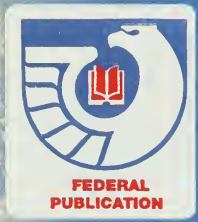


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administrative policies



for recreation areas of the National Park System

U.S. DEPARTMENT OF THE INTERIOR • NATIONAL PARK SERVICE

COMPILATION OF THE

administrative policies

**FOR THE NATIONAL RECREATION AREAS, NATIONAL
SEASHORES, NATIONAL LAKESHORES, NATIONAL
PARKWAYS, NATIONAL SCENIC RIVERWAYS
(RECREATIONAL AREA CATEGORY)
OF THE NATIONAL PARK SYSTEM**

(Revised August 1968)

U.S. DEPARTMENT OF THE INTERIOR • NATIONAL PARK SERVICE
Stewart L. Udall, Secretary George B. Hartzog, Jr., Director

For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington, D.C. 20402 - Price 55 cents

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general

PURPOSE

The purpose of this booklet is to state in one document the administrative policies of the National Park Service for the management of the Recreational Area Category of the National Park System. Additionally, at the beginning of each major part of the administrative policies, such as for Resource Management Policy, Fish and Wildlife Management Policy, Master Plan Policy, and Physical Developments Policy, there is included a discussion of the background and philosophy on which the administrative policies are based.

Secretary Udall said in his memorandum of July 10, 1964 (full text in Appendix A):

In looking back at the legislative enactments that have shaped the National Park System, it is clear that the Congress has included within the growing System three different categories of areas—natural, historical, and recreational.

Natural areas are the oldest category, reaching back to the establishment of Yellowstone National Park almost a century ago. A little later historical areas began to be authorized culminating in the broad charter for historical preservation set forth in the Historic Sites Act of 1935. In recent decades, with exploding population and diminishing open space, the urgent need for National Recreation Areas is receiving new emphasis and attention.

* * * a single, broad management concept encompassing these three categories of areas within the System is inadequate either for their proper preservation or for realization of their full potential for public use as embodied in the expressions of Congressional policy. Each of these categories requires a separate management concept and a separate set of management principles coordinated to form one organic management plan for the entire System.

It is hoped that this compilation of administrative policy will contribute to better public understanding of the management programs and plans for the areas in the Recreational Area Category, thereby promoting the knowledgeable use and enjoyment of our Nation's parklands.

The broad foundations for these administrative policies are in the several acts of Congress establishing national parkways, national seashores, national recreation areas, national lakeshores, national scenic riverways, and similar areas in the Recreational Area Category of the National Park System. The policies laid down by the Congress for the management of any particular recreation area may be found in the legislation establishing that area. These legislative mandates represent the basic policy guidance for the management of recreation areas and, of course, are controlling in any situation in which the Congress has acted. Of direct relevance, too, is the intent of Congress as disclosed in the hearings and reports on the legislation.

It is the purpose of administrative policy to implement the mandates of Congress and to prescribe guidelines for the day-to-day management of recreation areas. Separate booklets deal with administrative policies for natural areas and historical areas of the National Park System.

The Natural Area Category comprises those areas of the National Park System whose purpose is to preserve for all time the superlative examples of our Nation's scenic beauty, wilderness, native wildlife, indigenous plant-life, and areas of scientific significance.

Types of areas in the Historical Area Category of the National Park System include national historic sites, national historical parks, national military parks, national memorials, national memorial parks, national monuments, and national battlefield sites. Historical areas preserve antiquities, such as ancient Indian ruins and sites related to our national history.

The Recreational Area Category of the National Park System consists of those areas identified by the President's Recreation Advisory Council (now the President's Council on Recreation and Natural Beauty) in its policy Circular No. 1 of March 26, 1963, as follows:

Many names have been used * * * in describing areas * * * predominantly for recreation use. Some of these are National Seashore, National Lakeshore, National Waterway, National Riverway, National Recreation Demonstration Areas, and similar names which embody either the physical resource base or the functional purpose to be served.

CONGRESSIONAL POLICIES

The Congress has expressed its interest, over several decades, in the development of recreation areas to assure "adequate outdoor recreation resources" for all our citizens.

Congress passed, on June 23, 1936, a Park, Parkway, and Recreation Area Study Act. This act directed the Secretary of the Interior to make, through the National Park Service, "a comprehensive study * * * of the public park, parkway, and recreational-area programs of the United States * * * such as will provide data helpful in developing a plan for coordinated and adequate public park, parkway, and recreational-area facilities for the people of the United States."

On June 30, 1936, Congress passed the Blue Ridge Parkway Act. This national parkway, connecting Shenandoah and Great Smoky Mountains National Parks, resulted from a study by the National Park Service, the U.S. Forest Service, and the Bureau of Public Roads.

The Blue Ridge Parkway legislation specified that the lands "be given special treatment for recreational purposes," and called on the National Park Service and the U.S. Forest Service to "correlate such recreational development as each may plan."

On October 13, 1936, the National Park Service and the Bureau of Reclamation entered into a cooperative agreement to permit development of recreational areas associated with the Boulder Canyon Project in Nevada and Arizona. The Bureau retained authority over Boulder Dam, its engineering works, and Boulder City. The Service took "jurisdiction over the remainder of the Boulder Canyon Project area, including the airport on the outskirts of Boulder City, and * * * authority over and responsibility for all activities conducted or to be conducted thereon."

On November 14, 1936, Presidential Executive Order No. 7496 assigned the National Park Service additional recreational responsibilities that have had a far-reaching effect in meeting the recreation needs of 24 States. Through emergency relief appropriations, the Government was then acquiring submarginal lands, some of which had recreational value. The Executive order gave the National Park Service responsibility for acquisition and development of recreational demonstration areas under the program.

With the generous support of the Congress, the Service acquired 397,000 acres of recreational lands and established 46 recreational demonstration areas in 24 States, usually near urban centers. The people poured into the new camping, bathing, hiking, boating, and picnic areas. Eventually, most of these areas were turned over to the States and local communities where they serve an important segment of the Nation's recreational needs today.

The Congress extended the role of the Service still further in the management of recreation areas when it established Cape Hatteras National Seashore in 1937. The Congress later changed the name to Cape Hatteras

National Seashore Recreational Area. The 1937 act said this first national seashore was "especially adaptable for recreational uses * * *" and should be managed for these and other purposes. One of the other purposes for which the area was to be managed was the preservation of certain portions thereof "as a primitive wilderness." In the act of June 29, 1940 (P.L. 689, 76th Congress), public recreational hunting was authorized at Cape Hatteras.

In 1946, Congress authorized the National Park Service to administer recreation on lands under the basic jurisdiction of other Federal agencies. Public Law 633 authorized National Park Service appropriations for "administration, protection, improvement and maintenance of areas, under the jurisdiction of other agencies of the Government, devoted to recreational use pursuant to cooperative agreements."

By authority contained in the 1936 Park, Parkway, and Recreation Area Study Act, the Service conducted detailed surveys of the Atlantic and Gulf coasts, the Pacific coast and the shorelines of the Great Lakes. The purpose of these studies was to identify opportunities for conserving portions of natural or historically important shorelines for park and recreation uses at the local, State, or Federal level.

Under the same authority, the Service studied the recreational potential of the several reservoirs (Glen Canyon, Curecanti, etc.) authorized under the Upper Colorado River Storage Act of April 11, 1956. These and other studies laid the groundwork for legislation authorizing several national seashores and national recreation areas. Congressional legislation for these areas during the 1960's has brought about an unprecedented expansion in the management responsibilities of the National Park Service for recreation areas. Since the Cape Cod National Seashore Act of August 7, 1961, twenty-two areas in the Recreational Area Category have been assigned to the National Park Service for management.

The legislation respecting several of these areas introduced innovations in land acquisition and management which have had a profound influence upon the administrative policies of the Service for the management of recreation areas. For example, in the Cape Cod legislation of August 7, 1961 (P.L. 126, 87th Congress), the Congress authorized the Secretary of the Interior to "issue regulations specifying standards for approval by him of zoning bylaws." When zoning bylaws, in accord with the prescribed standards, were issued by towns within the seashore, the Secretary's power of condemnation was suspended with respect to improved property subject to these zoning bylaws. The act also extended to the landowners the option of selling improved property to the United States, retaining "the right of use and occupancy" of such improved property for noncommercial residential purposes during the lifetime of the owner or the owner's spouse, or for a fixed term of 25 years or less.

As in the Cape Hatteras legislation, the Cape Cod Act also authorized public hunting as an appropriate recreational activity.

In the Ozark National Scenic Riverways legislation of August 27, 1964, the Congress indicated that, where appropriate to the management of the area, the Secretary should acquire lesser interests in land than the fee, including specifically the acquisition of "scenic easements." This legislation also provided certain options to landowners to reserve residential use and occupancy when selling their lands to the Government. The act also provided that the Secretary should permit public recreational hunting.

In the Lake Mead National Recreation Area legislation of October 8, 1964 (P.L. 639, 88th Congress), the Congress provided specifically that grazing and mineral leasing, among other things, should be permitted to the extent that such uses are not inconsistent "with either the recreational use or the primary use of that portion of the area heretofore withdrawn for reclamation purposes."

The far-reaching report of January 31, 1962, of the Outdoor Recreation Resources Review Commission (established by Congress by the Act of June 28, 1958, led to the establishment of the Bureau of Outdoor Recreation in the Department of the Interior on April 2, 1962.

Many of the recreation planning duties assigned the National Park Service by the Park, Parkway, and Recreation Area Study Act of 1936 were transferred to the new Bureau.

In the Act of May 28, 1963, the Congress charged the Bureau of Outdoor Recreation, through the Secretary of the Interior, with the responsibility "to promote the coordination and development of effective programs relating to outdoor recreation." In the same act, the Congress declared that it was "desirable that all American people of present and future generations be assured adequate outdoor recreation resources * * *."

Moreover, in the Land and Water Conservation Fund Act of September 3, 1964, the Congress provided the basis for acquiring large acreages for outdoor recreation. This act earmarked entrance and user fees of the National Park System and other Federal recreation areas, receipts from the sale of surplus lands, and motorboat fuel taxes for the fund. Monies from the fund are appropriated by the Congress to the Bureau of Outdoor Recreation for allocation to the Federal agencies for the purchase of lands for outdoor recreation and to the States for both the purchase of lands and the development of facilities for outdoor recreation.

The Act of July 15, 1968 (P.L. 90-401), amending the Land and Water Conservation Fund Act, provided authority to "Lease-Back" and "Sell-Back" interest in land acquired, subject to such terms and conditions as will assure the use of the property in a manner consistent with the purposes for which the recreation area was authorized by the Congress. Public Law 90-401 also added some of the receipts from the outer continental shelf oil and gas revenues to the Land and Water Conservation Fund.

ADMINISTRATIVE POLICIES

The earliest expression of administrative policy for the selection and management of recreation areas is to be found in Policy Circular No. 1 of the Recreation Advisory Council, dated March 26, 1963. Other policy circulars of the Council are also applicable to the management of recreation areas. Policy Circular No. 3 of April 9, 1964 (full text in Appendix C) is of special significance. The Council was established by Executive Order No. 11017 of April 27, 1962, to coordinate policy within the Executive Department regarding outdoor recreation. The Bureau of Outdoor Recreation serves as the staff of the council. In his Executive Order No. 11278 of May 4, 1966, President Johnson enlarged the duties of the Council to include programs concerned with natural beauty and established the President's Council on Recreation and Natural Beauty. The order also established a Citizens Advisory Council on Outdoor Recreation and Natural Beauty. The Bureau of Outdoor Recreation continues to serve as staff for both groups.

In its Policy Circular No. 1 (the full text of which appears in Appendix B), the Council declared that national recreation areas should:

Be areas which have natural endowments that are well above the ordinary in quality and recreation appeal, being of lesser significance than the unique scenic and historic elements of the National Park System, but affording a quality of recreation experience which transcends that normally associated with areas provided by State and local governments;

Be consistent with Federal programs relating to national parks, national forests, public lands, fish and wildlife, water resource development, grants for urban open space, recreation programs on private agricultural lands, and programs for financial assistance to States in providing recreation opportunity.

The Council also said:

In order to provide a rational basis for planning and evaluating proposed projects where outdoor recreation use is the dominant or primary purpose, the Recreation Advisory Council hereby sets forth the guidelines it believes should govern the selection, establishment, and administration of National Recreation Areas.

The Council set forth seven primary criteria as follows:

1. National Recreation Areas should be spacious areas, including within their perimeter an aggregate gross area of not less than 20,000 acres of land and water surface, except for riverways, narrow coastal strips, or areas where total population within a 250-mile radius is in excess of 30 million people.
2. National Recreation Areas should be located and designed to achieve a comparatively high recreation carrying capacity, in relation to type of recreation primarily to be served.
3. National Recreation Areas should provide recreation opportunities significant enough to assure interstate patronage within the region of service,

and to a limited extent should attract patronage from outside of the normal service region.

4. The scale of investment, development, and operational responsibility should be sufficiently high to require either direct Federal involvement, or substantial Federal participation to assure optimum public benefit.

5. Although nonurban in character, National Recreation Areas should nevertheless be strategically located within easy driving distance, i.e., not more than 250 miles from urban population centers which are to be served. Such areas should be readily accessible at all times, for all-purpose recreational use.

6. Within National Recreation Areas, outdoor recreation shall be recognized as the dominant or primary resource management purpose. If additional natural resource utilization is carried on, such additional use shall be compatible with fulfilling the recreation mission, and none will be carried on that is significantly detrimental to it.

7. National Recreation Areas should be established in only those areas where other programs (Federal and non-Federal) will not fulfill high priority recreation needs in the foreseeable future.

Six secondary criteria—to be weighed whenever they bear a meaningful relationship to a specific area—provide:

1. Preference should be given to proposed National Recreation Areas that:

a. Are within or closely proximate to those official U.S. Census Divisions having the highest population densities;

b. Are in areas which have a serious deficiency in supply of both private and public outdoor recreation areas and facilities as determined by the National Recreation Plan;

c. Are in areas which have a comparatively low amount of federally provided recreation carrying capacity;

d. Show an optimum ratio of carrying capacity to estimated cost.

2. National Recreation Areas may be based upon existing or proposed Federal water impoundments where it can be shown that significant increases in the scale of recreation development are required, beyond the level normally justified under standard multiple-purpose project development, in order to assure that full recreation potential is provided for projected needs.

3. National Recreation Areas may include within their boundaries scenic, historic, scientific, scarce or disappearing resources, provided the objectives of their preservation and enjoyment can be achieved on a basis compatible with the recreation mission.

4. National Recreation Areas should be in conformity with the National Recreation Plan prepared by the Bureau of Outdoor Recreation, and shall take into consideration State, regional, and local comprehensive plans.

5. Whenever possible, National Recreation Areas should be selected, developed, and managed to provide maximum compatibility with the recreational potential of adjacent rural areas in private ownership.

6. Preference should be given to areas within or proximate to a Redevelopment Area as officially designated by the Department of Commerce and deemed significant in the economic improvement of such a Redevelopment Area.

In his memorandum of July 10, 1964, Secretary Udall prescribed the following management principles for the Recreational Area Category of the National Park System:

Resource Management: Outdoor Recreation shall be recognized as the dominant or primary resource management objective. Natural resources within the area may be utilized and managed for additional purposes where such additional uses are compatible with fulfilling the recreation mission of the area. Scenic, historical, scientific, scarce, or disappearing resources within recreational areas shall be managed compatible with the primary recreation mission of the area.

Resource Use: Primary emphasis shall be placed on active participation in outdoor recreation in a pleasing environment.

Physical Developments: Physical developments shall promote the realization of the management and use objectives. The scope and type of developments, as well as their design, materials, and construction, shall enhance and promote the use and enjoyment of the recreational resources of the area.

The administrative policies which follow guide the National Park Service in the management of these areas.

part I

RESOURCE MANAGEMENT POLICY

DISCUSSION

The Recreational Area Category of the National Park System includes a wide variety of areas having diverse resource values. In some of these areas, the natural or historical resource significance (seashores, scenic rivers) is the primary basis for their inclusion in the National Park System. In others, manmade features (reservoirs, parkways) are the central features for recreational use. Each characterization, of course, is at best only an approximation. For example, areas in which manmade features constitute the central recreation resources may also have significant natural and historical values. Moreover, areas known widely for their scenic splendor or unique features may likewise include significant manmade features.

In the management of recreation areas, outdoor recreational pursuits "shall be recognized as the dominant or primary resource objective." Managing an area to emphasize its recreational values, however, does not mean that its natural and historical values are to be ignored. On the contrary, management must provide for the conservation of natural or historical features when they are of such value as to enhance the recreational opportunities of the area.

Consistent with the recognition of outdoor recreation as the dominant resource management objective, other resources within recreation areas shall be managed for such additional uses as are compatible with fulfilling

the recreation mission of the area. Such additional uses, in appropriate circumstances, may involve the management of forest lands on a sustained-yield basis, mineral exploration and mineral leasing, grazing, etc.

ADMINISTRATIVE POLICIES

Resources Management Plan

A resources management plan will be prepared for each recreation area. It will be guided by the approved Master Plan, administrative policy, agreements with other agencies involving management of the area, and area legislation. The purpose of this plan is to spell out the details of resource management for public use and enjoyment.

Research

Resource management programs will be based on adequate knowledge, obtained through appropriate investigation and research. Research is recognized as a tool of resource management and Service research activities will be mission oriented for achievement of resource management programs. Research by others will be encouraged in recreation areas for the increase and dissemination of knowledge. (See also *Research Station Policy* section, p. 39.)

Water Pollution Abatement and Control

The Service will strive to maintain quality of all waters (1) originating within the boundaries of recreation areas through

- (a) Provision of adequate sewage treatment and disposal for all public-use facilities, including self-contained boat sewage storage units;
 - (b) control of erosion;
 - (c) regulation and control, as necessary, of fuel-burning water craft;
 - (d) avoidance of contamination by lethal substances, such as certain insecticides;
 - (e) regulation of the intensity of use in certain areas and at certain times when determined as being necessary based on water quality monitoring;
- and (2) flowing through or bounding on recreation areas

- (a) by applying the methods listed under 1 (a) to (e) above; and
- (b) by entering into cooperative agreements or compacts with other agencies and governing bodies for cooperative measures to avoid water pollution. (See also Recreation Advisory Council Policy Circular No. 3 of April 9, 1964, Appendix C, and *Soil and Moisture Conservation*, p. 19, this section.)

Air Pollution

The Service will work with others within the regional air shed to reduce air pollution from sources within the area and elsewhere in the air shed. Fumes and smoke from campfires, refuse burning, and other kinds of com-

bustion will be controlled in public-use areas to the extent necessary to maintain clean air.

Solid-waste Disposal

Wastes generated within a recreation area may be disposed of within or outside the area so long as disposal does not (1) pollute water or air, (2) result in the defacement of public recreation areas, or (3) result in destruction or impairment of important natural or cultural resources.

Resource Manipulation

Because of the wide variety of resource uses acceptable in recreation areas, active resource manipulation, such as management of habitat for fish and wildlife, agricultural uses, forest management, and maintenance of meadowlands, is required to achieve desired results. In these cases, however, effective management requires the application of sound ecological principles to permit the achievement and maintenance of the desired conditions.

Conservation of Significant Resources—Scenic

Many recreation areas contain significant scenic or scientific resources. Scenic resources may or may not be due to the existence of completely natural conditions (i.e., a pastoral or mixed agricultural-natural scene may possess great scenic appeal based on the combination of features). Management of scenic areas will be governed accordingly. If significant scenic features are the result of natural conditions, they will be managed to retain these conditions, at the same time making appropriate recreational, interpretive, educational, and research use of them. If other than natural conditions are involved, management may perpetuate these cultural conditions involved.

Conservation of Significant Resources—Cultural

Where significant cultural resources are present in a recreation area and are worthy of preservation of their historical value, they shall be protected and presented for public understanding, appreciation, and enjoyment to the extent compatible with the primary purpose of the area. In such cases, the management and use of the cultural resources will be patterned after the management and use of similar resources in historical areas.

Soil and Moisture Conservation

Programs will be conducted for the prevention and correction of erosion and soil or vegetation deterioration. A recreation area may participate in the program of a Grasslands Conservation District or Soil Conservation District when the purposes, plans, programs, and operation of the district are consistent with the purposes of the recreation area and the policies for its management and use.

Landscape Management

Programs of landscape management may be carried out in recreation areas (except as designated otherwise) for purposes of enhancing aesthetics generally which may include, but not to be limited to:

1. Encouragement of certain species of plants.
2. Increasing the ability of certain areas to absorb recreational use through vegetative management.
3. Maintaining a certain stage of plant succession.
4. Retention of provision of open areas, meadows, vistas, etc., or the planting of open areas to trees or shrubs.
5. Enhancement of roadside vegetation.
6. Management of landscape for educational or interpretive purpose.
7. Rearrangement as necessary of land contours, particularly in areas formerly denuded, mined, or excavated. (See also *Resource Manipulation* p. 19, this section; and *Fish and Wildlife Management Policy* section, p. 23.)

Exotic Plant Species

Exotic species of plants may be controlled, eradicated, or introduced into recreation areas as part of various management programs for purposes of public recreational use and enjoyment except that no species, particularly those new to the country or region, may be introduced unless there are reasonable assurances from the U.S. Department of Agriculture and responsible State agencies that the species will not become a pest or disrupt desirable natural plant and animal communities and associations of particular scenic significance. (See also *Wilderness Use and Management Policy* section, p. 49.)

Fire

The presence or absence of natural fire within a given habitat is recognized as one of the ecological factors contributing to the perpetuation of plants and animals native to that habitat.

