined the staffing requirements for the park educational program. It called for the hiring of a permanent year-round park naturalist to administer the program as soon as possible. The existing staff consisted of an acting park naturalist (temporary summer appointment), two ranger naturalists (temporary summer appointments), and one volunteer assistant. The educational staff would continue to have its offices in Community House.

The responsibilities of persons serving in these positions were outlined in the plan. Aside from administering the park educational program the major duties of the park naturalist were to include museum and library development, writing and editing park publications, compilation of scientific research data on the park, and arrangement for special services to park visitors.

The ranger naturalists were chosen for their training in the natural sciences and their ability to present information to the public. Their duties included conducting field trips, delivering lectures, dispensing information, and serving in the park museum. Provision was made for employment of volunteer assistants to conduct special studies and undertake other projects in support of the park's educational activities.

The plan detailed the level of existing educational activities for the public at Crater Lake. There were four guided field trips: Watchman Trail (1-1/2 hours), Trail to Lake Shore (2-1/2 hours), Garfield Peak (3 hours), and Bell Canyon (2-1/2 hours). Lectures were presented at the Community House and Crater Lake Lodge each night except Sunday. The museum and general information office at the Community House was open daily from 9 a.m. to 10 p.m. Rim information service was provided daily (noon to 5 p.m.) by a ranger naturalist. Other educational activities included maintenance of the wildflower garden and the sale and distribution of park publications.

In addition the plan listed six new permanent projects which would form the nucleus of park educational efforts during the next several years. These were:

1. Collection and installation of exhibits in the museum.

2. Installation of view finders, exhibits, and information data in lookout stations at Victor Rock and on Watchman Trail.

3. Labeling and maintenance of nature trails--Rim Trail, Trail to Lake, Bell Canyon Trail to Wild Flower Garden, and Garfield Trail.

4. Development, labeling, and maintenance of wildflower gardens--Castle Crest Garden and Rim Garden.

5. Educational staff publications--Nature Notes (monthly), Natural History Leaflets, Park Manual of Information (cumulative), and Manual of Instruction for Educational Workers.

6. Establishment and maintenance of a park library. [9]

The position of park naturalist was made permanent by the 1931 fiscal year appropriation act. Homuth, who had served as acting park naturalist on a seasonal basis since 1928, was named to fill that position. [10] Because of illness, however, he was forced to resign suddenly in July 1930. F. Lyle Wynd, ranger naturalist, was appointed to assume temporary charge of the park's educational activities. In an effort to help the fledgling program Dr. Harold C. Bryant, assistant NPS director for educational activities, visited the park that summer.

Increasing numbers of visitors participated in the park educational programs during 1930. Some 107 evening lectures were presented to 10,310 people at the lodge and Community House. The lectures at the latter were illustrated with lantern slides and moving pictures. Some 2,330 persons participated in 112 field trips, two of which were taken to various sections of the park each day.

The building formerly occupied by Kiser's Studio at the rim was converted for use as a visitor contact/information station in 1930. The structure, which became generally referred to as the Information Building, had been sold to the Crater Lake National Park Company, and the park concessioner agreed to permit government use of the structure without remuneration. It was estimated that about 90 percent of the park visitors came into contact with the park naturalist staff at this facility. Sales of government publications increased markedly during the year, the number of National Park Portfolios sold, for instance, rising from 54 to 1,000. Some 2,000 copies of the park "Nature Notes" were distributed. [11]

The Crater Lake National Park educational program was greatly expanded during the summer of 1931. Setting the philosophical basis for the program was a "Memorandum Regarding Relation of Aesthetic to Scientific Study in an Educational Program at Crater Lake," prepared by John C. Merriam, president of the Carnegie Institution of Washington on June 14, 1931. In the memorandum Merriam discussed four features of nature appreciation which were incorporated in the park's educational program. These aspects were:

1. Elements of special human appeal of the personal type. Included in this group are many features associated with joys or sorrows of previous life, also factors which have favorable influences on the individual through stimulation to activity or through influences bringing rest or relief.

2. That which has appeal to the sense of beauty or proportion as it is interpreted by the artist, and with the minimum of expression of purely individual personal appeal. The color sense, symmetry, balance, contrast, and unity in the pattern of nature sum up much of what would be included.

3. Features that force upon our attention recognition of magnitude, power, majesty, and law in nature. These aspects of nature produce a feeling of awe which may in one direction become fear or in another may be the basis of reverence.

4. Recognition of that which lies behind the superficial features, represented in the moving element through which the picture has been produced. These factors may be transmuted into what has been referred to as natural law. This type of appreciation means seeing nature as a living, moving, growing thing. . . . [12]

The growing educational program was centered around the projected Nicholas J. Sinnott Memorial Observation Station and Museum that was to be built with a $10,000 appropriation

made by Congress on July 1, 1930. Sinnott, who had died in 1929, had been a member of the House of Representatives from Oregon during 1913-28 and as chairman of the Committee on Public Lands from 1919-29 had been a strong supporter of Crater Lake National Park. In providing for the memorial Congress acted upon the recommendation of Louis C. Cramton, chairman of the subcommittee of the House Appropriations Committee handling Interior Department appropriations. The Sinnott Memorial is significant since it was the first museum building to be constructed in a national park with funds provided by a specific congressional appropriation.

Construction of the Sinnott Memorial, located on Victor Rock, was commenced during the fall of 1930. Plans for the structure were developed by Chief Landscape Architect Thomas C. Vint and Assistant Landscape Architect Merel S. Sager of the NPS Landscape Division and approved by the NPS Educational Division and John C. Merriam, who had become chairman of the Secretary of the Interior's Advisory Committee. Through the cooperation of the Carnegie Institution of Washington, the sum of $5,000 was made available for placement of exhibits and telescopes in the memorial. The Carnegie funds were transmitted through the National Academy of Sciences, which appointed a committee headed by Merriam to cooperate with the Park Service in the installation of the equipment. [13]

The Sinnott Memorial was dedicated with special ceremonies on July 16, 1931. Donald B. Colton, a representative from Utah and chairman of the House Committee on Public Lands, gave the dedicatory speech. Colton had succeeded Sinnott as the chairman of the committee. Colton stressed the untiring efforts of Sinnott in interesting the national authorities in Crater Lake and obtaining for Oregon's national park funds with which improvements had been made. Among those attending the ceremonies were NPS Director Horace M. Albright, William G. Steel, and nine members of the Committee on Public Lands. [14]

During the summer of 1931 exhibits, emphasizing the beauty and scientific aspects of the Crater Lake story, were placed in the Sinnott Memorial. Nine exhibit boxes were sunk in the masonry of the parapet to interpret the park's principal themes:

1. Volcanoes of the Northwest
2. Why We Believe a Great Volcano Existed Here
3. Building Up of the Mountain
4. Glaciation
5. Destruction of the Mountain
6. Latest Volcanic Activity
7. Crater Lake
8. Beauty of Color
9. Beauty of Form

Between and outside of these boxes ten pairs of field glasses and two binocular telescopes (battery commander) were mounted in fixed position in order to tell the story of Crater Lake in a consecutive manner. Other installations placed in the memorial included a cast relief model of Crater Lake and vicinity which had been presented to the park earlier by the Crater Lake Company, exhibits related to experiments to determine the color of the lake's water and the color of light transmitted through the water, a small stand to be used by visitors to identify color, color harmony, and landscape composition, and a charred cross-section of a three-foot log of Western yellow pine which had been found buried beneath some 60 feet of ash at a road excavation some ten miles southwest of the rim.

During 1931 new educational activities were integrated with the observation, information, and lecture services at the Sinnott Memorial. The expanded activities were developed under the direction of the new park naturalist, Donald S. Libbey, and Ansel F. Hall, NPS Senior Naturalist

and Forester. [15] A Naturalist Guided Automobile Tour was inaugurated. The tour consisted of a twenty-minute lecture on the geological history of Crater Lake followed by a directed 16-stop, three-hour circuit around the rim of the lake. Beginning on July 17 a program of four alternative lake boat rides was offered, ranging from a full day to approximately three hours under the title "Trips on Crater Lake with the Ranger-Naturalists." Plans were developed for the printing of three leaflets to serve as guides for the parapet views at the memorial and the auto and lake trips. [16]

Park educational activities were placed under what was referred to as the Research and Educational Department in 1932. Libbey expanded the program with the assistance of three seasonal ranger-naturalists. It was necessary to assign individuals from the regular ranger personnel to assist in the work since there was an increase of more than 100 percent in educational contacts compared to 1931. Total contacts were reported to be 49,206 or 44.8 percent of the total visitors. Some 342 lectures with 6,971 persons in attendance were given along the parapet of the Sinnott Memorial. Park personnel participated in 22 radio broadcasts on the lone Medford radio station and gave two lectures outside the park, thus increasing public awareness of park activities.

Nightly lectures and daily field trips continued to be the mainstays of the park educational program. Chalk talks were introduced as an added feature of the lectures. The most popular field trip, according to Superintendent Solinsky, was the "conducted rim caravan tour." Some 82 auto tours were conducted with a total of 365 cars and 1,276 persons participating. A new field trip was added to the program schedule, consisting of a 3-1/2-hour hike around the rim to the foot of Watchman Peak with a climb up the new Watchman Trail to the Watchman Lookout, a new structure housing forest protection exhibits.

During 1932 a number of individuals visited the park to aid the development of the park research and educational program. These included: Dr. Harold C. Bryant, NPS assistant director; Earl E. Trager, Branch of Research and Education; Verne E. Chatelain, historian, Washington Office; John C. Merriam, president, Carnegie Institution of Washington; Worth Ryder, University of California, Berkeley; and a committee of five with Dr. C.V. Boyer as chairman from the University of Oregon. [17]

Visits such as these continued to be made during 1933 and 1934. As a result several studies were prepared that analyzed the educational program in terms of the visitors' experiences in the park. A study was undertaken to examine the park's scientific features to develop an integrated program whereby visitors to Crater Lake could be brought into contact with both the aesthetic and scientific features of the park environment. The most significant study to result from such efforts was prepared on May 1, 1934, sponsored jointly by the Carnegie Corporation of New York and the University of Oregon. It was entitled, "Preliminary Report on the Crater Lake Project: A Study of Appreciation of Nature Beauty." [18]

Park Naturalist Libbey was furloughed from the park staff in November 1933 to serve in the Emergency Conservation Work (ECW) program. For some three years that position was filled by temporary assignments. While the summer program continued, Superintendent Canfield observed that "development common to most parks as a result of emergency monies and technical assistants" was lost at Crater Lake "due to the absence of a year round head."

Despite the lack of a full-time year-round park naturalist, Crater Lake continued to attract highly qualified seasonal naturalists from across the nation. Active searches were conducted to bring academically trained experts in various fields of science to the park each summer. In 1934, for instance, the seasonal ranger-naturalist staff consisted of the following:

E.I. APPLEGATE, BOTANY

Acting Curator, Dudley Herbarium, Stanford University

J.S. BRODE, WATER BIOLOGY
Instructor, Santa Monica Junior College

B. CAMPBELL, ECOLOGY
Graduate Student, Johns Hopkins Medical School

R. HENDERSON, PROGRAMS
Instructor, Secondary Schools, Medford, Oregon

E.G. MOLL, AESTHETIC INTERPRETATION
Professor of English, University of Oregon

W.D. SMITH, PH. D., GEOLOGY
Professor of Geology, University of Oregon

C.R. SWARTZLOW, PH. D., GEOLOGY
Instructor of Geology, University of Missouri

W.C. THOMAS, ZOOLOGY
Graduate Student, University of Southern California

H.H. WAESCHE, GEOLOGY
Instructor of Geology, Virginia Polytechnic Institute

Following the 1934 tourist season Acting Park Naturalist Warren G. Moody prepared a "Ranger-Naturalist Temporary Manual of Operation" to aid the park educational program. The manual was designed to provide seasonal personnel with data that had been used in various programs and guided tours. Included in the manual were sections dealing with Garfield Peak, Special Boat Trip, Wizard Island, Rim Caravan, Sinnott Memorial, and Community House. [19]

Facilities for the park educational activities posed problems for administrators during the mid-1930s. The Sinnott Memorial was used each summer, but "leaks in the roof and lack of funds to complete and improve the original construction prevented completion of the interior of the building as originally planned." The Community House was " partially broken in and badly wracked from heavy winter snows" in 1935 and was considered to be "unsafe." Nevertheless, it continued to be used for evening programs and a temporary museum. [20]

Research in support of park educational activities became a significant component of the Crater Lake program during the mid-1930s. Botanical research for the classification of plants and flowers was conducted by Dr. Elmer I. Applegate, a nationally recognized authority and acting curator of the Dudley Herbarium at Stanford University who was hired on a temporary basis for several summers. He developed a checklist of 550 species of plants, flowers, shrubs, and trees and conducted a study of the trends of vegetation succession in the park. Ornithological studies were carried out by Drs. L.H. and A.H. Miller of the University of California, Los Angeles and Santa Barbara, respectively. Fresh water life research projects were conducted in relation to the species of plants and organisms in the lake. Geological research was performed by Dr. Howel Williams, professor of geology at the University of California, under the sponsorship of the Carnegie Institution of Washington. The Carnegie Institution also supported research by Dr. Edison Pettit and the Mt. Wilson Observatory as to the scientific explanation for the blueness of the lake's water. Other research topics conducted by the ranger-naturalist staff included Mt. Mazama, caves and waterfalls, physiography, lake ecology, rodents, aesthetics, and place names. [21]

The various studies resulted in a number of publications. Examples of articles that appeared in scientific journals were Warren D. Smith and Carl R. Swartzlow, "Mount Mazama: Explosion versus Collapse," Bulletin of Geological Society of America, XLVII (December, 1936), and F. Lyle Wynd, "The Floral Wealth of Crater Lake," Natural History (June, 1937). In 1941 Howel Williams published Crater Lake: The Story of Its Origin, a book that has since gone through several revised editions.

In 1936 John E. Doerr, Jr., was transferred from Hawaii Volcanoes National Park to Crater Lake as permanent full-time park naturalist, and under his direction the educational activities of the park took on new life. A graduate of the University of Wisconsin with undergraduate and graduate degrees in geology, he had been associate park naturalist at Hawaii since May 1931. During 1936-37 progress was made on the interior museum room of the Sinnott Memorial as well as on new forest protection exhibits at the Watchman Lookout. An exhibit layout plan for the interior museum room in the Sinnott Memorial was prepared by Ansel F. Hall on April 6, 1937. The theme for the displays was "Interpretation of the Beauty of Crater Lake and its Surroundings," thus putting into effect the general principles expressed earlier by Dr. John C. Merriam. [22]

Under Doerr's leadership planning was initiated in 1936 for a "complete museum development." Plans were tentatively formulated for a new central museum building, trailside and roadside exhibits, nature trails, and view finders. The Community House remained in unstable condition, and Superintendent Canfield observed that "anticipation" for a new central museum building was growing, "nourishing a hope that it will come into existence before the Community House falls down from old age and burden of heavy snow in winter." [23]

The interpretive program at Crater Lake continued to expand in 1938 under the leadership of Doerr. The two objectives of the program were "to render a superior quality of interpretive service to the public, and to carry on careful scientific research which would add to the knowledge of the natural features of the park." The public contact activities of Doerr and his staff of seven temporary ranger-naturalists included from 4 to 10 lectures daily at the Sinnott Memorial, Community House, and lodge as well as occasional lectures at CCC camps and area service clubs. Other daily activities included three to five guided trips, the launch trip around the lake, and information service at three points in the rim area. One new auto caravan trip along the west rim and the fire lookout station on the summit of the Watchman were commenced, emphasizing scenic and scientific values and forest protection. Another new guided trip initiated during the summer was a camera tour conducted by Ranger-Naturalist Elmer C. Aldrich. In July the interior room and exhibits at the Sinnott Memorial were finally opened to the public.

All told the naturalist staff contacted 136,320 persons in 1938, which was approximately two-thirds of the total park visitation. These contacts constituted an increase of more than 20,000 over the number for the previous year.

The expanded park research program in 1938 included botanical, zoological, limnological, geological, historical, museum, and photographic studies. Applegate continued his botanical studies and increased the park's check list of species to 570. Dr. R.R. Huestis, ranger-naturalist, conducted systematic studies of Peromysous and mammals on Wizard Island and made additions and corrections to the park's check list of birds. Limnological research was conducted by Dr. Arthur D. Hasler with the objective of establishing "a sound fish planting policy" which would " assure good fishing in the lake." Geological research continued under the direction of Dr. Howel Williams. Historical research on the park was conducted by Doerr, preparing notes on the history of the lake from its discovery in 1853 to its establishment as a national park for use on an "America's Hours of Destiny" radio program on the history of the park. In addition Doerr took a two-month trip, visiting museums in large eastern and midwestern cities and discussing with artists and scientists methods of interpreting scenic beauty. Photographic studies were begun with

the purpose of examining the interpretation of scenic beauty. In commenting on recent research in the park Doerr observed:

> Recent research accomplished and in progress has been and is being done by the naturalist staff, consisting of a permanent naturalist and seven temporary naturalists employed during the summer months; a wildlife ranger; various technicians of the National Park Service; and Dr. Howel Williams of the University of California. The research activities have been almost entirely of a field nature, there being no facilities for laboratory work other than mere office equipment, and some laboratory apparatus borrowed from various institutions. A number of the men carrying on summer field work have had during winter months the use of laboratories and other facilities at various universities and institutions, thus they have been and are continuing to carry on laboratory work in connection with problems at Crater Lake. [24]

When Lava Beds and Oregon Caves were placed under the administration of Crater Lake in 1939 the duties of the park naturalist and his staff of seven summer ranger-naturalists were greatly expanded. The park's annual report for that year indicated that public contact activities at Crater Lake by the naturalist staff included two to ten lectures daily; guided trips, and information service from June 1 to October 15. During the winter months the park naturalist's office was in Medford "from where he made numerous public contacts with school groups, service clubs, carried on field studies and planning of developments in the three areas, handled publicity, carried on research, and assisted the superintendent in the preparation of numerous reports." The "outstanding aspect" of the interpretive activities, according to Superintendent Leavitt, was "the expansion of the program emphasizing Crater Lake as a blend of scenic and scientific values." A new art exhibit at the Sinnott Memorial had contributed to this emphasis. [25]

The park interpretive program continued to be active prior to World War II. In August 1940 Doerr was transferred to Rocky Mountain National Park as assistant superintendent. He was replaced by George C. Ruhle who would direct the interpretive program at Crater Lake until 1953. Thus, the park naturalist staff for 1940 and 1941 consisted of one permanent and eight part-time positions. During those years research sponsored by Dr. John C. Merriam with cooperation from the staff of the University of Oregon was conducted in the park, involving studies in archeology, geology, biology, climatology, and nature appreciation. The research was designed to "eventually become a part of the naturalist program." [26]

Statistical breakdowns of the interpretive program for 1940 and 1941 indicate that more than half of the park visitors were contacted by the naturalist staff. In 1940 there were 133,315 total contacts out of a total visitation of 236,999. The following year the comparative figures were 129,610 and 254,754, respectively. The statistics for interpretive services were:

	Number		Attendance	
	1940	1941	1940	1941
Guided trips	188	182	3,324	3,007
Lectures	588	519	30,483	36,596
Attended stations	3	3	97,939	86,062
Unattended stations	3	3	1,569	3,945 [27]

In June 1941 an Advisory Committee on Educational Problems of Parks in Oregon was organized at the University of Oregon under the joint sponsorship of Dr. John C. Merriam and the State Board of Higher Education. The committee consisted of a number of distinguished men from the academic community:

Honorary Chairman: Dr. John C. Merriam
Chairman: Dr. R.W. Leighton, Dean, School of Physical Education, University of Oregon
Dr. Ira S. Allison, Oregon State College
Dr. John P. Buwalda, California Institute of Technology
Dr. L.S. Cressman, Chairman, Anthropology Department, University of Oregon
Dr. E.L. Packard, Chairman, Geology Department, Oregon State College, and Director, Research for the System
Dr. George C. Ruhle, Naturalist, Crater Lake National Park
Dr. Warren D. Smith, Chairman, Geography and Geology Departments, University of Oregon
Dr. Howel Williams, University of California

The purpose of the committee was to promote continuing scientific study of Crater Lake, emphasizing geological, climatological, archeological, and paleontological contributions. The results of the research would be used for park interpretive programs and be published for the information of the public. [28]

Before wartime cutbacks virtually brought the park interpretive program to a standstill, the first ranger-naturalist school was held in July 1942. The three-day program included training in the purposes, activities, and methods of the park naturalist/interpretive program, care and use of government property, research, museum plans, forest and building fire protection, law enforcement, and civilian defense. In the postwar years annual naturalist training would be combined with the regular ranger school. [29]

Another event occurred at Crater Lake in 1942 that would influence the park interpretive program in the postwar years. Culminating nearly twenty years of discussion the Crater Lake Natural History Association was formally organized on June 20 by 59 individuals to promote the interpretive program and interests of the park. As early as 1923 Superintendent Thomson discussed the possibility of organizing an advisory council of seven to nine persons to promote the interests of the park. He had in mind a committee composed of outstanding persons from surrounding communities, Portland, the Mazamas, and the Women's State Federation. Such a committee would help formulate plans, keep abreast of present and future needs, and study legislation relating to the park. Thomson received little encouragement from the Washington Office, however, and the advisory council was never established. [30]

Despite the setback to Thomson's plans the idea of an outside advisory group for the park continued to be discussed. During the late 1930s Superintendent Leavitt and Park Naturalist Ruhle initiated an effort to form a group that would promote the park interpretive program. Their efforts resulted in establishment of the association on June 20, 1942, and approval of the group's constitution by the Department of the Interior on July 25. The constitution of the nonprofit scientific and historical society listed nine objectives:

1. In cooperation with the National Park Service, to further interest in the scientific investigation and interpretation of the natural features of Crater Lake National Park, Oregon Caves National Monument, and Lava Beds National Monument, in the fields of geology, history, biology, anthropology, forestry, botany, and the natural sciences.

2. To further development of museums and exhibits, to establish and help support libraries of historical, scientific, and popular interest, to provide adequate library service, and to assist in the accumulation, care, and fitting use of a collection of aids to visual education and study for the three areas named above.

3. To promote the general educational and interpretive programs of all three areas.

4. To sell non-Government publications to visitors.

5. To assist in the production, publication, and distribution of Nature Notes and other publications.

6. To study living conditions past and present of the Indians of the region, to encourage their arts and crafts, and to perpetuate their structures, customs, traditions, legends, etc.

7. To further scientific investigations along lines of greatest public interest and to publish bulletins of a non-technical nature from time to time.

8. To assist in the administration, protection, maintenance, operation, and improvement of the three areas by such means as may be practicable.

9. To limit strictly the operations, business, property, and assets of the Association to the purposes named above, so that the Association itself shall not be operated for profit, and so that no part of the net income of the Association shall inure to the financial benefit of any person connected therewith.

