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The George Wright Society

Dedicated to the Protection, Preservation and Management
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Through Research and Education

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On the Cover

Michigan's Mackinac Island was the second National Park designated in the United States—and the first to be delisted. Created in 1875, Mackinac Island National Park was under the jurisdiction of the War Department until 1895, when it was turned over to the state government. Today, Mackinac Island is a State Park, and one of the region's most popular attractions. The island boasts many historic features, such as the Stuart House, the northern headquarters for the American Fur Company in the early 1800s [see page 12].

Photo by Charles Eshbach

Gone, But Not Forgotten: The Delisted Units of the U.S. National Park System

Alan K. Hogenauer

(Ed. note: The following paper—the only comprehensive survey of this topic that we have seen—was completed in 1983 and presented at the 14th Annual Conference of the Travel and Tourism Research Association in Banff that year. It was summarized in the conference proceedings but has never been published in full. At the time of its completion, Dr. Hogenauer was with the New School for Social Research; now he is an independent consultant living and working in East Asia. In recent correspondence with the Forum, he said that he hoped to be able to note “several minor changes in the original text, and possibly additional delisting(s).” Unfortunately, as things have turned out, his travel schedule is not going to permit him to make these revisions anytime soon. Therefore we are publishing his paper in nearly its original form, having shortened it somewhat by deleting various outdated contemporaneous references

and truncating some of Hogenauer’s detailed directions to the sites (he visited each one personally.) Of course, much has happened since 1983 in terms of changes in units, e.g., the absorption of Lehman Caves National Monument into Great Basin National Park. Nonetheless, the primary value of Hogenauer’s study, his history of the delisted sites, remains intact.)

The greatest natural and historical treasures of the United States, the units of our National Park System, are, at least in part, familiar to millions of travellers through personal experience, and to virtually everyone else by name.

While it is the “crown jewels” among the National Parks themselves which are the most widely known, the U.S. National Park System actually includes many other kinds of designated parks. These are directly administered by the National Park Service of the U.S. Department of the Interior; a few are formally affiliated with the National Park System, but under independent administration.

Most Americans take these units for granted: they have been, and always will be, there. There will always be a Yellowstone, a Yosemite, a Grand Canyon, a Gettysburg, a Statue of Liberty, a Carlsbad Caverns. Most likely—but there are, in fact, 34 areas which have been “defrocked” of their coveted status as federally authorized or administered units since the first National Park was designated in 1872.

Considering how laborious a process it is to establish a National Park System area, it seems incredible that this many could have subsequently disappeared.

Of course, they are not really gone; how could a natural feature or

historic site disappear? They are all still around; they have simply been delisted (or relisted), and are now under other federal, state, city, or even private ownership. All are still viewable, and all but three can be visited. There is no geographic bias: the units are scattered among 19 states, the District of Columbia, and the U.S. Virgin Islands. All they seem to have in common is their status as relative rarities—natural and historic features whose days of actual or potential glory as National Park System sites have ended, forgotten by virtually all who pass by.

The sites we are focusing on fall within five categories, although only the second and fifth will be covered in detail:

- *Proposed sites* that never progressed further;
- *Authorized but never established, sites*;
- *Established, active sites*;
- *Separately established, but eventually absorbed sites*, now anonymously incorporated into other National Park System units; and
- *Delisted sites*, which, though once established (and in many cases actually developed and staffed), have been removed entirely from the roster.

PROPOSED SITES

No one has ever counted the number of units proposed for inclusion in the U.S. National Park System but never authorized or established. Such a task would require at the outset a clear definition of "proposed"—for example, was legislation brought to a vote?—and would be particularly complicated by the fact that even among those sites which were ultimately implemented, many were proposed in different

versions before final delineation. Therefore, we will simply note these proposed sites as a general category, and move on.

AUTHORIZED, BUT NEVER ESTABLISHED, SITES

Although federal legislation was passed to authorize each of these ten sites, agreements to donate or purchase the necessary lands were never reached, and eminent domain was never exercised. Nonetheless, they remain clearly identifiable, and are readily accessible to visitors. Several are significant local attractions, managed by a professional staff. Their status as National Park System units, however, is in limbo, with a definite tendency toward the unlikely.

Belvoir Mansion & Lord Fairfax Estate. These partly excavated ruins along the Potomac are on the grounds of the U.S. Army's Fort Belvoir in northern Virginia. They are all that remain of Belvoir, the manor house of William Fairfax, whose son George William was a close friend of and fellow surveyor with the young George Washington. The nine-room mansion was gutted by fire in 1783, and demolished by the British in 1814, so only foundation outlines are left.

Although the unit was authorized to be transferred from the War Department to the Interior Department on August 29, 1935, such transfer has never occurred. Nevertheless, Belvoir's ruins (and Fairfax' grave) can still be seen, slightly north of Whitestone Point, and virtually contiguous to a military housing section on the post.

Columbus (Battlefield) Marker. An Act of Congress in 1936 authorized this site to commemorate one of the last engagements of the Civil War: a battle fought for control of

Columbus, Georgia, on April 16, 1865, one week after General Robert E. Lee's Appomattox surrender of his Army of Northern Virginia. In 1938 a granite marker was erected on a grassy median strip at the intersection of Fourth Avenue and Fourteenth streets in downtown Columbus. The inscription on the marker refers to the authorizing legislation, but no other federal involvement was apparently intended or has ever occurred. Although mill structures that figured in the engagement still stand along the Chattahoochee River, these buildings have remained in private hands and are not identified. The solitary marker is the only evidence of this unfulfilled project.