Fires in vegetation resulting from natural causes are recognized as natural phenomena and may be allowed to run their course when such burning can be contained within predetermined fire management units and such burning will contribute to the accomplishment of approved vegetation and/or wildlife management objectives.

Prescribed burning to achieve approved vegetation and/or wildlife management objectives may be employed as a substitute for natural fire.

Fire Control

Any fire threatening cultural resources or physical facilities of a recreation area or any fireburning within a recreation area and posing a threat to any resources or physical facilities outside that area will be controlled and extinguished.

The Service will cooperate in programs to control or extinguish any fire originating on lands adjacent to a recreation area and posing a threat to natural or cultural resources or physical facilities of that area.

Any fire in a recreation area other than one employed in the management of vegetation and/or wildlife of that area will be controlled and extinguished.

Grazing and Agricultural Uses

Agricultural uses, such as demonstration farms, and grazing and raising of domestic livestock, may be permitted when they contribute to maintaining a desired condition or scene; contribute to visitor use and enjoyment in terms of recreation, interpretation, and education; or, do not impair significant scientific, scenic, and cultural resources that contribute to the recreational opportunities of the area. (See also *Grazing*, p. 53, *Wilderness Use and Management Policy* section.)

Timber Harvesting

Harvesting of timber, in accordance with sound forest management principles, is permitted in recreation areas where compatible with fulfilling the area's recreation mission or is not significantly detrimental to it. In recreation areas, resources management plans will be prepared on the basis of identifying a primary zone and a secondary zone for recreation, usually co-extensive with Zones 1 and 2, respectively, discussed in *Acquisition Zones, Master Plan Policy* section, p. 36.

In the primary zone, forest management will consist mostly of removing timber and utilizing the logs commercially in the following circumstances:

1. Salvage of hazardous trees in public-use areas or trees with insect or disease infestation that cannot otherwise be controlled which endanger adjacent healthy plants.
2. Salvage of blowdown or fire-killed timber which might precipitate insect outbreaks or create serious fire hazards.
3. Harvesting of timber for vista clearing and similar cultural treatment along roads, parking areas, lakeshores, and developed sites, keeping in mind the scenic, aesthetic, and ecological considerations.
4. Selective harvesting of timber in development and maintenance or recreational sites such as roads, trails, campgrounds, picnic areas, boat ramps, winter use areas, and visitor centers, as well as maintenance, residential, and administrative sites.

The removal of timber in the foregoing situations is incidental to the more important job of facilitating management of the area for recreational use as the dominant purpose of the area.

In the secondary zone where less intensive recreational activities, such as public recreational hunting and back-country trail use, are prevalent, forest utilization shall consist of:

1. Removal of trees when desirable to enhance the wildlife resource for public recreational hunting; and
2. Harvesting of timber pursuant to the best forest management practices in other designated areas to maintain a dynamic, healthy forest when harvesting will promote or is compatible with, or does not significantly impair, public recreation and conservation of the scenic, scientific, historic, or other values contributing to public enjoyment.

Moreover, the programs mentioned above for the primary zone may also be

applicable in the secondary zone in connection with trail construction, vista clearing, etc.

Mineral Exploration and Mineral Leasing

Mineral prospecting and the extraction of minerals or the removal of soil, sand, gravel, and rock may be authorized by permit issued pursuant to applicable regulations, where such use will promote or is compatible with, and does not significantly impair public recreation and the conservation of scenic, scientific, historic, or other values contributing to public enjoyment. As a specific example, such activities might be carried out in reservoir areas below the conservation pool prior to flooding. Where combined with adequate controls over depths, contours, etc., surface removal of material may also serve for landscape enhancement, fish and wildlife management, or otherwise further the purpose of the recreation area. (See also *Construction Materials*, p. 57, *Physical Developments Policy* section.)

Quality of Environment

To achieve the purpose of a recreation area, planning and management should be related to the total environment in which the area is located. (See *Master Plan Policy Section* p. 33.) Such planning and management recognize the need for transportation arteries; utility and communication corridors; consumptive resource uses; and residential, commercial, and recreation land uses inside and within the vicinity of the area as parts of a systematic plan assuring viability and good health of the area and the surrounding region.

The Service should be alert to peripheral use and development proposals that impinge on the environment of a recreation area. Moreover, it should cooperate with and encourage joint and regional planning among public agencies, organizations, and individuals having responsibility for maintaining the quality and aesthetics of the environment surrounding recreation areas.

Insects and Diseases

Control operations of native insects and diseases will be limited to (1) outbreaks threatening to eliminate the host from the ecosystem or posing a direct threat to resources outside the area; (2) preservation of scenic values; (3) preservation of rare or scientifically valuable specimens or communities; (4) maintenance of shade trees in developed areas; and (5) preservation of historic scenes. Where non-native insects or diseases have become established or threaten invasion of a recreation area, an appropriate management plan will be developed to control or eradicate them when feasible. (See also *Resource Manipulation*, p. 19, this section.)

FISH AND WILDLIFE MANAGEMENT POLICY

DISCUSSION

The Advisory Board on Wildlife Management in the National Parks, which Secretary Udall appointed in 1962, studied and made recommendations on wildlife management in recreation areas. The Board consisted of Dr. A. Starker Leopold (Chairman), University of California; Dr. Stanley A. Cain, University of Michigan; Dr. Ira N. Gabrielson, President, Wildlife Management Institute; Dr. Clarence M. Cottam, Chairman, National Parks Association; and Thomas L. Kimball, Executive Director, National Wildlife Federation.

Regarding recreation areas, the Board reported:

By precedent and logic, the management of wildlife resources on the national recreation areas can be viewed in a very different light than in the park system proper [the Natural Area Category of the System]. National recreation areas are by definition multiple use in character as regards allowable types of recreation. Wildlife management can be incorporated into the operational plans of these areas with public hunting as one objective. Obviously, hunting must be regulated in time and place to minimize conflict with other uses, but it would be a mistake for the National Park Service to be unduly restrictive of legitimate hunting in these areas. Most of the existing national recreation areas are Federal holdings surrounding large water impoundments; there is little potentiality for hunting. Three national seashore recreational areas on the East Coast (Hatteras, Cape Cod, and Padre Island)

offer limited waterfowl shooting. But some of the new areas being acquired or proposed for acquisition will offer substantial hunting opportunity for a variety of game species. This opportunity should be developed with skill, imagination, and (we would hopefully suggest) with enthusiasm.

On these areas as elsewhere, the key to wildlife abundance is a favorable habitat. The skills and techniques of habitat manipulation applicable to parks are equally applicable on the recreation areas. The regulation of hunting, on such areas as are deemed appropriate to open for such use, should be in accord with prevailing state regulations.

In summarizing its recommendations on wildlife management in national recreation areas, the Advisory Board concluded that

Recreational hunting is a valid and potentially important use of national recreation areas, which are also under jurisdiction of the National Park Service. Full development of hunting opportunities on these areas should be provided by the Service.

In its report, the Board also encouraged the National Park Service to "work closely with State fish and game departments and other interested agencies in conducting the research required for management and in devising cooperative management programs."

Secretary Udall, on May 2, 1963, approved the recommendations of the Advisory Board on Wildlife Management and directed that they be incorporated in the administrative policies of the Service.

The Congress has also recognized hunting as a desirable recreational activity in many recreation areas, as for example, in the acts establishing the Ozark National Scenic Riverways and Lake Mead National Recreation Area. In the Ozark National Scenic Riverways Act, for example, Congress provided that

The Secretary shall permit hunting and fishing on lands and waters under his jurisdiction within the Ozark National Scenic Riverways area in accordance with applicable Federal and State laws. The Secretary may designate zones where, and establish periods when, no hunting shall be permitted, for reasons of public safety, administration, or public use and enjoyment and shall issue regulations after consultation with the Conservation Commission of the State of Missouri.

In connection with fishing and hunting on lands administered by certain Bureaus of the Department (including the National Park Service), the Secretary, on June 17, 1968, issued the following policy statement:

A. In all areas administered by the Secretary of the Interior through the National Park Service, the Bureau of Sport Fisheries and Wildlife, the Bureau of Land Management, and the Bureau of Reclamation, except the National Parks, the National Monuments, and historic areas of the National Park System, the Secretary shall—

1. Provide that public hunting of resident wildlife and fishing shall be permitted within statutory limitations in a manner that is compatible with, and not in conflict with, the primary objectives as declared by the Congress for which such areas are reserved or acquired;
2. Provide that public hunting, fishing, and possession of fish and

resident wildlife shall be in accordance with applicable State laws and regulations, unless the Secretary finds, after consultation with appropriate State fish and game departments, that he must close such areas to such hunting and fishing or restrict public access thereto for such purposes;

3. Provide that a State license or permit, as provided by State law, shall be required for the public hunting, fishing, and possession of fish and resident wildlife on such areas;

4. Provide for consultation with the appropriate State fish and game department in the development of cooperative management plans for limiting over-abundant or harmful populations of fish and resident wildlife thereon, including the disposition of the carcasses thereof, and, except in emergency situations, secure the State's concurrence in such plans; and

5. Provide for consultation with the appropriate State fish and game department in carrying out research programs involving the taking of fish and resident wildlife, including the disposition of the carcasses thereof, and secure the State's concurrence in such programs.

B. In the case of the National Parks, National Monuments, and historic areas of the National Park System, the Secretary shall—

1. Provide, where public fishing is permitted, that such fishing shall be carried out in accordance with applicable State laws and regulations, unless exclusive legislative jurisdiction* has been ceded for such areas, and a State license or permit shall be required for such fishing, unless otherwise provided by law;

2. Prohibit public hunting; and

3. Provide for consultation with appropriate State fish and game departments in carrying out programs of control of overabundant or otherwise harmful populations of fish and resident wildlife or research programs involving the taking of such fish and resident wildlife, including the disposition of carcasses therefrom.

In any case where there is a disagreement, such disagreement shall be referred to the Secretary of the Interior who shall provide for a thorough discussion of the problems with representatives of the State fish and game departments and the National Park Service for the purpose of resolving the disagreement.

*The term "exclusive legislative jurisdiction" is applicable to situations wherein the Federal Government has received, by whatever method, all the authority of the State, with no reservation made to the State except the right to serve process resulting from activities which occurred off the land involved. This term is applied notwithstanding that the State may exercise certain authority over the land, as may other States over land similarly situated, in consonance with the several Federal statutes. The term is also sometimes referred to as "partial jurisdiction."

Wildlife Populations

Wildlife populations will be controlled when necessary to maintain the health of the species and to safeguard public health and safety. Ungulate populations will be maintained at the level that the range will carry in good health and without impairment to the soil, the vegetation or to habitats of the several species in an area.

Cooperation With States

The Service will consult with the appropriate State fish and game departments in the development of cooperative management plans for limiting overabundant or harmful populations of fish and resident wildlife, including the disposition of carcasses thereof, and, except in emergencies, secure the State's concurrence in such plans and programs.

The Service will consult with the appropriate State fish and game department in carrying out research programs involving the taking of fish and resident wildlife, including the disposition of the carcasses thereof, and secure the State's concurrence in such programs.

The management of fish and wildlife in recreation areas must be a cooperative endeavor with the States. These cooperative endeavors will be effected through a Memorandum of Understanding with the respective States. (See Appendix D for sample agreement.)

Fish and Wildlife Management Program

Fish and wildlife management involves two principal management functions, i.e. (1) the management of the habitat—soils, water, and vegetation; and (2) the management of harvesting of fish and wildlife populations by the public. In recreation areas, this latter function is recognized as being within the regulatory authority of the individual States. The first management function is recognized as the responsibility of the Service.

Wildlife management programs will be directed toward maintenance and enhancement of habitat for game animals and for other wildlife whose presence in the recreation area is of aesthetic, recreational, interpretive, or educational value.

Management of aquatic resources will have as its primary objective the improvement of habitat for game fishes and shellfish (where relevant) and waterfowl. Habitat management of aquatic resources may also apply to other vertebrate species of value for aesthetic, recreational, interpretation, or educational purposes.

The reintroduction of native species into recreation areas may be permitted where it poses no obvious danger to human life or property or where it contributes to recreational use or enjoyment.

Exotic Species of Animals

Exotic species of animals may be introduced into recreation areas as part of various management programs for purposes of public recreational use and enjoyment except that no species, particularly those new to the country or region, may be introduced unless there are reasonable assurances from the Bureau of Sport Fisheries and Wildlife and responsible State agencies that the species will not become a pest or disrupt desirable natural plant and animal communities and associations of particular scientific significance.

Control of exotic species will be undertaken only when they are undesirable in terms of public health, recreational uses and enjoyment, or when their presence threatens significant scientific features or the existence of important native species. (See also *Wilderness Use and Management Policy* section, p. 53.)

Public Hunting and Fishing

Public hunting of resident wildlife and fishing shall be permitted within statutory limitations in a manner that is compatible with, and not in conflict with, the primary objectives as declared by the Congress for which such areas are established.

Public hunting, fishing, and possession of fish and resident wildlife shall be in accordance with applicable State laws and regulations.

The Service may designate zones where, and establish periods when, no hunting or fishing shall be permitted for reasons of public safety, administration, or other public use and enjoyment of the area. Regulations prescribing such restrictions shall be issued after consultation with the States.

A State license or permit, as provided by State law, shall be required for public hunting, fishing, and possession of fish and resident wildlife on such areas.

LAND AND WATER RIGHTS POLICY

DISCUSSION

The administrative policy that guides the Service in its land and water rights acquisition program for the Recreational Area Category of the National Park System is different from the administrative policy guiding the Service in this program area for the Natural Area Category. These administrative policies arise out of the differences in purposes of the management of these two distinct categories of areas.

For example, the natural areas are established to preserve for all time scenic beauty, wilderness, native wildlife, indigenous plantlife, and areas of scientific significance. In the long range, the preservation of these areas in their natural condition, as prescribed by the Congress, is best achieved when exploitative and private uses are eliminated from them by the acquisition of private property by the Federal Government.

Recreation areas also possess natural endowments, and occasionally historical values, that are well above the ordinary in quality and extent. Many, moreover, are located on oceans, lakes, or large manmade reservoirs. As such, they possess resources of recreational appeal that afford an opportunity for a wide-ranging and varied program of recreational activities, including outdoor sporting events. These areas, located and designed to achieve a comparatively high recreational carrying capacity, are ideally suited to serve the rapidly burgeoning urban populations of our Nation.

To achieve the primary objective of recreation areas, it is usually not essential to eliminate all private uses within their exterior boundaries. The Congress has recognized this fact in connection with numerous legislative enactments affecting such areas as Point Reyes National Seashore, Ozark National Scenic Riverways, and Whiskeytown-Shasta-Trinity National Recreation Area. The important consideration in the land acquisition program is that adequate lands be acquired by the Federal Government for public use and enjoyment and effective administration, accompanied by adequate control of the remaining lands to insure that the natural endowments of the area are preserved and that private uses are not maintained or developed in a manner that would impair the primary purpose of the area to provide a continuing resource for quality outdoor recreation.

In some instances, the Congress has provided that private uses in these areas may be continued so long as individuals, villages, or communities observe appropriate zoning or development restrictions in accordance with standards established by the Secretary of the Interior. In other instances, the Congress has authorized the Secretary of the Interior to acquire scenic or development easements over private lands to insure that the continued private use shall be compatible with the primary purpose of the area. Also, under recent authority of the Congress, the Secretary of the Interior may, with regard to lands acquired in fee, lease or sell back private development rights subject to terms and conditions which assure use of the property in a manner consistent with the primary purpose for which the area was established.

Accordingly, except as otherwise provided in legislation affecting a particular area, the Service, in preparing Master Plans for the Recreational Area Category, establishes three land zones *when consistent with the primary purposes of such areas and where the overall size of the area is sufficient to allow compatible private uses to remain in the area*. The land zones which may be provided for the Recreational Area Category are:

1. Public-use and Development Zone.
2. Preservation-conservation Zone.
3. Private-use and Development Zone.

In connection with Zones 2 and 3 in recreation areas where water use is a primary activity, it is usually necessary to provide for public access to the shorelines of water bodies. Such access may be across the land to the water or from the water to the land, such as for tying up boats for fishing or camping on sandbars. The Master Plan for the area shall designate land areas in Zones 2 and 3 where such right of access is essential for appropriate public use.

ADMINISTRATIVE POLICIES

Land Acquisition

In Zone 1 (Public-use and Development) lands, usually will be acquired in fee simple: *Provided*, that acquisition by the Federal Government may

be made subject to the reservation of continued use and occupancy for limited periods when consistent with the need to utilize the property for public use and development or other management purposes, such as administrative facilities, roads, and trails. (See also *Acquisition Zones*, p. 36, *Master Plan Policy* section.)

In Zone 2 (*Preservation-conservation*), interests in lands which are less than fee simple may be acquired where such acquisition will achieve the management objectives at reasonable cost to the Government. Such lesser interests may be in the form of scenic easements; access easements; development restrictions; reserved life estate for the owner and his (or her) spouse; or, continued use and occupancy for a specified period, usually 25 years or less. In the alternative, if these lesser interests may not be acquired at reasonable cost to the Federal Government, the property may be purchased in fee simple and appropriate development rights either "leased back" or "sold back" to private parties. (See also *Acquisition Zones*, p. 36, *Master Plan Policy* section.)

In Zone 3 (*Private-use and Development*) acquisition by the Federal Government may not be necessary if local zoning is adequate to achieve the long-range purpose of the area. Where local zoning is not adequate, lesser interests than fee, such as scenic easements; access easements; development restrictions; reserved life estate for the owner and his (or her) spouse; or, continued use and occupancy for a specified period, usually 25 years or less, may be acquired by the Federal Government. In the alternative, if these lesser interests may not be acquired at reasonable cost to the Federal Government, the property may be purchased in fee simple and appropriate development rights either "leased back" or "sold back" to private parties. (See also *Acquisition Zones*, p. 36, *Master Plan Policy* section.)

In executing the land acquisition program in the Recreational Area Category, the following priority of acquisition is used, unless otherwise provided in the legislation:

1. Land needed for development of facilities, including administrative facilities.
2. Land needed for preservation or protection of the natural, cultural and recreational values of the area.
3. Land devoted to uses incompatible with or needed to prevent threatened development or use which would be incompatible with, the purposes of the area.

Within each of the foregoing priorities, the Service will give primary consideration to the acquisition of land which the owner needs to dispose of for hardship reasons; and land which the owner, voluntarily, has placed, or intends to place, on the market for sale.

The land acquisition program is carried out in accordance with the specific legislative policies, if any, set forth in the legislation authorizing the

area. In the absence of specific legislative directives, the land acquisition program is carried out as follows:

1. Purchases are negotiated on the basis of competent appraisals of fair market value.
2. Less than fee interests (see No. 3 below) may be acquired when they will meet the needs of the Service and are justified on cost.
3. Reserved use and occupancy by the owner for life or for a term of years is allowed if purchase on this basis will meet the needs of the Service and is justified on cost.
4. Eminent domain proceedings are used only as a last resort, when all reasonable efforts of negotiation have failed.

Water Rights

All rights to the use of water diverted to or used on Federal lands in recreation areas by the United States its concessioners, lessees, or permittees shall be perfected in the name of the United States.

Valid existing water rights of concessioners and land use permittees on Federal lands will be acquired by the United States as funds, legal authority, and overall management objectives permit.

Water rights owned by private landowners within recreation areas will be acquired in connection with the acquisition of such private lands insofar as practicable.

Owners of land or interests in land within or adjacent to recreation areas may be granted, by special-use permit, the privilege of using water owned by the Service when it is administratively determined that the use of such water facilitates the management program of the Service or when no other reasonable source of water is available. An appropriate charge shall be made for the use of such water.

Owners of lands or interests in land adjacent to recreation areas may be granted, by special-use permit, the privilege of developing sources of water on Federal lands when it is administratively determined that the use of such water facilitates the management program of the Service or when no other reasonable source of water is available. An appropriate charge shall be made for the use of such water.

Development costs, including costs of access between the private lands to be served and the source of water, shall be borne by the permittee. In all of these cases, the Service shall retain the right to use water from such a development. If, and when, such retained rights are exercised by the Service, it shall share in the costs of the water rights development on an equitable basis.

Under this policy, as a matter of comity, the Service will notify the State of the amount of water diverted and consumed, and the priority asserted. The notice shall also include a disclaimer as to State jurisdiction.

Owners of lands or interests in lands within or adjacent to recreation areas may be granted, by special-use permit, the privilege of installing

pipelines or other means to transport water across Federal lands administered by the Service when the water rights are either owned by the permittee or another agency of Government. An appropriate charge for such rights-of-way shall be made.

MASTER PLAN POLICY

DISCUSSION

Recreation areas do not exist in a vacuum. In planning a recreation area, master planning must take into account the total environment or region in which the recreation area exists. (See provisions of Policy Circular No. 1 of Recreation Advisory Council—Appendix B.) Of particular significance are the plans for other park and recreation facilities within the region at all levels of government, as well as the role of private enterprise in the recreation industry, transportation and access, socio-economic factors, wildlife considerations, and others. Accordingly, a first step in master planning is to analyze the related cohesive region in which the recreation area is located and the many factors that may influence its management.

Master planning for a recreation area must take particular cognizance of the statewide recreation plan for the State(s) in which the area is located. This plan can provide a great deal of guidance, not only about other related recreation areas and facilities, but the expected demand for the facilities and resources offered by the recreation area under study.

Moreover, where recreation areas adjoin, as they frequently do, other public outdoor recreation resources, a joint effort must be made to analyze the total resource base and visitor needs, then to develop plans cooperatively for the accommodation of these requirements to insure compatible and complementary development of both areas.