Despite the enthusiasm of the group, however, World War II prevented the organization from initiating activities until 1946. [31]

Wartime cutbacks brought the park interpretive program to a standstill beginning in late 1942. During fiscal year 1943 all eight of the seasonal ranger-naturalist positions were abolished for the remainder of the war. The park naturalist found himself assigned to trail repairs and other necessary park maintenance work. [32]

When the park reopened on a year-round basis in 1946 organized naturalist services were resumed under the direction of Park Naturalist Ruhle. A staff of eight seasonal ranger-naturalists, three of whom had served previously at Crater Lake, were hired for the summer. To ensure the continuing professionalism of the program a ranger-naturalist school was held in the park during June 23-27--the first such school since 1942. Among the topics covered on the program were (1) purposes, activities, and methods of the naturalist service; (2) relationship of the naturalist service to the park; (3) research and special assignments; (4) collateral reading and collections; (5) uniforms, responsibilities, reports, and schedules; (6) small fire suppression; (7) building fire protection; (8) history of the National Park Service; (9) park and ranger organization; and (10) law enforcement. [33]

The interpretive program in the park during the summer of 1946 was similar to that of the prewar years. Evening lectures were presented at the lodge and Community House. Two geology lectures were scheduled daily at the Sinnott Memorial, and four self-guiding trails--Garfield Peak, Castle Crest Wildflower Garden, Lake Trail, and Lake Rim--were opened and supplied with botanical labels. Twice-daily guided boat trips around the lake were commenced as was a daily guided automobile rim caravan tour and 3-1/2-hour hike along the rim. A wildflower exhibit, displays of rock, tree, and plant specimens, and historical and artistic photographs were featured in the Information Building. Research efforts were also resumed, the principal projects conducted being fish studies by Dr. D.S. Farner of the University of Kansas and preparation of study skins of small park animals and birds by Dr. R.R. Huestis. [34]

The Crater Lake Natural History Association began its first activities in the park during the summer of 1946. The efforts of the association included the sale of government and private publications, printing of "Nature Notes" (vol. XII), and sponsorship of two lectures at the Rangers Dormitory for park and association personnel and two lectures at Community House for the general public. [35]

Although the draft of a park museum prospectus had been prepared in 1942 the document received little attention until June 1947 when Ruhle reviewed and updated it. The revised prospectus contained a section regarding the buildings which were used to house the disparate elements of the interpretive program. The document read:

> In 1930-31 Sinnott Memorial was erected by authority of Congress in honor of Nicholas J. Sinnott (1870-1929), a member of Congress from Oregon. . . . In it [the general exhibit room] at present are displayed six colored, illuminated transparencies, a collection of framed photographs, and four splendid original paintings of the lake by Chris Jorgensen, Gunnar Widfors, Eugene Kingman, and Eugen Neuhaus, respectively. The parapet, facing the lake, has a guard wall in which are sunk nine wells. Each well has an appropriate exhibit that explains features visible through accompanying mounted binoculars and view finders. The parapet platform bears a relief map of the park and a stand for folding chairs to accommodate audiences. Neither laboratory, office, nor living quarters are in the structure. . . . The station commands an especially significant view, so that the park visitor can orient himself and learn about the geology of the region. . . .
>
> An Information Building on the Rim above Sinnott Memorial formerly housed the Kiser Photographic Studio. . . . It is used for dispensing information, for sale of literature, and for housing three small wall cases, an open display table for geological specimens, and a cabinet for display of cut flowers. The public crowd it for a warming room during the frequent inclement weather. . . .
>
> The Community Building on the Rim was built of frame construction. . . . The building is in a very poor condition, so that it needs external props to keep it from collapse. In summer it is used for lectures and recreational purposes. In winter a crowd of wet, uncomfortable skiers seek its scant shelter from the elements, so that they can eat their lunches, or huddle around the fireplace in its dark maw. The building formerly contained temporary displays of various natures. . . .
>
> In 1931 the two-storied Watchman Lookout was constructed of stone and glass on the summit of the Watchman. . . . There is room [on the first floor] for six wall cases 6 to 7 feet wide and 1 foot deep, and two narrow cases 2 feet wide. As planned in 1936, these cases were to hold exhibits pertaining respectively to the following:
>
> 1. Forests of Crater Lake National Park, Nature and Composition.
> 2. Forest Protection: Scope and General Management.
> 3. Insects Harmful to Forests.
> 4. Fungi and Other Plants Harmful to Forests.
> 5. Causes and Prevention of Forest Fires.
> 6. Detection of Forest Fires.
> 7. Fire Suppression.
> 8. Results of Forest Fires.
>
> Since its erection, the Administration Building at Park Headquarters has furnished space adequate for administrative and operative needs of the Naturalist Division. Here are the office of the park naturalist, two rooms for laboratory work and study collections, a dark room, and two closets. A small park library is housed in the naturalist's office.

In 1942 a site at the junction of the approach roads from Medford and Klamath Falls had been chosen for the central park museum. The revised prospectus proposed construction of a museum building at an estimated cost of $320,000. The building would contain exhibit, community and

lecture, dark, library, and office rooms as well as a warming station and ski hut room for winter use. The museum would include the park relief map, murals, paintings, and exhibits on geology, biology, prehistory, history, meteorology, flora, fauna, skiing and winter use, fire prevention and suppression, and aesthetics. In addition, Ruhle recommended two trailside markers and exhibits-in-place" just north of Llao Rock and at the road cut through the Llao dacite flow, preparation of a pamphlet for motorists on Rim Drive, and improvements to the Sinnott Memorial. [36]

During the summer of 1947 the National Park Service cooperated with the University of Oregon in sponsoring a Crater Lake Field School of Nature Appreciation as part of the park's educational program. The director of the school was Dr. R.W. Leighton, chairman of the Advisory Board on Educational Problems of Parks in Oregon. The school, held from July 14 to August 16, offered opportunity for study for eight units of college credit in the field of nature study and appreciation. Instruction covered the geologic and physiographic features and flora and fauna of the Crater Lake region and emphasized "an interpretive understanding of the laws of nature and of their importance to man's understanding of his environment." The program was designed to be of service to teachers and others who worked with groups of young people or other age groups in nature study programs. Headquarters and living quarters for the 25 students of the school were located at the Union Creek Resort just outside the park. The school included extensive field trips in the park and surrounding region. [37]

During the postwar years Park Naturalist Ruhle undertook efforts to ensure the continuing professionalism of the ranger-naturalists at Crater Lake. In January 1948 Ruhle prepared a memorandum, entitled "Information on the Application for a Ranger Naturalist Position," that was approved by Superintendent Leavitt. According to the memorandum, applicants should be college graduates with sound training in natural history, particularly botany, zoology, and geology. This knowledge was to be coupled with enthusiasm, keen observation, ability to impart information, and ease in mixing spontaneously with park visitors. Resourcefulness and initiative were necessities since work must be done without close supervision. Ranger naturalists were to be in good physical condition since they were expected to aid in fire fighting and rescue work in emergencies. Research and specimen collection were encouraged, but such work was to be done outside scheduled work hours which consisted of five eight-hour days per week. Work schedules permitted little time for lecture preparation and study. [38]

During the 1950s the park interpretive program at Crater Lake continued to emphasize the activities that had been initiated both before and immediately after World War II. [39] In 1952 a recorded lecture synchronized with automatically projected slides was installed in the Information Building to improve park visitor orientation services. [40] The Crater Lake Natural History Association also continued its efforts to promote park interpretation, printing "Nature Notes," selling various publications, and sponsoring special studies such as "The Golden Mantled Ground Squirrel" by Dr. R.R. Huestis and "The Birds of Crater Lake" by Dr. Donald S. Farner in 1952. [41]

The draft museum prospectus prepared in 1947 underwent considerable discussion during the 1950s. Finally in October 1957 a museum prospectus for the park was approved. A new site was selected for the central museum which would also serve as a visitor and information center and the hub of naturalist activities, such as guided field trips, orientation talks, and lectures, on the rim. The site was near the entrance to the campground on the south side of the plaza near the junction of the approach roads from Medford and Klamath Falls. As contemplated the building would house an entrance lobby and reception room, two exhibit rooms, an auditorium with a seating capacity of 500, and space for office, exhibit preparation, and storage. The primary objective of the museum would be to impart to the visitor a conception of what Crater Lake signified by its aesthetic qualities and values as well as to demonstrate that behind its beauty lay a scientific story that provided meaning. The outline of exhibit content provided that the central theme would be geology supported by the subthemes of biology, history, prehistory, forest

protection, and sequence of seasonal phenomena. Woven into all exhibits would be the idea of aesthetics. The prospectus recommended roadside exhibits for at least seventeen locations along park roads, most of them along Rim Drive, and some twenty roadside markers to point out sites of interest. [42]

Research continued to be emphasized as an adjunct to the park interpretive program during the late 1950s. One such study that resulted in a popular publication was Grant and Wenonah Sharpe's 101 Wildflowers of Crater Lake National Park in 1959. [43]

The U.S. Coast and Geodetic Survey conducted a hydrographic survey of Crater Lake in 1959. The data obtained by the survey was used to prepare a new map of the lake bottom, hence contributing to further understanding of the lake and enriching park interpretation. Measured from an assumed surface elevation of 6,176 feet, the greatest depth was found to be 1,932 feet, or 64 feet less than the depth of 1,996 feet recorded during the 1886 survey. Two submerged volcanic cones and other evidence of post-collapse volcanic activity were identified. Later in February 1961 the American Journal of Science published an article, "The Floor of Crater Lake, Oregon," by Dr. Howel Williams interpreting the survey. [44]

The Crater Lake interpretive program continued to suffer from inadequate facilities and staffing. In 1960, for instance, Superintendent Brown described the accomplishments and problems facing the program:

> The summer interpretive program was conducted from June 15 through September 15. The daily schedule of activities during the peak months of visitor use (July and August) included 3 evening talks, 2 launch trips on Crater Lake, 1 field trip, visitor contacts at the north junction viewpoint, and operation of 2 interpretive stations. The peak staff consisted of the chief park naturalist, assistant park naturalist, 12 seasonal interpreters, and 1 clerk-stenographer.
>
> A reasonable balance exists between personal services and self-guiding devices. However, both types of services need to be improved and expanded. We can gradually improve and expand on self-guiding devices and possibly meet the demand. Personal services and facilities for these services are more of a problem. Supervision and training of seasonal employees has not been adequate and probably will not be until another permanent interpreter is added to the staff.
>
> Facilities for personal services are sadly lacking. Sinnott Memorial Overlook was an outstanding interpretive station, but is now too small for present travel and is in need of rehabilitation. We have no visitor center; the exhibit building has only 360 square feet of space for information and interpretive services. More than 54,000 (14%) of park visitors were recorded during 1960. An adequate visitor center, in a good location, could be visited by over one-half of park visitors, including nearly all winter visitors who now receive no interpretive services.
>
> Considering the lack of facilities and the staffing needs, the interpretive program for Crater Lake appears satisfactory and is providing needed services so that the more interested visitors can receive the knowledge and other benefits they seek.

Brown went on to describe the multi-faceted components of the park interpretive program. Twelve routed plastic interpretive markers which had been placed along Rim Drive during 1959 were popular, according to Brown, and "contributed greatly to visitor facilities for self-guiding." Plans were underway for an additional seven routed plastic markers and one routed wood sign along the drive.

The Information Building, which had become known as the Exhibit Building, and the Sinnott

Memorial served in dual capacities as interpretive and information stations, and both were attended by interpretive personnel from June 15 to September 15, 1959. At the Sinnott Memorial naturalists gave five twenty-minute talks daily on the geologic origin of Crater Lake. As time permitted a naturalist was stationed at the lake viewpoint near North Junction to provide information, this new activity resulting in some 2,500 visitor contacts. An information station was maintained in the Administration Building throughout the year, and the two park entrance stations dispensed information and Park Service brochures.

Many books, maps, and slides were sold by the Crater Lake Natural History Association at the Exhibit Building and the Administrative Building. Annual gross sales amounted to some $4,700.

Park study collections were maintained in the Administration Building. The herbarium was composed of more than 3,200 sheets of vascular plants, packets, bottles, and boxes of plant specimens. The zoological collection contained more than 700 specimens of mammals, birds, reptiles, and amphibians, plus several hundred invertebrates. An insect collection filled one cabinet, and the mineral and rock collection consisted of 82 specimens.

Museum exhibits were housed in the Exhibit and Administration buildings and the Sinnott Memorial. Simple displays on human and natural history were shown in the Exhibit Building, while the Sinnott Memorial interpreted visible geologic features with a rock collection, large color transparencies, paintings, and photographs. Interpretive panels salvaged from the 1959 Oregon Centennial Exposition in Portland were displayed in the lobby of the Administration Building.

New plastic plant labels were used to identify plants in Rim Village and along the Garfield Peak, Discovery Point, and Castle Crest Wildflower Garden trails. A mimeographed guide to the Castle Garden trail was introduced in August and used by some 2,370 visitors.

The park naturalists continued to conduct a variety of guided tours. Daily nature walks, each averaging 25 visitors and 2-1/2 - 3 hours in length, were conducted each morning and were attended by some 1,659 persons. The rim bus trip which had been conducted by a naturalist during the 1957, 1958, and 1959 seasons was dropped from the interpretive program because of the questionable nature of the activity as a part of the interpretive program, the limited contacts, and the shortage of manpower. Naturalists conducted morning and afternoon launch trips around Crater Lake that were attended by 1,783 persons.

Naturalist talks were attended by 51,177 visitors. Thirty-minute slide-illustrated talks at the lodge followed twenty minutes of variety entertainment presented by concession employees. Campfire programs, attended by about one-half of all park campers, were presented each summer evening at the Community House in Rim Village and at the temporary campfire circle in Mazama Campground.

Research continued to be conducted by park naturalists. Field investigations were carried out on the behavioral patterns of the golden-mantled ground squirrel. Field work for a sedimentation study of Crater Lake was conducted and collected samples were analyzed at the University of Minnesota to learn more about the bottom environment of Crater Lake, its history (including old water levels), and post-collapse volcanic activity. [45]

Various studies were conducted at Crater Lake during the 1960s that provided data for inclusion in the park interpretive program. One of the most significant research projects was a comprehensive parkwide survey of archeological resources conducted by a University of Oregon field party headed by Wilbur A. Davis, Assistant Curator of Anthropology at the Museum of Natural History in Eugene. The purpose of the project was to determine the extent of aboriginal occupation and utilization of the park area. Materials recovered during the survey consisted of a few flakes and projectile points, leading to the conclusion that the area was a suboptimal habitat

for aboriginal groups dependent upon hunting and gathering subsistence economies. [46]

In addition to NPS-sponsored research Crater Lake increasingly became the focus of university studies in the 1960s and early 1970s. Examples of such projects included: Carlton Hans Nelson, "Geological Limnology of Crater Lake, Oregon" (unpublished M.S. thesis, University of Minnesota, 1961); Elizabeth Laura Mueller, "Introduction to the Ecology of the Pumice Desert, Crater Lake National Park, Oregon" (unpublished M.S. thesis, Purdue University, 1966); and John Walter Lidstrom, Jr., "A New Model for the Formation of Crater Lake Caldera, Oregon" (unpublished Ph.D. dissertation, Oregon State University, 1972). These scholarly studies contributed to the information data base of the park and to more knowledgeable park interpretive programs. [47]

The Crater Lake Natural History Association continued its efforts in support of the park interpretive program during the 1960s. Profits from the sales of publications, the total of which exceeded $7,000 for the first time in 1964, were used to publish interpretive literature, sponsor publication of various park books, and purchase items for the park library. Among the most popular publications sponsored by the association in the 1960s were the "Castle Crest Nature Trail" guide booklet, The Shrubs of Crater Lake by Dr. Charles Yocum, and a revision of Along Crater Lake Roads (1953) by Dr. George C. Ruhle.

An interpretive prospectus was approved for Crater Lake in May 1972. The document, developed by Denver Service Center and park personnel, was intended as a guide for the orderly development of an interpretive program in the park by inventorying the park resources, identifying its thematic elements, and recommending appropriate facilities and services through which the message could be communicated to the public. An "interpretive concept" was developed to provide a philosophical framework to govern the direction of the park program:

> An interpretation of Crater Lake National Park should convey more than the known and supposed circumstances of its origin. Although geologic fact and theory are especially compelling when they relate to something of the magnitude of Mount Mazama and Crater Lake, they are unlikely to occupy a visitor's thoughts longer than his encounter with the next natural marvel on his vacation agenda. Striations left by a glacier which grew warm and died 10,000 years ago cannot long hold one's attention when he is confronted by the icy spectacle of Mount Rainier. Nor can a long-silent and cool volcanic artifact vie for a visitor's thoughtful consideration when he is standing amidst steaming fumaroles and boiling mudpots.
>
> Certainly, interpretation should lead to a better understanding of the geologic forces of volcanism and mountain building, and lend meaning to the pure beauty of Crater Lake. But the real value of this story is its commentary on the mechanisms of change. The significance of the changes that sired Crater Lake thousands of years ago are timely and relevant to the present. Interpretation should contribute to an awareness of how, if we do not learn to understand and guide the forces of change which we are capable of perpetrating, we may be engulfed by great upheavals in our world and our lives, as surely and swiftly as were 17 cubic miles of this ancient mountain.
>
> If interpretation is approached in this way--if the skeletal components of fact and theory are skillfully articulated, and firmly bonded by a relevant concept--a more lasting and meaningful response to the Crater Lake experience will result.

According to the prospectus the park interpretive program was to accomplish three objectives. The goals were to (1) provide information and orientation services; (2) facilitate the physical interaction of the visitor with the environment; and (3) foster the intellectual involvement of the

visitor by providing those facilities and services necessary to meaningfully interpret the natural values of the park. To realize these goals, major program objectives were proposed to include the following:

- Provide information and directional assistance necessary for the safe and enjoyable use of park resources.

- Lead visitors to the best possible vantage points from which they may view the lake and its surroundings, yet offer nothing that will compete for attention.

- Reveal the story of Crater Lake's origin, and introduce visitors to the agencies of natural change that were--and still are--at work here, and, by inference, everywhere. Interpretation should emphasize that change is a constant and universal quality of the natural world.

- Encourage inquiry about fundamental meanings and relationships, and foster informed concern about environmental quality. Interpretation should depict man as the powerful agent of change that he has become.

- Develop imaginative and relevant approaches to interpretation that will leave the visitor with lasting impressions.

The prospectus identified the principal theme elements of the park. While the principal goal of the interpretive program was to relate the specific facts about Crater Lake to the general theme of change--and man s role in the process--the story elements were basically geologic. Interpretation must therefore build toward that concept by contributing to the visitor's understanding of the geologic forces that built and destroyed Mount Mazama. Major theme or subject matter areas to be included were:

- The pre-Mazama period--the stage setting for the uplift of the Cascade Range.

- The building of Mount Mazama--its continuous growth and alteration by volcanic activity and glaciation.

- The formation of the caldera--intensified activity and the collapse of the summit.

- The post-collapse period--residual volcanic activity and the formation of the lake.

- The present--continuing alterations by wind, and water, and man.

Interpretation should be concerned with the idea of geologic effects on the environment, emphasizing the emerging role of man as he affected the geology. Attention should be focused on the uncommon purity and clarity of Crater Lake and the circumstances that had contributed to those qualities.

The prospectus contained a number of interpretive proposals that were concentrated around and near the rim because the lake was the exclusive focal point of interest in the park. Relatively few time-consuming activities were proposed, predicated on the fact that Crater Lake was a predominantly day-use park with 60 percent of the visitors staying less than 4 hours and 20 percent remaining for only 4 to 8 hours.

The highest priority for interpretive development within the park was assigned to the long-planned and still unrealized rim visitor center on the south rim in the vicinity of the Exhibit Building. The visitor center, according to the prospectus, was to be a low-profile, all-season structure designed to accommodate large numbers of visitors and to make the Sinnott Memorial

an extension of the structure by means of a ramp or stairs. The visitor center would be the focal point of interpretive orientation and development within the park, containing a built-in information desk/sales area, a large relief model of the park, and exhibits and pictorial material relating to the aesthetic values of the park. It was to contain a 250-seat auditorium for showing orientation films and slide programs. Renovation of the Sinnott Memorial was recommended for use as the prime location for interpreting the overall geologic history of Crater Lake on a year-round basis with emphasis on personal contact interpretation.

Rim Drive, according to the prospectus, was to be interpreted by thematically related wayside exhibits. At the time there were approximately 20 signs and/or exhibits, including those on the Watchman Parapet, located at various points around Rim Drive. It was recommended that the number be reduced to fifteen and be focused on a unifying theme. Among the sites selected for such exhibits were Cloudcap, Kerr Notch, Sun Notch, Wineglass, and Discovery Point. In addition to roadside interpretive devices, the prospectus recommended development of a taped tour system for Rim Drive. Interpretation at the Watchman Parapet was to emphasize personal contact by an onsite interpreter, supplemented by several exhibits mounted at low levels around the parapet. A modest, unmanned interpretive shelter and wayside exhibit was to be located near the trailhead at Cleetwood Cove.

At the time there were 21 wayside exhibits or signs other than those on Rim Drive. Two were located on the south entrance road, one each on the north and west entrance roads, one at the Pinnacles overlook, and sixteen on the 4-mile Grayback motor-nature road from Vidae Falls to Lost Creek Campground that had been opened in 1969. The prospectus recommended that these exhibits be reviewed with special attention to thematic unity. The Grayback road exhibits, in particular, were to redesigned around the theme of "Evolution of a Landscape."

The prospectus proposed little change in trailside interpretation other than revision of signs and leaflets for uniform thematic cohesiveness The existing trails most heavily used by visitors were short trails to viewpoints on the rim. Three trails were used for regularly scheduled guided walks--Discovery Point, Garfield Peak, and Annie Creek Canyon. There were three self-guiding trails--Castle Crest, Godfrey Glen, and Grotto Cove. In addition the Watchman Trail was heavily used and to a lesser extent so was the Mount Scott Trail. The Cleetwood Trail was used primarily by those visitors taking the guided launch trip. The Pacific Crest Trail, established by Congress in 1968, extended the north-south length of the park as part of its traverse from Canada to Mexico.

The prospectus recommended other interpretive activities, many of which were quickly implemented. These included guided tours along abandoned fire roads, off-trail "explorer" or "discovery hikes," early morning, evening, and moonlight star walks, winter snowshoe hikes, and continued campfire programs in the large amphitheater at Mazama Campground as well as new programs in the projected amphitheater at South Campground and anticipated campfire circle at Lost Creek Campground.

The prospectus recommended additional staffing for the interpretive program. At the time the Chief of Interpretation and Resource Management supervised the program with the aid of one permanent interpretive technician and seasonal personnel. While not expressly mandated in the prospectus, the ensuing years would witness a shift from hiring older scholarly seasonal personnel to employing younger, less-skilled college students for interpretive work. There was also need for a permanent supervisory interpreter and a park ranger (interpretive specialist). [49]

Increasing interest by the academic community in national park issues in the Pacific Northwest led to a National Park Service Cooperative Park Studies Unit being established at Oregon State University in 1975. The unit was located in the College of Forestry with additional office space and laboratory facilities provided under a cooperative agreement by the Forestry Sciences Laboratory of the U.S. Forest Service's Pacific Northwest Forest and Range Experiment Station.

The purpose of the unit was three-fold: (1) to conduct original research on topics of importance to the management of natural and cultural resources; (2) to encourage and facilitate scientific research in national parks in the Pacific Northwest Region; and (3) to disseminate research results within the management system of the National Park Service. During the next decade a variety of Crater Lake research projects would emanate from this unit. [50]

During the 1970s various projects were undertaken to improve the professionalism of the Crater Lake interpretive program. An example of such efforts was development of a Collection Management Plan by the Division of Museum Services of Harpers Ferry Center in 1977. The report recommended changes in the storage of museum collections to enhance the protection and utilization of specimens for the interpretive program. The park collections consisted of:

> Geological Series--10 minerals and 400 rocks.
>
> Botanical Series--2,500-3,000 specimens of vascular plants; 750-1,000 specimens of bryophytes and lichens; 800-1,000 specimens of algae and fungi; and 40 species of slime molds.
>
> Zoological Series--225 study skins of birds and 12 nests; 190 study or cased skins of mammals; 65-70 skulls and related items; 280 cold-blooded vertebrates in alcohol; 20 Cornell drawers of mounted insects.
>
> History Series--40 photographs; 10-12 paintings and water colors; a few documents and artifacts. [51]

Historical themes traditionally had received secondary attention in the park's overall interpretive program. To rectify this imbalance an Historical Studies Plan for the park was developed in 1979 by Vernon C. Tancil, Regional Historian of the NPS Pacific Northwest Office. The plan provided an analysis of Crater Lake's historic resources and research needs around five principal themes in the park's history. The five themes were identified as being (1) Great Plains Indians; (2) Discovery and Exploration; (3) Park Administration; (4) Visitor Use; and (5) Conservation. The plan included recommendations for park research including an historic resource study (completed in 1984), an administrative history, an historic structure preservation guide for Crater Lake Lodge, and a conservation study. [52]

The aforementioned interpretive prospectus was revised and updated by a new document prepared by the Harpers Ferry Center in May 1980. The objective of the new plan was to provide "a quality experience for short stay day users while providing some in-depth experiences for those with more time." The revised prospectus identified two levels of interpretive involvement which should be available to park visitors:

> . . . At the primary level is the purely sensory response to the size and beauty of the lake and its setting. To contribute to the atmosphere and mood, the landscape should be as natural and free of man-made facilities as possible. At this level, information and orientation is necessary, with easy access provided to various viewing points.
>
> At the secondary level, interpretation will be provided for those visitors who become inquisitive about the lake's creation. At the conceptual level, the interconnection, evolution, and protection of natural systems is the underlying theme of all interpretive programs.