Eutaw Springs Battlefield Site. This site in South Carolina, authorized in 1936, commemorates the Revolutionary War battle of Eutaw Springs on September 8, 1781, the last major engagement in the South Carolina campaign. Although much of the battlefield was submerged beneath the waters of Lake Marion (the Santee-Cooper power project reservoir) before any federal development had occurred, the state maintains a three-acre park on the banks of a picturesque inlet on the reservoir's southern shore. The park, with several markers describing the battle, is in the hamlet of Eutaw Springs.

Fort St. Marks National Historic Site. A Spanish fort, San Marcos de Apalache, was built at the confluence of the Wakulla and St. Marks rivers in western Florida in 1660. The fourth work at this site, a stone fort, was occupied by the British in 1763 when they acquired Florida, and renamed Fort St. Marks. It was returned to Spain in 1783, then captured by Andrew Jackson in 1818, and finally ceded to the United States in 1821.

In 1962 the Secretary of the Interior was authorized to accept a donation of the site of the fort and its environs, but such donation has not occurred since.

The site is considerably more developed than the others so far mentioned. An excellent interpretive museum, run by the State of Florida, is the focal point of an extensive complex of restored earthworks and a boardwalk to the river's confluence. San Marcos de Apalache State Museum, as the site is now named, is about 30 miles south of Tallahassee in St. Marks.

Grandfather Mountain National Monument. This privately owned and commercially operated site, of natural and scenic interest, is a 5900-foot mountain about 15 miles southwest of Blowing Rock, North Carolina. It was authorized in 1917 by legislation providing that the Secretary of the Interior could accept for park purposes "any lands and rights of way, including the Grandfather Mountain" which might be donated. However, the donation has never been made, partly because the owner, Hugh McRae, held out for designation as a "National Park," and Congress offered the designation "National Monument" instead.

A toll road starts at the base of the mountain and climbs 1500 feet up the southern flank to a visitor area, viewpoint, and hanging bridge at the top. For many years, surrounding lands—under the same ownership as the mountain—constituted one of the few barriers to completion of the Blue Ridge Parkway. Designs for the limited-access highway were long ago completed, but construction had to await successful USNPS negotiation for the necessary land.

Palm Canyon National Monument. By far the most deserving site

in this group, Palm Canyon preserves a 15-mile stretch of spectacular palm-desert canyon south of Palm Springs, California, on the Agua Caliente Indian Reservation. Several thousand thatch-skirted palms grow in luxuriant splendor along the narrow north-south stream which creates this unique oasis.

The authorizing act of 1922 provided that the lands required can only be "dedicated and set apart" with the "consent and relinquishment" of the Agua Caliente Band of the Mission Indians, which has never been granted. Nevertheless, the seasonal site is open to day-use visitors for a small fee from October through May. A short half-mile walk upstream from the visitor center is ample to convey a feeling for this dramatically different area.

Patrick Henry National Monument. This controversial site, still being advocated for USNPS administration, includes the graves of Patrick and Dorothea Henry, and a reconstruction of their last home at Red Hill. The property, 180 feet above Falling River near its confluence with the Roanoke River in south-central Virginia, is four miles from Brookneal. Red Hill was authorized by Congress for acquisition in 1935 and again in 1940, but authorization was withdrawn in 1944 and has not been reinstituted. Opposition to the inclusion of the site in the National Park System has centered around the fact that Red Hill played little or no role in the historically significant aspects of Henry's life.

Pioneer National Monument. This four-part unit in Kentucky, authorized in 1934, was an ambitious proposal to "preserve some of the great shrines of pioneer history . . . west of the Alleghenies" as "a counterpart of the American Revolution

east of the Alleghenies." It included Boonesborough, the site of Daniel Boone's fort and settlement on the Kentucky River; Boone's Station, where Boone's son and nephew were buried after being killed at Blue Licks; Bryan's Station, where a fort was successfully defended on August 18, 1782; and Blue Licks Battlefield on the Licking River, commemorating the battle on the following day, August 19, between pursuing Kentucky pioneers and a retreating British and Indian force.

Congress provided that when title to these areas was vested in the United States, the lands would be set aside by presidential proclamation as Pioneer National Monument. However, the lands were never donated, and the project was never completed. Nevertheless, the widely separated sites can still be visited. Following their connecting route, as it meanders through Lexington's magnificent horse farms, is well worth the effort in itself.

Boonesborough's original site is now part of Fort Boonesborough State Park. The site, in the northern part of the park section along the river, is marked by a central monument enclosed by a stone wall. Boonesborough's fort has been recreated on the hill overlooking the original settlement site. The site of the former Boone's Station, about a half-mile east of Athens, includes a 1967 granite marker and five remnant headstones. A circular stone memorial to the pioneer defense of Bryan's Station is along North Elkhorn Creek outside Lexington. The fourth site, 25 miles south of Maysville, has evolved into a combined historic and recreational area operated by the state as Blue Licks Battlefield State Park.

Spanish War Memorial Park. Despite more than two decades of proposals (beginning at the Denver Veteran's Convention in 1929) and authorizations (beginning in 1935), nothing came of this ambitious project on the Davis Islands, south of downtown Tampa, Florida.

Several alternative sites were proposed, to include an elaborate memorial commemorating the area's involvement in embarkation of troops for the Spanish-American War. The memorial was to be "a national museum, where the archives of the Spanish American War would be kept." A series of exhibits and dioramas on the war would be developed in eight large rooms, within a massive U-shaped building, fronting on a reflecting lake, and surrounded by 66 acres of park and space for 5,000 cars.

Today, the sites are a combination of vacant land and luxury homes along the Tampa Bay waterfront adjacent to an airport, and part of the airport itself. Nowhere is there so much as a plaque to recall either the historic events in the vicinity, or the extensive plans which were never effected.