The purpose of a Master Plan is to implement the general and specific mandates of Congress, cooperative agreements, if any, with other bureaus affecting the management of the area, and the administrative policies of the Service. This purpose is accomplished through the provision of criteria, controls, and guidance for resource management, resource use, and development in terms of a unified planning concept for each area consistent with, and complementary to other programs of recreational use, accommodations, and resource planning in the surrounding region. Master Plans serve also as zoning or space allocation plans defining not only the areas for development, but also the intensity or magnitude of development. The Master Plan also defines the areas in which no developments are to be permitted.

ADMINISTRATIVE POLICIES

Master Plan

A Master Plan will be prepared for each area. It shall cover all programs of Resource and Visitor Use, Resource Management and Physical Developments. Further, it shall zone land and water for various kinds and intensities of use. An approved Master Plan is required before any development program may be executed in any area. Master Plans will be kept current and revised as necessary to reflect changing conditions.

Master Plan Teams

Master Plan Teams will be composed of members having different professional backgrounds and experience appropriate to the problems of the area under study. Such backgrounds could include, depending on the area involved, biology, geology, ecology, archeology, history, resource management, interpretation, sociology, recreational planning, economic geography, landscape architecture, engineering, and architecture.

Assistance from outstanding professionals or persons knowledgeable in recreation programs will be sought as needed where funds permit it. In particular, those working in, or particularly conversant with the surrounding region, should be consulted. This includes professionals from other public land-managing agencies on the local, State, and Federal level. The purpose of the multi-disciplinary team approach is to insure adequate consideration of all the resources and of the visitor's needs and use of these resources in terms of an economically, aesthetically, and administratively sound plan.

Architectural Theme

(See *Physical Developments Policy* section, p. 54.)

Land Classification

Master planning requires sound classification for the lands in a recreation area. This is necessary to insure that public-facility development is commensurate with the use capabilities of the basic resources and in accord

with the legislative intent of Congress for the area. Land Classification in recreation areas thus is a tool of space allocation.

The land classification system used is similar to that proposed by the Outdoor Recreation Review Commission and prescribed for application to Federal lands by the Bureau of Outdoor Recreation, as follows:

Class I—high density recreation areas; Class II—general outdoor recreation areas; Class III—natural environment areas; Class IV—outstanding natural areas; Class V—primitive areas; and Class VI—historic and cultural areas.

Classes I and II identify the land reserved for visitor accommodations (both existing and proposed), for administrative facilities, public beaches, marinas, formal campgrounds, two-way roads, etc., of high and moderate intensities. Class I and II lands in recreation areas will occupy a relatively higher proportion of the total space as compared to such classifications in, for example, a national park.

Class III identifies the "natural environment areas" which will, to a large degree, make up the bulk of the lands within a recreation area. Ofttimes, facilities and uses are planned in Class III lands which provide for additional public use of the area, such as public recreational hunting, and nature study. Such developments are less intensive than those for Class I and II lands. These developments, moreover, should be in harmony with and facilitate the enjoyment of the natural environment. Other resource uses, not incompatible with the recreation mission of the area may be provided for in the Class III lands, such as timber harvesting and grazing.

Classes IV, V, and VI, while not necessarily found in recreation areas, do frequently occur there. While these elements provide the very basis for a national park or monument, they serve more to enhance and supplement the more general features of the Class III aspects of a recreational area. The planner must be keenly aware of Class IV, V, and VI resources within recreation areas as these, preserved and made available to the public, can greatly complement the recreation area by providing a much broader spectrum of visitor use and enjoyment.

Class IV lands are those encompassing unique natural features, such as Big Spring in Ozark National Scenic Riverways.

Class V lands are primitive lands which should remain pristine and undisturbed as a part of our natural inheritance. Where they exist in sufficient size, they may qualify for study and recommendation to the Congress for designation as wilderness. Facilities in Class V lands should be limited to trails and such limited primitive campsites, shelters, and sanitary facilities as may be required for public use and enjoyment or protection of the Class V values.

Class VI is the lands, including historic structures, etc., of historical or cultural significance, such as the lighthouse at Cape Point in Cape Hatteras National Seashore.

Acquisition Zones

Master planning for recreation areas involves another important step *after land classification*. Once the lands have been allocated or classified as to purpose, intensity of development, and capacity of human use, then they should be "zoned" to determine the degree of ownership required by the Government to achieve these purposes within legislative and administrative policies. In those recreation areas where the overall size of the area is sufficient to permit private uses to continue and consistent with the ownership criteria, if any, specified by the Congress in authorizing the area, three zones should be prescribed. (See also *Land Acquisition*, p. 29, *Land and Water Rights Policy* section.)

The first zone (Zone 1—*Public-use and Development*) includes, as a *minimum*, those lands needed for administrative facilities and Government or concessioner development of public-use facilities of high and moderate intensities (Class I and II lands). (See *Land Classification*, p. 34, this section.) This zone also includes, as a rule, those unique natural features (Class IV), primitive lands (Class V), and lands of historical or cultural significance (Class VI), which contribute to making the area nationally significant and which, if adversely developed, would be detrimental to the full use and enjoyment of the area. The ultimate objective in this zone, usually, is to acquire full fee title to all lands. It may be, however, that in some instances, less than fee title will suffice as determined by management. For example, in this zone may be a historic home owned by an organization and open to the public. Even though fee title may not be acquired in such property, it nevertheless should be included in Zone 1 since it does serve the public and contributes to the public use and enjoyment of the area. Similarly, an individual may own and operate a public facility, such as a restaurant, motel, or campground which it is desirable to continue in operation to serve the public. This, too, should be included in Zone 1 for the same reason, unless it exists as a part of a village or community that more properly should be included in Zone 3. A similar situation may occur in connection with an organized group camp. (See also *Land Acquisition*, p. 29, *Land and Water Rights Policy* section.)

It is the purpose of Zone 2 (*Preservation-conservation*) to include those lands necessary for the preservation-conservation of the environment of the area. As a rule, these lands fall in Class III. *Minimally*, this zone includes (1) all lands considered essential to "buffer" or insure the full protection of all those lands included in Zone 1 (*Public-use and Development*); and (2) those lands needed to accommodate recreational use of less intensity than those included in Zone 1. Occasionally, this zone may include lands of historical or cultural significance (Class VI). For example, there may be a historic home, or group of homes, which contributes to the national significance of the area but which is privately owned and occupied and may, consistent with the purpose of the area, remain so. On

rare occasions this zone may contain natural features (Class IV) and primitive lands (Class V). For example, there may be research areas owned and managed by institutions of higher learning or scientific organization which, consistent with the purpose of the area, may continue in this manner. Recreational uses in this zone are those of less intensity than normally found on lands classified as Classes I and II. For example, fishing access, hiking trails, public recreational hunting, nature study, and primitive campgrounds, are common uses in Zone 2. Moreover, in this zone, other uses, such as grazing, commercial timber harvesting, mineral exploration and mineral leasing may be permitted when such activities are consistent with, or not significantly detrimental to, the recreation mission of the area. The Service will seek such title or interest in lands within this zone as is required to achieve the foregoing objectives. In most instances, full fee title should be acquired. Often, such acquisitions may provide for life tenancy or continued occupancy for specified periods. In some instances, access easements, scenic easements, or development restrictions may suffice to accomplish the management objectives. Occasionally, appropriate zoning by local authority will achieve management's objectives. (See also *Land Acquisitions*, p. 29, *Land and Water Rights Policy* section.)

Zone 3 (*Private-use and Development*) may or may not exist in all recreation areas. Its use depends on the overall size of the area and the ownership criteria, if any, specified by the Congress in authorizing the area. For example, at Fire Island the Congress specifically authorized the continuance of enclaves of property for *private use and development* provided zoning regulations were promulgated by local governing authorities in accordance with standards established by the Secretary. The lands in Zone 3, normally, have a significant impact—visual or otherwise—on the quality and integrity of the environment of the recreation area. Lands included in this zone, usually, involve subdivisions, villages, and similar developments. In some instances, such development may provide important supplemental accommodations and recreational pursuits for visitors to the recreation area. In these respects, therefore, the lands in this zone are similar to those in Zone 2. The most obvious distinction between the two, however, is that lands in Zone 3 serve primarily a local or community purpose and their contributions to the public use of the recreation area are secondary. The reverse situation is true of the lands in Zone 2. Generally, no public-use facilities or developments requiring Government ownership of the land are planned for Zone 3. Thus, except in unusual situations—involving, perhaps, accessways—acquisition in this zone of the full fee title, generally, is not necessary. In fact, acquisition of any portion of the estate may be unnecessary where local zoning is adequate and continuous to insure developments and uses complementary to and compatible with the recreation area. For example, if a tract is zoned for single-family residences or low-lying commercial structures and these are compatible with the environment of the recreation area, no acquisition may be needed. On the other hand, acquisition of a scenic or development

easement may be necessary—in the absence of zoning—to prevent high-rise structures that may impair the environment of the area.

The three zones, as noted above, cannot be applied precisely and rigidly to each and every acre within an area. They are approximations at best. Their use as planning and management tools is designed to achieve the public purpose of recreation areas while minimizing costs and reducing as much as possible personal hardships and inconveniences occasioned by land acquisition. In these circumstances, it is to be expected, quite naturally, that there will be examples found of land classifications falling into zones other than in the manner prescribed above. These exceptions should be explained in the Master Plan.

In summary, however, it is to be expected that proportionately *more* of the lands in Zone 1 need to be acquired in fee and that the acquisition of some lesser interests, such as scenic or access easements or development restrictions, will occur *less frequently* than in Zones 2 and 3. In Zone 2, it is to be expected that fee acquisition, proportionately, will be *less* than in Zone 1 and acquisition of interests less than fee will be proportionately *higher* than in Zone 1 (except where lands are already in public ownership as in the case of State or public domain lands). Zoning controls may also suffice in some limited cases in Zone 2. It is to be expected that zoning control will be proportionately higher in Zone 3 than in Zone 2 and that the acquisition of fee title and less than fee interests in land in Zone 3 will be proportionately *lower* than in Zone 2. (See also *Land Acquisition*, p. 29, *Land and Water Rights Policy* section.)

RESEARCH STATION POLICY

DISCUSSION

The Secretary's Advisory Board on National Parks, Historic Sites, Buildings and Monuments, at its 55th meeting in Washington, D.C., October 3-6, 1966, considered the matter of research stations in the national parks.

In its memorandum to the Secretary of October 6, 1966, recommending the establishment of research stations at appropriate locations in the National Park System, the Board stated, in part, as follows:

The Board is familiar with the Jackson Hole Biological Station in Grand Teton National Park, the Archeological Research Station in Mesa Verde, operated by the University of Colorado, the Volcano Observatory in Hawaii National Park, operated by U.S. Geological Survey, and with proposals to establish similar research stations in other parks. The board favors the establishment of such stations, entirely or partially financed and operated by others. Such stations, it believes, can do much to focus research efforts in the national parks in support of park management, and to encourage the use of park resources for basic research by others. At the same time, the Board recognizes that such operations and developments must remain within the purview and control of the National Park Service and the Department.

The Board's memorandum was approved on October 26, 1966.

ADMINISTRATIVE POLICIES

Research Program

The Service encourages and will participate in appropriate ways in the establishment in recreation areas of research stations which focus significant-

ly upon studies of resources within the area. The research programs of such stations should include research within the scope of the management-oriented research plan. The research programs may also embrace basic research independently conceived.

The foregoing does not necessarily exclude research reaching beyond the boundaries of the area.

Research Station Criteria

Proposals for a research station within an area should demonstrate that:

- a. The sponsoring institution is one of stability and competence.
- b. The research plan and the development plan are adequate and consistent with the objectives and policies of the area concerned.
- c. The financial plan is sound and promises fruition of the enterprise.
- d. Where the research station is proposed to be located within the area:
 - (1) The station should be of a nature and in a location that does not impinge upon the recreational values of the area, the ecology of the area, or come into conflict with visitor use.
 - (2) The research station development should be consistent with the Master Plan, taking into account location, development plan, design, and the like.
 - (3) An understanding should be reached as to the degree to which the Service will provide utilities, road access, trails and provide for maintenance of the same. Service participation will quite likely vary from project to project, depending in part upon the benefits expected to inure to area management from the station.
 - (4) Limitations should be agreed upon as to the eventual size of the development, the scope of the research contemplated, and upon the number of personnel to be served by the station.

Research Station Administration

In the administration of the station, appropriate representation on the governing board should give the Service a voice on matters of research policy, research orientation, and in the operating policy of the station.

Such stations should not be closed institutions restricting participation to associates of the sponsoring institution. Rather, acceptance of applicants for use of the facilities should generally be based upon conformance of the proposed research to the research orientation and program agreed upon for the station.

Whenever possible, the Service will provide as liaison with each research station an on-site research biologist to facilitate the operation of the research station in the area.

part II

RESOURCE AND VISITOR USE POLICY

DISCUSSION

A wide range of recreational uses, facilitated by varying kinds of development and management techniques, will be encouraged. These uses will include activities which are consumptive of renewable resources (hunting, fishing, collecting), and uses which are nonconsumptive of resources (hiking, sightseeing, bicycling, riding, boating, skating, water skiing, photography, etc.). Some desirable activities will require intensive-use facilities which will alter the basic resource on site. Such activities will nonetheless derive their meaning in large part from the resource orientation. Among these are swimming (where developed beaches are required), camping, picnicking, skiing, golfing, field sports, and certain cultural activities.

Activities will vary from those of high intensity on limited areas of land, such as swimming beaches, ski slopes, and campgrounds, to those of low intensity that require considerable natural area or open space in order to provide meaningful recreational experiences (hunting, some kinds of fishing, hiking, etc.). As a rule, every recreation area will be so planned, developed, and managed as to accommodate varying intensities and kinds of use.

In the Act of May 28, 1963, Congress declared that it was "desirable that all American people of present and future generations be assured adequate outdoor recreation resources." Supplementing this policy declaration, the President's Recreation Advisory Council has declared that national recreation areas, while "* * * being of lesser significance than the unique scenic and historic elements of the National Park System [should nevertheless afford], a quality of recreational experience which transcends that normally associated with the areas provided by state and local governments; * * *." The council has also indicated that recreation areas "* * *" should provide recreation opportunities significant enough to insure inter-

state patronage within the region of service, and to a limited extent should attract patronage from outside of its normal service region." Also, "* * * outdoor recreation should be recognized as a dominant or primary resource management purpose * * *."

A principal purpose of recreation areas is to serve the Nation's growing urban populations. To provide quality recreational experiences for an urban population in the out-of-doors requires an information and interpretive program which informs visitors of recreational opportunities available and provides them a better understanding of the natural environment.

ADMINISTRATIVE POLICIES

Information and Interpretation

The objectives of the information and interpretive program are to inform visitors of recreational opportunities available, provide them a better understanding of, and appreciation for, the natural environment and assist them in their quest for a quality outdoor recreational experience.

Audiovisual programs, publications, museums, wayside exhibits, amphitheaters, campfire circles, visitor centers, and contact stations are among the interpretive facilities that may be provided. Typical of desirable information and interpretive programs are:

Information on weather, fishing, and other activities that may have significant impact on the safety or enjoyment of visitors.

Programs of instruction in water safety for boaters, swimmers, scuba divers, etc., are encouraged in cooperation with local groups, States, local governments, etc.

Instruction in nature study, outdoor sports, etc., is encouraged to enhance the quality of outdoor recreation experience for visitors.

Official Records

In conformance with legal authorization and existing procedures, the Service shall make available, upon request, those official records affecting the public. (See also Title 43, Code of Federal Regulations, issued pursuant to the Public Information Act of June 5, 1967 (P.L. 90-23) and applicable volumes of the National Park Service Handbook Series.)

Education

A broad program to promote environmental education should be a part of the interpretive program. Cooperation with schools, colleges, publishers, and other organizations is encouraged for the purpose of communicating an environmental consciousness both within and beyond the area, including the establishment of conservation-education centers.

Interpretive Trails

A variety of trails—nature and history, selfguiding, bicycle, and motor trails—are desirable. The concept of one-way motor trails, with ample turnouts, small overlooks, and short (usually one-quarter mile), selfguiding

walks are encouraged. (See also *Walks and Trails*, p. 63, *Road and Trail Policy* section.)

Outdoor Sports

Participation in active, outdoor sports is a desirable use of recreation areas and opportunities will be provided for such activities. These uses may include, but not be limited to, field sports (baseball, softball, soccer, stick hockey, etc.), golf, tennis, badminton, and shuffleboard. These activities may be provided for in combination with campgrounds, beaches, or other intensive activity areas, or may be provided separately.

Spectator Sports and Special Events

Spectator sports and special events, such as regattas and ski competitions, as a part of a total recreation program, are permitted pursuant to written authorization in each case by the superintendent. Such events should be sponsored by public or nonprofit organizations. To defray a portion of the cost of sponsorship, such organizations may be permitted to make a charge for admission to specially designated areas reserved for such events. However, emphasis is on active, outdoor recreation in recreation areas. Accordingly, spectator sports and special events should be complementary to, and not supersede first-priority activities involving individual participation of recreation area users. The use of recreation area facilities for conventions or similar type meetings may be permitted when they do not materially interfere with general public use and enjoyment of the area. (See also *Spectator Facilities*, p. 55, *Physical Development Policy* section.)

Programs for Youth

The Service encourages recreation programs, particularly for young people in densely settled regions. Also, the Service will work with other organizations to make available recreational opportunities to young people, especially those who might not, for economic reasons, otherwise be able to obtain them. (See also *Organized Group Camps*, p. 55, *Physical Developments Policy* section.)

Collecting Without Permits

Collecting, for individual private use, and not for profit or distribution to others, may be permitted for certain renewable resources, such as fruits, seashells, pine cones, in conformance with regulations promulgated for each recreation area. These regulations will specify what items may be collected and under what terms.

Collecting by Permit

Pursuant to regulations established for each particular recreation area, students (from the grade school level upward), researchers, and scientific institutions may make collections, for educational or research purposes, of insects, other invertebrates, vertebrates, plants, and other natural ob-

jects upon receiving a permit for this purpose from the superintendent or his authorized representative.

Cultural Programs

Cultural productions, as part of a total recreation program, are encouraged. These could include, but need not be limited to, musical productions, films, lectures, and plays. Since emphasis is on active, outdoor recreation in recreation areas, cultural activities should be complementary to, and not supersede, these first priority activities. (See also *Spectator Facilities* p. 55, *Physical Developments Policy* section.)

Water-oriented Recreation

Opportunities and facilities for water-oriented activities in recreation areas with suitable water resources will be provided as appropriate for swimming, water skiing, surf-boarding, scuba diving, fishing and similar water-oriented uses. Water zones should be established to permit various types of appropriate boating, such as canoes and motor boats. (See also *Boating*, p. 52, *Wilderness Use and Management Policy* section.)

Other Recreational Uses

Recreational uses, other than those covered above, such as picnicking, camping, automobile sightseeing, horseback riding, and hunting, will be encouraged to the extent they are consistent with the recreation mission of the area and the physical capability of the area to accommodate such uses. Off-road use of motor-propelled vehicles, also, may be permitted at specified times in specified locations or on designated routes where this use is compatible with other recreational uses.

Safety and Public Health

The recommended standards for safety and public health prescribed by Federal, State, or local authorities having jurisdiction shall be observed in providing for the health, safety, and well-being of visitors and those employed in recreation areas. (See also Recreation Advisory Council Policy Circular No. 3 of April 9, 1964, Appendix C; and *Information and Interpretation*, p. 42, this section.)

Advertising

The Service may participate in signing and other public information programs to the extent necessary to acquaint the public with means of access to the areas it administers and with the facilities and services available in them.

Religious Services

At areas where facilities for organized worship are not readily available in nearby communities, the Service will cooperate with established groups and organizations by permitting the use of Government-owned facilities for worship services when it does not interfere with needful use of such

facilities for their primary purpose. Concessioners may be permitted to cooperate with such groups in similar circumstances.

Sale of Native Handicraft and Artifacts

The sale of appropriate handicraft articles associated with or interpretive of an area is encouraged. Such articles shall be clearly labeled as to origin and displayed separately from commercially or mechanically produced souvenirs. Archeological specimens or objects of American Indian origin, such as pottery or arrowheads more than 100 years old, may not be sold regardless of their place of origin. (See also *Concessions and Concessioners*, this page.)

Aircraft Operation

The operation of aircraft may be permitted on lands or waters of recreation areas in accordance with applicable local and Federal Aviation Agency rules and regulations when consistent with the management and use of the area for its primary purpose. (See also *Airports*, p. 57, *Physical Developments Policy* section.)

Cooperating Associations

Formation and operation of cooperating associations or agencies of existing associations to facilitate the conservation education and interpretive programs of an area, as authorized under Public Law 633, August 7, 1946, shall be encouraged where they contribute to the management of the area.

Motion Pictures and Still Photography

The making of still and motion pictures involving the use of professional casts, settings, and crews may be permitted under conditions which protect and perpetuate the integrity of the area in the end product and when consistent with the primary recreation mission of the area. (See also Departmental Regulations, Part 5, Title 43, Code of Federal Regulations.)

Camping

(See *Camping and Campgrounds*, p. 56, *Physical Developments Policy* section.)

Organized Group Camps

(See *Organized Group Camps*, p. 55, and *Camping and Campgrounds*, p. 56, *Physical Developments Policy* section.)