With these objectives in mind the prospectus recommended updated proposals for interpretation at Rim Village and along Rim Drive and to a lesser extent at Cleetwood Cove, the Watchman, and park headquarters in Munson Valley. [53]

Since early 1987 a new interpretive facility has been operated in the rehabilitated Ranger Dormitory now named the Steel Center. Current park planning contemplates development of a new interpretive facility at the rim plus an alternative for developing exhibits on park history on the second floor of the lodge.

APPENDIX A:
Organization Of The Nature Guide Service, Crater Lake National Park, Season 1929

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(1) Staff:

Mr. Earl U. Homuth, Acting Park Naturalist.
Mr. Dale Leslie, Ranger-Naturalist.
Mr. F. Lyle Wynd, Assistant.
Miss Mabel Hibbard, Volunteer Assistant.

(2) Duties of the Guide Service:

a. Conduct field trips daily (except Monday).
b. Deliver lectures each evening except Sunday in both the Community House and Lodge.
c. Establish and maintain a museum exhibit in the Community House.
d. Gather and prepare materials for the museum.
e. Maintain an observation station on the Rim, or patrol the Rim for contacts with the public.
f. Develop a nature trail westward along the Rim (to the proposed site of the observation station).
g. Maintain a wild ftower exhibit or wild flower garden.
h. Prepare, edit and distribute Nature Notes, monthly.
i. Gather data, and write materials for the Manual of Information.

(3) Assignment of duties for the staff.

a. Earl U. Homuth, Acting Park Naturalist.

1. Supervise and carry on the educational activities under the administrative direction of the Superintendent, and the technical supervision of the Chief Naturalist.
2. Alternate with the Ranger-Naturalist in delivery of lectures and conducting field trips.
3. Supervise and assist in maintaining the museum and gathering and preparing material.
4. Selecting and preparing nature trails.
5. Editing and distributing Nature Notes.
6. Assist in preparation of materials for the Manual of Information.
7. Contacts with the public.
8. Prepare notices to post in campgrounds announcing educational service, lectures, etc.
9. Prepare Field Trip notes for use of Nature Guide staff, Park staff, and general public.

b. Dale Leslie, Ranger-Naturalist.

1. Conduct field trips daily (or alternate with Acting Park Naturalists).
2. Deliver a lecture each evening in the Lodge or Community House.
3. Patrol Rim for contacts with the public for general information.
4. Prepare two articles for each issue of Nature Notes.
5. Gather and prepare specimens for the Museum (especially geologic material).
6. Prepare trail signs and other mechanical devices for nature trails, etc.

c. F. Lyle Wynd, Assistant.

1. Research in preparing materials for the Manual of Information.
2. Preparation of exhibits for the Museum.
3. Prepare articles for each issue of Nature Notes.
4. Deliver lectures, conduct field trips, and make general contacts with the public as directed by the Acting Park Naturalist.

d. Miss Mabel Hibbard, Volunteer Assistant.

1. In active charge of the museum.
2. Maintain cut flower collection.
3. Maintain information bureau in Community House.
4. Sale and distribution of Park publications.
5. Write nature notes.
6. Conduct special field trips.

(4) Schedule of Operations.

a. General Preparations.

During the first days of the season the museum will be organized with materials available; a self guiding trail will be established westward along the rim, the observation station will be developed; notices of the Educational service will be posted; materials will be gathered for the first issue of Nature Notes, and the staff will be organized for the season activity.

b. Current Educational Service.

This will follow approximately the following schedule:

	Sun.	Mon.	Tues.	Wed.	Thurs.	Fri.	Sat.
1. Field Trips.	8 a.m.	None	8 a.m.	8 a.m.	8 a.m.	8 a.m.	8 a.m.
			Homuth and Leslie alternating.				
2. Lectures:							
Hotel	None	8:30 p.m.	8:30 p.m.	8:30 p.m.	8:30 p.m.	8:30 p.m.	8:30 p.m
Com. House.	None	8 p.m.	8 p.m.	8 p.m.	8 p.m.	8 p.m.	8 p.m.
			Homuth and Leslie alternating.				

3. Museum,

Com. House, and General Information	8 a.m. to 6 p.m.	8 a.m. to 6 p.m.	8 a.m. to 6 p.m.	8 a.m. to 6 p.m.	8 a.m. to 6 p.m.	8 a.m. to 6 p.m.	8 a.m. to 6 p.m.
	Homuth or Leslie	Miss Mable Hibbard					
4. Rim Duty for General Contacts and Information	1-5 p.m	1-5 p.m	1-5 p.m	1-5 p.m	1-5 p.m	1-5 p.m	1-5 p.m
	Homuth and Leslie alternating.						
5. Museum collection Preparation, etc.		1-5 p.m	1-5 p.m	1-5 p.m	1-5 p.m	1-5 p.m	1-5 p.m
	Alternating with Rim duty, Homuth or Leslie						
6. Wild Flower Display		1-5 p.m	1-5 p.m	1-5 p.m	1-5 p.m	1-5 p.m	1-5 p.m
	Alternating with Field Trips, Homuth or Leslie in cooperation with Miss Hibbard.						
7. Nature Notes	Staff, as materials present. To be issued at first of each month.						
8. Research, Preparation of Manual of Information, Museum Materials, etc.	Wynd, under direction of Acting Park Naturalist. (Routine duties as necessary.)						
9. Records, Reports, Notices, etc.	Homuth when. due.						
10. Nature Trails, Exhibits in Place	Staff, continuous service. Preparation as necessary.						

RG79, Region IV, Central Classified Files, 1923-42, Box 9, Folder No. 000, General, FRC, San Bruno.

APPENDIX B:
List Of Interpretive Services At Crater Lake National Park 1956

A. Informational Outlets:

1. Administration Building - All year daily, Ranger and Naturalist
2. Medford Office - All year, week days
3. Annie Springs Entrance Station - 6 months daily, 6 months weekends
4. Information Building (Rim) Naturalist on duty daily-Summer
5. North Entrance Station - daily, Summer
6. Sinnott Memorial (Rim) Naturalist on duty daily, Summer
7. Warming Hut (Rim), Winter Season - concession employees (pamphlets)
8. Patrol and traffic rangers - daily, Summer. Winter seasons as needed

For those visitors who are unable to view the lake because of weather conditions, there is displayed in the Administration Building lobby a 30" x 40" illuminated color transparency of the lake. It is an outstanding exhibit, serving a very good purpose.

B. Museum Facilities:

1. Sinnott Memorial (Rim) - Exhibits, lectures - daily, Summer. Naturalist on duty
2. Information Building (Rim) - Exhibits, publications. Naturalist on duty daily in Summer. This building will be razed upon completion of the Visitor's Center.

C. Conducted Trips:

1. Boat Trip - Daily
2. Guided Field Trip - Daily in Summer
3. Special Trips and Services to Groups - as needed.

D. Lectures:

1. Sinnott Memorial (Rim) - Four lectures daily, Summer
2. Lodge (Rim) - Evening lecture daily, Summer
3. Community Building (Rim) - Evening programs daily, Summer. This building will be razed upon Completion of the Visitor's Center.

E. Nature Trails (Marked with botanical labels):

1. Castle Crest Gardens
2. Lake Trail
3. Garfield Peak Trail
4. Sunset Trail

F. Publications-Sales:

1. Park Headquarters - Daily, all year
2. Information Building (Rim) - Daily, Summer

G. Activities Outside Park:

Talks to school groups, service groups, etc. are arranged year round by

qualified personnel.

H . Workshop Facilities (Administration Building):

1. An extensive herbarium
2. Library (general - natural and human history)
3. A fair collection of preserved specimens and study skins of birds and animals
4. Kodachrome library
5. Photographic library
6. Laboratory
7. A fully equipped darkroom

All of these facilities are made available to interested individuals and organizations throughout the year.

Mission 66 Prospectus, Crater Lake National Park, April 20, 1956, RG 79, 67A863, Box 9, File A98, Mission 66, FRC, Seattle.

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CRATER LAKE

Administrative History

CHAPTER SEVENTEEN:
PLANNING AND DEVELOPMENT AT RIM VILLAGE: 1886 - PRESENT

by Stephen R. Mark, Park Historian, 1991

Earlier work by Harlan Unrau of the Denver Service Center has documented park-wide planning from 1916 to 1987.* Since publication of the first two volumes of Crater Lake National Park's Administrative History in early 1988, park staff have communicated the need for more contextual information about the proposed redevelopment of Rim Village. Specifically, they wanted to know what the major planning thrusts have been in the past and how these efforts have shaped the site's development.

Rim Village has been the center of visitor activity at Crater Lake since before the park's establishment. It has received the most attention of any site in the park from planners and is currently the subject of a multi-million dollar redevelopment effort. This chapter covers the period from first documented use in 1886 to the closing of the Crater Lake Lodge in 1989. Particular emphasis is placed on planning since 1967, when a 30 year concession contract was signed by the National Park Service and Crater Lake Lodge, Inc.

Acknowledgments

The idea for an addition to the two volumes written by Harlan Unrau was first suggested by Dr. Stephanie Toothman, Chief of the Cultural Resources Division, Pacific Northwest Region. She not only saw the need to document past planning and development at Rim Village, but wanted to establish a precedent in making the park's administrative history a "living" work by periodically adding chapters.

Editorial assistance during the draft stage was rendered by Maureen Briggs and Kent Taylor of the park's Interpretation Division. The draft was reviewed by Mr. Unrau, Dr. Toothman, Alfred Staehli, Superintendent Robert Benton, and Associate Regional Director Richard Winters. Improvements to the initial version were facilitated by their comments and the availability of more source material which appeared in the eleven months after completion of the draft.

Stephen R. Mark
March 1990

A. Site Development: 1886-1913

The first documented use of the Rim Village site was by a U.S. Geological Survey party sent to make soundings of the lake in 1886. [1] Over the next 27 years, the site became the principal camping area at Crater Lake and, by 1907, was the focus of concession development in the newly established national park. Steep terrain, a short construction season, and the under-capitalization of the concession company all played a role in limiting early site development. A problematic road access and lack of a reliable water supply also served to

keep visitor numbers low in comparison to major focal points in other national parks of the period.

By 1896, there is reference to the site being the major camping ground for parties visiting the lake, all of whom had to undertake a strenuous horseback or wagon journey from Fort Klamath, Prospect, or Diamond Lake. [2] That year some 50 members of the Mazamas mountaineering club gathered near the future site of the Crater Lake Lodge in an effort to promote the lake as being worthy of national park status. One account of the outing advised future visitors that the best place to obtain general views of the lake was Victor Rock, and the easiest descent to the shore from the camping ground was down a narrow canyon to Eagle Cove. [3]

Six years later, Crater Lake National Park was established and W.F. Arant was appointed first superintendent. Victor Rock was receiving enough visitor use by 1903 for Arant to propose that an iron railing be placed on the outcrop for safety. [4] In 1904, Arant asked for an appropriation to construct a visitor registration building near the site of the future Kiser Studio but limited funds and road building activity dictated park headquarters be made at Annie Springs. [5]

Prior to 1905, the only road serving the Rim Village site was a rough wagon track up Dutton Creek that had been built in 1869. This route had proven so unsuitable by the time of the park's establishment that most visitors were going to the camping ground by way of Munson Valley and walking the last mile. Arant remedied the situation somewhat in 1905 by opening a road that traverses Castle Crest (in order to climb out of Munson Valley to get to the camping ground), a route which approximates that of the present Raven Ski Trail. [6]

The new road allowed Arant to turn his attention to other matters affecting what he called the "Camp Ground" site. He asked for $600 to improve what had become a dangerous descent to Eagle Cove by allowing visitors to make use of a cable while on the trail. [7] Some work was done in 1906 and the route was renamed the Rim Camp Trail.

Concession operations began in 1907 with the establishment of Crater Camp in the vicinity of what is now Crater Lake Lodge. For the first two seasons, Crater Camp consisted largely of a modest frame structure that served as a kitchen and a few tents. The Crater Lake Company became better capitalized in 1909, when W.G. Steel lured Portland developer Alfred L. Parkhurst to take over as general manager and buy most of the company's stock This led to construction of a crude water system that utilized Munson Spring by means of a hydraulic ram and wooden pipes. [8] The 1909 season also saw the start of the Crater Lake Lodge, but for the next two seasons work was slow due to labor disputes, supply problems, and financing difficulties. In early 1912, however, Parkhurst was granted a 20 year lease on the hotel site, so he decided to put a number of tents west of the unfinished lodge to provide a source of income while the building was being completed. A September 1912 windstorm damaged many of the tents, so Parkhurst felt the need to develop more permanent accommodations on the site. He paid the lodge's architect to draw plans for several six-room cottages, but these were never built. [9]

When Steel ousted Arant as superintendent in June 1913, one of the reasons he gave for seeking the position was that he would better coordinate concession development with government-financed improvements. Congress appropriated over $600,000 in 1912 to start construction of a road around the lake in addition to realigning much of what Arant had done since the park was established. Work began in 1913 and was directed by the Army Corps of Engineers. One the their first projects was to build a new stretch of road to the hotel site, one with considerably less gradient than Arant's road of 1905.

B. The First Rim Village: 1914-1926

A new road to the lodge and campground was opened in 1914, and coincided with the first comprehensive planning for what was now called Rim Village. Little came from the planning, however, because the Department of Interior (the National Park Service assumed managerial responsibility in April 1917) had neither the funds nor the infrastructure to direct the site's development. Visitation increased enormously during the years following World War I, so the NPS soon found itself in the position of having to accommodate an automobiling public and its associated impact.

The name "Rim Village" can be attributed to Mark Daniels, the first General Superintendent of National Parks. [10] His position was created two years before the birth of the National Park Service to facilitate orderly development in national parks. Daniels visited Crater Lake in August 1914 to begin work on a model village similar to the one that he had planned for Yosemite National Park. Daniels' villages were to include sanitary, water, and telephone systems, electric lighting, and a system of patrolling (presumably by a newly created ranger force that he was advocating). Building locations were to be carefully thought out and the type of architecture determined by careful study. [11]

Like his successor Stephen Mather, Daniels believed that there must be some plan for the development of accommodations in national parks. Daniels delineated four classifications of accommodation: the hotel or mountain chalet, the permanent camp (where the tourist sleeps in a tent and eats in a dining room), a camp where the tent is rented and the tourist cooks his own food (having purchased it at the village store), and a camp where the tourist brings his own tent and food. [12]

Although it is probable that Daniels designed three trails that were constructed near the Crater Lake Lodge during this period, most of his development plans for Rim Village have been lost. [13] By 1915, Alfred Parkhurst was providing for Daniels' first classification by opening the lodge. [14] Daniels' two surviving drawings pertain to its interior. Besides being General Superintendent, Daniels was allowed to work as a private consultant to national park concessioners by the Secretary of the Interior, Franklin Lane, One drawing, that of decorations for the Great Hall of the lodge, was beyond the ability of the financially strapped Parkhurst to implement. [15] Daniels seems to have realized this, because a more austere rustic drawing of a lobby counter and main stairway for the lodge was produced. The counter and stairway were built as planned and the drawing specified that all logs used were to retain their bark. [16]

Parkhurst's lack of capital and difficulties with running the lodge during its first six seasons led to the forfeiture of his 20 year lease in 1921. A new company, headed by E.V. Hauser and R.W. Price of Portland, took over the lodge and began improvement of the accommodations which had formerly been the subject of much complaint. To the east of the building and along the Rim, Hauser and Price erected tent houses with wooden floors and walls to meet visitor demand. They were serviced by a comfort station built by the NPS, who had also installed the campground's first water system in 1919.

The new company did not have exclusive control over all of Rim Village's concessions, however. The Kiser Studio was constructed on a site just south of Victor Rock in 1921, over the objections of Superintendent Alex Sparrow and other NPS officials. Its location took advantage of the road's routing through Rim Village, having entered it near the site of the present concessioner's employee dormitory and going by the lodge to become the West Rim Drive. Fred Kiser sold his photographs of Crater Lake in the studio, whose design influenced the appearance of the comfort station east of the lodge. [17]

The granting of a 20 year contract to Hauser and Price in 1922 led to the construction of annexes onto the Crater Lake Lodge. These were well underway the following summer, but visitation had grown to where a structure was needed at the campground. In 1923, Superintendent C.G. Thomson recommended:

> a shake community house, designed in imitation of a wigwam and containing a large central circular fireplace be constructed at the Rim auto camp ground. [18]

Community houses had proven popular in auto camps throughout the western United States as a place for campers to mingle after sunset, and Thomson saw construction of one as a way to establish a National Park Service presence at Rim Village. In 1924, a considerably less ambitious building than the one Thomson had suggested was erected.

Implementation of Daniels' recommendation for a village store to service rented tents or cabins took considerably longer to realize. A development plan worked out by NPS landscape architect Thomas Vint in 1925-26 called for the construction of housekeeping cabins and a building to house a cafeteria and store. Vint envisioned the cafeteria and store building as being one of a group of three structures set on a plaza. The other buildings were to be a photography studio and a kind of visitor center/museum/auditorium/dormitory called a "Government Contact Building." [19]

Although Vint's plan called for the removal of his studio, Kiser was reluctant to give up his location and pay for construction of a new building in the plaza development. He did have a small wing added to his studio during the summer of 1926, but subsequent business reversals forced Kiser to forfeit the building in 1929. It has remained under NPS control ever since, being known subsequently as the Information Building, the Exhibit Building, and the Rim Visitor Center.

The development plan also addressed how the public would view the lake from Rim Village. It called for:

> a Rim-way walk with a dustless surface behind which would be the roadway and parking area. After designing all necessary road ways and walks the intervening unused ground can be provided with a ground cover or other plant growth to stabilize the dust. The Rim walk will be one of the most important units of the Rim Area development and its center of attraction will be at Victor Rock. [20]

The "Rim-way walk" was one way of tackling the problem of unrestricted automobile parking next to the Rim which had destabilized or destroyed much of the vegetation and had scarred the area with vehicle tracks. Construction of a new main access to Rim Village was in progress during 1926, a project that was to set the circulation pattern on the site for over six decades.

C. Rim Village Remade: 1927-1941

Construction of the new road was accompanied by an expanded water system and extensive utility work to service the proposed Rim Village development. Vint's intention was to make the site a center for viewing the lake according to the evolving design principles of rustic architecture. In many respects, the plan for Rim Village's layout resembled another project of his during this period, the Giant Forest site at Sequoia National Park. Unlike Giant Forest, however, the concession company's willingness to finance improvements was limited and sporadic. Nevertheless, by 1941, the NPS had launched a successful revegetation program at Rim Village and endowed the site with many improvements that were to last for more than a

half-century.

The army road was shorter than the realigned route that the Bureau of Public Roads completed for the NPS in 1927, but had grades up to eleven percent in places. [21] The new road from Munson Valley cut the steepest grades to six percent, and in so doing was aligned to enter Rim Village development from the northwest. Rim Village now had a southern and western boundary, something that allowed the NPS to begin implementing its plan for the area.

Development of the plaza began in 1928 with a cafeteria and store building designed by NPS landscape architects. It was accompanied by construction of housekeeping cabins, which until 1941 did not have running water or sanitary facilities. [22] Work on the promenade started in 1929, following a design by NPS landscape architect E.A. Davidson. Planting work started the following year under the direction of Merel Sager. [23]

Concurrent with the start of the revegetation program was the construction of a new trail to the lakeshore. Like the earlier Rim Camp Trail, the Lake Trail near the lodge had become hazardous. In response, the NPS spent two seasons building the Crater Wall Trail and located the new trailhead on the plaza across from the Cafeteria and Store building.

In 1930, construction got underway on the first federally-funded museum in a national park, the Sinnott Memorial. Its design borrowed heavily from the Yavapai Observation Station at the Grand Canyon. The link was more than incidental because both structures were viewed by the Carnegie Institution of Washington as the key interpretive sites in their respective parks. Carnegie's president, John C. Merriam, was instrumental in getting funds for the Sinnott's first exhibits and was heavily involved with the building's design. Merriam also laid out the Discovery Point Trail, which originates from the promenade at the northwest corner of Rim Village. [24]

The 1931 season saw the virtual completion of a stone parapet wall along the promenade. The crenelated wall also featured several landscaped bays, a trail to the Sinnott Memorial, and a drinking fountain that had a miniature Crater Lake carved from a single boulder. Utility work in the summer included a new cement water storage tank on Garfield Peak. More improvements came that fall when Rim Village's gasoline powered generators were eliminated by the installation of electric power through an underground line. As the construction season finished, the NPS was starting a fill south of the lodge so that additional parking might be provided.

The boom in construction at Crater Lake National Park during the Hoover Administration was largely due to the administration's willingness to fund public works projects at an unprecedented level. [25] In order to give Congress an overall view of proposed developments in national parks so that appropriations could be secured, development plans were scrapped in favor of master plans. Responding to a request from Vint, NPS landscape architect Merel Sager produced a sample master plan for Crater Lake in 1931 [26]

The early master plans consisted of large paper copies made from drawings produced on vellum. They were later hand colored and bound together on a roll. Comprehensive development plans at a scale encompassing the entire park were followed by larger scale drawings to depict individual developed areas like Rim Village. Eventually, a typed narrative accompanied the colored sheets as an insert and an attempt was made to update each park's master plan every year.

Passage of the Emergency Conservation Work (ECW) Act in 1933 provided for the formation of the Civilian Conservation Corps. The resulting money and manpower allowed the NPS to employ Francis Lange as the park's resident landscape architect. Previously,

Lange had worked under Sager but could spend only part of the summer at Crater Lake because his duty station alternated between Sequoia and the NPS office in San Francisco. Lange worked as the resident landscape architect at Crater Lake from 1933 until 1939, when he got a promotion and was replaced by Lester Anderson.

By 1933, most of the landscaping projects at Rim Village were well underway. Stone curbs had replaced the log parapets which had defined the roadway and parking areas. Lange supervised the transplanting of more than a thousand trees from Munson Valley to Rim Village, while also continuing the "naturalization" work that Sager had started. Lange also designed rustic signs of wood with raised lettering to replace the painted metal signs that formerly gave directions or indicated points of interest.

In spite of all of the construction resulting from work relief programs in the 1930s, some proposals for Rim Village were never realized. The plaza development did not secure sufficient funding for the government contact building and new studio. These projects required more money than what was available through ECW allotments, which were the park's main source of construction funds between 1933 and 1942. The proposed studio site on the plaza was eventually occupied by a comfort station finished in 1938. Designed by Lange, the comfort station's orientation and stonework were to serve as the basis for future construction at Rim Village. [27] The government contact building had relatively complete plans drawn for it by NPS architect George Norgard in 1932. Construction of the building was complicated by its having to be built in two stages beginning in 1933. [28] It remained on every master plan for the park through 1940.