Wolf National Scenic Riverway. In 1963, a study team from the departments of Agriculture and Interior concluded that the Wolf River, from its confluence with the Hunting River to Keshena, Wisconsin, met the criteria then in effect for a river's inclusion within the National Wild and Scenic Rivers System, and recommended a federal-state cost-sharing agreement for the area's preservation.

In 1966, the Menominee Indian tribe agreed to preserve the Wolf River within 200 feet of the shoreline, from the northern boundary of Menominee County downstream to

Keshena Falls, for an annual payment. Under the terms of the legislation passed by Congress in 1968, this stretch was designated as a component of the National Wild and Scenic Rivers System, to be administered by the Secretary of the Interior through the USNPS.

In 1970, the USNPS approved a master plan for the development of the Wolf as a National Scenic Riverway. The plan's objectives included fostering the recreational opportunities, interpreting the natural features, and interpreting the Menominee Indian culture and history. A Visitor Center was planned for Keshena, but there was little else in terms of development proposed; the unspoiled river was to be the focus. Public campgrounds, picnic areas, and trails were also recommended.

None of this development eventuated. Although the legislation provided for acquisition of up to 7,600 acres (320 acres per mile along the 24 miles), the Menominee Indians were unwilling to sell their land at a mutually acceptable price in fee simple, or to provide scenic easements. By 1975, the unit had been quietly delisted.

In spite of its non-progress as a UNSPS unit, the river is still readily viewable.

SITES SEPARATELY ESTABLISHED, BUT EVEN- TUALLY ABSORBED INTO OTHER USNPS UNITS

Each of the these 34 units once had an independent identity, but for various reasons all have now been consolidated into other USNPS designations. Since the lands are still under USNPS administration, these units will not be discussed further. (In cases where the current USNPS

designation for a unit is merely a re-designation for an identical or nearly so predecessor, neither unit is shown on the list.)

Formerly (Now Absorbed Into)

Ackia Battleground Natl Monument
(Natchez Trace Parkway)
Antietam Natl Cemetery
(Antietam Natl Battlefield)
Arbuckle Natl Recreation Area
(Chickasaw Natl Recreation Area)
Baltimore-Washington Parkway
(National Capital Parks)
Battleground Natl Cemetery
(National Capital Parks)
Chaco Canyon Natl Monument
(Chaco Culture Natl Historical Park)
Chalmette Natl Hist Park & Cem
(Jean Lafitte Natl Historical Park)
Cinder Cone Natl Monument
(Lassen Volcanic Natl Park)
Denali Natl Monument
(Denali Natl Park)
Edison Home Natl Historic Site
(Edison Natl Historic Site)
Edison Laboratory Natl Monument
(Edison Natl Historic Site)
Fort Donelson Natl Cemetery
(Fort Donelson Natl Military Park)
Fredericksburg Natl Cemetery
(Fredericksburg and Spotsylvania
County Battlefields Memorial Natl
Military Park)
General Grant Natl Park
(Kings Canyon Natl Park)
Gettysburg Natl Cemetery
(Gettysburg Natl Military Park)
Gran Quivira Natl Monument
(Salinas Natl Monument)
Grand Canyon Natl Monument
(Grand Canyon Natl Park)
Jackson Hole Natl Monument
(Grand Teton Natl Park)
Lassen Peak Natl Monument
(Lassen Volcanic Natl Park)
Marble Canyon Natl Monument
(Grand Canyon Natl Park)
Meriweather Lewis Natl Monument

(Natchez Trace Parkway)
Mount Olympuss Natl Monument
(Olympic Natl Park)
Mt. McKinley Natl Park
(Denali Natl Park)
Mukuntuweap Natl Monument
(Zion Natl Park)
Natl Cemetery of Custer's Battlefield
Reservation
(Custer Battlefield Natl Monument)
Old Philadelphia Custom House Natl
Historic Site
(Independence Natl Historical Park)
Platt Natl Park
(Chickasaw Natl Recreation Area)
Poplar Grove Natl Cemetery
(Petersburg Natl Battlefield)
Santa Rosa Island Natl Monument
(Gulf Islands Natl Seashore)
Shiloh (Pittsburg Landing) Natl Cem
(Shiloh Natl Military Park)
Stones River Natl Cemetery
(Stones River Natl Battlefield)
Suitland Parkway
(National Capital Parks)
Vicksburg Natl Cemetery
(Vicksburg Natl Military Park)
Yorktown Natl Cemetery
(Colonial Natl Historical Park)

DELISTED SITES

This group is the most intriguing. Each of the following 24 units was once either a separately administered part of the U.S. National Park System, or a park of its own before the USNPS was established in 1916. All have been expunged from the System roster.

Atlanta Campaign National Historic Site

This unit commemorated five episodes of General William T. Sherman's Atlanta Campaign during the Civil War. The park was established in 1944, pursuant to Congressional legislation of 1935. The park consisted of five sites between Chat-

tanooga, Tennessee, and Atlanta, totaling only about 21 acres. Although the areas were developed by the USNPS, their size and relative obscurity limited their potential, and they were never more than roadside rest stops. In 1950 they were collectively conveyed to the state of Georgia, which now administers them with little enthusiasm. The five sites—Ringgold Gap, Rocky Face Ridge, Resaca, Cassville, and New Hope Church—are strung along the U.S. Highway 41 corridor; all have descriptive markers.

Camp Blount Tablets National Memorial

All that remains of this site is a stone marker along U.S. Highway 231 near Fayetteville, Tennessee. The site was authorized to commemorate the rendezvous of Andrew Jackson's troops in 1813, en route to Horseshoe Bend. Another rendezvous occurred at Camp Blount of troops en route to the Second Seminole War in 1836.

In 1861, an arched stone bridge was completed across the Elk River, not far from the site. Both the camp and the bridge played minor roles in the Civil War: Union troops of the Army of the Cumberland occupied the camp in 1863 and spared the bridge from destruction.