Concessions and Concessioners

Concession and other business operations in recreation areas are authorized under the act of August 25, 1916 (39 Stat. 535), as amended. The congressionally approved concession policies (P. L. 89-249, 89th Cong.) are set forth in Appendix E. The standard contract language approved by the Secretary is incorporated in the Service's "Concessions Management

Hankbook.” Administrative policies, dealing with subjects in addition to those in the Congressionally approved policies, are as follows:

(a) *Site Selection and Construction of Concession Facilities.* (See *Concession Facilities*, p. 57, *Physical Developments Policy* section.)

(b) *Government Development of Concession Facilities.* When there is no response from a prospectus, and the facilities are necessary for the accommodation of visitors, such facilities may be provided by the Government with appropriated funds and made available to responsible private parties for operation. Except in emergency situations, the Government should not engage in the direct operation of concession facilities.

(c) *Maintenance of Government-owned Facilities.* Concessioners should be required to maintain all Government-owned facilities used in concession operations. To this end, annual maintenance programs shall be required during the term of the contract. Concessioners should not be granted possessory interest in capital improvements made to Government-owned facilities. Where capital improvements, as distinguished from maintenance, are necessary, they may be made by the Government, if adequate funds are available, or, if made by the concessioner, should be amortized to avoid dual ownership interests.

(d) *Insurance.* Concessioners should carry such insurance against losses by fire, or other casualty of Government-owned facilities, public liability, employee liability, and other hazards as is customary among prudent operators of similar businesses under comparable circumstances.

(e) *Employees.* Concessioners should have affirmative action programs to assure equal employment opportunities and adhere to the Department's labor standards and to applicable Federal and State labor laws.

(f) *Nondiscrimination in Service.* Concessioners and their employees may not discriminate against any individual because of race, creed, color, sex, or national origin.

(g) *Advertising Facilities and Services.* Advertising of facilities and services should be descriptive, accurate, and in good taste. Billboard advertising is discouraged. (See also *Advertising*, p. 44, this section.)

(h) *Merchandise.* The merchandise sold in recreation areas is to be limited to those items and services appropriate and necessary for public use and enjoyment of the areas. All souvenirs and other merchandise offered for sale to visitors must be in good taste. (See also *Sale of Native Handicraft and Artifacts*, p. 45, this section.)

(i) *Campground Operations.* (See also *Camping and Campgrounds*, p. 56, *Physical Developments Policy* section.)

(j) *Alcoholic Beverages.* The sale of alcoholic beverages may be permitted in recreation areas, subject to applicable Service regulations and State laws.

(k) *Conventions.* The use of concession facilities for conventions, group meetings, and the like, during seasons of heavy vacation travel, should be discouraged.

(l) *Overnight Accommodations.* The concessioners shall maintain a reasonable proportion of their accommodations as low-priced accommodations.

(m) *Establishment of Concessions.* Accommodations, facilities, and services will be authorized in recreation areas for public use and enjoyment of

the area to the extent they are consistent with the "carrying capacity" of the area and the need therefor exists—taking into account accommodations, facilities, and services developed, or which reasonably may be developed, to serve the need in the vicinity of the area.

(n) *Quality of Service.* Services offered to the public by concessioners must be satisfactory as judged by recognized standards and the rates for such services must be reasonable as judged by statutory criteria.

Public Assembly

The use of recreation areas for public gatherings, meetings, and other forms of expressing viewpoints on social, economic, and political questions is guaranteed by the Constitution of the United States. Solicitor Frank A. Barry expressed this guarantee of expression as follows in a memorandum of March 23, 1965 (See Appendix F for full text of memorandum):

The First Amendment of the Constitution of the United States expressly forbids legislation by Congress "abridging the freedom of speech, or of the press, or the right of the people peaceably to assemble, and to petition the Government for redress of grievances."

Any authority the Secretary of the Interior has to promulgate Regulations is by delegation from Congress. Any limitations on the power of the Congress to legislate would follow such delegation and limit the power of the Executive Branch.

The Supreme Court has recognized that governments must have police power to prevent violence and to protect the safety of persons, property, and other important public and private interests. Such police power, however, cannot justify denial to anyone of the rights guaranteed by the First Amendment merely because such denial tends to prevent the disorders feared. To hold that all speech or any speech can be suppressed or that all gatherings or any gatherings can be forbidden because speech and public gatherings might start arguments or disrupt traffic, all of which might result in someone being inconvenienced or being made uncomfortable, would make the guarantees of the Bill of Rights empty phrases without force.

Consistent with this legal interpretation of constitutionally guaranteed rights, the Service observes the following administrative policy concerning demonstrations and other forms of peaceable assembly and freedom of speech:

(a) Demonstrations in the exercise of rights guaranteed by the First Amendment of the Constitution to peaceably assemble and to speak on social, economic, and political matters will be permitted in areas that are open to the public.

(b) Demonstrations may include, but need not be limited to, rallies, parades, marches, speeches, or picketing with or without signs.

(c) Personnel administering areas shall cooperate with the apparent leadership of demonstrating groups regarding their use of the area. An effort may be made to get the groups to voluntarily agree to limit the number of persons involved, in the interest of minimizing public inconvenience and to limit the duration of the demonstration.

(d) Although law enforcement personnel should be available to maintain law and order, representatives of the Service or its agencies should not initiate any action against demonstrators prior to a breach of the peace, such as overt physical violence against persons or property.

(e) Areas shall not be closed during the hours they are normally scheduled to be open solely to avoid an expected demonstration in the area or to attempt to restrict a demonstration in progress. Demonstrators will not be forcibly removed in the absence of any breach of the peace committed by them, except after consultation with, and approval of, the Director.

(f) Permits for the use of areas for demonstrations shall be granted on a "first come, first served" basis. Use of a permit system will allow those administering an area to be prepared to accommodate the group which may appear. The issuance of a permit would also serve to avoid possible conflict in the desire of more than one group to use a given area at the same time. Permits will not be denied upon the presumption that speeches or public gatherings would result in a breach of the peace, or would interfere with the comfort, convenience, and interest of the general public, or would disrupt the normal use of the area. Generally, the foregoing will provide every individual or group an opportunity to obtain a permit for a demonstration or assembly. Failure to obtain a permit will not in itself be cause for action leading to prosecution, except after consultation with, and approval of, the Director.

In implementing these policy guidelines, superintendents and their key personnel will develop and maintain close and consistent working relationships with other nearby Federal, State, and local officials and the leadership of local human relations councils in the communities in which they exist. Meetings with law enforcement and other civic officials should be directed to cooperative efforts with them—(a) to exchange information concerning anticipated demonstrations or meetings; (b) to develop arrangements with the leadership of any group planning to demonstrate; (c) to provide for the protection of the rights of participants; and (d) to assure that the demonstration will be conducted in a peaceful and orderly manner. Such contacts will provide an opportunity to explain to community leaders and other officials our policies with respect to demonstrations and meetings.

The Service will be constantly mindful of the responsibility to protect the rights of all visitors and equally alert to provide for the safety of all persons as well as public and private property, in implementing the assurance of the right of peaceable assembly and free speech. Nothing herein contained shall be construed as preventing the arrest by any peace officer of any individual committing or attempting to commit a criminal act. By the same token, Service personnel on duty at an area in which a demonstration is conducted should not in any way associate themselves either with those conducting the demonstration or with those who may oppose it. (See Title 36, Code of Federal Regulations; *Spectator Sports and Special Events*, p. 43, and *Conventions*, p. 46, this section.)

WILDERNESS USE AND MANAGEMENT POLICY

DISCUSSION

The Wilderness Act requires a study of roadless areas of 5,000 acres, or more, within the National Park System to determine which of these lands may be deemed suitable for inclusion by the Congress in the National Wilderness Preservation System. The Wilderness Act, itself, does not include any national parklands in the National Wilderness Preservation System. Separate legislation by the Congress is required to accomplish this purpose. It is pertinent to note, however, that in the Wilderness Act the Congress expressed the following policy:

In order to assure that an increasing population, accompanied by expanding settlement and growing mechanization, does not occupy and modify all areas within the United States and its possessions, leaving no lands designated for preservation and protection in their natural condition, it is hereby declared to be the policy of the Congress to secure for the American people of present and future generations the benefits of an enduring resource of wilderness. For this purpose there is hereby established a National Wilderness Preservation System to be composed of federally owned areas designated by Congress as "wilderness areas," and these shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide the protection of these areas, the preservation of their wilderness character, and for the gathering and dissemination of information regarding their use and enjoyment as wilderness * * *.

Moreover, Section 4 of the Wilderness Act provides that:

The purposes of this Act are hereby declared to be * * * *supplemental to the purpose for which * * * units of the national park system are established and administered* * * *. (Emphasis supplied.)

To become a unit of the National Wilderness Preservation System, each recreation area wilderness must be designated by the Congress. In order to be so designated, each proposed wilderness unit must be clearly identified so that its boundaries may be legally described in the legislation. Thus, the Wilderness Act requires that the Service, hereafter, clearly identify and appropriately describe the boundaries of those lands that are to be recommended to the Congress for wilderness designation.

Consistent with the Congressional policy enunciated for each area, "outdoor recreation shall be recognized as the dominant or primary resource management purpose" of recreation areas. Within the broad scope of outdoor recreation, wilderness use is a desirable activity that should be provided for and encouraged where suitable environments permit such use in recreation areas.

The Wilderness Act of 1964 recognizes that all lands which may be included in the National Wilderness Preservation System are not to be managed alike. These differing policies arise out of the differences in purposes of the management of areas in which wilderness may be designated. For example, the Wilderness Act provides for certain multiple uses in wilderness areas of the national forest designated by the act, such as existing grazing; mineral prospecting until 1984 and mining (with authority to construct transmission lines, waterlines, telephone lines, and utilize timber for such activities); and water conservation and power projects as authorized by the President. On the other hand, in connection with wilderness designations in the national parks, the Wilderness Act provides, in part, that:

* * * the designation of any area of any park * * * as a wilderness area pursuant to this Act shall in no manner lower the standards evolved for the use and preservation of such park * * * in accordance with the Act of August 25, 1916, [and] the statutory authority under which the area was created * * *.

National parks and national recreation areas are established for different purposes and, thus, are accorded different management. For example, national parks are established to preserve for all time scenic beauty, wilderness, native wildlife, indigenous plantlife, and areas of scientific significance. In the long range, the preservation of these areas in their natural condition, as prescribed by the Congress, is best achieved when exploitative and private uses are eliminated from them and their wilderness lands preserved in their pristine condition.

Recreation areas also possess natural endowments, and occasionally historical values, that are well above the ordinary in quality and extent. Many, moreover, are located on oceans, lakes, or large manmade reservoirs. As such, they possess resources of recreational appeal that afford an

opportunity for a wide-ranging and varied program of recreational activities, including wilderness use when suitable environments permit.

Accordingly, the wilderness use and management policies of the Service for wilderness lands in the National Parks are different in significant respects from the wilderness use and management policies of the service for national recreation areas. Of course, it should be noted these are administrative policies. When Congress designates wilderness lands within recreation areas of the National Park System for inclusion in the National Wilderness Preservation System, it may prescribe such policies, standards, and criteria for their use and management as it deems advisable.

ADMINISTRATIVE POLICIES

Management Facilities, Practices, and Uses

Only those structures, management practices, and uses necessary for management and preservation of the wilderness qualities of an area will be permitted. These would include, but need not be limited to, patrol cabins and limited facilities associated with saddle-and-pack stock control.

Fire Control

Wildlife will be controlled as necessary to prevent unacceptable loss of wilderness values, loss of life, damage to property, and the spread of wildfire to lands outside the wilderness: Use of fire lookout towers, fire roads, tool caches, aircraft, motorboats, and motorized fire-fighting equipment would be permitted for such control.

Insect and Disease Control

Such control may be undertaken only with the approval of the Director. The measure of control will depend on a determination of whether the insects or diseases are causing the complete alteration of an environment which is expected to be preserved, but controls will generally be limited to disaster conditions which threaten whole ecosystems. Any controls instituted will be those which will be most direct for the target insect or disease and which will have minimal effects upon other components of the ecosystems of which the wilderness is composed.

Rescue and Other Emergency Operations

In emergency situations involving the health and safety of persons and to meet recognized management needs, use of aircraft, motorboats, or other motorized or mechanical equipment will be permitted. (See also *Aircraft Operation*, p. 45, *Resource and Visitor Use Policy* section.)

Regulation of Excess Wildlife Population

(See *Fish and Wildlife Management Policy* section. p. 23.)

Non-native Plants and Animals

Non-native species of plants and animals will be eliminated where it is

possible to do so by approved methods which will preserve wilderness qualities. (See also *Exotic Plant Species*, p. 20, *Resource Management Policy* section; and *Exotic Species of Animals*, p. 27, *Fish and Wildlife Management Policy* section.)

Research

The Service, recognizing the scientific value of wilderness areas as natural outdoor laboratories, encourages those kinds of research and data gathering which require such areas for their accomplishment. The Service will establish reasonable limitations to control the size of the areas which may be used for varying types of research projects within recreation area wilderness, and projects exceeding those limitations must be approved by the Director. (See also *Research Station Policy* section, p. 39.)

Fishing

(See *Public Hunting and Fishing*, p. 27, *Fish and Wildlife Management Policy* section; *Water Oriented Recreation*, p. 44, *Resource and Visitor Use Policy* section.)

Visitor Use Structures and Facilities

Primitive trails for foot and horse travel are acceptable. Narrow trails which blend into the landscape will be allowed in wilderness with footbridges and horsebridges where they are essential to visitor safety. Stock-holding corrals or discreetly placed drift fences will be permissible if needed in the interest of protection of wilderness values. No improvements will be permitted that are primarily for the comfort and convenience of visitors, such as developed campgrounds and picnic facilities. However, trailside shelters may be permitted where they are needed for the protection of wilderness values.

Boating

Boating, except with motorboats and airboats, is an acceptable use of wilderness. (See also *Water Oriented Recreation*, p. 44, *Resource and Visitor Use Policy* section.)

Commercial Services

Saddle and pack stock and guided boat trips in water areas are acceptable uses, but the number, nature, and extent of these services will be carefully controlled through regulations and permits so as to protect the wilderness values. (See also *Concessions and Concessioners*, p. 45, *Resource and Visitor Use Policy* section.)

Mining and Prospecting

Mining and/or prospecting, under lease or otherwise, will be permitted where it is expressly authorized by statute; subject, however, to such reasonable regulations governing ingress, egress, exploration, operations, and restoration as may be prescribed by the Secretary to protect wilderness values. (See also *Mineral Exploration and Mineral Leasing*, p. 22, *Resource Management Policy* section.)

Inholdings

Unless acquisition by the United States is assured, privately owned lands or lands having privately owned interests therein, will be excluded from the area classified as wilderness. As these privately owned lands, or interests therein are acquired or otherwise extinguished, the lands will be proposed for designation as wilderness if they otherwise meet the criteria for such areas. (See also *Land and Water Rights Acquisition Policy* section, p. 28.)

Water Development Projects

Where the unit has not been withdrawn from the jurisdiction of the Federal Power Commission, or otherwise withdrawn from entry for water development and use, or where water development projects are expressly authorized by statute, such projects—including the prospecting for water resources, the establishment and maintenance of reservoirs, water conservation works, power projects, transmission lines, and other facilities essential to the development and use thereof—may be authorized, subject to such reasonable regulations governing ingress, egress, exploration, operations, and restoration as may be prescribed by the Secretary to protect wilderness values.

Grazing

Where expressly authorized by statute or established as a use prior to the establishment of the recreation area, grazing may be permitted to continue subject to such reasonable regulations as are deemed necessary by the Secretary to protect wilderness values. (See also *Grazing and Agricultural Uses*, p. 21, *Resource Management Policy* section.)

Timber Harvesting

No timber harvesting will be permitted, except upon a finding by the Director that timber harvesting is necessary at a specific place to protect wilderness values from fire, insects, or diseases.

Hunting

(See *Public Hunting and Fishing*, p. 27, *Fish and Wildlife Management Policy* section.)

Motorized Equipment

The use of aircraft for airdrops or for other purposes, and the use of motorized trail vehicles, generators, and similar devices will not be permitted in recreation area wilderness, except as otherwise provided herein to meet the needs of management.

Roads and Utilities

Except as otherwise provided herein, public roads and utility line rights-of-way are not permitted. (See also *Mining and Prospecting*, p. 52, and *Water Development Projects*, this page.)

part III

PHYSICAL DEVELOPMENTS POLICY

DISCUSSION

The administrative policies relating to physical developments within recreation areas are more liberal than those for natural or historical areas. This is so since outdoor recreation is the "dominant or primary resource management purpose" of recreation areas. The development of physical facilities thus becomes a most significant part of the recreation area program to promote this management objective and to accommodate a wide variety of recreational uses. It is of particular importance, however, that the scope and type of developments, as well as their design, materials, and construction, enhance and promote the use and enjoyment of the recreational resources of the area.

Imaginative design, innovations in the use of materials, and construction techniques can promote the realization of the management and use objectives. Facilities which are in discord with their environment can be avoided. It is the purpose of the administrative policies which guide the Service in its physical development planning and construction to enhance the quality of the outdoor recreational experience for each visitor.

ADMINISTRATIVE POLICIES

Architectural Theme

An architectural theme shall be prepared for each area or major development site within an area. The purpose is to develop guidelines for

the design of structures that will further the realization of area purpose in terms of the materials to be used, the spirit or feeling to be conveyed by the facilities, and the kind of relationship to be developed between facilities and their surroundings. As a rule, the theme should strive to strike a balance between functionalism, economy, and creativity.

Private-use and Development Zone

Where a private-use and development zone occurs within recreation area boundaries, public use and development will be planned and located so as to minimize conflicts with such private owners' use and enjoyment of their property.

Spectator Facilities

Facilities for cultural programs, spectator sports, and special events may be provided. As a rule, these facilities should be part of an intensive-use area in order to make use of existing parking lots, comfort facilities, food, and other services. (See also *Spectator Sport and Special Events*, p. 43, and *Cultural Programs*, p. 44, *Resource and Visitor Use Policy* section.)

Organized Group Camps

Permanent camping facilities, including buildings for use by organized groups and for hostel-type use, may be provided in recreation areas. Operation of these facilities, depending upon circumstances, should be either by concessioners, organizations under permit, or by the Service. Full use over as much of the year as possible should be an objective for such facilities. (See also *Programs for Youth*, p. 43, *Resource and Visitor Use Policy* section.) Space for organized group camping should be allocated to serve the greatest number of groups interested. To accommodate demand, advance reservation of facilities and limitations on length of continuous use by one camping party may be imposed. In allotting camping privileges, preference should be given to public groups over semi-public groups, and semi-public groups over nonprofit groups, and nonprofit groups over private groups, as follows:

1. Public groups are those supported wholly by public taxation or public contributions whose membership and program are open to all. Examples are: Schools, park and recreation agency programs, welfare organizations, or similar institutions such as the Salvation Army.
2. Semi-public groups or associations are those whose membership is not open to the general public, but are organized for general recreation, education, public welfare, religious, or philanthropic purposes and are supported in part by public contributions or some sponsoring agency. Examples are: Boy Scouts, Girl Scouts, Campfire Girls, church groups, YMCA, YWCA, 4-H Clubs, and Future Farmers of America.
3. Nonprofit groups are those societies or associations supported by assessed membership dues but not operated for profit to the organization or its members, and the benefits of the organization are not entirely confined to its memberships. Examples are: American Legion, Veterans of Foreign Wars, and service clubs, such as Rotary, Lions, Kiwanis, and the Izaak Walton League.

4. Private groups are those societies or associations with restricted or limited memberships and organized for engaging in enterprises for profit for the benefit of the members only, but confine activities to recreation purposes. Typical examples are: rifle and gun clubs, hunting clubs, boating clubs, fishing clubs, and special organized recreation groups with limited membership. (See also *Camping and Campgrounds*, this page.)

Camping and Campgrounds

Camping accommodations should provide for a range of camping experiences from the primitive campgrounds with minimum facilities, served by foot or horse trail or watercraft, to the formal campground offering full utility hookups for recreation vehicles and permanent buildings for organized group camping. Consistent with the "carrying capacity" of the area and the need therefor—taking into account camping accommodations developed, or which reasonably may be developed, to serve the need in the vicinity of the area—such camping accommodations may be provided within an area. (See also *Organized Group Camps*, p. 55, this section.) Where space limitations are significant, campgrounds should be planned within an area to accommodate on a priority basis those camping needs least likely to be served outside the area. Such camping accommodations as may be provided within an area will be located and designed to provide the highest quality of camping experience. (See also *Outdoor Sports*, p. 43, *Resource and Visitor Use Policy* section.)

Insofar as practicable, campgrounds, including group camps, necessary within an area should be developed and operated by private enterprise under contract with the Service.

Each campground—except primitive campgrounds—should have such interpretive facilities as may be required to serve the needs of the area's interpretive program.

Each campground shall be operated within its design capacity. No overflow or excess use of a campground or individual campsite will be permitted. To accommodate visitors, advance reservation of campsites and limitations on length of continuous use by one camping party may be imposed.

Back-pack camping, including boat access camping, by individuals, families, and groups is encouraged. Fire permits and registration, consistent with minimum standards of safety, may be required. Moreover, limitations on size of groups and frequency of trips to specific locations may be imposed. Campers, also, may be required to pack out noncombustible trash.

Sites or facilities within campgrounds may not be utilized for residential purposes by persons not engaged in on-site public services or protection of property within the area when such space is needed to serve visitor demand. (See also *Residential Facilities*, this page.)

Residential Facilities

Except for those lands designated for vacation cabin site use in certain recreation areas prior to January 1, 1964, and in concessioner-operated

campgrounds, the use of Federal lands for permanent or seasonal residences shall be permitted only when required to house those persons engaged in on-site public services or protection of property. The provision of housing for such employees shall be in accordance with Bureau of the Budget Policy Circular A-18, October 18, 1957. (See also *Camping and Campgrounds*, p. 56, this section.)