Further expansion of the campground was proposed after the CCC had put the finishing touches on a 45 unit campground at Rim Village, one that featured bathhouses, electric lights, as well as rustic benches, tables, and campstoves. [29] A cabin development was planned for the area southeast of the lodge, but the NPS could not convince the concessioner to undertake the project. The agency had to be content with some improvements to the lodge and housekeeping cabins (which subsequently became known as the "coldwater" cabins once they were serviced by new water lines in 1941), though the company did construct two "deluxe" four room cabins in 1942. [30]

D. Post War Planning: 1942-1956

With the onset of World War II, planning responsibilities began to be shared with park staff. Although little seemed to result from these efforts, a fundamental shift in the NPS perception of Rim Village began to occur. Plans aimed at building a visitor center within what was going to be a day use area were eventually shelved, however, in favor of additional concession development in the mid 1950s.

The outbreak of World War II resulted in the dissolution of the CCC. This depleted the NPS of the manpower it needed to keep the master plans updated on a yearly basis. Although the large colored sheets in the plans for Crater Lake went without an update from 1941 to 1947, development outlines (which were an expansion of the narrative in master plans) were produced and revised during the war. The 1942 master plan proposed that the Rim Campground be converted to a picnic area because the overnight use was seriously damaging the vegetation. [31] A study was launched less than a year later to determine whether the campground was to be relocated to a site about one mile northwest of Rim Village. [32]

Connected with the campground relocation study was a proposal to build a tunnel from the new site to the lakeshore. Condemned by some NPS officials as mutilation, Director Newton Drury ruled out further consideration of a tunnel or elevator to the lake's surface in early

1944. [33]

The question of how to best facilitate the visitor experience at Crater Lake remained. In 1943, there was a proposal to relocate the concession's service station in Munson Valley to a site next to the cafeteria, but Superintendent Leavitt was in favor of a site west of the wye that separated Rim Village from the Rim Drive. [34] Some improvements were made to the Munson Valley facility in 1948, but the proposal would resurface again in the master plans of the mid 1950s. Another government contact building was designed by NPS architect Cecil Doty in 1943. Doty incorporated a museum, an exhibit area, and office space into a two story, multi-purpose structure. [35]

The "museum" proposal encountered opposition from E.A. Davidson, regional chief of planning (Crater Lake had been part of the NPS's Region Four, headquartered in San Francisco, since 1937). Davidson objected to the possibility that the building's size might approach "monumental character" and that it would increase congestion at Rim Village. [36] Leavitt, however, supported Doty's design in a memorandum to Regional Director O.A. Tomlinson. He was convinced that the building would be a good example of "package" development (an idea that was being advocated by Davidson's department) so that the need for other, smaller buildings dotting the landscape would be eliminated. [37]

Connected with this proposed "package" development was a prospectus for the building. This arose from the realization by NPS planners that development had been the ultimate result of master plans, so there had to be a statement of requirements for the proposed development. [38] The prospectus was to include an examination of the need for the development(s), an analysis of local factors (including the physical environment, visitation, and location of the proposal), an outline of the proposed development, and an estimate of costs. [39] A prospectus for the proposed government contact building was first prepared in 1942, and revised in 1947 by the park's Chief Naturalist George Ruhle. [40]

In his revision, Ruhle mentions that it was NPS policy to bar any structure between the parking area and the rim of the caldera. This seemingly confined the proposed government contact building to the site first selected by Vint in 1926. In carrying this policy further, Crater Lake's 1948 operations prospectus recommended that the NPS should be:

> prepared to eventually condemn the existing public accommodations on the Rim and refuse to permit any rebuilding of such accommodations within the park area with the possible exception of a lunch room which could be located as to provide year-round, simple meal service and would not encroach upon the featured portion of the park. [41]

The operations prospectus reflected more than the desires of Superintendent Leavitt and the park staff. In a letter to NPS Director Newton B. Drury, the concession company's vice-president, R.L. Kron, expressed "complete surprise" at Drury's pronouncement that:

> any new concession contract for operations in this area shall contain the condition that accommodations for the visiting public are to be provided in a new structure, or structures, erected on a site, or sites, to be selected, which will be some distance from the Crater Rim, and that the now existing Crater Lake Lodge will be razed. [42]

Drury's statement reflected some long-standing problems that the NPS was having with the concessioners, particularly with regard to the lack of adequate fire safety measures in the Crater Lake Lodge. Although visitor complaints of this nature had begun as early as 1916, Director Drury and several inspectors accused concessioners Price and Kron of stalling in their compliance with fire safety requirements. [43] Price claimed that the company could not

afford installation of an automatic sprinkler system in the lodge. In June 1947, Secretary of the Interior Julius Krug issued an order limiting occupancy of the lodge to the first and second floors. [44] After an urgent plea based on reservation commitments made for the 1947 season and Price's assurances that special interim fire protection measures were to be undertaken, Krug allowed operation of the lodge to resume on the condition that fire protection requirements be met for the 1948 season. [45]

Price attempted to sell the concession in early 1948 to a prospective buyer who would then have to make the fire safety improvements stipulated by the NPS. Some of these measures were undertaken after the sale fell through so that the lodge could open for the summer, but the order closing the third floor remained in effect. When Krug found out that the concession was using the third floor to house employees, he threatened Price with cancellation of the contract. [46] A compromise that allowed guest and employee occupancy on the third floor of the annexes was reached in August upon recommendation of Frank Ahern, NPS Chief of Safety. [47]

The compromise did not change the conviction of many people in the NPS that the lodge would be at the end of its useful life as public accommodations in 1960. Rather than raze the building and restore the site, there was some interest during the late 1940s in an adapted structure that would house public contact functions, a museum, and NPS offices. [48] By utilizing the masonry walls of the lodge to develop a two-story building, the problems with securing sufficient appropriations for a visitor center might be lessened.

Most of the improvements and fire safety measures that saved the concession operation in 1948 were due to the efforts of Price's son-in-law, C.W. Fyock. [49] By 1950, however, the structural deficiencies of the lodge's Great Hall section were so obvious that it was necessary to add wooden columns for reinforcement of the overloaded laminated beams. [50] After attaching a transformer vault onto the lodge to remedy a fire hazard, the NPS decided to fund a structural survey and condition report on the lodge by N.W. Haner and Associates of Portland. Completed in 1953, the Haner Report recommended rehabilitation of the lodge rather than its replacement. It stated that if the rehabilitation measures were carried out, the building's useful life as public accommodations would be extended upwards of 20 years. [51]

Price decided not to invest the $72,000 that the Haner Report recommended be spent on the lodge in order to extend its life. Instead, he sold the concession to Harry W. and Harry C. Smith in 1954. Although the Smiths were to implement very few of the rehabilitation measures that the Haner Report recommended, they did some renovation and planned an addition to the dining room for the 1955 season. [52] The expanded dining room did not materialize, but the new concessioners doubled the size of the Cafeteria and Store building in 1956, enlarging it to house a lunchroom and a "winter warming area." [53]

Director Conrad Wirth's order to take design and construction functions out of the regions in 1953 changed the way that park planning had been done previously. Two offices, one in Philadelphia and the other in San Francisco, were organized prior to the inception of the ten year development program called Mission

66. This was done to centralize design and construction so that the NPS could justify hiring enough staff to meet the demands of park projects brought on by aging facilities and increased visitation.

Near the end of 1954, the new Western Office of Design and Construction (WODC) drew a museum building that was to be located downslope from the site of the Community House. The proposed building was to be connected to the Sinnott Memorial by an underground walkway. The walkway's purpose was to allow visitor access to a glassed-in Sinnott

Memorial for all-year use. [54]

A winterized Sinnott Memorial had been part of NPS planning for Rim Village since 1947, but Congress provided barely enough money for operations at Crater Lake despite Drury's best efforts. [55] To Wirth, the only way to meet park needs for new facilities was to launch a coordinated program whose time horizon could coincide with the publicity generated by the National Park Service's 50th anniversary. With the initiation of Mission 66, park officials fully expected that construction of a visitor center and winterized Sinnott Memorial would begin in 1957. [56]

E. The Mission 66 Era: 1957-1967

After an enthusiastic beginning under the Eisenhower Administration, the energy behind Mission 66 began to dissipate by the fall of 1960. In an attempt to keep the construction funds flowing and encourage concession development at Rim Village, the NPS instituted package master plans. Formulated in 1961, 1964, 1965, and 1967, these plans took slightly different approaches to relieving congestion at the site. The need for a visitor center was soon intertwined with concession development and a complicated attempt to move NPS headquarters out of the park.

The questionable feasibility of building an underground walkway to a winterized Sinnott Memorial prompted Merel Sager (who was now the NPS's Chief Landscape Architect in the Washington office) to design a winter viewing platform in early 1957. He envisioned a platform on the edge of the rim, built so that it could sit on the berm. The device would utilize posts so that it would be raised and lowered depending on the snow depth. [57] At roughly the same time Sager proposed a platform for lake viewing, Cecil Doty designed a visitor center for the site of the Kiser Studio which included a winter viewing tower at its north end. [58]

Although construction of a visitor center proved elusive, some changes took place at Rim Village during the Mission 66 program. The roadway between the plaza and lodge was widened to provide more parking for day use, which had been accounting for over 80 percent of visitation since before 1950. [59] Newly designed cement picnic tables accompanied by metal fire grates were put into the realigned Rim Campground in 1958. By 1960, the new Cleetwood Cove Trail on the north side of the caldera was providing access to the lakeshore, replacing the steeper and increasingly hazardous Crater Wall Trail.

The Smiths sold their interest in the concession company to Ralph O. Peyton and James M. Griffin in 1959. Negotiations began with the new concessioners about the disposition of the lodge because their contract was due to expire at the end of 1960. The NPS wanted to buy the lodge and convert it into a visitor center and museum, and programmed $285,000 for its purchase. The new concessioners could take the proceeds from the sale and construct a motel accommodating 250 people in the new "concession area" adjacent to the cafeteria. [60] Contract negotiations stalled over the issue of the new motel's proximity to the lake, so Peyton and Griffin were granted a five year extension under the terms of the old agreement. [61] The large number of contracted construction projects of the Mission 66 program (some of which had to be coordinated with concession development) necessitated flexibility in NPS master plans. When the agency found itself increasingly concerned about the Kennedy Administration's willingness to back Mission 66 projects, it tried a new approach to updating and presenting park plans called package master plans. Narrative material prepared by park and regional staffs could be presented on the same size sheets as the WODC drawings for areas in a park that were considered to have common problems. A general package that encompassed the entire park was prepared in addition to however many packages that a large

or small park required. Package master plans were also to be accompanied by development schedules that listed priorities and estimated costs of the proposed changes. [62]

In 1961, Crater Lake was one of the first four parks selected for this experiment in planning. A proposed visitor center was a key component of the package that included Rim Village. A new access road from the south (which followed portions of the army route as it entered Rim Village) was planned to diverge from the existing road below Rim Campground and go to the lodge. This would allow visitors to avoid the congested plaza area as they made their way to the new visitor center, housed in the adapted lodge. [63] The proposed "concession area" around the plaza, the adapted lodge, and a second access road through Rim Village continued as the main focal points when Superintendent W. Ward Yeager submitted the park development schedules for the update of the package master plan in early 1964. [64]

An administrative reorganization of the national park system into natural, historical, and recreational areas resulted in Crater Lake being classified as a natural area after 1964. This classification was interpreted by the agency to mean that the park would reflect as little evidence of human activity as possible. A package master plan was drafted in July 1965 which aimed to provide a workable traffic pattern for Rim Village. Additional parking for the proposed visitor center in the lodge was a key component, as was additional parking space to service the concession facilities. Included in the plan's principal recommendations was a proposal for Rim Village becoming a day use area. The lodge was to be acquired by the NPS for demolition or conversion into a visitor center, and the concessioner was to develop overnight accommodations away from Rim Village. [65]

The five year extension that Peyton and Griffin had been granted expired on December 31, 1965. Although the concessioners were able to get a one year extension for the 1966 season, Superintendent J. Leonard Volz made the installation of an automatic sprinkler system in the lodge a condition for granting a new contract. [66] Volz also raised questions about the future of the lodge in a memorandum to Regional Director Edward Hummel. Focusing on fire safety and the lodge's proximity to the caldera, Volz tied NPS ownership of the lodge to moving park headquarters out of Munson Valley. [67]

One of the reasons that the proposed headquarters move was generating more enthusiasm than it had in the past was that Volz was the first superintendent of the park to live in Munson Valley year-round. The first drawings of a new headquarters located at the park's south entrance had been done by Lange and Davidson in 1942, but cost studies in 1948, 1955, and 1961 resulted in rejection of the idea, [68] Volz pursued the plan because the Medford winter headquarters were disbanded in 1965 and there was now the possibility of getting overnight accommodations out of Rim Village. Some of the buildings in Steel Circle were to be exchanged for the concession's interest in the lodge, provided that the Steel Circle buildings were remodeled as motel accommodations. [69]

Director George Hartzog's visit to the park in August 1966 led to the concession appraising the NPS buildings in Munson Valley so that an anticipated exchange for their property at Rim Village could take place. [70] Hartzog wanted to convert Rim Village to a primarily day-use area by consolidating the functions of key structures and razing others. He favored reconstruction of the lodge into a low-profile structure that would utilize the existing stone masonry and provide about 50 high-quality rooms. Volz later reported to Regional Director John Rutter that it would take two seasons to convert the lodge, but that overnight accommodations must first be provided elsewhere before the lodge conversion could begin. To Volz, this also meant that park headquarters had to be moved to a new site before work could start on converting the Steel Circle apartments to motel units. [71]

The 1965 draft master plan had to be finalized during 1967 because no construction could

begin without an approved master plan. The master plan included proposals to: 1) expand the Mazama Campground for a trailer village and camper supply complex (to include showers, laundry, store, and service station), so that the Rim Campground could be closed; 2) construct a concessioner's employee dormitory at Rim Village; 3) phase out the cold water and Ponderosa cabins; 4) construct a multi-purpose building on the site of the Kiser Studio that would incorporate an amphitheater, offices, exhibit space, and the services of the existing cafeteria. [72]

In the 1967 interpretive prospectus, Chief Park Naturalist R.G. Bruce discussed the proposal for a multi-purpose building, while noting that the lodge and cafeteria would probably remain at Rim Village. He proposed a low profile Lake View building that would remove the need for all of the existing NPS structures, including the Sinnott Memorial. Bruce attached Doty's 1943 drawing to show a feasible design and concluded that the promenade and its retaining walls should be completely reworked. [73]

By the end of 1967, funds for a new visitor center still were not programmed. Reconstruction on the lodge was put off until 1974 largely because new acquisitions to the National Park System were consuming most of the agency's construction budget. [74] Earlier that year, Volz and the concessioners resigned themselves to the probability that the proposed headquarters move would take up to ten yearn. Peyton and Griffin wrote Hartzog and asked that a contract be negotiated before the end of 1967, and said that acquisition of the Steel Circle facilities could wait until the headquarters situation was clarified. [75] This meant that the lodge would provide accommodation for at least another five years.

After Donald Spalding took over as superintendent in April 1967, the concessioners began installing an automatic sprinkler system to protect the lobby area of the lodge. NPS officials insisted fire and life safety improvements should extend throughout the lodge as long as it served as public accommodations. These improvements were to be part of the new contract with the concessioner. [76]

F. Planning for a new Rim Village: 1968-1977

The advent of a new contract seemed to signal that park planning was headed in a coherent direction, but what few changes were made at Rim Village by the NPS resulted from the Water Crisis of 1975. Site development between 1967 and 1975 was basically left to the concessioners, a situation that brought the involvement of conservation groups in park planning for the first time. The substance of Rim Village site planning, however, changed little even though the master plan format gave way to a general management plan.

On December 20, 1967, contract no. 14-10-9-900-69 was signed by the NPS and the concessioners, The contract was to have a 30 year life and was only the fourth of such length in the history of the NPS. [77] The lodge was sold to the NPS with the concessioner now operating it on a lease. The contract stipulated that the concessioners could enlarge the cafeteria, remove the cold water and Ponderosa cabins, and build an employee dormitory.

The signing of the contract virtually coincided with official approval of a new master plan in January 1968, but revision of the plan began the following September. The revision showed an additional access road to the lodge similar to the 1961 plan. The traditional access from the plaza to the west rim drive was to be obliterated, making the proposed road the primary access to Rim Village. The new road would lead to parking for the proposed visitor center, something that was now to be constructed on the site of the Kiser Studio. There were two arterial roads that branched off from the new road so that the roadway next to the promenade could be restored to pedestrian "green space". One arterial was to lead to a concession area

that was to include an expanded cafeteria and a new concessioner's employee dormitory, while the other was to go to parking for a rebuilt lodge. [78]

The master plan continued to tie the proposed changes at Rim Village with the headquarters move. NPS officials saw that appropriations for constructing a new headquarters away from Munson Valley were not likely in the near future, so Superintendent Spalding suggested organizing a cluster office that could manage Crater Lake and nearby parks from a headquarters in Klamath Falls. [79] In spite of warnings about the problems that had plagued administration of the park when its winter headquarters were in Medford, the Klamath Falls Cluster Office was created June 23, 1969. [80] Spalding was named general superintendent of the group that included Crater Lake and three national monuments: Oregon Caves, Lava Beds, and John Day Fossil Beds, Later that year, the group became part of the agency's newly created Pacific Northwest Region, an entity whose headquarters were located in Seattle.

Although the NPS was able to complete the sprinkler system and some other fire safety improvements in the lodge during 1968, most construction in the wake of the new contract was financed by the concessioners, An addition to the northwest side of the cafeteria was built in 1970 to provide more space for the gift shop. In 1971, a bar and lounge were part of a new addition to the cafeteria's northeast side while the comfort station at the rear of the building was converted into a transformer vault. [81]

More controversial was construction of the concessioner's employee dormitory that began in August 1972. Originally planned for a site next to the cafeteria, the master plan revision of 1972 now showed it on a site south of the lodge so that it could be hooked up to the lodge's sewer line. Passage of the National Environmental Policy Act in 1969 meant that an environmental assessment (EA) had to be written to address the impact of the building's construction, as well as to present alternatives to constructing the dorm at Rim Village. The document stated that the building was required by the 1967 concession contract and that its purpose was to eliminate overcrowding in the lodge (employees had been housed there along with guests). It was also to provide housing for employees when the lodge was being converted to a two story structure. The EA further justified the $350,000 dormitory by stating that the building would improve the appearance of the area by allowing the lodge to be reduced to two stories. [82] When construction of the dormitory began in June 1973, seven conservation groups protested that it should have been built on Peyton's property near the park's south boundary. [83] The groups argued that the building's site in Rim Village was inconsistent with the stated NPS intent to shift new development away from prime resource areas. [84] Although the dormitory was completed, further expansion of concession facilities at Rim Village was halted by order of Assistant Secretary of Interior Nathaniel Reed with the support of Oregon Senator Bob Packwood. Plans for motel units at Rim Village and Park Headquarters were dropped, with Reed directing the NPS to prepare a revised master plan that would be subject to public hearings. [85]

Crater Lake's last master plan appeared in draft form in March 1975 and lent little credence to earlier justifications for building the employee dormitory. It noted that the lodge had been nominated for the National Register of Historic Places. This meant that conversion of the building into a two story structure would now require a Historic Structure Report, as part of a feasibility study. The lodge was entitled to protection under Executive Order 11593 (Protection and Enhancement of the Cultural Environment, May 13, 1971) under which historical surveys are required on buildings nominated to the National Register prior to any construction.

A visitor center was again proposed in the master plan, this time through conversion of the cafeteria. Rerouting of the roadway to a south access for Rim Village was recommended, as was the conversion of the Rim Campground to a day use area. [86] An environmental

assessment was prepared for the draft master plan in May 1975. In June, a plugged outfall line at a sewer manhole near the lodge allowed raw sewage to mix with surface runoff from snowmelt, resulting in contamination of Munson Springs. The resulting water supply problem closed the park for almost three weeks. Both the lodge and the Rim Campground remained closed after the park reopened. Emergency funds allowed for the completion of a new water line from Annie Spring in September, and Munson Springs were abandoned as a water supply.

Although the lodge had its sewage system reworked as a result of the contamination, emergency funds were not extended to cover projects in the master plan. The abandonment of the septic tank and leachfield system serving the cafeteria and cold water cabins was not accomplished. [87] The contamination had other ramifications. The Rim Campground was converted to a picnic area in the summer of 1976. In the midst of litigation arising from his role in the water contamination, Peyton sold the concession on March 1, 1976, to the Canteen Company of Oregon. Canteen was to assume the remainder of the 30 year contract. [88]

General management plans began to replace master plans in the national parks during 1977. This was in response to congressional pressure to improve administration of NPS holdings and would include public comment in park planning. The new document was done in advance of legislation mandating GMPs and consisted of a statement for management, a resource management plan, a visitor use plan, a general development plan, and subsidiary plans. [90] Accompanied by an environmental assessment, the draft GMP for Crater Lake was issued for public comment in July 1977.

Within the general development plan was a development concept for Rim Village that was very similar to what had been proposed in the 1967 master plan. The differences were that the lodge was now to be maintained as a first class accommodation, with refurnishing and maintenance to be done in a way that its historic character would be retained. The proposed visitor center was to be placed just north of the existing comfort station on the plaza. It was to be surrounded by "restored green space", while the roadway was to be moved south to provide access to the lodge. The plan stated that the key to implementing a Rim Village plan was the removal of the rental cabins so that parking on the existing roadway and plaza could be relocated.90 Another major difference to the 1967 plan was that rim redevelopment was not tied to moving park headquarters to the south entrance, though the plan attempted to make a case for the move.

The development concept had a long-range goal of restoring the rim of the caldera to an interpretive zone, stating that those facilities not directly related to the viewing experience and interpretation could be removed upon the termination of their useful life. [91] No timetable was given for the proposed actions, but the development concept maintained that the replacement of lodging units with others elsewhere in the park would depend on prevailing conditions at that time and the availability of facilities within nearby communities. It did specify, however, that prior to any major actions at Rim Village, a comprehensive design would be prepared that would determine the location of the interpretive center, pedestrian areas, parking, and access roads. [92] In December 1977, the NPS issued a final GMP with an environmental assessment. The latter was the subject of some controversy in the public comment period because a conservation wanted the NPS to do an environmental impact statement. Klamath Falls Group Superintendent Ernest Borgman dismissed the idea by equating the depth and utility of an EA with an EIS while characterizing the latter as involving unnecessary delays. [93]

G. False Starts and Potential Resolution: 1978-1988

At Rim Village, the GMP may have created more problems than it solved. Its cursory treatment of the Crater Lake Lodge was one reason why the NPS eventually found itself entangled with provisions of the National Historic Preservation Act. The agency's proposed resolution of the redevelopment problem was politically expedient and was aimed at using the support for a rehabilitated lodge to construct a visitor center within a new hotel. In doing this, however, the NPS committed itself to a multi-million dollar effort that was dependent upon at least ten years of discretionary Congressional funding for special construction projects.

Not long after the GMP was completed, the question of whether the lodge could be maintained as first class public accommodations (as specified in the GMP) was laid open to scrutiny. In March 1978, Superintendent Frank Betts requested that a structural engineer make an inspection of the lodge. [9] No immediate action was taken, but an electrical inspection of the lodge was made in May 1979 by personnel from the Denver Service Center (an entity which arose from the eastern and western offices of design and construction being consolidated in 1971). The inspection was followed by a preliminary report on fire safety and structural stability of the building in October 1979. [95] Another inspection in January 1980 estimated that over $2.4 million would be required to correct life safety and structural deficiencies in the lodge. This report also pointed out that the NPS still had no maintenance agreement with the concessioner concerning the building. [96]

The lack of fire safety measures in the lodge was the subject of a Government Accounting Office report released in November 1980. [97] The report stressed that extensive renovation was needed if the building were to continue as public accommodations. Since the GMP stated that the lodge could be removed at the end of its useful life, there was some question whether renovation efforts should proceed, given that overnight stays in the lodge had fallen by 33 percent from 1977 to 1979. [98] The NPS held public meetings on the fate of the lodge in Klamath Falls, Medford, and Salem, from December 9 to 11, 1980. [99] Four options with cost estimates were presented by the agency, with public sentiment generally favoring retention of the lodge.