A 1927 proposal to make the area a National Military Park was unsuccessful, but in 1930 the Secretary of War was authorized to accept, by donation and gift, lands sufficient to commemorate both the camp and bridge. In 1933, the site was transferred from the War Department to the USNPS, but nothing further was done to develop the park, and in 1944 it was abolished. In 1969 the old stone bridge collapsed. With a shopping center now covering the

bivouac site, only the forgotten marker is left.

Castle Pinckney National Monument

The thousands of visitors who annually make the boat trip to Fort Sumter National Monument in Charleston Harbor, South Carolina, cast only brief glances at yet another island fort in the same waters. The Castle Pinckney site was reconnoitered as early as 1794, and the first fort built by 1797. By 1809, the post had 30 guns and quarters for 200 men. In December 1860, Castle Pinckney was seized by a detachment of South Carolina militia, thereby making the fort the first U.S.-held territory to fall to Confederate forces. The fort remained in their hands until February 1865, just before the end of the Civil War. It was never critical to Charleston's defense, however, as it was too small and too close to the city. In 1890 the structure was partially dismantled to make way for a lighthouse.

Proclaimed as a National Monument by President Coolidge in 1924, and administered initially by the War Department, Castle Pinckney was never developed for visitors, even after its transfer to the USNPS in 1933. It was finally delisted in 1956. Now privately owned, Castle Pinckney lies slumbering, a virtually sea-level ruin on the southern tip of the 3.5-acre Shute's Folly Island, in the Cooper River entrance to Charleston Harbor, about a mile offshore East Bay Street in downtown Charleston.

Chattanooga National Cemetery

Lying in Chattanooga, Tennessee, within sight of Point Park on Lookout Mountain, the cemetery was established by Union Major General

George H. Thomas in 1863. The initial burials were directly related to the military engagements which had taken place nearby; by 1865 there were more than 12,000 interments.

In 1867, the National Cemetery was officially designated, and remained under the aegis of the War Department until 1933, when it (along with numerous other properties) was transferred to the USNPS. In 1944 legislation was passed returning the property to the War Department's jurisdiction, primarily because it was not contiguous with the battlefields and was still being used for unrelated burials. In September 1973, jurisdiction passed to the Veteran's Administration.

Regardless of administration, Chattanooga National Cemetery has been maintained in its original design. There have been few changes to the traditional orderly rows of uniform white headstones. The site, on Bailey Avenue in central Chattanooga, is bordered on three sides by railroad tracks and covers a 100-foot knoll. A circular road surrounds the hill.

Father Millet Cross National Monument

This unit has few, if any, contenders as the least-viable property the U.S. National Park System has endured. It was declared by President Coolidge in 1925. A site within the Fort Niagara military reservation near Buffalo, New York, was provided to commemorate the erection of a marker of gratitude in 1688 by the French Jesuit priest Father Pierre Millet.

In 1926 the Knights of Columbus erected a stone cross on the designated spot along the Ontario lakefront wall inside Fort Niagara; this was the National Monument's only

"development." The USNPS took over jurisdiction from the War Department in 1933; in 1934 the fort was deactivated and turned over to the Old Fort Niagara Association. In 1949 the Father Millet Cross was defrocked as a National Park System site.

Fort Niagara is today a restored historic site administered by the State of New York. The cross is still there, overlooking Lake Ontario.

Flaming Gorge National Recreation Area

When Flaming Gorge Dam was created in 1962 across the Green River in northeastern Utah as part of the Colorado River Storage Project, a 91-mile reservoir began forming, stretching north as far as the town of Green River, Wyoming. Shortly thereafter, a National Recreation Area—jointly administered by the USNPS (in the northern portion) and the U.S. Forest Service—was authorized to provide outdoor recreation facilities on and around the reservoir. Consistent with a departmental policy of reducing joint administrations, the USNPS withdrew in 1968, and the USFS administers the entire area today.

The former USNPS portion, north of the Uinta Mountains, is characterized by rolling sagebrush rangelands sloping gently west from the shore of the reservoir, and by more abrupt relief to the east. The picturesque Firehole Canyon is part of this area. Campground and boat launch facilities were developed by the USNPS at several sites, including Lucerne Valley on the western shore and Antelope Flat on the eastern.

Fossil Cycad National Monument

Established in 1922 by President Harding, this 320-acre monument

It was designed to protect the fossilized remains of ancient cycads. They had been discovered near Edgemont, South Dakota, by a local resident in 1892, and were later studied in detail by Professor George R. Wieland, a Yale paleobotanist. He was so committed to the project that he initially obtained a personal homestead claim to protect the area from inappropriate development.

After studies of the surface fossils were complete, however, it appeared that any further specimens, if such existed, were buried in the subterranean sandstone underlying the site. No extensive effort was made to explore these lower reaches, and the field itself was soon plowed over and became indistinguishable from its surroundings. In 1957 the lands were turned over to the Bureau of Land Management, which still administers it.

Holy Cross National Monument

Established in 1929 by proclamation of President Hoover, this park was designated to protect the unusual seasonal cross formation resulting from snow deposits in a 1500-foot vertical crevasse and 750-foot horizontal ledges on the northeast slope of the Mount of the Holy Cross in Colorado.

The cross formation was supposedly noted first by Spanish missionaries, but was not documented until 1873, when U.S. Geological Survey photographer William Jackson clearly recorded its image. Subsequent tributes—on canvas by Thomas Moran and on paper by Henry Wadsworth Longfellow—further increased the fame of the site, which eventually became part of Holy Cross National Forest.