Airports

Airport facilities and services may be permitted in recreation areas when desirable for effective management and visitor use of the area and where the location of such facilities within the area is compatible with the management of the area for its primary purpose. Whether located within or without the area, the Service will participate in the development of such facilities to the extent permitted by law and funds. (See also *Aircraft Operation*, p. 45, *Resource and Visitor Use Policy* section.)

Memorials

Monuments or plaques of a memorial nature commemorating individuals or events may be erected in a recreation area or physical features therein may be named for individuals when there is a significant association between the area and the individual or event being commemorated. Except for existing memorializations, generally, no individual should be so honored during his lifetime. (See also Statement of Policy of U.S. Board of Geographic names for applying names of persons to Natural Features—Appendix G; and Guidelines of National Park Service for making recommendations on Geographic Name proposals—Appendix H.)

Navigation Aids

Needful navigation aids should be planned in collaboration with the U.S. Coast Guard and shall be installed and used in conformity with the standards established by that agency.

Construction Materials

Materials recovered from approved construction sites may be used for construction or maintenance projects within the area. If such materials are not obtainable from a construction site, they may be obtained from other sites in the area only when the recovery of such materials does not impair the recreational values of the area. (See also *Architectural Theme*, p. 54, this section; *Borrow Pits*, p. 62, *Road and Trail Policy* section; *Mineral Exploration and Mineral Leasing*, p. 22, *Physical Developments Policy* section.)

Concession Facilities

The number of sites and the locations and sizes of the tracts of land assigned for necessary accommodations shall be held to the minimum essential to the proper and satisfactory operation of the accommodations authorized to be installed and operated. Moreover, such developments as are permitted shall

be constructed so as to be as harmonious as possible with their surroundings. To this end, plans and specifications for buildings and other structures to be erected by the concessioners shall be prepared at the expense of the concessioners and submitted to the Service for approval before construction is begun. Such plans, when approved, shall be adhered to by the concessioners in erecting the structures authorized.

Maintenance

Physical facilities shall be maintained and operated in the condition or state equivalent to that existing when the facility was completed, or the state to which subsequently modified by alteration or betterment, to the end such physical facilities may be continuously used for their intended purpose.

Landscape Management

(See *Landscape Management*, p. 19, *Resource Management Policy* section.)

Cultural Facilities

(See *Spectator Facilities*, p. 55, this section.)

Utilities

Consistent with the recreational environment of the site and economical construction and maintenance costs, utility lines for service and concession operations should be placed underground, except where to do so causes excessive damage to the natural ecological associations of the area. When placed above ground, utility lines and appurtenant structures should be carefully planned and located to minimize their impact on recreation resources and visitor enjoyment of the area. Wherever possible, utilities should be included in the transportation corridor.

Utility and Transportation Corridors and Rights-of-way

Several of the national recreation areas involve multi-purpose reservoir projects. Others involve villages and similar enclaves of privately owned property, including residences, and commercial establishments. To serve these needs in a manner compatible with maintaining the recreational environment of recreation areas, utility and transportation corridors should be planned where needed.

Where feasible, utility lines and pipelines should be placed underground. All structures and facilities above ground, whether in utility and transportation corridors or other rights-of-way, should be located and designed to minimize their impact on recreational values and visitor enjoyment of the same.

The installation of electrical power transmission lines, gas and oil pipelines, railroads, etc., may be authorized, preferably within utility and transportation corridors, where necessary to serve the multi-purpose project purposes of a recreation area or the needs of privately owned enclaves of villages, etc., within the area, or when there exists no feasible alternative route for by-

passing recreation areas. Moreover, in similar circumstances, roads, highways, and other structures and facilities not directly related to the management program of the recreation area, including appropriate visitor use thereof, may also be authorized. When it is necessary to authorize electrical power transmission lines, the authorization will conform with the applicable requirements and stipulations of section 2234.4, Title 43, Code of Federal Regulations.

Access roads from private lands across Federal lands to reach bodies of water—for example, a subdivision adjacent to the “take line” at a reservoir—should be authorized, as a rule, only when the road is available to the general public and serves, also, an intensive-use site available to the general public. In those few cases where such an access road does not serve an intensive-use site but access for limited recreational use is desirable, such access roads may be authorized only on condition that they are available for public use. Access roads which do not meet the above criteria should not be authorized.

Rights-of-way from public roads across Federal land to private lands within recreation area boundaries may be granted private parties when necessary to provide reasonable access to such private property. On this same right-of-way, where practical, private parties may provide such utility lines as may be reasonably necessary to their use and enjoyment of their property.

All construction shall be in accord with plans prepared by or for the permittee at his expense and approved by the Service. Moreover, such permits shall require costs of construction, maintenance, etc., to be borne by the permittee. (See also *Local and State Roads and Right-of-way*, p. 63, *Road and Trail Policy* section; and *Special Uses of Government-owned Property*, and *Fees*, this page.)

Special Uses of Government-owned Property

Authorizations for special uses of Government-owned property (lands, structures, or other facilities) administered by the Service shall be reduced to writing, utilizing forms prescribed by the Service for such purposes. (See also *Concessions and Concessioners*, p. 45, *Resource and Visitor Use Policy* section, and *Appendix E*.)

Fees

Except for exclusions specifically authorized, appropriate fees shall be charged for authorizations for special uses of Government-owned property administered by the Service. (See also Bureau of the Budget Circular No. A-25, September 23, 1959; *Concessions and Concessioners*, p. 45, *Resource and Visitor Use Policy* section; *Appendix E*; and applicable volumes of the National Park Service Handbook series.)

ROAD AND TRAIL POLICY

DISCUSSION

The Director of the National Park Service, on September 8, 1967, asked a committee of distinguished scientists, conservationists, and park planners to undertake a study of the purposes of park roads and the standards to which they should be constructed. The committee report is included as Appendix I. The report, approved by the Director and the Secretary of the Interior, deserves careful study by all park planners and managers.

ADMINISTRATIVE POLICIES

Road System

In each area there should be a "good sensible road system" to serve the needs of management and the reasonable requirements of visitor use and enjoyment. Types of roads which may be provided within the recreation area road system are: Major roads, minor roads, special purpose roads, interpretive (motor nature) roads, administrative roads, and parkways. Two-way roads should be deemphasized and one-way roads should be emphasized. (See also *One-Way Roads*, p. 63, and *Interpretive (Motor Nature) Roads*, p. 63, this section.)

Traffic Management

The aim of traffic management should be to enhance the quality of the outdoor recreational experience. Where traffic volumes and safety standards

indicate the necessity therefor, speed limits should be lowered below design speed to achieve safe travel. Moreover, existing two-way roads may be converted to one-way roads to achieve safe travel. During the short periods when automotive traffic may exceed the safe capacity of the road system, shuttle-bus service should be instituted to relieve the congestion in the places of heavy visitor concentrations. Arrangements for such service shall be made with authorized transportation concessioners. (See also *Concessions and Concessioners*, p. 45, *Resource and Visitor Use Policy* section.) To facilitate traffic movement and to achieve safe travel, special purpose vehicles may be required by regulation to use recreation area roads during hours other than peak travel hours. Vehicles that cannot safely negotiate recreation area roads—either because of size or length of vehicle—should be prohibited by regulation.

Routing of Roads

In deciding upon road locations, maximum advantage should be taken of interpretive and scenic values, a professional determination must be made that the resulting effects on recreation values—including such aspects as wildlife habitat and mobility, drainage, stream flow, and the climatic effects of paved areas—will be minimal. A professional determination must be made that the means of transportation, and its location, will provide maximum opportunity for visitor enjoyment and appreciation of an outdoor recreational experience. The encouragement of such activities as photography, hiking, and interpretive walks will be influential in determining actual locations. The routing of all roads and the plans for construction and reconstruction of all roads shall be guided by field determinations of the Chief Scientist and the Assistant Director for Interpretation.

Alternate Methods of Transportation

Analysis of all potentially useful modes of transportation should be continued. Feasible alternatives to road transportation should receive experimentation in areas in which serious circulation problems now exist or in which access has not yet been provided. Every opportunity should be taken also to encourage the safe use of waterways for access.

Road Design

An aesthetically pleasing road is one which lies upon the land, utilizing natural support wherever possible. Moreover, heavy cuts and fills must be avoided. In effect, the road is molded to the terrain through which and upon which it is passing. Monotony is avoided, and maximum advantage taken of recreation values, by eliminating long tangents, by changes in elevation, by developing viewpoints and overlooks, as well as providing close-range views of local scenes. The road should, in fact, strive to maintain a continuing sense of intimacy with the countryside through which it is passing.

In forested terrain, clearing limits should be carefully controlled and selective cutting should be used to produce variation and indentation in the tree line. Retaining walls can reduce the height and extent of cut-and-fill

slopes. In heavy mountainous terrain and under certain other conditions, serious consideration should be given to the use of trestles or bridges, tunnels, and half-viaduct sections to reduce scarring.

Ample turn-outs, scenic overlooks and trail connections should be provided to facilitate leisurely visitor enjoyment of natural features and to encourage visitors to leave their automobiles to more thoroughly experience the area. Ditches, slopes, structures, vertical alinement, design speed, and roadway widths, shall conform to the standards set forth in Appendix I. (See also *Road Surfaces and Materials*, this page.)

Interpretive Trails

(See *Walks and Trails*, p. 63, this section.)

Trail Use

Where volume of use warrants, separate trails should be provided for foot and horse use. Moreover, where intensity of use threatens recreational values, limitations on size of parties and frequency of trips to specific locations may be imposed. (See also *Camping and Campgrounds*, p. 56, *Physical Developments Policy* section.)

Parking Areas

The placement of parking areas where they intrude, by sight or sound, on significant features, must be avoided. Moreover, the size of parking areas should be limited to the greatest extent possible for effective operation. Where large parking areas are necessary they should be broken up with plantings and screenings, if possible. (See also *Road Surfaces and Materials*, this page.)

Signs

Roadside signing, whether regulatory, information, or interpretive, is an integral part of the visitor experience, as well as road design. Care should be exercised to insure that the quality and design of all signing enhances the visitor experience.

Road Surfaces and Materials

The colour of materials used in road construction will be chosen to harmonize with the general character of the landscape. Chips used for periodic sealing and repair should be selected from appropriate rock material sources. A particular effort should be made to avoid "black top" in sensitive areas, such as in the vicinity of cultural resources and natural features. The above is equally applicable to parking areas.

Trail Surfaces and Materials

(See *Road Surfaces and Materials*, this page.) Additionally, elevated boardwalks, such as Anhinga Trail, are often effective solutions.

Borrow Pits

Only when economic factors make it impractical will borrow pits be created in the recreation areas, or present pits further utilized, unless located

in washes or other places where natural factors will eradicate the scar. (See also *Construction Materials*, p. 57, *Physical Developments Policy* section.)

One-way Roads

In general, the philosophy should be followed that the primary purposes of outdoor recreation in a pleasing natural environment and interpretation are collectively served better by one-way roads than by two-way roads (major and minor recreation area roads and parkways). Accordingly, one-way roads should be constructed in preference to two-way roads wherever practicable. (See also *Road System*, p. 60, this section.)

Interpretive (Motor Nature) Roads

To disperse the traffic load and to increase visitor enjoyment, efforts should be made to convert existing roadbeds—such as abandoned roads and railroads, fire roads and administrative roads—into interpretive roads or motor nature trails. Their use for this purpose is encouraged. These low-speed, often one-way roads, with ample parking, viewing, and trail opportunities, encourage visitors to explore the scenery and features at a leisurely pace. (See also *Road System*, p. 60, this section.)

Walks and Trails

A variety of trails—interpretive, bicycle, horse, and motor trails—are desirable. Visitor use of historic trails, walks, and roads is encouraged when appropriate and compatible with outdoor recreation enjoyment.

Bicycle trails, when the terrain is suitable and the demand is sufficient, may be provided when compatible with the primary purpose of the area. Normally, bicycle trails will be separate from other trails. However, bicycles may be permitted on recreation area roads when they do not pose a safety hazard or diminish the quality of experience for other visitors.

Local and State Roads and Rights-of-Way

Local and State roads and rights-of-way may exist in and serve visitors to recreation areas. Where this is the case, the Service may enter into cooperative agreements, as legally permitted regarding the methods, responsibilities, and sharing of costs for maintenance, rehabilitation, and reconstruction of such roads.

Where major through roads in recreation areas are required to serve the primary mission of the area, the Service will cooperate with responsible local, State, and Federal officials in selecting locations and developing design standards consistent with the primary purpose of the area. (See also *Utility and Transportation Corridors and Rights-of-Way*, p. 58, *Physical Developments Policy* section.)

appendix A

UNITED STATES
DEPARTMENT OF THE INTERIOR
Office of the Secretary
Washington, D.C. 20240

July 10, 1964

Memorandum

To: Director, National Park Service
From: Secretary of the Interior
Subject: Management of the National Park System

As the golden anniversary of the National Park Service draws near, and we approach the final years of the MISSION 66 program, it is appropriate to take stock of the events of the past and to plan for the future. The accomplishments of the past are not only a source of pride—they are also a source of guidance for the future.

The accelerating rate of change in our society today poses a major challenge to the National Park Service and its evolving responsibilities for the management of the National Park System. The response to such changes calls for clarity of purpose, increasing knowledge, speedier action and adaptability to changing needs and demands upon our diverse resources.

In recognition of this need, a year ago I approved a comprehensive study of the long-range objectives, organization and management of the National Park Service. Moreover, I was pleased to have had the opportunity to participate in the CONFERENCE OF CHALLENGES at Yosemite National Park, at which this study was discussed by the personnel of the Service.

In looking back at the legislative enactments that have shaped the National Park System, it is clear that the Congress has included within the growing System three different categories of areas—natural, historical, and recreational.

Natural areas are the oldest category, reaching back to the establishment of Yellowstone National Park almost a century ago. A little later historical areas began to be authorized, culminating in the broad charter for historical preservation set forth in the Historic Sites Act of 1935. In

recent decades, with exploding population and diminishing open space, the urgent need for national recreation areas is receiving new emphasis and attention.

The long-range study has brought into sharp focus the fact that a single, broad management concept encompassing these three categories of areas within the System is inadequate either for their proper preservation or for realization of their full potential for public use as embodied in the expressions of Congressional policy. Each of these categories requires a separate management concept and a separate set of management principles coordinated to form one organic management plan for the entire System.

Following the Act of August 25, 1916, establishing the National Park Service, the then Secretary of the Interior Franklin K. Lane, in a letter of May 13, 1918, to the first Director of the National Park Service, Stephen T. Mather, outlined the management principles which were to guide the Service in its management of the areas then included within the System. That letter, sometimes called the Magna Carta of the National Parks, is quoted, in part, as follows:

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.

The principles enunciated in this letter have been fully supported over the years by my predecessors. They are still applicable for us today, and I reaffirm them.

Consistent with specific Congressional enactments, the following principles are approved for your guidance in the management of the three categories of areas now included within the System. Utilizing the results of the new broad program of resource studies, you should proceed promptly to develop such detailed guidelines as may be needed for the operation of each of these categories of areas.

NATURAL AREAS

Resource Management: The management and use of natural areas shall be guided by the 1918 directive of Secretary Lane. Additionally, management shall be directed toward maintaining, and where necessary re-establishing indigenous plant and animal life, in keeping with the March 4, 1963, recommendations of the Advisory Board on Wildlife Management.

In those areas having significant historical resources, management shall be patterned after that of the historical areas category to the extent compatible with the primary purpose for which the area was established.

Resource Use: Provide for all appropriate use and enjoyment by the

people, that can be accommodated without impairment of the natural values. Park management shall recognize and respect wilderness as a whole environment of living things whose use and enjoyment depend on their continuing interrelationship free of man's spoliation.

Physical Developments: They shall be limited to those that are necessary and appropriate, and provided only under carefully controlled safeguards against unregulated and indiscriminate use, so that the least damage to park values will be caused. Location, design, and material, to the highest practicable degree, shall be consistent with the preservation and conservation of the grandeur of the natural environment.

HISTORICAL AREAS

Resource Management: Management shall be directed toward maintaining and where necessary restoring the historical integrity of structures, sites and objects significant to the commemoration or illustration of the historical story.

Resource Use: Visitor uses shall be those which seek fulfillment in authentic presentations of historic structures, objects and sites, and memorialization of historic individuals or events. Visitor use of significant natural resources should be encouraged when such use can be accommodated without detriment to historical values.

Physical Developments: Physical developments shall be those necessary for achieving the management and use objectives.

RECREATIONAL AREAS

Resource Management: Outdoor recreation shall be recognized as the dominant or primary resource management objective. Natural resources within the area may be utilized and managed for additional purposes where such additional uses are compatible with fulfilling the recreation mission of the area. Scenic, historical, scientific, scarce, or disappearing resources within recreational areas shall be managed compatible with the primary recreation mission of the area.

Resource Use: Primary emphasis shall be placed on active participation in outdoor recreation in a pleasing environment.

Physical Developments: Physical developments shall promote the realization of the management and use objectives. The scope and type of developments, as well as their design, materials, and construction, should enhance and promote the use and enjoyment of the recreational resources of the area.

LONG-RANGE OBJECTIVES

While the establishment of management principles to guide the operation of the three categories of areas within the System is vital, I believe it is of equal consequence that we now identify the long-range objectives of

the National Park Service. The objectives developed by the Service have been recommended to me by my Advisory Board on National Parks, Historic Sites, Buildings and Monuments. I am approving these objectives, as follows:

1. To provide the highest quality of use and enjoyment of the National Park System by increased millions of visitors in years to come.
2. To conserve and manage for their highest purpose the Natural, Historical and Recreational resources of the National Park System.
3. To develop the National Park System through inclusion of additional areas of scenic, scientific, historical and recreational value to the Nation.
4. To participate actively with organizations of this and other Nations in conserving, improving and renewing the total environment.
5. To communicate the cultural, inspirational, and recreational significance of the American Heritage as represented in the National Park System.
6. To increase the effectiveness of the National Park Service as a "people serving" organization dedicated to park conservation, historical preservation, and outdoor recreation.

You should develop such goals and procedures as may be necessary to implement these objectives.

In the development of these goals and procedures, I think it is important to emphasize that effective management of the National Park System will not be achieved by programs that look only within the parks without respect to the pressures, the influences, and the needs beyond park boundaries. The report of my Advisory Board on Wildlife Management emphasizes this observation.

The concern of the National Park Service is the wilderness, the wildlife, the history, the recreational opportunities, etc., within the areas of the System and the appropriate uses of these resources. The responsibilities of the Service, however, cannot be achieved solely within the boundaries of the areas it administers.

The Service has an equal obligation to stand as a vital, vigorous, effective force in the cause of preserving the total environment of our Nation. The concept of the total environment includes not only the land, but also the water and the air, the past as well as the present, the useful as well as the beautiful, the wonders of man as well as the wonders of nature, the urban environment as well as the natural landscape. I am pleased that among its contributions, the Service is identifying National Historic and Natural History Landmarks throughout the country and is cooperating in the Historic American Buildings Survey.

It is obvious that the staggering demand for outdoor recreation projected for this country will eventually inundate public park areas unless public and private agencies and individuals join in common effort. National park administrators must seek methods to achieve close cooperation with all land-managing agencies, considering broad regional needs, if lands for public outdoor recreation sufficient to the future needs of the Nation are to be provided.

The national parklands have a major role in providing superlative opportunities for outdoor recreation, but they have other "people serving" values. They can provide an experience in conservation education for the young people of the country; they can enrich our literary and artistic consciousness; they can help create social values; contribute to our civic consciousness; remind us of our debt to the land of our fathers.

Preserving the scenic and scientific grandeur of our Nation, presenting its history, providing healthful outdoor recreation for the enjoyment of our people, working with others to provide the best possible relationships of human beings to their total environment; this is the theme which binds together the management principles and objectives of the National Park Service—this, for the National Park Service, is the ROAD TO THE FUTURE.

STEWART L. UDALL, *Secretary of the Interior*

GEORGE B. HARTZOG, JR.,
Director, National Park Service

appendix B

FEDERAL EXECUTIVE BRANCH POLICY GOVERNING THE SELECTION, ESTABLISHMENT, AND ADMINISTRATION OF NATIONAL RECREATION AREAS BY THE RECREATION ADVISORY COUNCIL

Circular No. 1, March 26, 1963

P R E A M B L E

The Recreation Advisory Council believes that:

1. Greater efforts must be made by Federal, State, local governmental, and private interests to fulfill adequately the steeply mounting outdoor recreation demands of the American people;
2. The Federal Government should provide leadership and stimulus to this effort, but does not have sole or primary responsibility for providing recreation opportunities;
3. Present Federal programs should be augmented by a system of National Recreation Areas made up of a limited number of areas where the recreation demand is not being met through other programs.

The system of National Recreation Areas should:

1. Provide for Federal investment in outdoor recreation that is more clearly responsive to recreation demand than other investments that are based primarily upon considerations of preserving unique natural or historical resources, the need to develop and conserve public lands and forests, or the requirements of major water resource development undertakings;
2. Be areas which have natural endowments that are well above the ordinary in quality and recreation appeal, being of lesser significance than the unique scenic and historic elements of the National Park System, but affording a quality of recreation experience which transcends that normally associated with areas provided by State and local governments;

3. Be consistent with Federal programs relating to national parks, national forests, public lands, fish and wildlife, water resource development, grants for urban open space, recreation programs on private agricultural lands, and programs for financial assistance to States in providing recreation opportunity.