Concurrent with the public meetings, NPS personnel in the Pacific Northwest Regional Office in Seattle revised and submitted a National Register nomination form on the lodge to the State Advisory Committee on Historic Preservation. The nomination was approved and forwarded to Washington, D.C. where the lodge was placed on the National Register of Historic Places on May 5, 1981. [100] Placement on the National Register, the public's desire for continued use of the lodge, and the GMP as approved, were the main factors in the move toward total rehabilitation of the building. The regional office prepared a Development/Study Package Proposal in the spring of 1981, so that a task directive for Denver Service Center work could be approved. [101] Operating under Package 220, the NPS financed interim improvements to the lodge and initiated a historic structure report to guide the rehabilitation efforts. [102]

The rehabilitation work was scheduled to begin at the close of the 1982 operating season. The Historic Structure Report, however, found that the construction cost for stabilization and rehabilitation of the lodge would exceed $6 million. Besides the cost of the work, concern about slope deterioration undermining the foundation of the lodge was a factor in the Denver Service Center's recommendation of a "no go" decision on the project as requested in the 1982 construction budget. [103] The rehabilitation project was tabled and an amendment to the GMP was pursued. In the interim, fire and life safety work continued so that the lodge could remain in operation on a year-to-year basis. [104]

The feasibility of providing winter lodging in the park had been indicated by studies made in 1980 and 1983, though no major shift in the seasonality of visitation or average length of stay

in the park was anticipated. [105] An amendment to the GMP was to resolve the lodging issue in the form of an action plan. As outlined in the Planning Process Guideline (often referred to as NPS-2) action plans were to be prepared as sequels to the approved GMP for large parks where the level of detail in the GMP is inadequate to allow execution of particular programs. [106] When detailed guidance for anticipated park development is needed, an action plan is prepared and is called a development concept plan (DCP).

A draft DCP was issued for public comment in February 1984. The preferred alternative called for expansion of the cafeteria building that would house approximately 58 lodge rooms, dining facilities, and an interpretive center. This lodge/cafeteria complex would be connected to the Munson Valley waste water treatment system. Adaptive use for an artist-in-residence program was discussed for the Kiser Studio, while the rental cabins and Community House were slated for removal. Commercial development in Munson Valley was to be limited to the eventual replacement of the concessioner's employee dormitory at Rim Village. [107]

Public meetings were held to review the DCP alternatives in Klamath Falls, Medford, Roseburg, and Salem during March 1984. Although the scope of the DCP was the entire park, the disposition of the Crater Lake Lodge elicited the most comment. Possible adaptive uses for the lodge were given in the document's appendix. These possibilities were explored as separate, but parallel issues to the environmental consequences of providing lodging in the park. Public sentiment was generally supportive of the preferred alternative and there was acceptance of the basic assumption shared by all alternatives that future lodging would not be provided in the Crater Lake Lodge. The public expressed a desire, however, that some use be found for the building. [108]

A final decision on the DCP was promised for June, but problems with the document began to surface in the public comment period. Not only did critics want a thorough analysis of alternatives to demolishing the building, but they were upset over the Historic Structure Report being based on what it would cost to make the lodge "first class" accommodations. [109]

In concluding the section on adaptive use of the lodge, the draft DCP stated:

> The high cost to renovate the lodge for limited use, the uncertainties over the long-term stability of the site, and management objectives to reduce development on the rim indicate that ultimately the lodge should be removed. Before any decision is made, alternatives for financing renovation and continued use will be further explored, public comments will be given full consideration, and formal consultation procedures with the state historic preservation officer and the Advisory Council on Historic Preservation will be conducted. [110]

When the Advisory Council on Historic Preservation (ACHP) was consulted, it recommended that it would be unwise to predicate a decision to demolish the lodge on a management policy which calls for the removal of development from the vicinity of primary park resources. The ACHP also cited the need for a Preliminary Case Report (PCR) on the lodge in order to comply with the National Historic Preservation Act of 1966. The PCR was to provide a detailed account of replacement and retention costs for the lodge, and to organize these costs into options that were to include a relatively modest "rustic" standard of accommodations.

Nevertheless, on June 26 NPS Director Russell Dickenson reversed his previous endorsement of the preferred alternative in the draft DCP. He said that all development should be removed from Rim Village except for an interpretive center in the cafeteria building and further stated that continued use of the Crater Lake Lodge contradicted current NPS policy to remove

nonresource-related facilities from prime resource areas. [111]

When the decision was announced by Regional Director Daniel J. Tobin, Jr., in late July, a wave of protest erupted in Oregon's newspapers. The Historic Preservation League of Oregon was especially vocal in finding fault with the analysis of rehabilitation costs for the lodge. [112] The outcry prompted a request by Oregon Congressman James Weaver to include the lodge question on the agenda of a House Interior Subcommittee on Public Lands and National Parks, for a hearing on September 11, 1984.

Director Dickenson answered Weaver's questions at the hearing and agreed to get a second cost estimate for rehabilitating the lodge, this time from architects and engineers not in federal service. Weaver also urged Dickenson to seek extensive public comment and the advice of historic preservation groups before any decision is made to demolish the lodge. [113] During the period between the hearing and the initiation of the second cost estimate, the Portland architectural firm Fletcher, Finch, Farr, and Ayotte was chosen to do a study of alternative sites for a new lodge. [114]

The uncertainty over the old lodge left the actions common to all alternatives in the draft DCP suspended. In Rim Village, this meant that the removal of the rental cabins and the connection of all facilities to the Munson Valley waste water treatment system could not go ahead. To rectify the situation, an interim DCP was prepared and approved in May 1985 so that work on noncontroversial projects could proceed. [115]

The interim DCP also made mention of the second cost study for the lodge, which would require from six to nine months to complete. A contract for $144,000 was awarded to the Portland-based firm of Broome, Oringdulph, O'Toole, Rudolf and Associates (BOOR/A) on June 25, 1985. [116] The BOOR/A study was to provide information on the feasibility of rehabilitating the lodge for "rustic" accommodations. This was defined as "the economical repair and/or replacement of defective building elements to meet code and operational requirements for use of the facility in its current configuration." The study was to contain costs for both a 20 and 40 year life cycle. Completed in March 1986, it included a landscape inspection report, snow load study, food service equipment report, a study of vegetation changes affecting the lodge, and a wind tunnel test report.

The study of vegetation change was authored by architect Alfred Staehli, a historic architect who had done previous consulting work in other national park areas. [117] Staehli mapped the historic pattern of vegetation to show that the addition of the building's annexes in 1923 changed the snow drifting pattern. Staehli showed that this change, not slope failure, eventually caused the terrace on the lodge's north side to slump off. [118]

The findings of the BOOR/A study confirmed earlier Denver Service Center findings that the lodge had a poor initial structural design, had always provided meager accommodations, and would require major rehabilitation. Rehabilitation even to "rustic" standards would require complete replacement of the electrical system, most of the mechanical system, and major structural renovation. The costs associated with either the "first class" or "rustic" standard of accommodation differed mainly in their treatment of the Great Hall section of the lodge. Also discussed was the option of removing the annexes and keeping the original part of the building as a summer restaurant and interpretive display area. It was estimated that rehabilitation costs for this option would be about half of what full rehabilitation would cost. [119]

In March 1986, Oregon Congressman Bob Smith announced that NPS Director William Penn Mott was considering a proposal to remove the annexes. Smith said that Mott wanted to get a reaction from various groups about the idea in order to work out a compromise. [120] In July

1986, Mott made an unannounced visit to the lodge which led to the preparation of a third cost estimate by the Denver Service Center. Using the BOOR/A "rustic" approach and the NPS "first class" estimate, a "combined option" scenario was generated for a rehabilitated lodge with annexes. Issued as a working draft in October, this estimate was about midway between the two prior cost studies. It assumed a post-rehabilitation total of 82 guest rooms, whereas the "rustic" standard planned 108 and the "first class" standard had 56 rooms. [121]

In March 1987, Denver Service Center historical architects Craig Kenkel and Craig Frazier examined cost data from the BOOR/A study and the "combined option" to obtain figures for two scenarios involving the lodge without annexes. The first, an interpretive display with dining facility, was estimated to cost between $3.3 and $3.7 million in Fiscal Year 1991 net construction costs. The second scenario, rustic lodging with dining, would run between $4.5 and $5 million. [122]

The Kenkel and Frazier schematic study allowed work to begin on constructing alternatives for a supplement to the suspended 1984 DCP. A draft document was cleared for printing in July 1987. Its focus was various combinations of lodging in the park and contained four alternatives. In all of the alternatives, lodging was to be limited to a maximum of 160 units in the park total with a maximum of 90 units at Rim Village. Costs of the alternatives were higher than previous estimates. This was because they were based on replacement of the cafeteria with new lodge facilities. The Denver Service Center specialists were convinced that a remodeled cafeteria would not function well and cited wind tunnel tests as evidence that the building would complicate the design for winter use of Rim Village. [123]

The location of the septic leachfield serving the cafeteria figured prominently in an investigation of six caldera springs during the summer of 1987. The ensuing report connected high nitrate concentrations found in one of the springs to the leachfield and strongly suggested that the NPS consider alternative approaches for treating human waste on the rim. [124] The report also justified the phasing of planned construction in the supplement to the DCP. The connection of new and existing facilities to the Munson Valley waste water treatment plant was given top priority in the anticipated funding for a Rim Village redevelopment package. [125]

The draft supplement to the DCP was issued for public comment in October 1987. It listed four alternatives for redeveloping Rim Village. Common to all of the alternatives was removal of four comfort stations and the Community House, while the Kiser Studio and Sinnott Memorial were to be retained. The disposition of the lodge was the key to all of the alternatives; this ranged from complete rehabilitation in the first alternative to demolition in the fourth alternative.

Alternative I would provide for an 80 room Crater Lake Lodge to be open only in the summer, and would be included in a total Rim Village redevelopment package estimated at $25.5 million. Alternative II drew from the Kenkel and Frazier schematic study including a rehabilitated original lodge with restaurant and exhibit space, open only in summer. A new all year lodge with 90 rooms would occupy a site near the cafeteria. This lodge would be three stories with a winter viewing area. The site was chosen in the 1984 Fletcher, Finch, Farr, and Ayotte study. This package was estimated to cost $33.5 million. Alternative Ill was similar to Alternative II, but differed in that rustic lodging and dining would be provided in the Crater Lake Lodge in the summer while a new lodge would have 60 rooms. This package was estimated to cost $33.3 million. Alternative IV called for a new all- year lodge with 90 rooms in an estimated package to cost about $28 million. All four alternatives showed a separate interpretive center to be constructed near the site of what had been the cafeteria and in proximity to the new lodge. Several newspapers called for a fifth alternative that would have the old lodge rehabilitated for year-round accommodations. [126]

Public hearings were held on the supplement to the DCP in Klamath Falls, Medford, Roseburg, and Portland from January 25 to 28, 1988. The historic preservation community strongly favored Alternative I, while the NPS chose not to select a preferred alternative. During the hearings the NPS stressed that a final decision was not limited to the four alternatives. [127] This would allow Regional Director Charles Odegaard the latitude to combine elements from several alternatives for a final decision on the DCP once the public comment period closed February 5,1988.

Odegaard announced his decision on February 25. He agreed to a $35 million effort to fully renovate the Crater Lake Lodge to provide about 80 guest rooms in the summer, while a new 60 room lodge near the site of the cafeteria would provide year-round accommodations. [128] Odegaard used what was essentially the "combined option" of October 1986 regarding the old lodge and endorsed the idea of a new "multi-purpose" building that would combine the functions of the proposed interpretive center and a new lodge. The decision met an overwhelmingly favorable reaction in Oregon's newspapers, largely because the decision had finally been made to retain the Crater Lake Lodge. [129]

The final supplement to the DCP appeared in May 1988. It provided for 140 lodging units at Rim Village and a total of 220 in the park, representing an increase over what was contained in the draft supplement. The NPS justified the increase by stating that proposed work at Rim Village would reduce the area affected by development from 32 acres to 12 acres. This was to be accomplished largely by combining the functions of the buildings scheduled for removal (the cafeteria and the Community House) into a new lodge. The concessioner's employee dormitory was to remain at Rim Village for the remainder of its useful life, but alignments for roads and parking had yet to be determined. [130]

H. Implementing the Plan: 1988-1989

At first it seemed that the DCP was going to be relatively easy to implement and would go according to a construction schedule developed by the Denver Service Center. Except for the additional lodging planned for Rim Village, most of the proposed redevelopment work had first been outlined by DSC in 1976. [131] But various scenarios for parking, transportation systems, and the siting of the new hotel began to complicate planning efforts. [132]

On December 1, 1988, three structures in Rim Village were listed on the National Register of Historic Places as part of a national historic district in the park. [133] Two of the buildings (the comfort station on the plaza and the one behind the cafeteria) had been slated for removal in the DCP. The National Register designation played a key role in the funding for a cultural landscape report about the site which was begun in June 1989. Its purpose was to give planners context about Rim Village's historic development and its function as a designed landscape so that important site features could be protected and any adverse effects brought on by the redevelopment work mitigated. [134]

The National Register designation was an insignificant complication to the project schedule compared to the structural condition of the Crater Lake Lodge. After barely avoiding closure in 1988, consulting engineers recommended that the lodge not be opened the following year. [135] Odegaard made the decision to close the lodge on May 26, 1989, and immediately faced the problem of the 1990 NPS budget having no money for the Rim Village redevelopment project. Funds were restored through the efforts of the Oregon Congressional delegation in June, primarily to allow the lodge's rehabilitation to be accelerated. [136]

Much of the Rim Village planning, however, centered on the new hotel because it was to be the hub of the redevelopment. Questions continued to arise about how much parking was

needed for a building with year round lodging. This led to extended discussion of transportation systems, but planners expressed their fears that the associated expense would leave the new hotel without a constituency. [137] Public support for a rehabilitated Crater Lake Lodge continued to drive Congressional backing for the entire redevelopment package, however. Despite some evidence that 1989 summer tourism at Crater Lake had been unaffected by the lodge's closure, Fiscal Year 1990 dawned with the expectation that work on site planning for the new hotel and the accelerated rehabilitation of the old lodge could be done concurrently. [138]

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CRATER LAKE

Administrative History

ENDNOTES

PART I: INTRODUCTION

1. Material for this chapter was extracted from two principal sources: U.S. Department of the Interior, National Park Service, Historic Resource Study, Crater Lake National Park, Oregon, by Linda W. Greene, June 1984, and U.S. Department of the Interior, National Park Service, "Statement for Management, Crater Lake National Park," March 11, 1983, Files, Technical Information Center, Denver Service Center, National Park Service.

CHAPTER 1

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21. Ibid., I, 95. A copy of the May 12, 1894, public notice (actually dated April 14) may be seen in Appendix B.

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26. Rules and Regulations Governing Forest Reserves Established Under Section 24 of the Act of March 3, 1891 (26 Stats., 1095.), Washington, 1897.

27. Annual Report of the Secretary of the Interior, 1897, I, 85-86.

28. Annual Report of the Secretary of the Interior, 1898, I, 84, 91-92, 97-100.

29. Laws of Oregon, 1895, p. 632. At the same time the state legislature requested that a guardian be appointed to protect the reserve.

30. Mitchell to Lamoreaux, November 30, 1895, RG 49, Division "R," National Forests, Willamette, Part 4.

31. Commissioner, General Land Office to Secretary of the Interior, March 6, 1896, RG 49, Division "R," National Forests, Willamette, Part 4. Later on May 7, 1897, the members of the Oregon congressional delegation sent a letter to Secretary of the Interior Cornelius N. Bliss supporting the subdivision of the reserve as outlined by Mitchell as well as further relief of the sheepherders from departmental regulations. McBride, Tongue, and Ellis to Bliss, May 7, 1897, RG 49, Division "R," National Forests, Willamette, Part 4. Also see John Muir, "The National Parks and Forest Reservations," Harper's Weekly, XLI (June 5, 1897), 566, and William G. Steel, "Cascade Range Forest Reserve," March 2, 1897, in Steel Scrapbooks, Forest Reserves, No. 25, Vol. 2, Museum Collection, Crater Lake National Park.

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33. U.S. Congress, House, Committee on Public Lands, National Park in the State of Oregon, 57th Cong., 1st Sess., 1902, H. Rept. 872, p. 3.

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55th Cong., 2d Sess., 1898, H. Rept. 613, pp. 1-5.

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8. One such article was Caspar W. Hodgson, "Crater Lake by Day and Night," Sunset, IX (May, 1902), 68-72.

9. U.S. Congress, House, Committee on Public Lands, National Park in the State of Oregon, 57th Cong., 1st Sess., 1902, H. Rept. 872,pp. 1-5, and Congressional Record, House, 57th Cong., 1st Sess., March 11, 1902, Vol. 35, Pt. 3, p. 2663.

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CHAPTER 5

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2. Copies of these regulations may be seen in Appendix B.

3. Copies of these regulations may be seen in Appendixes C and D, respectively.

4. Report on Wind Cave, Crater Lake, Sullys Hill, and Platt National Parks, Casa Grande Ruin and Minnesota National Forest Reserve, 1908 (Washington, 1909), p. 6, and Report on Wind Cave, Crater Lake, Sullys Hill, and Platt National Parks, and Casa Grande Ruin, 1909 (Washington, 1909), p. 6.

5. Ibid.

6. Annual Report of the Director of the National Park Service, 1918, p. 218.

7. Proceedings of the National Park Conference Held at the Yellowstone National Park, September 11 and 12, 1911 (Washington, 1912), p. 201.

8. Annual Report of the Director of the National Park Service, 1918, p. 218.

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1. Annual Report of the Department of the Interior, 1902, I 142-43.

2. Annual Report of the Superintendent of Crater Lake National Park, Oregon, to the Secretary of the Interior, 1903, pp. 3-8, in Annual Reports of the Crater Lake National Park - Laws and Regulations, Vol. I, 1902-1911, Natural Resources Library, Department of the Interior, Washington, D.C.

3. Annual Report of the Superintendent of Crater Lake National Park, Oregon, to the

Secretary of the Interior, 1904, pp. 3-11, in Annual Reports of the Crater Lake National Park, I, 1902-1911.

4. A transportation "first" occurred during the summer of 1905 when William Hudson, a Medford garage owner, reached the rim in his Buick passenger car. Despite the description of the road as being of easy grade and comfortable scanty details of Hudson's ordeal to reach the lake indicate that travel in the area was extremely difficult. Place and Place, Story of Crater Lake, p. 76.

5. Report of the Superintendent of Crater Lake National Park, Oregon to the Secretary of the Interior for the Year Ended June 30, 1905 (Washington, 1905), pp. 5-12, in Annual Reports of the Crater Lake National Park, I, 1902-1911, and Arant to Secretary of the Interior, April 21, 1913, RG 79, Central Files, 1907-39, File No. 208-06, Part 1, Crater Lake, Rules & Regulations, Fishing & Hunting.

6. Report of the Superintendent of Crater Lake National Park, Oregon, to the Secretary of the Interior, 1906, pp. 5-13, in Annual Reports of the Crater Lake National Park, I, 1902-1911. Also see Portland Oregonian, November 7, 1906, Vertical Files, Oregon Historical Society, Portland.

7. "Crater Lake National Park," Steel Points, I (April, 1907), 136-37.

8. Steel to the Commercial Bodies of Southern Oregon, March 26, 1907, RG 79, Letters Received by the Office of the Secretary of the Interior Relating to National Parks, 1872-1907, Crater Lake, 167-1907.

9. Report on Wind Cave, Crater Lake, Sullys Hill, Platt, and Mesa Verde National Parks and Casa Grande Ruin, 1907 (Washington, 1908), pp. 4-5, in Annual Reports of the Crater Lake National Park, I, 1902-11. Also see Salem Journal, March 23, 1907, and Daily Abstract, March 19, 1907, Steel Scrapbooks, Crater Lake, No. 35, Vol. 3, Museum Collection, Crater Lake National Park. Also see RG 79, Central Files, 1907-39, File No. 12-3-8, Part 1, Parks, Reservations & Antiquities, Crater Lake National Park, Privileges, Crater Lake Company; Portland Oregonian, July 27, 1907; and Salem Journal, July 29, 1907.

10. Report on Wind Cave, Crater Lake, Sullys Hill, and Platt National Parks, Casa Grande Ruin and Minnesota National Forest Reserve, 1908 (Washington, 1909), pp. 5-8, in Annual Reports of the Crater Lake National Park, I, 1902-11, and Arant to Secretary of the Interior, April 24, 1908, RG 79, Central Files, 1907-39, File No. 208-09, Part 1, Crater Lake, Rules & Regulations, Livestock.

11. Report on Wind Cave, Crater Lake, Sullys Hill, and Platt National Parks, and Casa Grande Ruin 1909 (Washington, 1909), pp. 5-7. In September 1909 Frank Dillon of Fort Klamath received a one-year permit to sell souvenir post cards and views in the park. RG 79, Central Files, 1907-39, File No. 12-3, Parks, Reservations & Antiquities, Crater Lake National Park, Privileges, Frank Dillon.

12. Steel to Bourne, May 12, 25, 1909, Steel Correspondence Collection, Letter File 2, Items 47, 48, Museum Collection, Crater Lake National Park.

13. Stephen T. Mather, Assistant to the Secretary to Mark Daniels, General Superintendent, National Parks, April 19, 1915, RG 79, Central Files, 1907-39, File No. 12-3, Part 1, Parks, Reservations and Antiquities, Crater Lake, Telephone & Telegraph Service.

14. Proceedings of the National Park Conference, 1911, pp. 38-39. Efforts by Steel and the Crater Lake Company to ensure exclusive transportation privileges in the park are

documented in RG 79, Central Files, 1907-39, File No. 12-3, Parks, Reservations & Antiquities, Crater Lake National Park, Privileges, Win. H. Hodson and File No. 12-3-8, Part 1, Parks, Reservations & Antiquities, Crater Lake National Park, Privileges, Klamath Development Company. Also see RG 79, Central Files, 1907-39, File No. 12-3-8, Parks, Reservations and Antiquities, Crater Lake National Park, Privileges, Crater Lake Company for contracts and related data for this period.

15. Lease to Crater Lake Company, 1913 (Washington, 1913), RG 79, Central Files, 1907-39, Privileges, Crater Lake Company (Proceedings against Parkhurt), 1922. The concession for transporting visitors in the park by the Crater Lake Company continued to be renewed annually with each automobile being issued a license at a cost of $10.

16. Earlier on February 23, 1909, the Oregon State legislature had passed an act appropriating $100,000 to aid in the construction of a state road from the Pacific Ocean via Crater Lake to the Idaho boundary and to provide for the appointment of a commissioner to supervise expenditure of such funds and superintend construction of the road. Laws of Oregon, 1909, p. 278. Also see RG 79, Central Files, 1907-39, File No. 12-3, Parks, Reservations & Antiquities, Crater Lake National Park, Privileges, J.W. Stephenson and File No. 12-3-8, Part 1, Parks, Reservations & Antiquities, Crater Lake National Park, Privileges, Klamath Development Company.

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18. L.F. Schmeckebier, "Our National Parks," National Geographic, XXIII (June, 1912), 542.