After World War I, local religious interest developed. By 1927, this in-

terest had grown to include support from the *Denver Post* for an annual religious pilgrimage. This in turn led to public and U.S. Forest Service support for National Monument status. Construction of a driveable road to and beyond Tigiwon, part way up adjacent Notch Mountain, significantly improved access. This was further enhanced in 1933-34 when the Civilian Conservation Corps built a trail to and a rest house on the crest of Notch Mountain, overlooking the cross.

In spite of these developments, and transfer of the site to the USNPS in 1933, official opinion that the Monument was not viable began to grow. The pilgrimages peaked the year after the USNPS took over, and continued sporadically until 1938 with diminished enthusiasm and attendance. Apparent collapse of the right arm, variable snowfall, and even a lessening of religious fervor contributed to increased uninterest. Having the area closed to visitors from 1938-50 while the U.S. Army was training mountain fighters did not help matters much, either. In August 1950 Holy Cross National Monument was delisted and the lands re-absorbed into the National Forest. The cross is still there, in what is now White River National Forest, across the mountain lake known as the Bowl of Tears, and clearly visible from the Notch Mountain shelter.

Lake Texoma National Recreation Area

In 1943, the Red River between Texas and Oklahoma was dammed west of Denison, Texas, forming Lake Texoma reservoir behind the Army Corps of Engineers' Denison Dam. In 1946, with the support of U.S. Representative Sam Rayburn,

the USNPS took over responsibility for developing the recreation potential along the shore.

Unfortunately, there were problems—primarily economic ones. Most importantly, the recreation potential had been overestimated. Lake Texoma was simply too far at that time from major population centers, and there were numerous “intervening opportunities” for regional residents. While ambitious plans were never lacking, the funds for them—federal or private—certainly were. Of the many boating concessions granted around the shoreline, most went into bankruptcy. Some picnic sites were developed, but little else of substance evolved.

As a further constraint, the USNPS was adamant that its high standards would have to be followed if Texoma was to be developed under its administration. This was often incompatible with local visions of Texoma as a commercial enterprise.

Even though political support was available, the prospects for the area’s financial viability were just too limited. Conservatism prevailed, and in 1949 the USNPS turned control of Lake Texoma National Recreation Area back to the Corps, and delisted the unit.

Today, there are only two developed public recreation areas around Lake Texoma: Lake Texoma State Park on the western shore in Oklahoma, and Eisenhower State Park, just west of the dam, in Texas. Both are traditional camping, boating, and picnicking areas, and have cabins and lodges for more luxurious vacationing. There are also nearly 40 other campgrounds and about 20 private resorts at various points around the lake.

Lewis and Clark Cavern National Monument

This Montana unit is perhaps the most paradoxical of all in the delisted group. Because the caverns were initially developed by the USNPS and Civilian Conservation Corps under standard planning criteria, they could easily be mistaken for an active National Park System unit.

The surface lands above the caverns were granted to the Northern Pacific Railway Company in 1864 as part of an extensive land allocation. The caverns themselves were not discovered until 1892, when two local ranchers looking for their cattle happened upon an entrance hole. During the next ten years, any visits underground were informal.

Then, in 1902, a local mine manager named Dan Morrison took an active interest and began to invest time and money in cavern development. Unfortunately, Morrison never had or could obtain legal title to the property. This aspect was further complicated when the caverns were designated by President Theodore Roosevelt in 1908 as Lewis and Clark Cavern National Monument. The title issue was not resolved until May 1911, when the lands were formally surveyed and the park re-proclaimed by President Taft.

In 1919 responsibility for the caverns was assumed by the three-year-old USNPS and assigned to the superintendent of nearby Yellowstone National Park. Despite USNPS acquisition of the site, no development took place immediately. Visitation was still casual and informal; the caverns were never formally opened by the USNPS to public access.

Significant development of the caverns did occur when a CCC camp was assigned to improve the area

beginning in 1935. However, even while this was taking place, the caverns were turned over to the state of Montana in 1937. They became Morrison Cave State Park. Control never reverted to the USNPS. The caverns' name was changed to Lewis and Clark State Park in 1946, back to Morrison Cave in 1953, and finally to Lewis and Clark Cavern State Park in 1954. The park is west of Three Forks, Montana, and north of the Jefferson River Canyon, off of old U.S. Highway 10.

Mackinac Island National Park

There are bound to be exceptions to any classification scheme, and this is one of them. This unique delisted National Park, lying in the Straits of Mackinac between Michigan's two peninsulas, was both established *and* removed before the creation of the USNPS in 1916.

Initially designated in 1875, Mackinac Island National Park was never operated in the sense that the term implies today. Under War Department oversight, lots along the bluffs overlooking Lake Huron were leased to wealthy individuals for home sites, and the Army was the principal administrative force during the twenty-year life of the Park.

The focus of historical interest on the island, Fort Mackinac, was begun by the British in 1780, surrendered unfinished to the United States in 1796 under the terms of Jay's Treaty of 1794, and recaptured by the British during the War of 1812. John Jacob Astor made the island the northern headquarters of his American Fur Company in 1815. Although the fur trade declined steadily after 1840, the fort itself remained active throughout most of the period that the National Park existed.

During this time, thousands of visitors flocked to the island in season. The destination was widely featured in steamboat and railroad excursion leaflets and advertisements, and numerous resort hotels were developed, including the massive Grand Hotel, built in 1887 and still open for guests.

In 1894 the Army finally abandoned the fort and the island; the next year, the island was transferred to the state of Michigan for use as a state park. Today Mackinac Island remains a principal tourist destination, and is served by seasonal ferry connections from St. Ignace and Mackinaw City at either end of the Mackinac Bridge. On the island itself, the historic fort is well-preserved under the administration of the Mackinac Island State Park Commission.