In order to provide a rational basis for planning and evaluating proposed projects where outdoor recreation use is the dominant or primary purpose, the Recreation Advisory Council hereby sets forth the guidelines it believes should govern the selection, establishment, and administration of National Recreation Areas.

Under authority bestowed upon the Council by Executive Order 11017, of April 27, 1962, the Council commends this policy to all concerned Federal agencies, and by mutual agreement makes it binding upon the member agencies of the Recreation Advisory Council. It shall be applied to the existing backlog of National Recreation Area proposals, as well as to all future proposals.

TERMINOLOGY AND DEFINITION OF SCOPE

Many names have been used in the past in describing areas to be acquired and developed, or to be administratively designated, predominantly for recreation use. Some of these are National Seashore, National Lakeshore, National Waterway, National Riverway, National Recreation Demonstration Areas, and similar names which embody either the physical resource base or the functional purpose to be served. This policy statement includes such areas.

The following criteria are not intended to apply to (a) the classical elements of the National Park System; (b) the standard recreation use areas designated under National Forest practices; (c) the normal scale of recreation development associated with Federal multiple-purpose impoundments; (d) the National Wildlife Refuges, Game Ranges, and National Fish Hatcheries; (e) military and national defense installations; and (f) sites within the zone of metropolitan responsibility, such as provided through the Open Space program of the Housing and Home Finance Agency, or which primarily serve massive day use requirements that properly should be met by local and State agencies of government. On the other hand, it is conceivable that National Recreation Areas may include within their boundaries portions of any existing Federal real property.

PRIMARY CRITERIA FOR SELECTION OF NATIONAL RECREATION AREAS

These criteria represent an essential test. National Recreation Areas are conceived of as consisting of a limited number of areas. Therefore, the

Council recognizes that a high degree of judgment will have to be exercised in the choice of priorities among qualifying areas.

Application of the following seven primary criteria shall be mandatory for all proposals:

1. National Recreation Areas should be spacious areas, including within their perimeter an aggregate gross area of not less than 20,000 acres of land and water surface, except for riverways, narrow coastal strips, or areas where total population within a 250-mile radius is in excess of 30 million people.
2. National Recreation Areas should be located and designed to achieve a comparatively high recreation carrying capacity, in relation to type of recreation primarily to be served.
3. National Recreation Areas should provide recreation opportunities significant enough to assure interstate patronage within the region of service, and to a limited extent should attract patronage from outside of the normal service region.
4. The scale of investment, development, and operational responsibility should be sufficiently high to require either direct Federal involvement, or substantial Federal participation to assure optimum public benefit.
5. Although nonurban in character, National Recreation Areas should nevertheless be strategically located within easy driving distance, i.e., not more than 250 miles from urban population centers which are to be served. Such areas should be readily accessible at all times, for all-purpose recreational use.
6. Within National Recreation Areas, outdoor recreation shall be recognized as the dominant or primary resource management purpose. If additional natural resource utilization is carried on, such additional use shall be compatible with fulfilling the recreation mission, and none will be carried on that is significantly detrimental to it.
7. National Recreation Areas should be established in only those areas where other programs (Federal and non-Federal) will not fulfill high priority recreation needs in the foreseeable future.

SECONDARY CRITERIA FOR SELECTION OF NATIONAL RECREATION AREAS

Application of the following six secondary criteria will be given weight in situations where they bear a meaningful relationship to a specific proposal:

1. Preference should be given to proposed National Recreation Areas that:
 - a. Are within or closely proximate to those official U.S. Census Divisions having the highest population densities;
 - b. Are in areas which have a serious deficiency in supply of both private and public outdoor recreation areas and facilities as determined by the National Recreation Plan;
 - c. Are in areas which have a comparatively low amount of federally provided recreation carrying capacity;
 - d. Show an optimum ratio of carrying capacity to estimated cost.
2. National Recreation Areas may be based upon existing or proposed Federal

water impoundments where it can be shown that significant increases in the scale of recreation development are required, beyond the level normally justified under standard multiple-purpose project development, in order to assure that full recreational potential is provided for projected needs.

3. National Recreation Areas may include within their boundaries scenic, historic, scientific, scarce or disappearing resources, provided the objectives of their preservation and enjoyment can be achieved on a basis compatible with the recreation mission.

4. National Recreation Areas should be in conformity with the National Recreation Plan prepared by the Bureau of Outdoor Recreation, and shall take into consideration State, regional, and local comprehensive plans.

5. Whenever possible, National Recreation Areas should be selected, developed, and managed to provide maximum compatibility with the recreation potential of adjacent rural areas in private ownership.

6. Preference should be given to areas within or proximate to a Redevelopment Area as officially designated by the Department of Commerce and deemed significant in the economic improvement of such a Redevelopment Area.

ESTABLISHMENT OF NATIONAL RECREATION AREAS

National Recreation Areas shall be established by an Act of Congress. Legislation to establish National Recreation Areas will be processed in accordance with established procedures for handling legislation. Upon request of the Executive Office of the President, the Recreation Advisory Council will review specific National Recreation Area proposals, based upon studies made or prescribed by the Bureau of Outdoor Recreation. For those proposals referred to it, the Council will recommend appropriate action regarding authorization, modification; priority of establishment; and the responsible management agency or agencies.

ADMINISTRATION OF NATIONAL RECREATION AREAS

National Recreation Area proposals should include recommendations as to the agency or agencies responsible for their management. In making this recommendation, sponsoring organizations should take into account the proximity of the proposed area to other publicly administered areas, along with such other factors as will assure effective and economical administration of the new area. Where deemed feasible and desirable, a joint Federal-State management arrangement may be recommended.

appendix C

RECREATION ADVISORY COUNCIL—POLICY GOVERNING THE WATER POLLUTION AND PUBLIC HEALTH ASPECTS OF OUTDOOR RECREATION, WASHINGTON, D.C.

April 9, 1964, Circular No. 3

P R E A M B L E

The conservation, development, and wise use of outdoor recreation resources are of great importance in satisfying the social and health goals of our population. For many people, outdoor recreation involves water; they swim and fish in it, hunt and boat on it, picnic beside it. The demands for water-based recreation are expected to expand materially in the next few years and more and more people will be competing for the privilege of using available water areas.

There is no question that increasing pollution is a major factor making water areas unsuitable for recreation and other uses. Pollution not only drives people away, it also destroys large areas of fish and wildlife habitat. There is also no question that the increasing number of visitors to outdoor recreation areas emphasizes the need for planning and constructing adequate sanitary facilities at public recreation areas, including the need for research which will assist in the solution of sanitary engineering problems peculiar to outdoor recreation activities.

The Recreation Advisory Council, recognizing the demand for water-oriented outdoor recreation and the need for immediate and positive action to protect not only the resource being used, but more importantly, the health and safety of the American people, hereby sets forth the guidelines it believes necessary (1) to prevent and control future water pollution and to restore existing bodies of polluted water to the highest

quality practicable, and (2) to govern the planning, provision, and maintenance of sanitary facilities at outdoor recreation areas.

I. WATER POLLUTION

A. Declaration of Policy

It shall be the Recreation Advisory Council policy that (1) recreation be recognized as a full partner with other beneficial water uses in water quality management policies and programs, (2) the water resources of the Nation be maintained as clean as possible in order to provide maximum recreation opportunities, and (3) all users of public water have a responsibility for keeping these waters clean. This Declaration of Policy recognizes the primary responsibility of the Department of Health, Education, and Welfare for the enforcement of Federal laws relating to the prevention of water pollution.

All Federal agencies having responsibilities in the field of water pollution should coordinate such activities with each other. In turn, these activities should be coordinated wherever possible with State and local agencies having responsibilities in the field of water pollution in order to further a unified and effective effort in the following endeavors:

1. Development of comprehensive river basin water pollution control programs that protect outdoor recreation water uses;
2. Development of a set of principles for water quality standards for outdoor recreation, wildlife, fish, and other aquatic uses which could be applied where appropriate for the particular use involved;
3. Development of water quality monitoring systems for the protection of outdoor water recreation areas;
4. Development of water pollution research programs benefiting outdoor recreation, wildlife, fish, and other aquatic life;
5. Provision of technical services in water pollution prevention and control relating to outdoor recreation, wildlife, fish, and other aquatic life; and
6. Development of a set of principles as guides to the adoption of local standards by the appropriate State agencies to protect outdoor recreation uses and Federal investments for recreation in water resource developments.

B. Policy Implementation

Federal, State and local governments should assume their respective responsibilities for controlling water pollution to conserve and improve water for all uses, including recreation.

Federal agencies shall make every effort to implement the President's policy that "* * * Government should set an example in the abatement of water pollution * * *" by:

1. Demonstrating leadership in adopting pollution control programs to as-

sure that Federal activity, or other activities on federally owned lands, does not pollute waters associated with such areas;

2. Promulgating effective rules and regulations for controlling water pollution on lands under their management;

3. Including adequate safeguards in comprehensive water resource developments to enhance and protect recreation waters and to assure that the recreation benefits assigned to the developments will not be impaired by pollution;

4. Utilizing acceptable principles of water quality standards in programing water pollution control measures and managing water pollution control programs benefiting recreation;

5. Establishing reliable monitoring systems to provide the data needed to make the water quality management decisions required to protect water recreation uses and investments;

6. Informing the public of damages to recreation values resulting from water pollution; and

7. Encouraging and supporting adequate State, interstate, and local water pollution control programs and cooperating fully with the appropriate agency in their implementation and management.

To discharge their responsibilities, State and local governments are encouraged to:

1. Enact and enforce adequate water pollution control legislation;

2. Develop programs to control pollution originating on publicly owned lands under their jurisdiction;

3. Participate in interstate or regional compacts to develop pollution control programs for intersate waters;

4. Cooperate with the responsible Federal water pollution control agency in the adoption and vigorous enforcement of adequate water quality standards for recreation and fish and wildlife; and

5. Develop and sustain a program of public information so that an enlightened public opinion can be brought to bear on the problems of pollution abatement and control.

II. PUBLIC HEALTH

A. Declaration of Policy

It shall be the Recreation Advisory Council policy that it is incumbent upon agencies responsible for the planning, development, and operation of outdoor recreation areas to provide the health and sanitation safeguards required to protect the health, safety, and well-being of the recreation users.

To achieve that objective, agencies responsible for the management of outdoor recreation areas shall utilize the recommended health standards of the Federal, State, or local public health authority having jurisdiction; and they shall maintain close cooperation and consultation with the appropriate public health authority. At the Federal level, the broad respon-

sibility and legislative authority of the Public Health Service, Department of Health, Education, and Welfare, for protecting the public health, is recognized.

B. Guidelines

The following guidelines describe the measures which Federal agencies developing, operating, and maintaining outdoor recreation facilities should adopt to protect the health and safety of the recreation user.

1. New Recreation Developments

Plans and specifications covering health and sanitation facilities and services in outdoor recreation areas must satisfy the requirements of the health agency having jurisdiction. The plans shall include provisions for the following:

a. Investigating and identifying health information and environmental problems relating to the acquisition, planning, and development of outdoor recreation areas.

b. Developing and providing necessary treatment of all sources of water supply for domestic and culinary purposes to meet Public Health Service Drinking Water Standards or equivalent.

c. Preparing and maintaining grounds and facilities to assure adequate vector control.

d. Proper sewage collection, treatment and disposal facilities to prevent defilement of land and water areas, and to prevent pollution of surface or underground water or other conditions conducive to the transmission of communicable diseases.

e. Proper storage, collection, and disposal of refuse and other wastes accumulated in outdoor recreation areas.

f. Proper buildings, equipment, and facilities for storage, preparation, and serving of food and drink to the public.

g. Plan for and delineate responsibilities for a system of policing and inspecting recreation developments.

h. Facilities which would protect the safety of recreation users.

2. Operation and Maintenance of Recreation Areas.

The agency having administrative responsibility for an area should consult and cooperate with qualified health personnel of the health agency having jurisdiction to:

a. Insure that the operation and maintenance of sanitary facilities are in accordance with applicable requirements or regulations of Federal, State, and local health departments.

b. Certify the quality of all food and drink products served to the visiting public.

c. Control animals and insects harboring disease vectors or capable of transmitting diseases to humans.

d. Control environmental factors relating to communicable diseases.

e. Provide accident prevention services.

f. Prevent air and water pollution arising from recreation facilities.

g. Detect and control all other environmental hazards.

h. Train and periodically inspect personnel responsible for the operation and maintenance of concessioner and sanitary facilities in order to insure compliance with applicable health regulations.

i. Assure implementation of adequate water safety measures.

There are guides available which list health standards or codes relating to the management of outdoor recreation areas. Several of these are [in the attached list..] *Environmental Health Practice in Recreation Areas*, reference No. 1 in [the list, contains] information on health problems and guidelines, not currently available in a single publication. The other codes and guides are in general use by Federal, State, and local agencies.

In addition to the internal inspections by the administering agency, sanitary surveys of proposed developments and periodic inspection of existing areas by health authorities having jurisdiction are recommended to detect and eliminate existing or potential environmental health hazards.

Reports, including recommendations covering these activities, should be referred for action to authorities responsible for the administration and operation of the outdoor recreation areas.

III. ACTIVATION OF POLICY

Under authority bestowed upon the Council by Executive Order 11017, as amended, the Council commends this policy to all concerned Federal agencies. Upon approval of this statement, the member agencies of the Recreation Advisory Council become responsible for observing the foregoing policy and for giving it force and effect.

Approved by:

STEWART L. UDALL

Secretary of the Interior, Chairman

ORVILLE L. FREEMAN

Secretary of Agriculture

ANTHONY J. CELEBREZZE

Secretary of Health, Education, and Welfare

LUTHER M. HODGES

Secretary of Commerce

NORMAN S. PAUL

Assistant Secretary of Defense

ROBERT R. WEAVER

Administrator, Housing and Home Finance Agency

LIST OF GUIDES AND REFERENCE MATERIALS ON ENVIRONMENTAL HEALTH ASPECTS OF RECREATION

1. *Environmental Health Practice in Recreation Areas*. [Reprinted 1966. Public Health Service Publication No. 1195, U.S. Department of Health, Education, and Welfare, Public Health Service, Washington, D.C.]

2. *Public Health Service Administrative Guide Covering National Park Service Activities*, 1956. U.S. Department of Health, Education, and Welfare, Public Health Service, Washington, D.C.
3. *Public Health Service Drinking Water Standards*, 1962 [reprinted 1967]. Public Health Service Publication No. 956, U.S. Department of Health, Education, and Welfare, Public Health Service, Washington, D.C.
4. *Manual of Individual Water Supply Systems*, 1962 [reprinted 1963]. Public Health Service Publication No. 24 U.S. Department of Health, Education, and Welfare, Public Health Service, Washington, D.C.
5. *Manual of Recommended Water Sanitation Practice*, 1958. Public Health Service Publication No. 525, U.S. Department of Health, Education, and Welfare, Public Health Service, Washington, D.C. [Out of print].
6. *Manual of Septic-Tank Practice*, reprinted 1963 [revised 1967]. Public Health Service Publication No. 526, U.S. Department of Health, Education, and Welfare, Public Health Service, Washington, D.C.
7. *The Sanitary Privy—Construction Plans and Specifications of Earth-Pit Privy with Concrete Slab and Diagonal Riser*, reprinted 1963. U.S. Department of Health, Education, and Welfare, Public Health Service, Washington, D.C.
8. *Refuse Collection and Disposal for the Small Community*, 1953. American Public Works Association, 1313 East 60th Street, Chicago, Ill.

appendix D

**MEMORANDUM OF UNDERSTANDING
BETWEEN
THE MISSOURI CONSERVATION COMMISSION
AND
THE NATIONAL PARK SERVICE
RELATING TO WILDLIFE MANAGEMENT IN THE
OZARK NATIONAL SCENIC RIVERWAYS**

This MEMORANDUM OF UNDERSTANDING is between the Missouri Conservation Commission, represented by the Director, and hereinafter referred to as the Commission; and the National Park Service represented by the Director, and hereinafter referred to as the Service;

Whereas the Commission has been created under the constitution of the State of Missouri to provide an adequate and flexible system of control, propagation, management, protection, and regulation of all wildlife in Missouri, and

Whereas Congress provided in section 5 of the act establishing the Ozark National Scenic Riverways (herein referred to as the "Scenic Riverways"):

(a) In furtherance of the purposes of this Act, the Secretary is authorized to cooperate with the State of Missouri, its political subdivisions, and other Federal agencies and organizations in formulating comprehensive plans for the Ozark National Scenic Riverways and for the related watershed of the Current and Jacks Fork Rivers in Missouri, and to enter into agreements for the implementation of such plans. Such plans may provide for land use and development programs, for preservation and enhancement of the natural beauty of the landscape, and for conservation of outdoor resources in the watersheds of the Current and Jacks Fork Rivers.

(b) The Secretary shall permit hunting and fishing on lands and waters under his jurisdiction within the Ozark National Scenic Riverways area in accordance with applicable Federal and State laws. The Secretary may desig-

nate zones where, and establish periods when, no hunting shall be permitted, for reasons of public safety, administration, or public use and enjoyment and shall issue regulations after consultation with the Conservation Commission of the State of Missouri.

Whereas Congress further provided in section 6 of the act establishing the Scenic Riverways:

The Ozark National Scenic Riverways shall be administered in accordance with the provisions of the Act of August 25, 1916 (39 Stat. 535), as amended and supplemented, and in accordance with other laws of general application relating to the areas administered and supervised by the Secretary through the National Park Service; except that authority otherwise available to the Secretary for the conservation and management of natural resources may be utilized to the extent he finds such authority will further the purposes of this Act.

Whereas, on March 12, 1965, the Service issued the following statement on "Wildlife Management Policy—National Recreation Areas" which was developed in cooperation with the International Association of Game, Fish and Conservation Commissioners:

Public hunting and fishing are resource uses which are desirable and compatible with fulfilling the mission of the national recreation areas administered by the National Park Service. This policy has its foundation not alone in the legislation affecting specific areas but also in the report of the Secretary of the Interior's special Advisory Board on Wildlife Management in the National Parks, approved by the Secretary on May 2, 1963. It is the responsibility of the National Park Service to implement this policy through sound administration, management, and use of the wildlife and fisheries resources in these recreation areas.

Fish and Wildlife management involves two principal management functions; i.e., (1) the management of the habitat—soils, water, and vegetation; and (2) the management of harvesting fish and wildlife populations by the public.

In National recreation areas administered by the National Park Service, this latter function is recognized as being within the regulatory authority of the individual states. The states should regulate the taking of fish and wildlife by the public, including such matters as seasons, bag limits, and licensing, and provide for the joint cooperative enforcement of such regulations.

The first management function is recognized as the responsibility of the National Park Service. In carrying out this function, as well as its responsibility for the overall recreation program of the area, the Service may designate zones where, and establish periods when, no hunting or fishing shall be permitted for reasons of public safety, administration, or other public use and enjoyment of the area. Regulations prescribing such restrictions shall be issued after consultation with the states.

The management of fish and wildlife in recreation areas must be a cooperative endeavor with the states. These cooperative endeavors will be effected through Memorandums of Understanding with the respective states.

Whereas the parties to this agreement wish to implement the aforesaid act

and policy through joint and cooperative endeavors which will focus the skills and abilities of the Commission and the Service toward achieving maximum public benefit and proper management of the lands and waters involved:

Now, therefore,

A. The Service agrees, on lands within the Scenic Riverways which are administered by the Service:

1. To cooperate with the Commission in the joint enforcement of applicable game and fish laws through appropriate State law enforcement appointments, without compensation, for certain uniformed employees of the Service.
2. To practice those forms of resource management that will benefit fish and wildlife, and enhance opportunities for their harvest by the public, compatible with other authorized uses of the Scenic Riverways. Riverways.
3. To consult with the Commission prior to issuing regulations which affect hunting and fishing in the Scenic Riverways for reasons of public safety, administration, or public use and enjoyment, or to designating zones where, or establishing periods when, no hunting and fishing will be permitted, as provided for in section 5 of the act establishing the Scenic Riverways.
4. To permit the harvest of fish and wildlife by the public in accordance with State laws and regulations when areas are open to hunting and fishing, as provided for in section 5 of the act establishing the Scenic Riverways.

B. The Commission agrees:

1. To consult with the Service before establishing any special hunting or fishing seasons and regulations pertaining to the Scenic Riverways.
2. In the performance of their work under this agreement and any supplemental agreement which may result from this agreement, to comply with section 202 of Executive Order 11246, dated September 24, 1965, which is attached and made a part of this agreement.

C. The Commission and the Service mutually agree:

1. To meet jointly at least once annually before April 30, and to provide for other meetings as deemed necessary for discussion of matters relating to the management of natural resources on lands and waters within Ozark National Scenic Riverways.
2. To encourage the joint publication of press releases and the interchange between parties of all pertinent agency policies and objectives, statutes, rules and regulations, and other information required for the wise use and perpetuation of the natural resources of the Ozark National Scenic Riverways.
3. To enter into working arrangements as occasion demands for the use of lands, buildings, and other facilities owned and operated by either party hereto, for special projects.
4. To jointly evaluate fish and wildlife resources and to initiate and carry out jointly approved management programs, such as, but not

limited to, the restocking and introduction of game fish and wildlife species.

5. To jointly consider and evaluate probable overall ecological effects of any proposal to control fish and wildlife population by toxic chemicals or trapping and the introduction of plant and animal species into Ozark National Scenic Riverways.

6. Each and every provision of this Memorandum of Understanding is subject to the laws of the State of Missouri and the laws of the United States, and to the delegated authority in each instance.