19. Geological History of Crater Lake: Crater Lake National Park, 1912.

20. U.S. Department of the Interior, Office of the Secretary, General Information Regarding Crater Lake National Park, Season of 1912, pp. 1-10. Copies of the general statement, principal points of interest, and two maps showing routes to the park and points of interest in the park may be seen in Appendix B.

21. U.S. Congress, House, Committee on Public Lands, Crater Lake National Park, Oreg.: Letter From the Acting Secretary of War . . . 62d Cong., 2d Sess., 1911, H. Doc. 328, p. 3.

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2. Steel to Arant, November 30, 1912, Steel Correspondence Collection, Letter File 2, Item 37, Museum Collection, Crater Lake National Park.

3. Arant to Steel, December 24, 1912, Steel Correspondence Collection, Letter File 2, Item 36, Museum Collection, Crater Lake National Park.

4. Steel to Arant, December 26, 1912, Steel Correspondence Collection, Letter File 2, Item 43, Museum Collection, Crater Lake National Park.

5. Steel to Arant, January 15, 1913, Steel Correspondence Collection, Letter File 2, Item 42, Museum Collection, Crater Lake National Park.

6. Arant to Steel, January 15, 1913, Steel Correspondence Collection, Letter File 2, Item 45, Museum Collection, Crater Lake National Park.

7. Portland Journal, February 7, March 5, 10, 1913; and Portland Oregonian, March 22, 1913; and Klamath Falls Northwestern, May 25, 1913, Steel Scrapbooks, Crater Lake, No. 37, Vol. 5, Museum Collection, Crater Lake National Park.

8. Steel to Chamberlain, March 1, 1913, Steel Scrapbooks, No. 37, Vol. 5, Museum Collection, Crater Lake National Park.

9. Klamath Falls Northwestern, June 13, 18, 1913, and Mail Tribune, June 10, 12, 13, July 10, 1913, Steel Scrapbooks, No. 37, Vol. 5, Museum Collection, Crater Lake National Park.

10. Steel to Chamberlain, July 22, 1913, Steel Correspondence Collection, Letter File 2, Item 215, Museum Collection, Crater Lake National Park.

11. U.S. ex rel. William F. Arant, Appellant Vs. Franklin K. Lane, Secretary of the Interior, No. 2, 853, In the Court of Appeals of the District of Columbia, RG 79, Central Files, 1907-39, File No. 201-006, Part 1, Crater Lake, Administration, Superintendent, 1917-29.

12. Steel to White, August 16, 1913, Steel Correspondence Collection, Letter File 2, Item 297, Museum Collection, Crater Lake National Park.

13. Horace M. Albright, The Birth of the National Park Service: The Founding Years, 1913-33 (Salt Lake City, 1985), p. 65.

CHAPTER 8

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2. RG 79, Central Files, 1907-39, File No. 12-3, Part 1, Parks, Reservations and Antiquities, Crater Lake National Park, Privileges, H.J. Boyd.

3. Quoted in Salem Capitol Journal, September 3, 1955, Vertical files, Oregon State Library, Salem.

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Park to the Secretary of the Interior, 1914, pp. 1-12; Report of the Superintendent of the Crater Lake National Park, 1915, in Annual Report of the Department of the Interior, 1915, I, 991-98; and Crater Lake National Park, 1916, in Annual Report of the Department of the Interior, 1916, I, 806-09. Also see "National Parks," Sierra Club Bulletin, IX (June, 1915), 320, and U.S. Department of the Interior, Office of the Secretary, Forests of Crater Lake National Park (Washington, 1916).

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7. U.S. Department of the Interior, Office of the Secretary, General Information Regarding Crater Lake National Park, Season of 1914, pp. 1, 4-5.

8. "Crater Lake," Ladd & Bush Quarterly, II (December, 1914), 11-13, Vertical Files, Oregon Historical Society, Portland.

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5. Legislative History for Crater Lake National Park, I, 10. A copy of the law may be seen in Appendix B.

6. U.S Department of the Interior, National Park Service, Laws Relating to the National Park Service, The National Parks and Monuments, 1933, pp. 13, 116.

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27. U.S. Congress, House, Committee on Public Lands, Amend An Act Entitled "An Act to Accept the Cession by the State of Oregon of Exclusive Jurisdiction Over the Lands Embraced Within the Crater Lake National Park, and For Other Purposes," 74th Cong., 1st Sess., 1935, H. Rept. 859, p. 1.

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33. For more information on the dialogue between the National Park Service and the U.S. Forest Service regarding RARE II wilderness designations during 1979 and early 1980 see Hatfield to Whalen, October 18, December 13, 1979; Hutchison to Hatfield, December 31, 1979; and Tobin to Hatfield, January 18, 1980; in Crater Lake National Park Enlargement, A Legislative History, December 19, 1980, Park Administrative Files, Attic, Canfield Building, Crater Lake National Park.

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55. Memorandum for the Superintendent, Crater Lake National Park, by G.A. Moskey, Chief Counsel, August 23, 1941, and Memorandum for the Director, by E.P. Leavitt, Superintendent, September 3, 1941, RG 79, Central Files, 1933-49, File No. 610, Part 1, Crater Lake, Lands, Buildings, Roads & Trails, Private Holdings, Yawkey Lumber Tract.

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9. National Park Service Officials, March 1, 1972, pp. 51, 72, 80, 84, 117; Capitol's Who's Who For Oregon, 1972, p. 257; and Oral History Tape Transcription 150, Interview of Katherine "Kit" Nealon Huntress Leavitt, April 15, 1980, by Ruth Preston and Marjorie Edens, pp. 3-16, 2021, 27-28.

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18. Ibid., p. 71.

19. Ibid., pp. 71, 108, 124.

20. Ibid., pp. 71, 75.

21. Ibid., p. 71. Elaine Hounsel served as acting superintendent from February 13 to April 15, 1984.

22. Ibid., pp. 58, 69, 71.

23. U.S. Department of the Interior, National Park Service, Regulations Governing Crater Lake National Park [In Effect May 1, 1917] (Washington, 1917), pp. 1-7. See Appendix A for a copy of these regulations.

24. Lane to Mather, May 13, 1918, RG 48, Central Classified Files, 1907-36, File No. 12-0,

Administration, Part 1. The latter was printed in its entirety in the Annual Report of the Director of the National Park Service, 1918, pp. 273-76. See Appendix B for a copy of the letter. Also see Stephen T. Mather, "The National Park Status of Crater Lake," in Oregon: Out of Doors (Portland, 1922), pp. 10-18, Oregon Collection, University of Oregon, Eugene.

25. Solinsky to the Director, Office of National Parks, Buildings and Reservations, February 28, 1934, RG 79, Central Files, 1933-49, File No. 208, Part 1, Crater Lake, Rules and Regulations, General. Also see U.S. Department of the Interior, National Park Service, Rules and Regulations, Crater Lake National Park, 1921 (Washington, 1921).

26. Ibid., and Memorandum for the Assistant Secretary, January 15, 1932, RG 48, Central Files, 1907-36, File No. 12-3, Part 2, National Parks, Crater Lake, Rules and Regulations, 1931-36. Further data on the regulations for Crater Lake National Park may be found in RG 48, Central Files, 1907-36, File No. 12-3, Part 1, Parks, Reservations and Antiquities, Crater Lake, Rules and Regulations, 1918-30, and Part 2, National Parks, Crater Lake, Rules and Regulations, 1931-36; RG 79, Central Files, 1907-39, File No. 208, Part 1, Crater Lake, Rules and Regulations, General; and RG 79, Central Files, 1933-49, File No. 208, Part 1, Crater Lake, Rules and Regulations, General, and Rules and Regulations, Approved.

27. In the District Court of the United States for the District of Oregon, In the Matter of the Appointment of William G. Steel, November 21, 1916, Commissioner for the Crater Lake National Park, Steel Scrapbooks, Crater Lake, No. 38, Vol. 6, Museum Collection, Crater Lake National Park.

28. Annual Report of the Director of the National Park Service, 1921, p. 225.

29. Marsh to Steel, February 16, March 3, 1921; Marsh to Attorney General, February 16, 1921; and In the District Court of the United States for the District of Oregon, In the Matter of the Appointment of William G. Steel, Commissioner for the Crater Lake National Park, March 7, 1921, Steel Scrapbooks, Crater Lake, No. 39, Vol. 7, Museum Collection, Crater Lake National Park.

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31. Annual Report of the Director of the National Park Service, 1929, p. 67; Ibid., p. 88; and Annual Report, Crater Lake National Park, 1932, RG 79, Central Files, 1933-49, File No. 207-001.2, Part One, Crater Lake, Reports (General), Directors Annual Report.

32. U.S. Department of the Interior, National Park Service, Crater Lake National Park, Press Release, August 4, 1939, RG 79, Central Files, 1933-49, File No. 201-15, Policy, Crater Lake, Publicity, Newspaper Articles, Press Notices. During 1939 a strong effort was made to have Chief Ranger Crouch appointed as a Deputy U.S. Marshall for the park for the prompt hearing of misdemeanor cases that were brought before the U.S. Commissioner living in the park. Information relating to the outcome of this effort could not be found. RG 79, Central Files, 1933-49, File No. 201-10.1, Part 1, Crater Lake, Administration and Personnel, Deputy Marshall.

33. Annual Report, Crater Lake National Park, 1947, 1949, Files, Superintendents Office, Crater Lake National Park, and Fee to Franke, October 22, 1948, and Memorandum, The Solicitor to The Secretary, November 30, 1948, RG 79, Central Files, 1933-49, File No. 201-10, Part 1, U.S. Commissioners.

34. Oscar L. Chapman, Secretary of the Interior to William Denman, Chief Judge, United States Court of Appeals, February 8, 1949, RG 79, Central Files, 1933-49, File No. 201-10, Part 1, U.S. Commissioners.

35. Memorandum for the Director, E.P. Leavitt, Superintendent, April 20, 1949, RG 79, 67A616, Box 3, File No. 201, U.S. Commissioners, FRC, Seattle.

36. Red Cone District Operations Handbook, by Larry L. Hakel, February 17, 1967, Library Collection, Crater Lake National Park.

37. Annual Report of the Director of the National Park Service, 1917, p. 166.

38. Sparrow to Albright, May 17, 1918, RG 79, Central Files, 1907-29, File No. 621-058, Crater Lake Buildings, Administration.

39. Albright to Sparrow, May 24, 1918, RG 79, Central Files, 1907-39, File No. 621-058, Crater Lake Buildings, Administration.

40. Annual Report of the Director of the National Park Service, 1918, p. 160. In 1918 the park received $1,200 for the purchase and operation of a "motor-driven passenger-carrying vehicle" for the use of the superintendent and park employees. Ibid., p. 230.

41. Annual Report of the Director of the National Park Service, 1923, p. 142.

42. Annual Report, Crater Lake National Park, 1927, RG 79, Central Files, 1907-39, File No. 207-001, Part 2, Crater Lake, Reports, Annual.

43. Crater Lake National Park, Oregon [1928], RG 79, Central Files, 1907-39, File No. 302, Part 5, Crater Lake, Appropriations, Estimates.

44. Annual Report of the Director of the National Park Service, 1929, pp. 64-67, and Ibid., 1930, pp. 83-88.

45. Medford Mail Tribune, June 17, 1931, Steel Scrapbooks, Crater Lake, No. 41, Vol. 9, Museum Collection, Crater Lake National Park, and Memorandum for the Regional Director, Region Four, E.P. Leavitt, Superintendent, January 16, 1948, RG 79, Central Files, 1933-49, File No. 855, Crater Lake Medical Service.

46. Crater Lake National Park, Construction Activities - 1932, Program of Expenditures - 1933, RG 79, Central Files, 1933-49, File No. 204.

47. Annual Report, Crater Lake National Park, 1934, 1935, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendents Annual Report, and National Park Service Officials, March 1, 1972, p. 51.

48. Solinsky to Director, Office of National Parks, Buildings and Reservations, October 13, 1933, RG 79, Central Files, 1933-49, File No. 201-014, Part 1, Crater Lake, Administration and Personnel, Reorganization.

49. Annual Report, Crater Lake National Park, 1934, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Report.

50. Oregon Daily Journal, April 22, May 2, 1935, and Medford Mail Tribune, May 5, 1935, RG 79, Central Files, 1933-49, File No. 204-020, Part One, Crater Lake, Inspections and Investigations By Headquarters Central Reports Officers, E.C. Solinsky - A.R. Edwin - I.F. Davidson, July 19 - August 31, 1935. Also see Portland Oregonian, May 1, 5, 1935, Files, Oregon State Library, Salem, and various newspaper articles in RG 79, File No. 201-6.2, Solinsky Clippings, FRC, Seattle.

51. Annual Report, Crater Lake National Park, 1935, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Reports.

52. Ibid.

53. Annual Report, Crater Lake National Park, 1936, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Reports.

54. Annual Report, Crater Lake National Park, 1937, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Reports.

55. Annual Report, Crater Lake National Park, 1936, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Reports.

56. Annual Report, Crater Lake National Park, 1937, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Reports.

57. Ibid.

58. Annual Report, Crater Lake National Park, 1938, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Reports.

59. Ibid.

60. Annual Reports, Crater Lake National Park, 1939, 1940, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Reports.

61. Annual Report, Crater Lake National Park, 1939, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Reports.

62. Oscar L. Chapman, Assistant Secretary of the Interior, to Fourth Assistant Postmaster General, March 10, 1938, RG 48, Central Files, 1937-53, File No. 12-3, Part 2, National Park Service, National Parks, Crater Lake, Quarters, 1938-39.

63. Annual Report, Crater Lake National Park, 1940, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Reports.

64. Annual Report, Crater Lake National Park, 1942, Files, Superintendent's Office, Crater Lake National Park.

65. Leavitt to Meredith, September 8, 1942; Memorandum for the Regional Director, Region Four, E.P. Leavitt, Superintendent, September 9, 1942; Memorandum for the Director, O.A. Tomlinson, Regional Director, September 12, 1942; and Memorandum for the Regional Director, Region Four, Newton B. Drury, Director, September 22, 1942; RG 79, Central Files, 1933-49, File No. 857-07, Part 1, Crater Lake, Travel, Opening of Parks.

66. Annual Report, Crater Lake National Park, 1943, RG 79, Central Files, 1933-49, File No. 207-001.4, Superintendents Annual Reports. More information on the involvement of Crater Lake National Park in the war effort may be found in "Address Given by Superintendent E.P. Leavitt Before the Medford Kiwanis Club During January, 1942," RG 79, Central Files, 1933-49, File No. 201-006, Part 2, Crater Lake, Administration, Superintendent.

67. Smith to Cressman, May 4, 1944, RG 79, NPS, Western Region (Reg. IV), Central Classified Files, 1923-1965, Crater Lake, Box 1, Folder 101, Crater Lake Historical. Also see

Memorandum for the Regional Director, Region Four, July 10, 1944, RG 79, Central Files, 1933-49, National Parks, Crater Lake, File No. 207-001.

68. For an analysis of the discussion in 1944 see Memorandum for the Superintendent, Crater Lake National Park, Thomas C. Parker, Assistant Superintendent, February 29, 1944; Memorandum for the Regional Director, Region Four, E.P. Leavitt, Superintendent, September 13, 1944; and Memorandum for the Regional Director, Region Four, October 6, 1944; RG 79, Western Region, Region IV, Central Classified Files, 1923-1965, Crater Lake, Box 1, Folder 201, Crater Lake National Park, Administration 1-1-44 to 1-1-46, Part III, FRC, San Bruno.

69. Annual Report, Crater Lake National Park, 1946, RG 79, Central Files, 1933-49, File No. 207-001.4, Superintendents Annual Report. Also see Memorandum, Superintendent, Crater Lake National Park to Regional Director, Region Four, October 27, 1949, RG 79, 67 A610, Box 5, South Entrance Addition, FRC, Seattle, and Beckman to Leavitt, April 11, 1946; Memorandum for the Regional Director, Region Four, April 22, 1946; and Memorandum for the Superintendent, Crater Lake, O.A. Tomlinson, Regional Director, May 6, 1946; RG 79, Central Files, 1933-49, Crater Lake National Park, File No. 600-03, Development Outline.

70. Annual Report, Crater Lake National Park, 1947, Files, Superintendent's Office, Crater Lake National Park.

71. Annual Report, Crater Lake National Park, 1949, Files, Superintendent's Office, Crater Lake National Park.

72. Crater Lake National Park, Crater Lake, Oregon, Application for Funds for School, March 9, 1953, RG 79, Region IV, Central Classified Files, 1923-1965, Crater Lake, Box 21, Folder 843-03, School Facilities.

73. Organization and Functions As of June 1, 1955, Crater Lake National Park and Oregon Caves National Monument, RG 79, 67A863, Box 9, File A6423, Management Survey, FRC, Seattle. A copy of the organization chart may be seen by clicking on the link.

74. Annual Report of the Director of the National Park Service, 1957, in Annual Report of the Secretary of the Interior, 1957, p. 346.

75. In 1957 the park employees began printing a monthly park newsletter entitled "Phantom Ship's Log." This publication, which has been continued to the present, provides interesting glimpses of life and social activities in the park. Library Collection, Crater Lake National Park.

76. Organization and Functions As of October 1, 1962, RG 79, 46953, Box 13, File A6435, Field Office Organization, FRC, Seattle.

77. Master Plan of Crater Lake National Park, September 1964, Chapter 2, Area Objectives, pp. 1-10, National Park Service Historical Collection, Harpers Ferry Center.

78. Memorandum, Superintendent, Crater Lake to Regional Director, Region Four, July 27, 1961, RG 79, 46953, Box 13, File A6435, Field Office Organization, FRC, Seattle. In September Yeager submitted a cost analysis report to support his conclusions. Memorandum, Superintendent to Regional Director, Region Four, September 8, 1961, Ibid.

79. Annual Report, Crater Lake National Park, 1965, RG 79, 46953, Box 13, File A2621, Annual Reports (Misc.), FRC, Seattle.

80. Master Plan of Crater Lake National Park, February 1965, Chapter 3, Management Programs, Section 3, Staff Activities, pp. 17-18, National Park Service Historical Collection, Harpers Ferry Center.

81. Master Plan of Crater Lake National Park, February 1965, Chapter 3, Management Programs, Section 3, Staff Activities, pp. 3-7, National Park Service Historical Collection, Harpers Ferry Center.

82. National Park Service Officials, March 1, 1972, p. 52. After Borgman retired in 1980 the Klamath Falls Group Office was abolished and the staff assigned to Crater Lake with administrative responsibilities for Oregon Caves National Monument.

83. Crater Lake National Park, Management Objectives, Approved June 10, 1970, United States Department of the Interior, National Park Service, Crater Lake National Park, Facts and Figures, [1974], "Nostalgia" Notebook, Library Collection, Crater Lake National Park.

84. Annual Report, Crater Lake National Park, 1974, Files, Superintendent's Office, Crater Lake National Park, and Interpreter's Handbook #14, CRLA NP [1977], Library Collection, Crater Lake National Park.

85. "Chronology of Events Leading to Closing of Crater Lake National Park," [July 1975], and Memorandum, Regional Director, Pacific Northwest Region to Director, National Park Service, October 29, 1975, RG 79, 850006, Box 2, Files, Chronology on Closing of Park and Correspondence on Water Problem, respectively, FRC, Seattle.

86. See, for instance, New York Times, August 2, 1975, Seattle Post-Intelligencer, August 4, 1975, and Portland Oregonian, December 9, 1975, Friends of the Earth, Northwest Office, Oregon Files, Crater Lake, Box 1, Manuscripts Collection, Henry Suzallo Library, University of Washington, Seattle.

87. U.S. Congress, Senate, Committee on Interior and Insular Affairs, Crater Lake National Park: Hearing Before the Committee on Interior and Insular Affairs, United States Senate, Ninety-Fourth Congress, First Session, On Oversight to Clarify Circumstances Which Led to Closure of Crater Lake National Park, Medford, Oreg., September 6, 1975 (Washington, 1975), Law Library, Library of Congress.

88. U.S. Congress, Senate, Committee on Interior and Insular Affairs, Closure of Crater Lake National Park: Report of Senator Mark O. Hatfield (Washington, 1976), pp. 1-9. Despite Hatfield's findings of no coverup, the Oregon Court of Appeals in September 1980 upheld a $15,000 punitive damage award for a woman who had suffered gastrointestinal illness from drinking water while a guest at the lodge during the summer of 1975. The decision was based on evidence that Peyton had "covered up" indications of possible contaminated water trying to keep the information from patrons. All told, the Park Service paid more than $275,000 in damages. Oregon Journal, September 22, 1980, Files, Oregon State Library, Salem.

89. Statement for Management, Crater Lake National Park, November 8, 1977, in U.S. Department of the Interior, National Park Service, General Management Plan, Crater Lake National Park, Oregon, December 1977, 1-5 and 1-14

90. See, for instance, "Statement for Management, Crater Lake National Park," March 1979, Resource Management Files, Crater Lake National Park.

91. "Statement for Management, Crater Lake National Park," March 11, 1983, Resource Management Files, Crater Lake National Park. In April 1983 an employees union contract was negotiated, providing for representation of nonsupervisory employees by the American

Federation of Government Employees, Local #1042.

92. Statement for Management, Crater Lake National Park, August 1986, Central Files, Crater Lake National Park.

93. "Statement for Management, Crater Lake National Park," March 11, 1983, Resource Management Files, Crater Lake National Park. Also see Superintendent, Crater Lake National Park to Regional Director, Pacific Northwest Region, March 18, 1980, Central Files, Crater Lake National Park, and Superintendent, Crater Lake National Park to Regional Director, Pacific Northwest Region, October 23, 1984, Resource Management Files, Crater Lake National Park. In 1979 a subcontract was granted to Crater Lake Ski Service for ski equipment and snowshoes rental and ski and snowshoe instruction from Thanksgiving through April.

94. Annual Report, Crater Lake National Park, 1982, Central Files, Crater Lake National Park.

95. Crater Lake National Park, Organizational Chart, November 21, 1986, Central Files, Crater Lake National Park. A copy of the chart may be seen in Appendix F.

CHAPTER 11

1. Annual Report of the Director of the National Park Service, 1917, p. 166.

2. Annual Report of the Director of the National Park Service, 1918, p. 160; Ibid., 1919, p. 218.

3. Annual Report, Crater Lake National Park, 1920, RG 79, Central Files, 1907-39, File No. 207-001, Part 2, Crater Lake, Reports, Annual.

4. Annual Report of the Director of the National Park Service, 1924, p. 118.

5. Annual Report of the Director of the National Park Service, 1926, pp. 115-16. A new fire lookout station was completed on Mount Scott in 1926. The U.S. Forest Service and Bureau of Indian Affairs agreed to pay jointly the wages of the lookout with the Park Service providing the structure, equipment, and supplies.

6. Annual Report, Crater Lake National Park, 1928, Files, Superintendent's Office, Crater Lake National Park.

7. Annual Report of the Director of the National Park Service, 1929, pp. 64, 66.

8. Report on Forest Protection Requirements of Crater Lake National Park, 1930, RG 79, Central Files, 1907-39, File No. 883-02, Part 1, Crater Lake, Forest Protection (General), Protection Improvements (Office Order No. 198).

9. Medford Mail Tribune, May 5, 1931, and Portland Oregonian, May 18, 1931, Steel Scrapbooks, Crater Lake, No. 41, Vol. 9, Museum Collection, Crater Lake National Park.

10. Annual Report, Crater Lake National Park, 1933, RG 79, Central Files, 1933-49, File No. 207-001.2, Part One, Crater Lake, Reports (General), Director's Annual Report.