Mar-a-Lago National Historic Site

This palatial mansion in Palm Beach, Florida, built on a site between the Atlantic Ocean and Lake Worth Lagoon, was offered as a donation to the federal government by its owner, Marjorie Merriweather Post, the cereal heir.

Originally, the mansion was proposed as a presidential retreat and a lavish guest house for foreign dignitaries. It is indeed an opulent setting: a 115-room Spanish-Moorish villa, with gilded 30-foot-high ceilings and columned cloisters, furnished with rare period antiques. A 75-foot tower affords a sea-to-ocean view, and a special tunnel leads under the beachfront boulevard to a private beach. The mansion, completed in 1927 after four years of work, is set in 17 acres of spectacularly manicured grounds. At times, a staff of over 70 was required to maintain it.

Unfortunately, continuing operating expenses—estimated to be between \$150,000 and \$250,000 per year—were deemed excessive, even if supported in part by Post's trust funds, and the foreseeable incompatibility with the surrounding exclusive residential area was always a concern.

Eventually, plans to employ the mansion as a guest house were abandoned, and the site was considered instead for development as a unit of the National Park System. Although Mar-a-Lago was designated a National Historic Site in 1969, it was never developed nor officially opened to visitors, and was finally delisted in 1980.

Millerton Lake National Recreation Area

In 1944, Friant Dam was built for irrigation purposes across the San Joaquin River in central California, at the point where the river enters the Central valley from the foothills of the Sierra Nevada to the east. Behind the dam, the 16-mile-long Millerton Lake was formed; around its shores, an 11,605-acre National Recreation Area was developed, first administered by the USNPS in 1945.

The period of USNPS control was short-lived, and the area was turned over to the state in 1957. Now known as Millerton Lake State Recreation Area, it is primarily used for camping, picnicking, and water sports. It lies 20 miles northeast of Fresno.

The National Visitor Center

This gratefully delisted unit is the most embarrassing in USNPS history.

In 1968, legislation was passed which authorized the conversion of much of the once-lavish Union Station in Washington, D.C., to a Na-

tional Visitor Center. The ambitious plans for the Center were all-embracing, including a "Welcome to Washington" audiovisual presentation on a 100-foot wall screen in a special viewing pit sunk into the floor of the former station; two 175-seat mini-theaters; a Discover America Hall of States; provision for medical, police, and travel assistance; an elevated parking garage for 500 cars; and a replacement rail station a quarter of a mile from the original site.

Unfortunately, the Center was in trouble from the start. Administration was divided among the Departments of Interior and Transportation, Congress, and the railroads. Actual conversion only began in 1974, and was rushed to sufficient completion for the Center to open on July 4, 1976, for the Bicentennial celebrations. The original budget of \$16 million escalated to as much as \$100 million by 1981.

By this time it was clear that the concept, its execution, or both, were disastrous. Visitors were almost nonexistent. The presence of homeless people gave the Center a dismal reputation. At the depths of the Center's distress, a massive roof leak led to the collapse of the ceiling, extensive water damage, toadstools growing on the carpeting, an invasion of pigeons, and closure in mid-February 1981. In December 1981 the USNPS was relieved of involvement. Union Station has since been restored as a subway station and shopping complex.

New Echota Marker National Memorial

By 1820, the independent Cherokee Nation had abandoned its earlier form of government by tribal council, and adopted a republican structure. In 1825 the Cherokee legisla-

ture adopted a resolution providing for establishment of a capital, to be called New Echota. For the next thirteen years, New Echota was developed and expanded into a thriving community, with its own court house and print shop for the tribal newspaper.

After the Cherokees were expelled from the Southeast in 1838 and 1839, the site fell into disuse, was plowed over, and ultimately "lost" by the turn of the century. Only scant knowledge of the location of New Echota existed even as late as 1930, when a National Memorial was established on 0.92 acres of donated land near Calhoun in northern Georgia. The Memorial was originally placed under War Department management. In 1931, a granite shaft was erected to commemorate the Cherokee capital, but the unit was obscure and rarely visited. The advent of USNPS control in 1933 did little to expand its impact.

Then, in the early 1950s, a group of citizens from Calhoun sought to determine the site of New Echota through archaeological investigations. They were successful, and purchased 200 acres of the former town area for development as a historic site. The National Memorial, which was actually not on the town site, was delisted in 1950 and turned over to the state of Georgia in 1952. The granite shaft is now on the 14th hole of the Elks Club Golf Course.

Today, New Echota is a well-developed historical attraction operated by the Georgia Department of Natural Resources. Extensive efforts have resulted in the reconstruction of Vann Tavern, the Print Shop, and the Court House, and a nearby missionary house.

Old Kasaan National Monument

If remoteness, rather than accessibility, were the principal criterion for retention on the USNPS ledger, then this former monument would never have been delisted.

Old Kasaan is a 38-acre site on the north shore of Skowl Arm, on the east coast of Prince of Wales Island, west of Ketchikan, Alaska. It was proclaimed a National Monument in 1916 by President Wilson to commemorate "historic aboriginal ruins," primarily a group of beachfront totem poles, of the Haida Indians.

Old Kasaan was so remote and inaccessible that it was little visited. No development was undertaken even after the unit was transferred from the Department of Agriculture to the USNPS in 1933. In 1955 it was delisted, jurisdiction reverted to the U.S. Forest Service, and the lands were incorporated into Tongass National Forest.

In the early 1970s, when it was finally recognized that the totems were being destroyed by years of continual exposure to moisture, the poles were moved from Old Kasaan to the Totem Heritage Center, a specially designed museum in Ketchikan.

Ironically, the original site is now comparatively easy to visit by means of the ubiquitous charter floatplane. Although the cost is relatively high, there is value indeed in witnessing the silent majesty of the encroaching forest's mossy embrace, and the few relict totems lying in decay.