7. Nothing in this Memorandum of Understanding shall be construed as obligating either party hereto to the expenditure of funds or for the future payment of money in excess of appropriations authorized by law.

8. Nothing contained herein shall be construed as limiting in any way the responsibility and authority, as defined by law, of the Director, Missouri Conservation Commission, and the Director, National Park Service, in connection with the administration and protection of land and resources under their respective administrations.

9. No Member of, or Delegate to Congress, or Resident Commissioner, shall be admitted to any share or part of the Memorandum of Understanding or to any benefit to arise therefrom, unless it is made with a corporation for its general benefit.

10. This Memorandum of Understanding shall become effective when signed by the parties hereto and shall continue in force until terminated by mutual agreement or by either party upon six (6) months notice in writing to the other of his intention to do so. Amendments to this Memorandum of Understanding may be proposed by either party and shall become effective upon approval by both parties.

IN WITNESS WHEREOF, the parties hereto have executed this Memorandum of Understanding as of the date last signed below.

March 20, 1968

March 28, 1968

NATIONAL PARK SERVICE
By George B. Hartzog, *Director*
MISSOURI CONSERVATION COMMISSION
By Carl R. Noren, *Director*

EQUAL EMPLOYMENT OPPORTUNITY

During the performance of this contract, the contractor agrees as follows:

(a) The contractor will not discriminate against any employee or applicant for employment because of race, creed, color, or national origin. The contractor will take affirmative action to ensure that applicants are employed, and that employees are treated during employment, without regard to their race, creed, color or national origin. Such action shall include, but not be limited to the following: Employment, upgrading, demotion, or transfer;

recruitment or recruitment advertising; layoff or termination; rates of pay or other forms of compensation; and selection for training, including apprenticeship. The contractor agrees to post in conspicuous places, available to employees and applicants for employment, notices to be provided by the contracting officer setting forth the provisions of this nondiscrimination clause.

(b) The contractor will, in all solicitations or advertisements for employees placed by or on behalf of the contractor, state that all qualified applicants will receive consideration for employment without regard to race, creed, color, or national origin.

(c) The contractor will send to each labor union or representative of workers with which he has a collective bargaining agreement or other contract or understanding, a notice, to be provided by the agency contracting officer, advising the labor union or workers' representative of the contractor's commitments under Section 202 of Executive Order No. 11246 of September 24, 1965, and shall post copies of the notice in conspicuous places available to employees and applicants for employment.

(d) The contractor will comply with all provisions of Executive Order No. 11246 of September 24, 1965, and of the rules, regulations, and relevant orders of the Secretary of Labor.

(e) The Contractor will furnish all information and reports required by Executive Order No. 11246 of September 24, 1965, and by the rules, regulations, and orders of the Secretary of Labor, or pursuant thereto, and will permit access to his books, records, and accounts by the contracting agency and the Secretary of Labor for purposes of investigation to ascertain compliance with such rules, regulations, and orders.

(f) In the event of the contractor's noncompliance with the nondiscrimination clauses of this contract or with any of such rules, regulations, or orders, this contract may be cancelled, terminated or suspended in whole or in part and the contractor may be declared ineligible for further Government contracts in accordance with procedures authorized in Executive Order No. 11246 of September 24, 1965, and such other sanctions may be imposed and remedies involved as provided in Executive Order No. 11246 of September 24, 1965, or by rule, regulation, or order of the Secretary of Labor, or as otherwise provided by law.

(g) The contractor will include the provisions of Paragraphs (A) through (G) in every subcontract or purchase order unless exempted by rules, regulations, or orders of the Secretary of Labor issued pursuant to Section 204 of Executive Order No. 11246 of September 24, 1965, so that such provisions will be binding upon each subcontractor or vendor. The contractor will take such action with respect to any subcontract or purchase order as the contracting agency may direct as a means of enforcing such provisions including sanctions for noncompliance: Provided, however, that in the event the contractor becomes involved in, or is threatened with, litigation with a subcontractor or vendor as a result of such direction by the contracting agency, the contractor may request the United States to enter into such litigation to protect the interests of the United States.

appendix E

PUBLIC LAW 89-249
89th CONGRESS, H.R. 2091
OCTOBER 9, 1965

AN ACT

Relating to the establishment of concession policies in the areas administered by National Park Service and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in furtherance of the Act of August 25, 1916 (39 Stat. 535), as amended (16 U.S.C.1), which directs the Secretary of the Interior to administer national park system areas in accordance with the fundamental purpose of conserving their scenery, wildlife, natural and historic objects, and providing for their enjoyment in a manner that will leave them unimpaired for the enjoyment of future generations, the Congress hereby finds that the preservation of park values requires that such public accommodations, facilities, and services as have to be provided within those areas should be provided only under carefully controlled safeguards against unregulated and indiscriminate use, so that the heavy visitation will not unduly impair these values and so that development of such facilities can best be limited to locations where the least damage to park values will be caused. It is the policy of the Congress that such development shall be limited to those that are necessary and appropriate for public use and enjoyment of the national park area in which they are located and that are consistent to the highest practicable degree with the preservation and conservation of the areas.

SEC. 2. Subject to the findings and policy stated in section 1 of this Act,

the Secretary of the Interior shall take such action as may be appropriate to encourage and enable private persons and corporations (hereinafter referred to as "concessioners") to provide and operate facilities and services which he deems desirable for the accommodation of visitors in areas administered by the National Park Service.

SEC. 3. (a) Without limitation of the foregoing, the Secretary may include in contracts for the providing of facilities and services such terms and conditions as, in his judgment, are required to assure the concessioner of adequate protection against loss of investment in structures, fixtures, improvements, equipment, supplies, and other tangible property provided by him for the purposes of the contract (but not against loss of anticipated profits) resulting from discretionary acts, policies, or decisions of the Secretary occurring after the contract has become effective under which acts, policies, or decisions the concessioner's authority to conduct some or all of his authorized operations under the contract ceases or his structures, fixtures, and improvements, or any of them, are required to be transferred to another party or to be abandoned, removed, or demolished. Such terms and conditions may include an obligation of the United States to compensate the concessioner for loss of investment, as aforesaid.

(b) The Secretary shall exercise his authority in a manner consistent with a reasonable opportunity for the concessioner to realize a profit on his operation as a whole commensurate with the capital invested and the obligations assumed.

(c) The reasonableness of a concessioner's rates and charges to the public shall, unless otherwise provided in the contract, be judged primarily by comparison with those current for facilities and services of comparable character under similar conditions, with due consideration for length of of season, provision for peakloads, average percentage of occupancy, accessibility, availability and costs of labor and materials, type of patronage, and other factors deemed significant by the Secretary.

(d) Franchise fees, however stated, shall be determined upon consideration of the probable value to the concessioner of the privileges granted by the particular contract or permit involved. Such value is the opportunity for net profit in relation to both gross receipts and capital invested. Consideration of revenue to the United States shall be subordinate to the objectives of protecting and preserving the areas and of providing adequate and appropriate services for visitors at reasonable rates. Appropriate provisions shall be made for reconsideration of franchise fees at least every five years unless the contract is for a lesser period of time.

SEC. 4. The Secretary may authorize the operation of all accommodations, facilities, and services for visitors, or of all such accommodations, facilities, and services of generally similar character, in each area, or portion thereof, administered by the National Park Service by one responsible concessioner and may grant to such concessioner a preferential right to provide such new or additional accommodations, facilities, or services as the Secretary may consider necessary or desirable for the accommodation and convenience of

the public. The Secretary may, in his discretion, grant extensions, renewals, of new contracts to present concessioners, other than the concessioner holding a preferential right, for operations substantially similar in character and extent to those authorized by their current contracts or permits.

SEC. 5. The Secretary shall encourage continuity of operation and facilities and services by giving preference in the renewal of contracts or permits and in the negotiation of new contracts or permits to the concessioners who have performed their obligations under prior contracts or permits to the satisfaction of the Secretary. To this end, the Secretary, at any time in his discretion, may extend or renew a contract or permit, or may grant a new contract or permit to the same concessioner upon the termination or surrender before expiration of a prior contract or permit. Before doing so, however, and before granting extensions, renewals or new contracts pursuant to the last sentence of section 4 of this Act, the Secretary shall give reasonable public notice of his intention so to do and shall consider and evaluate all proposals received as a result thereof.

SEC. 6. A concessioner who has heretofore acquired or constructed or who hereafter acquires or constructs, pursuant to a contract and with the approval of the Secretary, any structure, fixture, or improvement upon land owned by the United States within an area administered by the National Park Service shall have a possessory interest therein, which shall consist of all incidents of ownership except legal title, and except as hereinafter provided, which title shall be vested in the United States. Such possessory interest shall not be construed to include or imply any authority, privilege, or right to operate or engage in any business or other activity, and the use or enjoyment of any structure, fixture, or improvement in which the concessioner has a possessory interest shall be wholly subject to the applicable provisions of the contract and of laws and regulations relating to the area. The said possessory interest shall not be extinguished by the expiration or other termination of the contract and may not be taken for public use without just compensation. The said possessory interest may be assigned, transferred, encumbered, or relinquished. Unless otherwise provided by agreement of the parties, just compensation shall be an amount equal to the sound value of such structure, fixture, or improvement at the time of taking by the United States determined upon the basis of reconstruction cost less depreciation evidenced by its condition and prospective serviceability in comparison with a new unit of like kind, but not to exceed fair market value. The provisions of this section shall not apply to concessioners whose current contracts do not include recognition of a possessory interest, unless in a particular case the Secretary determines that equitable considerations warrant recognition of such interest.

SEC. 7. The provisions of section 321 of the Act of June 30, 1932 (47 Stat. 412; 40 U.S.C. 303(b)), relating to the leasing of buildings and properties of the United States, shall not apply to privileges, leases, permits, and contracts granted by the Secretary of the Interior for the use of lands and improvements thereon, in areas administered by the National Park

Service, for the purpose of providing accommodations, facilities, and services for visitors thereto, pursuant to the Act of August 25, 1916 (39 Stat. 535), as amended, or the Act of August 21, 1935, chapter 593 (49 Stat. 666; 16 U.S.C. 461-467), as amended.

SEC. 8. Subsection (h) of section 2 of the Act of August 21, 1935, the Historical Sites, Buildings, and Antiquities Act (49 Stat. 666; 16 U.S.C. 462 (h)), is amended by changing the provision therein to read as follows: "Provided, That the Secretary may grant such concessions, leases, or permits and enter into contracts relating to the same with responsible persons, firms, or corporations without advertising and without securing competitive bids.

SEC. 9. Each concessioner shall keep such records as the Secretary may prescribe to enable the Secretary to determine that all terms of the concession contract have been and are being faithfully performed, and the Secretary and his duly authorized representatives shall, for the purpose of audit and examination, have access to said records and to other books, documents, and papers of the concessioner pertinent to the contract and all the terms and conditions thereof.

The Comptroller General of the United States or any of his duly authorized representatives shall, until the expiration of five (5) calendar years after the close of the business year of each concessioner or subconcessioner have access to and the right to examine any pertinent books, documents, papers, and records of the concessioner or subconcessioner related to the negotiated contract or contracts involved.

Approved October 9, 1965, 6:35 a.m.

LEGISLATIVE HISTORY:

HOUSE REPORT NO. 591 (Comm. on Interior & Insular Affairs).

SENATE REPORT NO. 765 (Comm. on Interior & Insular Affairs).

CONGRESSIONAL RECORD, Vol. 111 (1965):

Sept. 14: Considered and passed House.

Sept. 23: Considered and passed Senate.

appendix F

UNITED STATES
DEPARTMENT OF THE INTERIOR
Office of the Solicitor
Washington, D.C. 20240

March 23, 1965

Memorandum

To: Secretary of the Interior
From: Solicitor
Subject: Regulations prohibiting public gatherings: 36 CFR sec. 3.22

I gave my opinion orally that it would be contrary to law to refuse to grant a permit for a public meeting in Lafayette Park in the City of Washington on Sunday afternoon, March 14, 1965. This memorandum is for the purpose of giving that opinion in writing and stating my reasons therefor.

36 CFR sec. 3.22 reads as follows:

Parades, public gatherings of any kind, and the making of speeches are prohibited in the following places because of traffic conditions, or because the particular purpose to which the area is primarily devoted makes its use for public gatherings contrary to the comfort, convenience and interest of the general public:

- (a) Lafayette Park.
- (b) . . .

The First Amendment of the Constitution of the United States expressly forbids legislation by Congress "abridging the freedom of speech, or of the press, or the right of the people peaceably to assemble, and to petition the Government for redress of grievances."

Any authority the Secretary of the Interior has to promulgate Regulations is by delegation from Congress. Any limitations on the power of the Congress to legislate would follow such delegation and limit the power of the Executive Branch.

The Supreme Court has recognized that governments must have police power to prevent violence and to protect the safety of persons, property, and other important public and private interests. Such police power, however, cannot justify denial to anyone of the rights guaranteed by the First

Amendment merely because such denial tends to prevent the disorders feared. To hold that all speech or any speech can be suppressed or that all gatherings or any gatherings can be forbidden because speech and public gatherings might start arguments or disrupt traffic, all of which might result in someone being inconvenienced or being made uncomfortable, would make the guarantees of the Bill of Rights empty phrases without force.

The Regulation forbidding meeting in Lafayette Park in Washington has been supported on the ground that Lafayette Park is too close to the White House, and good taste requires more reverence and decorum in that place.

But the White House is the residence and office of the President of the United States, head of the Executive Branch of the Government referred to in the First Amendment. It is reasonable to suppose that the First Amendment was intended to include just such assemblies and it cannot be fairly construed to defeat their purpose by requiring them to be held out of sight and hearing of the very person to whom such petitions are directed.

A general revision of National Park Service Regulations has been underway for some time. New Regulations respecting public gatherings will eventually be submitted for your approval. Meanwhile, 36 CFR sec. 3.22 must be held to be unconstitutional. Permits must be granted—on terms substantially in accord with those included in the permits issued for the meeting last March 14th, and meeting the standards of Sec. 3.23 (a) and (b).

FRANK J. BARRY, *Solicitor*

appendix G

UNITED STATES
DEPARTMENT OF THE INTERIOR
Board of Geographic Names
Washington, D.C. 20240

STATEMENT OF POLICY FOR APPLYING NAMES OF PERSONS TO NATURAL FEATURES

This statement of policy is for the guidance of the Board in deciding cases and for the guidance of organizations and individuals who propose personal names for natural features. The policy with reference to place names in Antarctica is stated elsewhere.

It should be understood that the various factors involved in the policy outlined below are relative. Peaks which are major features in eastern United States would be secondary features in western United States and minor features in Alaska.

Features which are prominent in the public mind by reason of accessibility, outstanding natural beauty, or other special attribute should be placed in the category next higher than their magnitude alone would warrant.

Features in areas where many features are unnamed should be considered in the category next lower than their magnitude alone would warrant.

An existing name should not be replaced unless it is a duplicate or is inappropriate.

Names of men who qualify for features of one order of magnitude may be applied to features of a lower order if such application is particularly appropriate.

I. MAJOR FEATURES

With the following qualifications, the Board will consider applying the name of a deceased person to a natural feature of the first order of

magnitude, such as a mountain range or group; a high, massive, or spectacular mountain, summit, peak, or ridge; a large river, a major island; or a prominent cape:

1. Only one major feature of a kind should be named for a particular individual, and few features of first order of magnitude of different kinds should be named for any individual.
2. Only one whose public service, achievements, and fame are likely to be enduring should have his name applied to a feature of first order magnitude.
3. A feature of first order of magnitude, except in an area where few features are named, should be named only for a person whose public service and achievements are likely to be more than regional in effect, though his work and reputation may be only regional in scope.
4. In applying the name of an individual to any feature, and particularly to a first-order feature, a clear distinction should be made between honorable fame and mere notoriety.
5. The importance of the public service or achievements of the person whose name is proposed should be commensurate with the magnitude or grandeur of the feature.
6. In areas where few features are named, a major feature may be named for a person associated with it or with the region in one or more of the following ways:
 - a. Through exploration, survey, or scientific investigation resulting in contributions to the knowledge of the feature in question or of the region that encompasses it.
 - b. Through personal efforts resulting in conservation of the natural heritage of the place or region or in its long-range development.
 - c. Through long association with the feature, such as residence or work in the locality.
 - d. Through outstanding public service to the residents and the region.

II. SECONDARY FEATURES

With the following qualifications, the Board will consider applying the name of a deceased person to a natural feature of the second-order of magnitude, such as a mountain other than that of the greatest size, a ridge, a small glacier, a valley, a medium-to-small island, a medium-sized river.

1. The person whose name is proposed should have been associated with the feature or region in one or more of the following ways:
 - a. Through exploration, survey, or scientific investigation resulting in contributions to the knowledge of the feature in question or of the region that encompasses it.
 - b. Through personal efforts resulting in conservation of the natural heritage of the place or region or in its long-range development.
 - c. Through long association with the feature, such as residence or work in the locality.

- d. Through outstanding public service to the residents and the region.
2. The name of a deceased member of the armed forces will be considered for application to a feature on or near which he met death in line of duty or engaged in heroic action. The name of a member of the armed forces who died in line of duty anywhere will be considered for application to an unnamed feature with which he was associated.

III. MINOR FEATURES

With the following qualifications, the Board will consider applying the name of a person, living or deceased, to a relatively small natural feature, such as a hill, watercourse, or cove:

1. If the name is well established in local usage.
2. Name of an early occupant or owner.
3. The name of a member of the armed forces who died in the line of duty anywhere will be considered for application to a feature with which he was associated.
4. The name of a person who died on or near the feature.

appendix H

**UNITED STATES
DEPARTMENT OF THE INTERIOR
National Park Service
Washington, D. C. 20240**

**NATIONAL PARK SERVICE GUIDELINES FOR MAKING
RECOMMENDATIONS ON GEOGRAPHIC NAME PROPOSALS**

**Supplementing United States Board on Geographic Names Guidelines
of March 5, 1946**

These guidelines are intended to supplement the United States Board on Geographic Names guidelines of March 5, 1946. The Board, cojointly with the Secretary of the Interior, Formulates Federal Government principles, policies, and procedures related to both domestic and foreign geographic names and determines the choice, spelling and application of these names for official use.

The Service guidelines consist essentially of two sets of criteria and some general principles designed to guide the National Park Service Committee on Geographic Names in formulating its recommendations to the United States Board on Geographic Names on proposals to name geographic features in the areas administered by the Service for individuals, including its former or deceased employees. The two sets of criteria are subdivided for convenience into Classifications A and B. The numbered criteria under Classification A closely relate to those correspondingly numbered under Classification B, differing principally in the higher degree of importance of those in Classification A.

CLASSIFICATION A

A proposal will, as a general rule, be recommended by the Service Committee for adoption by the Board on Geographic Names if the individual qualifies under *one* or more of the following criteria:

1. His public service, achievements, or fame are of transcendent national importance and are recognized as enduring in character.

2. He contributed in substantial degree to the knowledge of the feature itself, or the general area in which it is located, through discovery, exploration, survey, or scientific investigation.
3. His personal efforts resulted in the conservation of the feature or the area in which it is situated, or both, or contributed to their proper long-range preservation, or development for appropriate public enjoyment and use.
4. He died in the line of duty while performing an act of heroism resulting in the granting of a posthumous Valor Award or for which the Valor Award in all probability would have been granted had provision for it existed at the time the act of heroism was performed.
5. He was an early occupant or owner of recognized historical note himself, particularly in relation to the feature proposed to be named for him.
6. His name is already firmly established by local usage and tradition with respect to the feature.

CLASSIFICATION B

If the individual does not qualify under at least *one* of the criteria under Classification A, his name may receive further consideration if it meets *two* or more of the following requirements under classification B:

1. His public service, achievements, or fame are recognized and will likely endure in the locality or region in which the feature proposed to be named for him is located.
2. He donated land, structures, or historical or scientific objects or collections of recognized value to the administration, management, or interpretation of the area in which the feature proposed to bear his name is located.
3. He, as a former or deceased employee of the service, made lasting contributions for transcending the normal requirements of his position.
4. He died upon, or in proximity to, the feature, or met death in line of duty, including service in the armed forces, through no negligence of his own, and was formerly associated with the feature, or its immediate vicinity.
5. He was an early occupant or owner of, or was associated in some other manner such as through work or residence with, the feature or the immediate area for a considerable period of time.

GENERAL PRINCIPLES

Several compelling reasons exist as to why proposals to name features in areas administered by the Service for its former or deceased employees should be critically evaluated. The simple fact that the unnamed geographic features yet available are becoming progressively more scarce is one good reason for this. Another is that a highly sensitive matter of propriety is involved in taking actions which tend to preempt the remaining unnamed features in areas the Service administers for its former or deceased employees at the exclusion of other individuals.

It is also important to recognize that it is not an objective of the program on geographic names proposals to name features in the areas administered by the Service for every individual whose qualifications meet the criteria. Moreover, an individual may already be adequately memorialized in other ways and in other locations. For example, the great naturalist, John Muir, has probably been sufficiently memorialized, though not every area the Service administers with which John Muir was significantly associated contains a feature named for him.

Some additional general principles which will prove helpful to the committee in its deliberations appear in the numbered sections below:

1. *Suggested Five-year Waiting Period.* The Board on Geographic Names adheres to the following quoted policy statement in connection with proposals to name geographic features for individuals:

An existing name of a geographic feature should not be replaced unless it is a duplicate or is inappropriate. Descriptive names or names associated with nearby features are preferred in naming unnamed natural features. These features may be named for individuals when the association between the area or feature and the individual is of transcending importance. The individual should not be so honored during his lifetime, or, except in extremely unusual situations, within the five-year period after the death of the individual.