11. Annual Report, Crater Lake National Park, 1935, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Report.

12. Annual Report, Crater Lake National Park, 1936, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Report.

13. Annual Report, Crater Lake National Park, 1937, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Report.

14. Annual Report, Crater Lake National Park, 1939, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Report.

15. "Ranger Training School, Crater Lake National Park, 1938," RG 79, Central Files, 1933-49, File No. 840, Education Activities & Methods (General). Also see "Second Annual Field Ranger School, Crater Lake National Park, 1939," RG 79, Region IV, Central Classified Files, 1923-1965, Crater Lake, Box 21, Folder 883, Part I, November 25, 1936, and Crater Lake National Park, Annual Training School For Rangers, Ranger-Naturalists, and Fire Control Aids, June 22-July 1, 1950, Library Collection, Crater Lake National Park.

16. U.S. Department of the Interior, National Park Service, Crater Lake National Park, "Crater Lake Ranger Manual, 1938," pp. 1-51, Museum Collection, Crater Lake National Park.

17. "Ranger Protection Requirements, Crater Lake National Park, 1940," RG 79, Central Files, 1933-49, Crater Lake National Park, File No. 207-005, Ranger.

18. Memorandum for Superintendent Leavitt, Crater Lake National Park, by Arno B. Cammerer, Director, January 29, 1940, RG 79, Central Files, 1933-49, Crater Lake National Park, File No. 207-005, Rangers.

19. Annual Report, Crater Lake National Park, 1940, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Report.

20. "Supplement to Report on Ranger Protection Requirements," February 3, 1941, J. Carlisle Crouch, Chief Ranger, Resource Management Files, Crater Lake National Park.

21. Annual Report, Crater Lake National Park, 1942, Files, Superintendent's Office, Crater Lake National Park.

22. Fifth Annual Field Ranger School Combined With Civilian Defense Training, Crater Lake National Park, 1942, RG 79, Central Files, 1933-49, File No. 840, Part 1, Crater Lake, Educational Activities and Methods (General).

23. Annual Report, Crater Lake National Park, 1943, RG 79, Central Files, 1933-49, File No. 207-001.4, Superintendent's Annual Report.

24. Crater Lake National Park, Development Outline, Forest Protection: Forest Fire Control, February 1944, RG 79, Region IV, Central Classified Files, Crater Lake, Box 11, Folder 600.01, Part I, Master Plans, FRC, San Bruno.

25. Monthly Narrative Reports, Crater Lake National Park, 1946, RG 79, Central Files, 1933-49, File No. 207-02.3, Crater Lake, Superintendent's Monthly Narrative Reports, 1943-46.

26. Organization and Functions As of June 1, 1955, Crater Lake National Park and Oregon Caves National Monument, RG 79, 67 A863, Box 9, File A6423, Management Survey, FRC, Seattle

27. Organization and Functions As of October 1, 1962, RG 79, 46953, Box 13, File A6435,

Field Office Organization, FRC, Seattle

28. Position Description, Supervisory Park Ranger, March 20, 1963, in "Red Cone District Operations Handbook," by Larry L. Hakel, February 17, 1967, Library Collection, Crater Lake National Park.

29. Memorandum, Superintendent, Crater Lake to Regional Director, Western Region, December 23, 1964, RG 79, 46953, Box 13, File A6435, Field Office Organization, FRC, Seattle. For the experiences of a fire lookout at Mount Scott during the years 1963-64 see Linda and Roy Neuberger, "Life As A Fire Lookout in Crater Lake National Park," National Parks Magazine, XXXIX (August, 1965), 16-19.

30. United States Department of the Interior, National Park Service, Crater Lake National Park, Facts and Figures, [1974], "Nostalgia" Notebook, Library Collection, Crater Lake National Park.

31. Function Statement, Resource Management and Visitor Protection Division, September 29, 1986, Central Files, Crater Lake National Park.

CHAPTER 12

1. Regulations Governing Crater Lake National Park [In Effect May 1, 1917], pp. 1-2.

2. Annual Report of the Director of the National Park Services, 1917, pp. 57, 186.

3. Albright to Rosenberg, May 11, 1917, RG 79, Central Files, 1907-39, File No. 901-1, Part 1, Crater Lake, Public Utility Operators & Privileges, Grazing.

4. Annual Report of the Director of the National Park Service, 1918, p. 24.

5. Annual Report of the Director of the National Park Service, 1921, p. 225.

6. Annual Report of the Director of the National Park Service, 1923, p. 144.

7. Annual Report of the Director of the National Park Service, 1918, pp. 159, 161.

8. Annual Report of the Director of the National Park Service, 1919, pp. 217-18.

9. Annual Report of the Director of the National Park Service, 1920, pp. 279, 281.

10. Annual Report of the Director of the National Park Service, 1922, pp. 129-30.

11. Annual Report of the Director of the National Park Service, 1923, p. 66.

12. Annual Report of the Director of the National Park Service, 1924, pp. 50-51, 120, and Ibid., 1925, pp. 6, 105.

13. Annual Report of the Director of the National Park Service, 1929, pp. 66-67.

14. Annual Report of the Director of the National Park Service, 1922, pp. 129-30; Ibid., 1923, p. 144; Ibid., 1924, p. 120; Ibid., 1925, p. 105; Ibid., 1926, p. 14; and Ibid., 1929, p. 66.

15. Annual Report of the Director of the National Park Service, 1923, p. 144.

16. Annual Report of the Director of the National Park Service, 1924, p. 50.

17. Final Report on the Crater Lake Park Control Project, November, 1927, by J.E. Patterson, Assistant Entomologist, U.S. Bureau of Entomology, RG 79, Central Files, 1907-39, File No. 883-06, Part 1, Crater Lake, Forest Protection, Insect Infestation, 1915-29.

18. "Report of the Mountain Pine Beetle Infestation in the Lodgepole Stands of Crater Lake National Park, Season of 1929," by F.P. Keen, Entomologist, U.S. Bureau of Entomology; "Entomological Report of the Insect Control Project, Crater Lake National Park, Oregon, Season Spring 1929," by J.E. Patterson, U.S. Bureau of Entomology, November 4, 1929; and "Summary of Work Done on Insect Control Projects in Crater Lake National Park, Season of 1929," November 4, 1929; RG 79, Central Files, 1933-49, File No. 883-06, Part 1, Crater Lake, Forest Protection, Insect Infestation.

19. Annual Report of the Director of the National Park Service, 1930, p. 87.

20. Annual Report of the Director of the National Park Service, 1932, p. 100.

21. Crater Lake National Park, Annual Wildlife Report, 1940, RG 79, Central Files, 1933-49, File No. 720, Part 1, Crater Lake, Protection & Care, General. The diaries of various park rangers at Crater Lake are on microfilm in the Technical Information Center of the Denver Service Center. These diaries consist primarily of wildlife and bird observations in the park from 1930 to 1945. The diaries provide invaluable data on the characteristics of wildlife patterns and habitat during that 16-year period.

22. Cammerer to Superintendent, Crater Lake National Park, March 24, 1938, RG 79, Central Files, 1933-49, File No. 715-02, Part 1, Crater Lake, Bears, General.

23. Annual Report of the Director of the National Park Service, 1930, p. 87.

24. Annual Report, Crater Lake National Park, 1932, RG 79, Central Files, 1933-49, File No. 207-001.2, Part One, Crater Lake, Reports (General), Director's Annual Report.

25. Annual Report, Crater Lake National Park, 1936, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Report.

26. Annual Report, Crater Lake National Park, 1937, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Report.

27. "Report of Mountain Pine Beetle Situation in Crater Lake National Park and Surrounding National Forest Areas, Season 1931 and Recommendations for Control, Spring 1932," by F.P. Keen, Entomologist, U.S. Bureau of Entomology, RG 79, Central Files, 1933-49, File No. 883-06, Part 2, Crater Lake, Forest Protection, Insect Infestation.

28. Annual Report, Crater Lake National Park, 1932, RG 79, Central Files, 1933-49, p. 12, File No. 207-001.2, Part One, Crater Lake, Reports (General), Director's Annual Report.

29. "Report of the Mountain Pine Beetle Situation in Crater Lake National Park and Adjacent Lands of the Rogue River National Forest, Season 1933--Maintenance Control Program for Spring 1934," by F.P. Keen, Entomologist, U.S. Bureau of Entomology, RG 79, Central Files, 1933-49, File No. 883-06, Part 2, Crater Lake, Forest Protection, Insect Infestation.

30. Crater Lake National Park, Development Outline, Forest Protection: Tree Disease Control [1941], RG 79, Region IV, Central Classified Files, Crater Lake, Box 11, Folder 600.01, Part I, Master Plans, FRC, San Bruno.

31. "Report on the Vegetation Type Survey of Crater Lake National Park" [1936], and "Vegetation Type Survey of Crater Lake National Park" [1936], RG 79, Region IV, San Francisco, California, Vegetation Surveys, 1935-53, Box 2, Crater Lake (Vegetation Type Survey), FRC, San Bruno.

32. Annual Report of the Director of the National Park Service, 1930, pp. 29, 87. Portions of the Coffman report may be found in the Resource Management Files at Crater Lake National Park.

33. "Report on Forest Protection Requirements for Crater Lake National Park, Revised 1942," prepared by Jack B. Dodd, Associate Forester, Region Four, RG 79, Central Files, 1933-49, File No. 883-02, Protection Improvements.

34. Crater Lake National Park, Wildlife Conservation, November, 1944, RG 79, Region IV, Central Classified Files, Crater Lake, Box 11, Folder 600.01, Part I, Master Plans, FRC, San Bruno.

35. Memorandum for the Director, E.P. Leavitt, Superintendent, September 15, 1942, RG 79, Central Files, 1933-49, File No. 715-02, Part 1, Crater Lake, Bears, General.

36. Annual Report of the Director of the National Park Service, 1943, in Annual Report of the Secretary of the Interior, 1943, p. 209.

37. "New Garbage Disposal Site and Bear Situation at Crater Lake National Park," August 1, 1945, by Joseph S. Dixon, RG 79, Central Files, 1933-49, File 715-02, Part 1, Crater Lake, Bears, General.

38. Crater Lake National Park, Wildlife Conservation, November, 1944, RG 79, Region IV, Central Classified Files, Crater Lake, Box 11, Folder 600.01, Part I, Master Plans, FRC, San Bruno.

39. Crater Lake National Park, Development Outline, Forest Protection: Forest Fire Control, February 1944, RG 79, Region IV, Central Classified Files, Crater Lake, Box 11, Folder 600.01, Part I, Master Plans, FRC, San Bruno.

40. Crater Lake National Park, Soil and Moisture Conservation, November 1944, RG 79, Region IV, Central Classified Files, Crater Lake, Box 11, Folder 600.01, Part I, Master Plans, FRC, San Bruno.

41. "Annual Forestry Report, Crater Lake National Park," 1946, RG 79, Region IV, Central Classified Files, 1923-65, Crater Lake, Box 21, Folder No. 883, "Part III, 1/1/42-1/1/51," FRC, San Bruno.

42. "Entomological Work Plans for the Crater Lake Park Insect Control Project, Season of 1947," RG 79, Region IV, Central Classified Files, 1923-65, Crater Lake, Box 22, Folder No. 883-06, FRC, San Bruno.

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CHAPTER 14

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3. Annual Report of the Director of the National Park Service, 1922, pp. 127-28.

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6. Annual Report of the Director of the National Park Service, 1925, pp. 103-04.

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CHAPTER 15

1. U.S. Department of the Interior, National Park Service, General Information Regarding Crater Lake National Park, Season of 1917 (Washington, 1917), pp. 5-21, RG 79, Central Files, 1907-39, Privileges, Crater Lake Company to 1919, File No. 12-3 (Part 8), Parks, Reservations and Antiquities, Crater Lake National Park, Privileges, Crater Lake Company, 1915-18. Also see contract awarded to the Crater Lake Company effective January 1, 1917, in RG 79, Central Files, 1907-30, Privileges, Crater Lake Company (Proceedings against

Parkhurst), 1922.

2. Annual Report of the Director of the National Park Service, 1917, pp. 11, 17, 19, 166, 191.

3. Ibid., p. 57.

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8. Ibid., pp. 135-36, 279-81, and Salem Journal, August 13, 1920, Vertical Files, Oregon Historical Society, Portland. A Delco electric plant was in operation at the lodge for the first time in 1920, thus providing electric lighting for guests. One newspaper account described the condition of the lodge as "a rough, barnlike, unfinished building" with "one community lavatory" and "no bath." The "partitions between the rooms were plaster board which had shrunk, leaving cracks two and three inches wide in some places." Klamath Falls Herald and News, April 5, 1948, RG 79, Central Files, 1933-49, File No. 900-02, Part 3, National Park Service, Crater Lake Park Company, Contract, 1948.

9. First Assistant Secretary to the Crater Lake Company, September 14, 1920, RG 48, Central Files, 1907-36, File No. 12-3 (Part 1), Parks, Reservations, and Antiquities, Crater Lake, Privileges, Crater Lake Company, 1920-36.

10. Sydney B. Vincent, Chairman, Crater Lake Committee to Hon. B.W. Olcott, Governor of State of Oregon, December 17, 1920, RG 79, Central Files, 1907-39, Privileges, Crater Lake Company (Proceedings against Parkhurst), 1922.

11. Annual Report of the Director of the National Park Service, 1920, pp. 80-81, 224, and Albright to Dohrmann, May 17, 1921, RG 79, Central Files, 1907-39, File No. 900-05, Part 1, Crater Lake, Public Utility Operators, Crater Lake National Park Company, Miscellaneous Correspondence, 1921.

12. Medford Mail Tribune, August 29, 1921, quoted in "The Editorial," Table Rock Sentinel, V (1985), 19.

13. Annual Report of the Director of the National Park Service, 1921, pp. 224-25.

14. Annual Report of the Director of the National Park Service, 1921, pp. 82, 225. Records relating to the construction of the studio may be found in RG 79, Central Files, 1907-39, File No. 900-01, Part 1, Crater Lake, Public Utility Operators, Fred H. Kiser, Buildings.

15. The transactions that led to the removal of Parkhurst as park concessionaire angered Commissioner Steel. In May 1922 he initiated a letter-writing campaign to Oregon newspapers, charging Mather with fraudelent and scandalous practices in forcing Parkhurst out of the park without what he considered to be proper compensation. In September 1922 he wrote to President Warren G. Harding, demanding that Mather and Secretary of the Interior Albert B. Fall be removed from office. Finally in January 1924 Steel published a pamphlet, entitled "The Crater Lake Scandal," in which his letters on behalf of Parkhurst were printed. William Gladstone Steel, "The Crater Lake Scandal" (Eugene, 1924), pp. 1-9, RG 79, Central

Files, 1907-39. The alleged mistreatment of Parkhurst was also discussed in Congressional debate in February 1924 during consideration by the House of Representatives of a Department of the Interior appropriations bill. Salem Journal, February 10, 1924, Vertical Files, Oregon Historical Society, Portland. For further data relating to Steel's accusation against Mather see Steel to the President, September 26, 1922, Steel to Mather, November 26, 1926, and Mather to Steel, December 6, 1926, Steel Scrapbooks, Crater Lake, No. 40, Vol. 8, Museum Collection, Crater Lake National Park.

16. Correspondence, Assignment, and Contract, RG 79, Central Files, 1907-39, File No. 900-02, Part 1, Crater Lake National Park, Concessions, Crater Lake National Park Company; United States Department of the Interior, National Park Service, Crater Lake National Park Company, Crater Lake National Park, Contract No. I-1p-80, January 1, 1922, to December 31, 1941, RG 79, Central Files, 1933-49, File No. 900-02, Part 1, Crater Lake National Park, Concessions, Crater Lake National Park Company, 1922-41; and Annual Report of the Director of the National Park Service, 1922, pp. 51-52, 129. Further data on these transactions may be found in Albright to Mather, April 19, 1922, RG 79, Central Files, 1907-39, File No. 900-05, Part 2, Crater Lake, Public Utility Operators, Crater Lake National Park Company, Miscellaneous Correspondence, 1921-22.

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19. Annual Report of the Director of the National Park Service, 1923, pp. 65-67, 143.

20. Annual Report of the Director of the National Park Service, 1924, pp. 49, 51, 118-20.

21. Josephine H. Forney, "The Lure of Crater Lake," Union Pacific Magazine, IV (June, 1925), 31-32.

22. Klamath Falls Herald and News, April 5, 1948, RG 79, Central Files, 1933-49, File No. 900-02, Part 3, National Park Service, Crater Lake Park Company, Contract, 1948.

23. Annual Report of the Director of the National Park Service, 1925, pp. 37, 104.

24. U.S. Department of the Interior, National Park Service, Rules and Regulations Crater Lake National Park, Oregon, 1925, RG 79, Central Files, 1907-39, File No. 208, Part 1, Crater Lake, Rules and Regulations, General. Earlier in 1920-21 less elaborate road signs had been installed along the park entrance roads.

25. Annual Report of the Director of the National Park Service, 1926, pp. 40, 114, 116; ibid., 1929, p. 29; ibid., 1932, p. 16; ibid., 1933, p. 183; Contract and related correspondence between the Crater Lake National Park Company and the Standard Oil Company, RG 79, Central Files, 1907-39, File No. 900-02, Part 1, Crater Lake National Park, Concessions, Crater Lake National Park Company; 'Fort Klamath Community Club, First Annual Ski Race, Fort Klamath to Crater Lake Lodge and Return, General Rules and Information," [1927], Division of Interpretation Files, Crater Lake National Park; and "Ski Activity Isn't New," Reflections, III (Fall-Winter, 1978-79), 1, 4. Although the lodge was not open during the winter the Crater Lake National Park Company employed John Maben as its first winter caretaker in 1926-27. His diary for that period may be found in the Oregon Historical Society, Portland.

26. Annual Report of the Director of the National Park Service, 1928, p. 13, and ibid., pp. 64,

67.

27. U.S. Department of the Interior, National Park Service, Circular of General Information Regarding Crater Lake National Park, Oregon, 1930, in Circulars of General Information, The National Parks, 1930, Rocky Mountain Regional Office Library, National Park Service.

28. Stockton Record, October 4, 1930, RG 79, Central Files, 1933-49, File No. 857, Part 1, Crater Lake, Travel, General.

29. Annual Report, Crater Lake National Park, 1927, RG 79, Central Files, 1907-39, File No. 207-001, Part 2, Crater Lake Reports, General.

30. Annual Report of the Director of the National Park Service, 1929, p. 64, and Annual Report of the Director of the National Park Service, 1930, p. 84.

31. Contract and correspondence, RG 79, Central Files, 1907-39, File No. 900-02, Crater Lake, Concessions, Contracts, Dr. Miller. Miller provided such services in the park until the outbreak of World War II. See Contracts in RG 79, Central Files, 1933-49, File No. 900-02, Part 1, Crater Lake, Concessions, Contracts, Dr. Miller (M.D.)

32. Larry Smith and Lloyd Smith, comps., The Smith Brothers' Chronological History: Crater Lake National Park, Oregon, 1832 to 1985 [1985].

33. Annual Report of the Director of the National Park Service, 1929, p. 67. For more data on the financial difficulties of the Kiser Studio and its competition with the Crater Lake National Park Company see correspondence in RG 79, Central Files, 1907-39, File No. 900-02, Parts 1 and 2, Crater Lake, Public Utility Operators, Fred H. Kiser, Contracts, 1911-28 and 1929.

34. Annual Report, Crater Lake National Park, 1932, RG 79, Central Files, 1907-39, File No. 207-001, Part 2, Crater Lake, Reports, Annual, and Annual Report of the Director of the National Park Service, 1932, p. 41.

35. Annual Report, Crater Lake National Park, 1934, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendents Annual Report, and Smith and Smith, comps, Smith Brothers' Chronological History.

36. "Ranger Protection Requirements, Crater Lake National Park," 1940, RG 79, Central Files, 1933-49, Crater Lake National Park, File No. 207-005, Rangers, and Annual Report of the Director of the National Park Service, 1942, in Reprint of the Annual Report of the Secretary of the Interior, 1942, p. 187. Among the prominent visitors to the park during these years were Eleanor Roosevelt, Secretary of the Interior Harold L. Ickes, and ECW Director Robert Fechmer in 1935, New York Senator Robert F. Wagner in 1936, former President Herbert C. Hoover in 1937 and 1938, and Ohio Senator Robert A. Taft in 1940.

37. Annual Report, Crater Lake National Park, 1935, RG 79, Central Files, 1933-49, File No., 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Report.

38. Annual Report, Crater Lake National Park, 1936, RG 79, Central Files, 1933-49, File No., 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Report.

39. Annual Report, Crater Lake National Park, 1937, RG 79, Central Files, 1933-49, File No., 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Report. For more data on the park visitor facilities and services in 1937 see U.S. Department of the Interior, National Park Service, Crater Lake National Park [Oregon], 1937, in Circulars of General Information, The National Parks, 1937, Library, Rocky Mountain Regional Office,

National Park Service.

40. Final Narrative Report, Civilian Conservation Corps, Minor Roads and Trails, Major Roads, Park Operator to Chief Architect by Francis G. Lange, Resident Landscape Architect, Branch of Plans and Design, Region IV, Crater Lake National Park [October, 1937], RG 79, NPS, Western Region, Region IV, Resident Landscape Architect's Report to Chief Architect, 1927-40, Box 2, Final Narrative Report, 1938 (CCC), FRC, San Bruno.

41. Annual Report, Crater Lake National Park, 1938, RG 79, Central Files, 1933-49, File No., 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Report.

42. Memorandum for the Director, E.P. Leavitt, Superintendent, April 26, 1939, RG 79, Region IV, Central Classified Files, 1923-1965, Crater Lake, Box 21, Folder 868, Winter Use, Part I, FRC, San Bruno. On October 1, 1939, Robert P. Berry of Medford was granted a permit to provide meal, sandwich, snack, and lodging services in the park headquarters messhall and bunkhouse when the concession facilities were not open. Permits and related correspondence, RG 79, Central Files, 1933-49, File No. 900, Part 1, Crater Lake, Concessions, Public Utility Operators, Robert P. Berry.

43. Annual Report, Crater Lake National Park, 1939, and Memorandum for the Director, E.P. Leavitt, Superintendent, July 24, 1939, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Report. Also see Transportation Permit, Yellow Cab Company, December 17, 1938, and related correspondence, RG 79, Central Files, 1933-49, File No. 900, Part 1, Crater Lake, Yellow Cab Company, Terminal Cab Company, Concessions.

44. The Klamath Falls News Herald mounted a campaign in 1941 to have the park winter sports program expanded. The articles and Park Service response to resist such pressures may be found in RG 79, Central Files 1933-49, File No. 868, Part 1, Crater Lake, Winter Sports.

45. Annual Report, Crater Lake National Park, 1940, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Report, and Memorandum for the Director, by Supervisor of Concessions, September 1946, RG 79, Central Files, 1933-49, File No. 900-02, Part 1, National Park Service, White Star and Hurry Cab Taxi Co., 1946. For more information on the park in 1940 see U.S. Department of the Interior, National Park Service, Crater Lake National Park, Oregon, 1940, in Circulars of General Information, The National Parks, 1940, Library, Rocky Mountain Regional Office, National Park Service.

46. Crater Lake National Park Company, Crater Lake National Park, Contract No. 1-1P-80, January 1, 1941 to December 31, 1960, RG 79, Region IV, Central Classified Files, Box 22, Folder 900, Crater Lake National Park Company.

47. Memorandum for the Regional Director, Region Four Headquarters, E.P. Leavitt, December 22, 1941; Crater Lake National Park Company to the Director, October 28, 1941; and Crater Lake National Park Company, Schedule of Basic Rates for the Season of 1942, RG 79, Region IV, Central Classified Files, 1923-65, Crater Lake, Box 22, Folder 900, Crater Lake National Park Company, Part II, FRC, San Bruno. Also see Memorandum for the Director, E.P. Leavitt, Superintendent, October 23, 1941, RG 79, Central Files, 1933-49, File No. 660-05, Part 1, Crater Lake, Water Supply and Systems, General.