Papago Saguaro National Monument

Passengers on final approach to Phoenix's Sky Harbor International Airport, and motorists driving along U.S. Highway 60/89, most likely give little more than a passing

glance to a group of bizarre sandstone outcrops four miles east of Sky Harbor in Tempe, Arizona. Yet the present Papago State Park and adjacent Phoenix Military Reservation contain the fascinating geological formations which were once part of Papago Saguaro National Monument, which existed from 1914 to 1930.

The monument of nearly 2,000 acres was set aside to protect "splendid examples of giant cacti and yucca palm, and prehistoric pictographs of archeological and ethnological value." Today, power lines, a canal, and railroad tracks detract from the scene, but if a viewer can mentally remove these and other developments from sight, the former monument can be visualized as "a bit of unchanged desert in the midst of the cultivated and really alien luxuriance of the Salt River Project."

St. Thomas National Historic Site

The structure housing fire and civil defense offices in downtown Charlotte Amalie, St. Thomas, is also Fort Christian, the oldest remaining building in the Virgin Islands. Dating from 1671 and completed in 1680, Fort Christian served as the hub of early Danish settlement on the island, housing the governor, the Lutheran ministers, as well as the fort garrison. It was also used as a fortification and a place of worship. In 1960, the area between Emancipation Park on the north, and the Marine barracks and Coast Guard station on the south, including Fort Christian, was designated as St. Thomas National Historic Site.

Although other structures commemorative of the period of Danish possession have been successfully restored and interpreted by the USNPS as Christiansted National Historic Site in nearby St. Croix, Fort Christian's

contemporary role apparently outweighed its historic importance, for no progress was ever made in developing the site. In 1975 the unit was dropped from the USNPS register and reconveyed to the Virgin Islands government.

Shadow Mountain National Recreation Area

Shadow Mountain is unique in this group: it is the only delisted unit fully developed by the USNPS and then transferred in its entirety to another federal agency for continuing operation. This property, adjacent to Rocky Mountain National Park, was developed under the USNPS's Mission 66 program under terms of an agreement signed with the Bureau of Reclamation in 1952.

The Colorado-Big Thompson project, a major Bureau undertaking, diverts water from the Colorado River Valley on the western slope of the Continental Divide to the eastern slope, where it is used for irrigation. Water from Lake Granby (elevation 8281 feet) is pumped up to Shadow Mountain Lake and Grand Lake (8366 feet) and then sent through the 13-mile-long Adams Tunnel under the peaks of the National Park to the Big Thompson drainage on the eastern slope of the Divide. Three reservoirs on the western slope—Willow Creek Reservoir, Shadow Mountain Lake, and Lake Granby—and the largest natural body of water in Colorado, Grand Lake, comprise the "Great Lakes" storage area of the project, and the basis for the 19,200-acre National Recreation Area. Boating, fishing, camping, and hunting are the principal activities at Shadow Mountain.

In 1978, a tract of land including Shadow Mountain National Recreation Area was redesignated as Ara-

paho National Recreation Area under Forest Service administration. Transfer of USNPS responsibility was made effective in 1979, and the unit formally delisted. Arapaho continues to be operated, however, virtually without change.

Shoshone Cavern National Monument

Shoshone Cavern National Monument, outside Cody, Wyoming, was discovered by one Ned Frost in 1908 and accordingly named Frost Cave. It was established sight unseen as Shoshone Cavern National Monument by President Taft in 1909. The enabling legislation referred to the cavern as being of "great scientific interest and value to the people of the United States" because it was "of unknown extent" with "many windings and ramifications and containing vaulted chambers of large size, magnificently decorated with sparkling crystals and beautiful stalactites, and containing impenetrable pits of unknown depth." Moreover, the cavern's location, east of Yellowstone National Park and on a major access route, suggested a promising future.

Despite these initial high expectations, Shoshone Cavern never fulfilled its oversold promise. The cavern did not come close to Carlsbad, Mammoth Cave, or Wind Cave in extent or quality of features. It was also relatively difficult to reach, the entrance being high up on Cedar Mountain, and was therefore never developed sufficiently to be opened to the public, either before 1933 or after, when the USNPS took over.

Internal reports of the 1930s and 1940s noted the limited resources and difficulty of development, and finally proposed abolishment of the unit. Recommendations included turning

the cave over to the state of Wyoming or city of Cody. The latter prevailed, and the unit was turned over to Cody in 1954. It was in turn developed and run privately until 1966, when it closed for good.

Sullys Hill National Park

Sullys Hill Park—commemorating General Alfred H. Sully—was established as a game preserve by presidential proclamation in 1904 within the boundaries of Devils Lake Indian Reservation in North Dakota. It was never officially designated as Sullys Hill *National Park*, but came to be regarded as such by being administered with other pre-USNPS units.

Sullys Hill was succinctly described as "a small park with woods, streams, and a lake. . . ." The 780-acre tract was well-wooded and in its southwest part was a small lake. There were no buildings or improvements of any kind. Legislation in 1914 and 1921 designated the unit as a game preserve and bird refuge, respectively.

The USNPS inherited Sullys Hill in 1916 with mixed emotions. It remained in the National Park System until 1931, when it was transferred to the Department of Agriculture for use as a National Game Preserve. Sullys Hill is now under the jurisdiction of the U.S. Fish and Wildlife Service. The area lies south of the town of Devils Lake. Small herds of buffalo, elk, and deer are found throughout the park.

Verendrye National Monument

This site is the only one delisted because the historical premise upon which it was based turned out to be false. Verendrye National Monument was designated in 1917 on about 250 acres of what was then Fort Berthold Indian Reservation in North Dakota.