Observance of a five-year waiting period after the death of an individual before considering proposals to name geographic features for him resolves some of the inherent difficulties. In any event, the waiting period should extend beyond the emotion-charged interval which usually follows an untimely death.

A minimum of five years generally allows sufficient time for a sober evaluation of the contribution the individual has made and of the other aspects relating to his overall worthiness for memorialization.

2. *Use of Unnamed Category.* Opportunities exist in some areas to promote an atmosphere of complete naturalness by retaining single natural features, or clusters of such features, in a nameless category. As an illustration, it has been found that the "Unnamed Wilderness Peaks" of the Alaskan Range rival Mount McKinley in visitor interest. The fact that the peaks are unnamed, and that they are so designated, contributes much to the feeling and atmosphere of wilderness associated with them.

3. *Latitude in Naming Manmade Features.* The jurisdiction of the Board on Geographic Names does not cover proposals for the naming of manmade features. Therefore, considerable latitude exists in the choice of names for features such as buildings, bridges, roads, and trails except for those officially named in legislation pertaining to them. The dedication of suitable memorial markers or plaques erected for features in this category can be made the occasion for appropriate ceremonies. Whether it be a proposal to name a manmade or a natural feature, a reasonable degree of consistency should prevail between the significance or magnitude of the feature on the one hand and the qualifications of the person for whom it would be named on the other.

The Statement of Policy for Applying Names of Persons to Natural Features, issued on March 5, 1946, is used by the United States Board on Geographic Names in considering proposals.

Approved:
12-12-66

GEORGE B. HARTZOG, JR.,
Director

appendix I

UNITED STATES
DEPARTMENT OF THE INTERIOR
National Park Service
Washington, D.C. 20240

April 11, 1968

Memorandum

To: Secretary of the Interior
Through: Assistant Secretary, Fish and Wildlife and Parks
From: Director, National Park Service
Subject: Park Roads Standards Committee Report

You will recall that on September 8, 1967, I appointed a Committee of distinguished conservationists and member of my immediate staff to review the status of road construction in the National Parks, to define the purposes of such roads and to establish guidelines for their design and construction.

Serving on the Committee were: Joseph Penfold, Conservation Director, Izaak Walton League of America; Ira Gabrielson, President, Wildlife Management Institute; Ansel Adams, Photographer and NPS Collaborator; Charles Krueger, Assistant Director for Design and Construction; Robert Linn, Deputy Chief Scientist; and William C. Everhart, Assistant Director for Interpretation, who served as Chairman.

I believe this report will prove a significant contribution to National Park philosophy, and of enormous value to us at a time when road construction decisions constitute one of our most critical management problems.

If you are in agreement, I would like to make this report available for distribution to interested conservationists and park organizations, and to begin immediately implementation of its recommendations within the National Park Service.

GEORGE B. HARTZOG, JR.

Concurred:

STANLEY A. CAIN

Assistant Secretary, Fish and Wildlife and Parks

Approved:

STEWART L. UDALL

Secretary of the Interior

UNITED STATES
DEPARTMENT OF THE INTERIOR
National Park Service
Washington, D.C. 20240

April 11, 1968

Memorandum

To: Director, National Park Service
From: Chairman, Park Road Standards Committee
Subject: Final Report

On September 8, 1967, as a result of your deep concern "that the National Park Service develop standards which will guide and control the the construction and use of park roads," you appointed a Committee on Park Road Standards: Joseph Penfold, Conservation Director, Izaak Walton League of America; Ira Gabrielson, President, Wildlife Management Institute; Ansel Adams, Photographer and NPS Collaborator; and from the National Park Service, Charles E. Krueger, Assistant Director, Design and Construction; Robert Linn, Deputy Chief Scientist; and as Chairman, William C. Everhart, Assistant Director, Interpretation.

The Committee was asked to review the status of road construction, to define the purposes of such roads, and to establish guidelines for their design and construction. The report which follows expresses our conviction on the philosophy which should guide those responsible for policy decisions, as well as those who have design and construction responsibility.

In the quest to insure that National Parks remain places to which people go for a special kind of experience, rather than merely places for viewing famous natural wonders, the park road system is an essential key.

It is our hope that this report will be of help to you in a most difficult and complex area of park management. The opportunity to serve on the Committee, we believe, was a distinct honor.

WILLIAM C. EVERHART,
Assistant Director, Interpretation

UNITED STATES
DEPARTMENT OF THE INTERIOR
National Park Service
Washington, D.C. 20240

September 8, 1967

Memorandum

To: Messrs. Ansel Adams, Ira Gabrielson, Joe Penfold, Deputy Chief Scientist Linn, and Assistant Directors Everhart and Krueger

From: Director, National Park Service

Subject: Park Roads

I have discussed with each of you my concern that the National Park Service develop standards which will guide and control the construction and use of park roads. I deeply appreciate your willingness to undertake a study of this critical segment of park management.

In most of our parks the essential key to visitor use is the park road system. It is both means and end; it enables one visitor to reach his goal, for another it is the goal.

As in the case of the management of our park resources, we find that park boundaries are not barriers. The expanding network of Federal, state, and interstate highways increasingly designates park roads as connecting links, and demands appropriate standards. Some parks, traversed by a single road, are fated for inevitable strangulation.

I do not wish to restrict your field of inquiry, but I do suggest that most careful consideration be given to the following basic elements of the problem:

1. The basic purpose of park roads.
2. Guidelines for the speed limits, design, location and standards of park roads.
3. Criteria which will define consideration of transportation systems other than park roads.

It is my hope that your study will help provide us with answers to these basic questions: What is a *park* road? When, where, how and *why* do we build a park road? And under what circumstances do we consider adoption of other means of transportation?

I am asking Assistant Director Everhart to serve as Chairman of this group, and Assistant Director Krueger to serve as liaison officer with the Bureau of Public Roads. Mr. Lowell Bridwell, Federal Highway Administration, is being invited to designate a representative to work with you on the study.

I hope that you may be able to complete your work and submit your recommendations to me by December 1.

GEORGE B. HARTZOG, JR.

PARK ROAD STANDARDS

A REPORT TO THE DIRECTOR OF THE NATIONAL PARK SERVICE

THE PURPOSE OF PARK ROADS

Among all public preserves, those of the National Park System are distinguished by the quality of their natural, historical, and recreational resources—dedicated and set aside unimpaired for the benefit and enjoyment of the people.

These national parklands—mountains, deserts, seashores, lakes, forests—increasingly have become places of escape from the monotony and frustrations of urban life. And the astounding mobility of vacation travellers has brought the most remote wilderness areas within reach of millions.

Major destination points for this seasonal migration are the well-known National Parks, which are now asked to serve a volume of visitors that seemed inconceivable as recently as 10 years ago.

In 1956, there were 61 million park visits; in 1966, 103 million; in 1977, the total will be more than 300 million.

This flood of park users represents either a profound threat to park values—or an extraordinary opportunity to make those values a more meaningful part of this nation's cultural inheritance.

The single abiding purpose of National Parks is to bring man and his environment into closer harmony. It is thus the *quality* of the park experience—and not the statistics of travel—which must be the primary concern.

Full enjoyment of a National Park visit is remarkably dependent on its being a leisurely experience, whether by automobile or on foot. The distinc-

tive character of the park road plays a major role in setting this essential unhurried pace.

The design and location of park roads must be in accordance with the philosophy that *how* a person views the park can be as significant as *what* he sees, thereby insuring that National Parks remain places to which people go for a special kind of experience, rather than merely places to view famous scenic wonders.

Since 1915, when the early motorists in Yellowstone were no longer required to chain their cars to logs and turn over their keys to the park superintendent, visitor activities in the parks have been geared to the automobile. Although, by an accident of history, the National Park concept reached its development stage at about the same time as did the automobile, there is no everlasting and indissoluble relationship between the two.

But in some ways, the National Parks stand at the same crossroads as do the American cities—some of which seem on the verge of choking on their automobiles. Just as noise, congestion, and pollution threaten the quality of urban life, they have begun to erode the quality of the park experience.

Many park roads are now congested, particularly around points of great interest; others have a predictably brief grace time.

There is no reason to expect that the construction of a new park road, by itself, will always relieve this congestion.

The effective size and capacity of the parks is diminished or expanded by the means of access. Paul Brooks put it this way:

If you are in a canoe traveling at three miles an hour, the lake on which you are paddling is ten times as long and ten times as broad as it is to the man in a speedboat going thirty—every road that replaces a footpath, every out-board motor that replaces a canoe paddle, shrinks the area of the park.

In many locations it is impossible to construct roads—of whatever standard—without damaging, enduring scars and obstructing the natural movement of wildlife. While many park administrators and conservationists in the past have been unalterably opposed to replacing roads with tramways, funiculars, and other such developments, in many cases these would have done far less permanent damage to the park environment.

The Service is presently conducting extensive research into the capabilities, cost, and possible effects on the terrain and equilibrium of nature, of many different methods of transporting people, including tramways, monorails, rail conveyor systems, buses, helicopters, and hydrofoils. Research on this technology—and the development of pilot programs—should be given high priority.

These forms of transportation are adaptable to park use, and many can be built without damaging resources or even tree cutting. They can also provide experiences for visitors otherwise unobtainable. The intrusiveness of roads—their cuts and fills, traffic noise and the consequent ecological barrier—can often be avoided completely.

When the Service is faced with a choice between creating a severe road scar in order to bring visitors close to a destination point, or requiring visitors to walk a considerable distance—or considering an alternate transportation system—the decision should be against the road scar.

It is quite possible that, at this point in the history of National Parks, new roads should be considered the last resort in seeking solutions to park access.

In the older parks, the road systems have been established, and solutions to circulation problems must start with this situation. Desirable solutions do exist: speed limits can be reduced; two-way roads may convert into a total or partial one-way system; existing administrative or service roads may provide for leisurely one-way nature roads or other uses; automobiles may be limited to certain portions of a park, and bus, mini-train, or other transportation furnished.

The search for new solutions is imperative, and must not be crippled by those well worn shibboleths dealing with human behavior: "people won't walk," "they won't leave their cars," "they won't accept restrictions." The good humor of those who stood in the long, long lines at EXPO 67, and the acceptance of an advance reservation system for guided tours of the Mesa Verde cliff dwellings in 1967, effectively contradict such assertions.

Inevitably, if the park experience is to maintain its distinctive quality, the number of people and their methods of access and circulation will necessarily have to be more closely controlled.

Park roads cannot accommodate all types of vehicles. While the travel industry continues to develop new kinds of mobile camping vehicles, the Service must not be obligated to construct roads, or to manage traffic in order that modern transportation technology can be accommodated. The development of parking areas for trailers at park entrances and the exclusion of these vehicles from those park roads not capable of handling them are appropriate solutions.

Existing park roads should be analyzed to determine the size and type of vehicles that can be accommodated. Vehicles exceeding these standards must be excluded, rather than reconstructing the roads to ever higher standards.

In this era of enormously increasing vacation traffic, it must be assumed that those who visit the National Parks do so for the purpose of enjoying a unique experience, and are therefore willing to accept necessary restrictions, including those regulating numbers of people and their means of travel. Such regulations, as necessary, may deepen the awareness of visitors that they are truly in places of special importance.

Today the facts are these: unless an open-end road-construction program were to be carried out, the National Parks cannot indefinitely accommodate every person who wants to drive an automobile without restriction through a National Park.

This does not constitute a value judgment that those who seek a hurried trip through a park are less desirable visitors and should be excluded. Obviously, many who first visited a National Park in haste have returned to enjoy leisurely visits.

The Service needs to communicate widely that parks are for leisurely travel and that park roads are purposely designed for low speeds. This information should appear on oil company road maps and in automobile association literature, as well as NPS signs and publications.

People need also to appreciate that the purposes of park roads are completely different from those of the Federal and State systems. Park roads are not continuations of the State and Federal network. They should neither be designed—nor designated—to serve as connecting links. Motorists should not be routed through park roads to reach ultimate destinations.

Within parks, no road or other circulation system should be designed simply as a connecting device to link points of interest. Every segment of every park road should relate to the environment through which it passes in a meaningful way, and should, to the extent possible, constitute an enjoyable and informative experience in itself.

For this reason long tangents which encourage faster speeds—and fleeting views of kinetic “scenery”—should always be avoided. The horizontal and vertical alinement should respect the terrain, so that the road is laid lightly onto the land. In deciding upon road locations, maximum advantage should be taken of interpretive and scenic values.

And, the design and location of the road should constantly encourage people to leave their automobiles to more thoroughly experience the park, by providing pullouts, parking, scenic overlooks, and trail connections.

Every opportunity should be taken also to encourage the safe use of waterways for access to park features. Few resources lend themselves so well to human use, and sustained penetration of natural areas, without serious impairment of natural values. Careful consideration must be given to regulation of motorboats, for sound pollution is as destructive to the values of natural waterways as are water pollution and waterfront buildings.

The purposes of roads differ in the natural, historical, and recreational areas of the National Park System, and design standards must recognize these differences. However, the damaging effects of road construction are generally as disruptive to the historical scene as they are to the natural setting—and the effects of roads on integral values of natural features in recreational areas must be fully considered.

In summary, a road should not be considered until a most thorough and thoughtful determination has been made of the most meaningful way in which people can experience the park.

APPROVAL OF DESIGN AND CONSTRUCTION

To insure that all National Park roads, or other circulation systems, are in harmony with fundamental park purposes, the following considerations

must precede approval of design and construction:

1. A professional ecological determination must be made that the resulting effects on park values—including such aspects as wildlife habitat and mobility, drainage, stream flow, and the climatic effects of paved areas—will be minimal.
2. A professional determination must be made that the means of transportation, and its location, will provide maximum opportunity for visitor enjoyment and appreciation of park resources. The encouragement of such activities as viewing wildlife, photography, and hiking and nature walks, will be influential in determining actual locations and standards.

A park road is not one that merely conforms to standards of technical road-building excellence. Preserving the integrity of the landscape, respecting ecological processes, insuring a fully rewarding visitor experience—these are the elements which dictate the means of visitor access and the development of design standards.

DESIGN STANDARDS

Five types of park roads exist: major, minor, special-purpose, interpretive (motor nature), administrative, and parkways.

Park roads, of these varying types, are built over terrain and under climatic conditions which approach the infinite in variety: On high mountain ridges in rugged terrain—along seashores and lakeshores—from the permafrost of Alaska to the deserts of the Southwest and the Everglades of Florida—over lava fields and through rain forests. Each road problem must be influenced by the specific local conditions of climate and topography, as well as ecological and interpretive factors.

This requires maximum flexibility in working out design features, which does not permit the establishment of arbitrary standards. Instead, the following guidelines are provided, within which necessary flexibility can be reached.

Design

An esthetically pleasing road is one which lies lightly upon the land utilizing natural support wherever possible. Moreover, heavy cuts and fills must be avoided. In effect, the road is molded to the terrain through which and upon which it is passing. Monotony is avoided, and maximum advantage taken of park values, by eliminating long tangents, by changes in elevation, by developing viewpoints and overlooks, as well as providing close-range views of local scenes. The road should, in fact, strive to maintain a continuing sense of intimacy with the countryside through which it is passing.

In forested terrain, clearing limits should be carefully controlled and selected cutting should be used to produce variation and indentation in the tree line. Retaining walls can reduce the height and extent of cut-and-fill slopes. In heavy mountainous terrain and under certain other conditions,

serious consideration should be given to the use of trestles or bridges, tunnels and half-viaduct sections to reduce scarring and permit movement of wildlife.

Ditches and Slopes

The immediate roadside setting must exemplify the highest design quality in terms of blending ditches and shoulders and related tree and other vegetative cover. The objective should be a natural and attractive setting. To minimize maintenance problems, cut-and-fill slopes should be rounded, warped at the ends for transition, and properly seeded, fertilized, and mulched for early recovery and to control erosion.

Roadway Structures

The design of all structures—bridges, tunnel portals, grade-separation structures, and retaining walls—should be aesthetically pleasing as well as functional and easily maintained.

Engineering

Working within the guidelines established by scientific, interpretive, and aesthetic considerations, the engineer is responsible for providing expert engineering advice in road planning, and for constructing a road which is safe, has adequate foundation and drainage, and will require a minimum of maintenance. Engineering also includes thorough soils analysis by borings and other necessary geological determinations to assure roadbed stability.

Vertical Alinement

On parkways, major and minor park roads, and administrative two-way roads, grades of 7 percent are normally a desirable maximum, but grades of 8, 9, or even 10 percent should be considered for relatively short distances to avoid excessive cuts and fills or to reach desirable points of interest. On one-way roads where vertical sight distance is not a problem, these requirements can be further relaxed and a more undulating grade-line used to reduce cuts and fills to a minimum and to provide for leisurely driving.

Design Speed

The maximum degree of curvature permitted on a road is generally expressed in terms of "design speed" which represents the maximum speed at which a curve can be safely driven. Thus a road with a 25-mile-per-hour design speed has no curves which cannot be safely negotiated at 25 miles per hour.

Except in special cases approved by the Director, major and minor roads in natural and historical areas should have a design speed not to exceed 25 miles per hour, parkways and major roads in recreation areas, 45 miles per hour, and special-purpose or interpretive roads, 15 miles per hour.

Rigidity in laying out horizontal alinement to a uniform design speed should be avoided, by reducing the design speed to fit the terrain, with the proviso that drastic reductions in design speed should be properly signed for the safety of the driver.

Roadway Widths

Roadway width constitutes the width of the final completed roadway extending from edge of shoulder to edge of shoulder. A road having 22 feet of pavement and 3-foot shoulders would have a roadway width of 28 feet.

Selection of the proper roadway width is made on the basis of numerous factors including existing and anticipated traffic volumes, safety, type of terrain, engineering requirements, design speed—and the purpose for which the road is being built. Pavement widths that are too narrow can defeat their own function.

The extreme outer edge of the pavement, the weakest point, carries the wheel load and tends to break down and create a raveled edge which requires constant patching and maintenance.

The width of shoulders is equally important. Shoulders which are too narrow do not provide good support for the edge of the pavement nor adequate space for pull-off in case of emergency.

Except as may be approved by the Director, roadway widths in natural areas shall be as follows:

1. Major two-way park roads should have a pavement not to exceed 22 feet plus shoulders not to exceed 3 feet.
2. Minor two-way park roads should have a pavement width not to exceed 20 feet with shoulders not to exceed 3 feet.
3. Major, minor, and special-purpose one-way park roads should have a pavement width not to exceed 12 feet with shoulders not to exceed 2 feet.
4. Interpretive (motor nature) roads should have an overall width not in excess of 14 feet.
5. Administrative roads should be of the minimum width necessary to serve the purpose of the road. In no event may they exceed the guidelines for minor park roads.
6. Where guardrails or guideposts are required for reasons of safety two additional feet of shoulder will be permitted.

The foregoing standards will not permit certain oversize vehicles to use such roads safely, and such vehicles should be prohibited by regulation.

Recreation Areas

As a rule, two-way parkways and two-way major roads in recreation areas serve functions broader than roads in natural areas, such as driving for pleasure and providing access for recreational vehicles and boats. Accordingly, where necessary to accommodate such use, roadway widths for two-way roads in recreation areas may be 24 feet of pavement and shoulders not to exceed 4 feet. Roadway widths in excess of the

foregoing should be approved by the Director. In those recreation areas where the road is part of a through highway, no higher standard should be approved within the area than exists for the roadway outside the area.

Other type roads (minor two-way roads, interpretive and administrative roads) in recreation areas should be of widths specified for similar roads in natural areas.

Parking

Parking areas, either within the system or at terminal points, are an integral part of the circulation system. The placement of parking areas where they intrude, by sight or sound, on significant features, must be avoided. Moreover, the size of parking areas should be limited to the greatest extent possible for effective operation. Where large parking areas are necessary they should be broken up with plantings and screenings, if possible.

Signs

Roadside signing, whether regulatory, informational, or interpretive, is an integral part of the visitor experience, as well as road design. Care should be exercised to insure that the quality and design of all signing enhances the visitor experience.

Road Surfaces and Materials

Wherever appropriate, the color of materials used in road construction will be chosen to harmonize with the general character of the landscape. Chips used for periodic sealing and repair should be selected from appropriate rock material sources. The above is equally applicable to parking areas.

Trail Surfaces and Materials

A particular effort shall be made to avoid the construction of black top trails in sensitive areas such as Indian ruins and natural features, and the above guidelines for road materials will apply to trails. Elevated boardwalks, such as the Anhinga Trail, are often effective solutions, and methods of stabilizing soils should be investigated.

Borrow Pits

Only when economic factors make it greatly impractical will borrow pits be created in the parks, or present pits further utilized, unless located in washes or other places where natural factors will eradicate the scar.

One-Way Roads

In general, the philosophy should be followed that the primary park purposes of preservation, enjoyment, and interpretation are collectively served better by one-way roads than by two-way roads (major and minor park roads and parkways). Accordingly, one-way roads should be con-

structed in preference to two-way roads wherever practicable, when in keeping with the purpose of the road and these guidelines.

Interpretive (Motor Nature) Roads

An often overlooked opportunity to disperse the traffic load and to increase visitor enjoyment is to convert existing roadbeds—such as abandoned roads and railroads, fire roads, and administrative roads—into interpretive roads or motor nature trails. Their use for this purpose is encouraged. These low-speed, often one-way roads, with ample parking, viewing, and trail opportunities, encourage visitors to explore the scenery and features at a leisurely pace.

Alternate Methods of Transportation

The Service must avail itself of an up-to-date, continuing analysis of all potentially useful modes of transportation. Feasible alternatives to road transportation should receive experimentation in parks or recreation areas in which serious circulation problems now exist or in which access has not yet been provided.