48. Annual Report of the Director of the National Park Service, Reprinted from the Annual Reports of the Secretary of Interior, 1943, 1944, 1945, and 1946, pp. 220, 230, 228, and 347, respectively, and Annual Report, Crater Lake National Park, 1943, RG 79, Central Files, 1933-49, File No. 207-001.4, Superintendent's Annual Report. Large numbers of tourists

were attracted to Crater Lake during the fall of 1945 when several clouds of smoke--or dust-filled gas--billowed from the lake, thus leading to speculation of renewed volcanic activity. "Scenic Volcano," Time, XLVI (November 12, 1945), 52, and "Crater Lake Volcano Is Not Dangerous," Science News Letter, XLIX (February 23, 1946), 120.

49. Leavitt to Franklin, June 15, 1946, RG 79, Central Classified Files, 1907-49, Crater Lake, Liaison Office.

50. "Report on Fire Safety, Crater Lake Lodge, Crater Lake National Park, Crater Lake, Oregon," by Frank L. Ahern, Chief, Safety Office, National Park Service, June 22 to 25, 1948, RG 79, Region IV, Central Classified Files, Box 18, Folder 801-Fire, FRC, San Bruno.

51. Annual Report, Crater Lake National Park, 1947, Files, Superintendent's Office, Crater Lake National Park, and Leavitt t McNeil, December 31, 1946, RG 79, Central Classified Files, 1907-49, File No. 868, Part 1, Crater Lake, Winter Sports.

52. Annual Report, Crater Lake National Park, 1947, Files, Superintendent's Office, Crater Lake National Park. It is interesting to note that Roman Catholic services were begun in the park during the summer of 1948 and Protestant services the following year.

53. Annual Report, Crater Lake National Park, 1949, Files, Superintendent's Office, Crater Lake National Park, and see Memorandum for the Regional Director, Region Four, E.P. Leavitt, Superintendent, February 18, 1949, RG 79, Central Classified Files, 1933-49, File No. 900-02, Part No. 3, National Park Service, Crater Lake Park Company, Contract.

54. Annual Report, Crater Lake National Park, 1949, Files, Superintendent's Office, Crater Lake National Park.

55. Klamath Falls Herald and News, April 5, 1948, RG 79, Central Files, 1933-49, File No. 900-02, Part 3, National Park Service, Crater Lake Park Co., Contract, 1948.

56. Annual Report of the Director of the National Park Service, 1949, Reprinted from the Annual Report of the Secretary of the Interior, 1949, pp. 331-32. Although the only documented freezing of the lake occurred in 1949 there were unconfirmed reports of this phenomena in 1925, 1928, and 1930.

57. See, for instance, John Gribble, "Reader's Choice," Travel, C (July, 1953), 41, and "Crater Lake Holiday," Sunset, CXVI (March, 1956), 43-44, and Annual Report, Crater Lake National Park, 1953, Files, Superintendent's Office, Crater Lake National Park. For a complete listing of visitor opportunities and services in the park during the early 1950s see George C. Ruhle, Along Crater Lake Highways: A Road Guide to Crater Lake National Park. (Published by Crater Lake Natural History Association, 1953).

58. U.S. Department of the Interior, National Park Service, Vaction Survey, Rogue River Basin, Crater Lake National Park, Oregon Caves National Monument, [1950], pp. 4-17. As a result of this and other surveys, the Park Service closed the east entrance road in June 1956 because its limited use made road maintenance and operation of an entrance station uneconomical. A section of this road within the park from Rim Drive to Lost Creek Campground and the Pinnacles was to be maintained as a spur road off Rim Drive. National Park Service, Crater Lake National Park, Information for the Press, "East Entrance Road Closure," June, 1956, RG 79, 67A863, Box 9, File D-30, Roads and Trails, FRC, Seattle.

59. Annual Report, Crater Lake National Park, 1950, Files, Superintendent's Office, Crater Lake National Park. During 1950-51 three other projects relating to park concessions were completed at Park Service insistence: installation of an automatic electric-powered pump at

the Museum Spring pump house to keep the Garfield Peak reservoir filled to capacity; installation of a new sewer line from the lodge laundry to a new sewage disposal filtration tank; and replacement of two existing transformers in the lodge basement with non-flammable oil so as to remove the existing fire hazard.

60. Annual Report, Crater Lake National Park, 1951, Files, Superintendents Office, Crater Lake National Park.

61. Annual Report of the Director of the National Park Service, 1959, Reprinted from the Annual Report of the Secretary of the Interior, 1959, p. 356; Area Management Survey Team to Regional Director, Region Four, June 16, 1958, RG 79, 67A863, Box 9, File A6423, Management Survey, FRC, Seattle; Portland Journal, March 29, 1954; and Medford Mail Tribune, August 25, 1957.

62. Annual Report, Crater Lake National Park, 1960, RG 79, Box 13, 46973, File A2621, Annual Reports (Misc.), FRC, Seattle. During 1959-60 local Congressman Charles O. Porter began a campaign to build a chairlift or cableway carrying gondola cars from the rim to the shore of Crater Lake. The effort, which was opposed by the National Park Service, aroused considerable debate in the local press with most newspapers supporting the Park Service.

63. Memorandum, Superintendent, Crater Lake to Director, July 13, 1960, RG 79, 68A45, Box 11, File W22, Final Opinions and Orders, FRC, Seattle, and Portland Oregonian, August 13, 1961.

64. Annual Report, Crater Lake National Park, 1963, RG 79, 46953, File A2621, Annual Reports (Misc.), FRC, Seattle. Examples of periodical articles were Andrew Flink, "California's Crater Lake", Desert Magazine, XXXI (September, 1968), 6-7, and "Side Trips Around Crater Lake," Sunset, CXLIII (August, 1969), 36-37.

65. Master Plan of Crater Lake National Park, July 1964, Chapter 1, Basic Information, The Visitor, pp. 1-8, National Park Service Historical Collection, Harpers Ferry Center.

66. "Crater Lake National Park, Management Objectives," Approved June 10, 1970, United States Department of the Interior, National Park Service, Crater Lake National Park, Facts and Figures [1974], "Nostalgia" Notebook, Library Collection, Crater Lake National Park.

67. U.S. Department of the Interior, National Park Service, Crater Lake National Park, Oregon, 1965 (Washington, 1965), pp. 1-31.

68. The long-felt need for better fire protection in the lodge is discussed in Superintendent, Crater Lake to Regional Director, Western Region, December 20, 1965, RG 79, A7631, FRC, Seattle.

69. Hummel to Hauptli, June 28, 1968, RG 79, A13179, Box 2, File No. 13619, FRC, Seattle. The concessioner also agreed to streamline its operations to overcome a series of allegations relating to its inefficient services. See, for example, various complaints concerning park concessions in RG 79, 46953, Box 13, File A3619, FRC, Seattle.

70. Salem Capital Journal, January 15, 1968; "$2 Million Expansion to Add Facilities at Crater Lake National Park Complex," Grow With Oregon, February 1968, 2; and "Statement for Management, Crater Lake National Park," November 8, 1977, in U.S. Department of the Interior, National Park Service, General Management Plan, Crater Lake National Park, Oregon, December, 1977, 1-6.

71. "Statement for Management, Crater Lake National Park," August 1986, Central Files,

Crater Lake National Park.

72. U.S. Department of the Interior, National Park Service, Denver Service Center, Draft Visitor Use Plan, Crater Lake National Park, Oregon, July, 1977, pp. 8, 10, 12. The park also had eleven picnic areas which were frequented by park visitors.

73. Portland Oregonian, November 10, 1978, and "Statement for Management, Crater Lake National Park," November 8, 1977, in U.S. Department of the Interior, National Park Service, General Management Plan, Crater Lake National Park, Oregon, December, 1977, 1-6. Various environmental groups, among them Friends of the Earth, opposed the sale of the park concession to the Canteen Company of Oregon because of TWA's role in pressuring the Park Service into reversing a recent decision calling for the removal of unneeded overnight accommodations from Zion and Bryce Canyon national parks. Chuck Williams, National Parks Representative, Friends of the Earth, Washington, D.C., "Additional Note to 'New House Report Criticizes National Parks Concessions,' Concessioners Lobby Senate," March 26, 1976, Friends of the Earth, Northwest Office, Oregon Files, Crater Lake, Box 2, Manuscripts Collection, Henry Suzallo Library, University of Washington, Seattle.

74. Two articles which provide data on the controversy surrounding the lodge during the 1980s are Kimber Craine, "Decaying Crater Lake Lodge Sparks Restoration Battle," National Parks, LVIII (November-December, 1984), 34, and Gail Wells, "Jewel in the Rough," Oregon Magazine, XVI (December 1986 - January 1987), 72-73.

75. U.S. Department of the Interior, National Park Service, Crater Lake National Park Statement for Management, October 1986.

76. U.S. Department of the Interior, National Park Service, Interim Development Concept Plan, Amendment to the General Management Plan, Crater Lake National Park, Oregon, April 1985, pp. 1-6.

CHAPTER 16

1. Annual Report of the Director of the National Park Service, 1922, p. 130.

2. Thomson to Hall, July 25, 1925, RG 79, Central Files, 1907-39, File No. 700-01, Part 1, Crater Lake, Nature Study.

3. Miller to Russell, March 18, 1946, Interpretation Division Files, Crater Lake National Park.

4. "The Plans and Activities of the Nature Guide Service at Crater Lake National Park," June 8, 1928, RG 79, Region IV, Central Classified Files, 1923-42, Box 16, Folder No. 207-04, Educational Activities Reports By Parks, FRC, San Bruno.

5. Annual Report of the Director of the National Park Service, 1927, RG 79, Central Files, 1907-39, File No. 207-001, Part 2, Crater Lake, Reports, Annual.

6. Miller to Merriam, July 28, 1927, RG 79, Central Files, 1907-39, File No. 700-01, Part 1, Crater Lake, Nature Study.

7. Homuth to Hall, August 22, 1928, RG 79, Region IV, Central Classified Files, 1923-42, Box 16, Folder No. 207-04, Educational Activities Reports by Parks, FRC, San Bruno, and "Crater Lake Nature Notes," July 1928, Library Collection, Crater Lake National Park.

8. Annual Report of the Director of the National Park Service, 1929, pp. 67, 170-71, 173. A plan of operation and organization of the park nature guide service for 1929 was prepared by Homuth. A copy of the plan may be seen in Appendix A.

9. "Plan of Administration of the Educational Activities of Crater Lake National Park," Approved August 10, 1929, RG 79, Central Files, 1907-39, File No. 840, Part 1, Crater Lake, Educational Activities and Methods (General).

10. Medford Mail Tribune, February 25, 1930, Steel Scrapbooks, Crater Lake, No. 41, Vol. 9, Museum Collection, Crater Lake National Park.

11. Annual Report of the Director of the National Park Service, 1930, pp. 87-88.

12. "Memorandum Regarding Relation of Aesthetic to Scientific Study in an Educational Program at Crater Lake," by John C. Merriam, June 14, 1932, RG 79, Central Files, 1907-39, File No. 840, Part I, Crater Lake, Educational Activities and Methods (General). Also see John C. Merriam, "Crater Lake: A Study in Appreciation of Nature," The American Magazine of Art (August 1933). Dr. Worth Ryder, Associate Professor of Art at the University of California, Berkeley, participated with Merriam in preparing the memorandum. Ryder to Merriam, September 6, 1932 (and enclosures), RG 79, Central Files, 1907-39, File No. C.L. 207, Worth Ryder, Part 1, Crater Lake, Administration and Personnel, Worth Ryder.

13. Annual Report of the Director of the National Park Service, 1930, p. 192, and "The Sinnott Memorial in the Crater Lake National Park," Science, LXXIII (April 10, 1931), 384-85.

14. Portland Oregonian, July 17, 1931, and Congressional Record, Senate, February 25, 1932, Vol. 75, No. 57, 4886-90.

15. Libbey had been head of the Department of Geology at Drury College in Springfield, Missouri.

16. See correspondence and reports in RG 79, Central Files, 1907-39, File No. 620-049, Part 1, Crater Lake, Buildings, Observatories, 1929-31, and "Progress Report on the Development of the Sinnott Memorial and Related Educational Activities, Crater Lake National Park, June 1931 to October 1931," Crater Lake National Park Files, Division of History, Washington Office, National Park Service. Also see "A Brief Guide to the Parapet Views, Sinnott Memorial, Crater Lake National Park," RG 79, Central Files, 1933-49, File No. 504-04, Part 1, Crater Lake, Publications, Maps.

17. Annual Report, Crater Lake National Park, 1932, RG 79, Central Files, 1933-49, File No. 207-001.2, Part One, Crater Lake, Reports (General), Director's Annual Report, and Annual Report of the Director of the National Park Service, 1932, p. 95.

18. "Preliminary Report on the Crater Lake Project: A Study of Appreciation of Nature Beauty, Sponsored by the Carnegie Corporation of New York and the University of Oregon," Report Prepared by R.W. Leighton, Executive Secretary of Research, University of Oregon, May 1, 1934, RG 79, Central Files, 1933-49, File No. 501-04, Special Articles on N.P. (Speeches). Earlier in August 1933 Merriam had published an article on the subject study in the American Magazine of Art.

19. Crater Lake National Park, "Ranger-Naturalists Temporary Manual of Operation," 1934, Library Collection, Crater Lake National Park.

20. Annual Report, Crater Lake National Park, 1935, RG 79, Central Files, 1933-49, File No.

207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Report.

21. Annual Report, Crater Lake National Park, 1936, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Report; "Research Problems Carried on by the Ranger Naturalist Staff, 1935," Old Naturalist Files, Crater Lake National Park; and "Check-List of Birds of Crater Lake National Park," December 1937, Vertical Files, Klamath County Library, Klamath Falls, Oregon.

22. "Exhibit Layout Plan For Interior Exhibit Room, Sinnott Memorial, Crater Lake National Park," by Ansel F. Hall, Field Division of Education, Berkeley, California, April 6, 1937, RG 79, Western Region (IV), Central Classified Files, 1923-42, Box 28, Folder 833-05, Crater Lake National Park, Sinnott Memorial Museum, 1931-37, FRC, San Bruno.

23. Annual Report, Crater Lake National Park, 1937, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Report. Also see Report of Educational Activities in Crater Lake National Park, Oregon Caves National Monument, and Lava Beds National Monument for the Year ending June 30, 1937, RG 79, Central Files, 1933-49, File No. 840, Part 1, Crater Lake, Educational Activities and Methods (General).

24. "Outline of Research Activities in Crater Lake National Park, Lava Beds National Monument, Oregon Caves National Monument," December 1937, Old Naturalist Files, Crater Lake National Park, and Annual Report, Crater Lake National Park, 1938, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendents Annual Report.

25. Annual Report, Crater Lake National Park, 1939, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendents Annual Report.

26. Annual Report, Crater Lake National Park, 1940, RG 79, Central Files, 1933-49, File No. 207-001.4, Part One, Crater Lake, Reports (General), Superintendent's Annual Report. Also see Leavitt to Cressman, December 6, 1939 (and enclosures), RG 79, Central Files, 1933-49, File No. 840, Part 1, Crater Lake, Educational Activities and Methods (General), and Doris Payne, "Human Values in Nature as Represented at Crater Lake" [Reprinted from The Living Wilderness, October 1943], National Park Service Historical Collection, Harpers Ferry Center.

27. Annual Report of the Director of the National Park Service, 1940, in Annual Report of the Secretary of the Interior, 1940, p. 210, and Annual Report of the Director of the National Park Service, 1941, in Annual Report of the Secretary of the Interior, 1941, pp. 324-25.

28. Crater Lake National Park, Development Outline, Scientific Research and Interpretation, February 18, 1944, RG 79, Region IV, Central Classified Files, Crater Lake, Box 11, Folder 600.01, Part I, Master Plans, FRC, San Bruno. Also see "Objectives of National Parks With Special Reference to Educational Influence," August 15, 1944, RG 79, Central Files, 1933-49, File No. 871, Crater Lake National Park, Associations, Clubs and Committees.

29. Annual Report, Crater Lake National Park, 1943, RG 79, Central Files, 1933-49, File No. 207-001.4, Superintendent's Annual Report, and First Annual School for Ranger-Naturalists Combined with Civilian Defense Training, Crater Lake National Park, 1942, RG 79, Central Files, 1933-49, File No. 840, Part 1, Crater Lake, Educational Activities and Methods (General).

30. Thomson to Director, National Park Service, December 17, 1923, and Cammerer to Thomson, December 22, 1923, RG 79, Central Files, 1907-39, File No. 201-011, Part 1,

Advisory Council.

31. Annual Report of the Executive Secretary, Crater Lake Natural History Association, January 28, 1947, RG 79, 67A612, Box 3, File 0-09, FRC, Seattle.

32. Annual Report, Crater Lake National Park, 1943, RG 79, Central Files, 1933-49, File No. 207-001.4, Superintendent's Annual Report.

33. Report of Park Naturalist, June 1947, RG 79, Western Region (IV), Monthly Activity Reports of Park Naturalists, October 1935-December 1953, Box 2 (1945-47), Folder 6-47, FRC, San Bruno.

34. Monthly Narrative Reports for Crater Lake National Park, June, July, August, 1946, RG 79, Central Files, 1933-49, File No. 207-02.3, Crater Lake, Superintendent's Monthly Narrative Reports, 1943-46. Also see Reports of Park Naturalist, June, July, August, and September 1947, RG 79, Western Region (IV), Monthly Activity Reports of Park Naturalists, October 1935-December 1953, Box 2 (1945-47), Folders 6, 7, 8, and 9-47, FRC, San Bruno.

35. Annual Report of the Executive Secretary, Crater Lake National History Association, January 28, 1947, RG 79, 67A612, Box 3, File 0-09, FRC, Seattle.

36. "A Prospectus for Museum Development in Crater Lake National Park," June 2, 1947, RG 79, File No. 620-21, Museum Contact Bldg., FRC, Seattle.

37. "Crater Lake Field School of Nature Appreciation," July 14-August 16, 1947, RG 79, Central Files, 1933-49, File No. 504, Crater Lake National Park, and Memorandum for the Regional Director, by Lowell Sumner, Park Planner, May 30, 1946, RG 79, 67A723, Box 8, File No. 843-03.1, University of Oregon School, FRC, Seattle.

38. "Information on the Application for a Ranger Naturalist Position," George C. Ruhle, Park Naturalist, Approved, January 22, 1948, E.P. Leavitt, Superintendent, RG 79, Western Region (IV), Monthly Activity Report of Park Naturalists, 1935-53, Box 3 (1948), Folder 1-1948, FRC, San Bruno.

39. See, for instance, Reports of the Park Naturalist, June, July, August, and September 1951, RG 79, Western Region (IV), Monthly Activity Reports of Park Naturalists, 1935-53, Box 6 (1951), Folders 6, 7, 8, and 9, FRC, San Bruno.

40. Annual Report of the Director of the National Park Service, 1952, (Reprint from Annual Report of the Secretary of the Interior, 1952), p. 367.

41. Annual Report of the Crater Lake Natural History Association, 1951-52, National Park Service Historical Collection, Harpers Ferry Center. The Farner study was published as a book by the University of Kansas Press. Donald S. Farner, The Birds of Crater Lake National Park (Lawrence, 1952).

42. "Museum Prospectus, Crater Lake National Park," October 22, 1957, National Park Service Historical Collection, Harpers Ferry Center.

43. Grant and Wenonah Sharpe, 101 Wildflowers of Crater Lake National Park (Seattle, 1959).

44. Annual Reports, Crater Lake National Park, 1960 and 1961, RG 79, File No. A2621, Annual Reports (Misc.), Box 13, FRC, Seattle.

45. Annual Report on Information and Interpretive Services, Crater Lake National Park, 1960, RG 79, File No. K 819-Reports, Box 11, FRC, Seattle. For the experiences of a seasonal ranger naturalist during this period see Susanne Twight, "Two Seasons at Crater Lake," National Parks Magazine, XXXVII (August, 1963), 15. For further data on park interpretation programs during the 1960s, see Annual Information and Interpretive Services Reports, 1962-69, Library Collection, Crater Lake National Park.

46. Archaeological Surveys of Crater Lake National Park and Oregon Caves National Monument, Oregon, by Wilbur A. Davis, 1963, np., Files, Technical Information Center, Denver Service Center.

47. The Nelson and Lidstrom studies are in the William Jasper Kerr Library at Oregon State University, Corvallis, and the Mueller thesis is in the Oregon Collection at the Main Library of the University of Oregon in Eugene.

48. Annual Report of Crater Lake Natural History Association, Incorporated, 1962, 1963, and 1964, RG 79, 46953, Box 13, File A42, Cooperating Associations (Natural History Association), FRC, Seattle.

49. U.S. Department of the Interior, National Park Service, Interpretive Prospectus, Crater Lake National Park, Oregon, May 1972, Files, Technical Information Center, Denver Service Center.

50. National Park Service, Cooperative Park Studies Unit, College of Forestry, Oregon State University, 1983 Annual Report, pp. 1-7, Library Collection, Crater Lake National Park.

51. U.S. Department of the Interior, National Park Service, Harpers Ferry Center, Crater Lake National Park Collection Management Plan, 1977, Files, Technical Information Center, Denver Service Center.

52. U.S. Department of the Interior, National Park Service, Historical Studies Plan, Crater Lake National Park, by Vernon C. Tancil, May 11, 1979, Files, Technical Information Center, Denver Service Center.

53. U.S. Department of the Interior, National Park Service, Harpers Ferry Center, Interpretive Prospectus, Crater Lake National Park, Oregon, May, 1980, Files, Technical Information Center, Denver Service Center.

CHAPTER 17

1. W.G. Steel, "Crater Lake," in The Mountains of Oregon, (Portland: David Steel, 1890), pp. 20-22.

2. Gerald W. Williams, (comp.), Judge John Breckenridge Waldo: Diaries and Letters from the High Cascades of Oregon 1880-1907, manuscript, USDA Forest Service, Umpqua National Forest, Roseburg, April 20, 1989, p. 221.

3. Earl Morse Wilbur, "Description of Crater Lake," Mazama 1:2 (October 1897), pp. 144-145.

4. Annual Report of the Superintendent of Crater Lake National Park Oregon, to the Secretary of the Interior, 1903 (Washington, 1903), p. 6.

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CRATER LAKE

Administrative History

EPILOGUE

The administrative history of Crater Lake National Park is a case study of the methods and practices used to manage one of the most scenic areas in the United States. As a result of the vision and determination of William G. Steel, Crater Lake was removed from the public domain and made a part of the Cascade Range Forest Reserve in 1893 to be managed by the General Land Office of the Department of the Interior.

In 1902 Crater Lake was established as the sixth national park in the United States. The establishing act provided that the park was to be an area "dedicated and set apart forever as a public park or pleasure ground for the benefit of the people of the United States." The act required that measures be taken to preserve the scenery, timber, wildlife, and other natural features of the park for the use of "scientists, excursionists, and pleasure seekers." Thus, the national park designation reflected in part changing American attitudes toward nature, the old pioneering emphasis on rapid exploitation of seemingly inexhaustible resources at last giving way, among some influential Americans, to an awakened awareness of the necessity of preserving the beauties of nature.

Since 1902 efforts have been made to achieve the purposes stated in the establishing act for Crater Lake National Park. During the period from 1902 to 1916 the park was administered by various offices in the Department of the Interior, and under the direct supervision of Superintendents William F. Arant and William G. Steel its formative stages of development were commenced After the National Park Service was established in 1916, Crater Lake soon became known as one of the "crown jewels" of the embryonic National Park System. During the past seven decades the Park Service has initiated operational, planning, and construction programs designed to achieve the original purposes of the park.

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No. 21, Vol. 1
No. 22, Vol. 2, Part 2
No. 35, Vol. 3
No. 36, Vol. 4
No. 37, Vol. 5
No. 38, Vol. 6
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