It commemorated what was thought to be the point from which the French explorer Sieur de la Verendrye "first saw beyond the Missouri River" in 1738. By the mid-1920s it had become reasonably certain, however, that Verendrye himself had never reached the site. Yet his two sons had apparently camped there in 1742 on their expedition from present-day Portage La Prairie, Manitoba, and again in May 1743 on their return—covering territory sixty years before Lewis and Clark.

The lands comprising Verendrye National Monument were initially identified as the site because of their proximity to the Old Crossing of the Upper Missouri near the Mandan Indian village on the left bank. The National Monument included Crowhigh (or Crow Flies High) Butte, a regional landmark some 565 feet above the river.

In 1955, Lake Sakakawea began forming behind the Garrison Dam eighty miles downstream, eventually submerging the riverfront portions of the monument. Given that the unit's historic value was questionable at best, in 1956 it was abolished. Even though the waters of the Missouri have risen 200 feet, Crowhigh Butte remains the local high point. A state historical marker and crumbling concrete and pipe fence are the only surviving remnants of Verendrye National Monument. Yet the early morning panorama west from the Butte remains a spectacular sight, and a worthy point for tribute to the explorers whose arrival at the spot 250 years ago was considerably more challenging.

Wheeler National Monument

High on the southern slopes of the La Garita Mountains in southwestern

Colorado, above the headwaters of Bellows Creek, is a unique area of ancient volcanic dust deposits, sculptured and eroded into bizarre shapes by wind and rain. Local Ute Indians apparently used the area as a hide-out, and pointed it out to early Spanish explorers. An exploring party headed by John C. Fremont passed nearby in 1848-49, and Lieutenant George M. Wheeler and his team conducted extensive surveys in the vicinity in 1874, but neither party mentioned sighting the remote formations.

It was only in 1908, when a local rancher, Elwood Bergey, convinced the regional U.S. Forest Service supervisor to make an inspection, that the area received attention. The supervisor, a man named Frank Spencer, was sufficiently enthusiastic to recommend National Monument status to Forest Service head Gifford Pinchot. In the spirit of the times, Pinchot convinced President Theodore Roosevelt to accord the area this protection. Despite suggestions that the park be named after Fremont, Wheeler National Monument was proclaimed in December 1908 on 300 acres under Forest Service jurisdiction.

Not much happened to the site after that. In 1933, Wheeler was transferred to the USNPS, but its extreme remoteness doomed the park to benign neglect. In 1950 the National Monument was abolished and returned to the Forest Service, where it is now known as the Wheeler Geologic Area within Rio Grande National Forest. Access remains difficult today, and the formations, once reached, can only be explored on foot.

White Plains National Battlefield Site

The battle of White Plains, New York, was fought from October 28 to November 1, 1776, as General George Washington's patriot army, moving northward in retreat from Long Island and Manhattan, successfully delayed further advances by Sir William Howe's pursuing British force.

To commemorate various locations pertinent to this fighting, White Plains National Battlefield Site was proclaimed under War Department administration in 1926, and transferred to the USNPS in 1933. No federal lands were ever involved, and what little development there was, was limited to three descriptive markers. The Battlefield Site, such as it was, was dropped from USNPS records in 1956.

Two years later a group of local citizens organized the Battle of White Plains Monument Committee to identify, preserve, and protect as many of the relevant sites as possible. For a number of years the Committee sponsored an annual re-enactment of the battle, and they laid out a nine-mile Heritage Trail connecting all the principal points of interest.

CONCLUSION

This brief, nostalgic examination of the delisted USNPS sites leads to the conclusion that the periodic re-evaluations and selective parings of the past have not proved detrimental to the National Park System or to the properties themselves, and therefore future delistings should not be feared. Such a conclusion, which is certainly not an advocacy for wholesale deletions, is appropriate for several reasons.

First, the parings have been extremely selective. Only 24 units have

actually been deleted, and only 10 authorized without ever being established. Collectively, they represent less than 9% of all the units ever created.

Second, there is no geographic bias. The defrocked units are in 19 states, the Virgin Islands, and the District of Columbia.

Third, only one of the 34 units (Shoshone Caverns) is currently beyond general visitation or visibility.

Fourth, and most important, none of the units, except for the National Visitor Center (which was neither historic nor scenic) have lost their integrity as historic, natural, and recreational areas, even under diverse, non-USNPS administrations.

Are there any regrets?

Definitely. But not over their delisting *per se*. Rather, that the demonstrated developmental and interpretive skills of the USNPS staff were never fully applied to these sites so as to preclude their delisting. But that is a regret which could be voiced at countless locations, including numerous sites currently within the National Park System.

As the System has grown, particularly in recent years, quality development and interpretation have fallen behind. Major units have deteriorated, and minor units have been neglected or left in a state of partial completion. This is the greatest tragedy, for high standards and selectivity have made the U.S. National Park System great. Endless expansion of the System is not only utterly impractical, but ultimately self-defeating, as quality inevitably suffers as quantity increases.

Because of the demonstrated interpretive skills of the USNPS staff, every National Park System unit theoretically has the potential for quality development and significant

public benefit, if these skills are fully applied. Yet funds for these purposes are not unlimited: when Congress fails to appropriate or the USNPS fails to budget the amounts necessary to support acceptable development of a unit or units, such sites may ultimately warrant reconsideration. Moreover, national tastes and interests are constantly changing.

This suggests the need for a continual review of priorities, rather than an automatic policy of cumulative retention, as a means of maintaining overall System integrity.



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With particular thanks to Duncan Morrow, for years of invaluable assistance; to Herb Evison, whose long career with the USNPS spanned the lifetime of many of these units; and to David Nathanson, Barry Mackintosh, and Ed Bearss, who keep careful eyes and ears on Park Service historical matters.

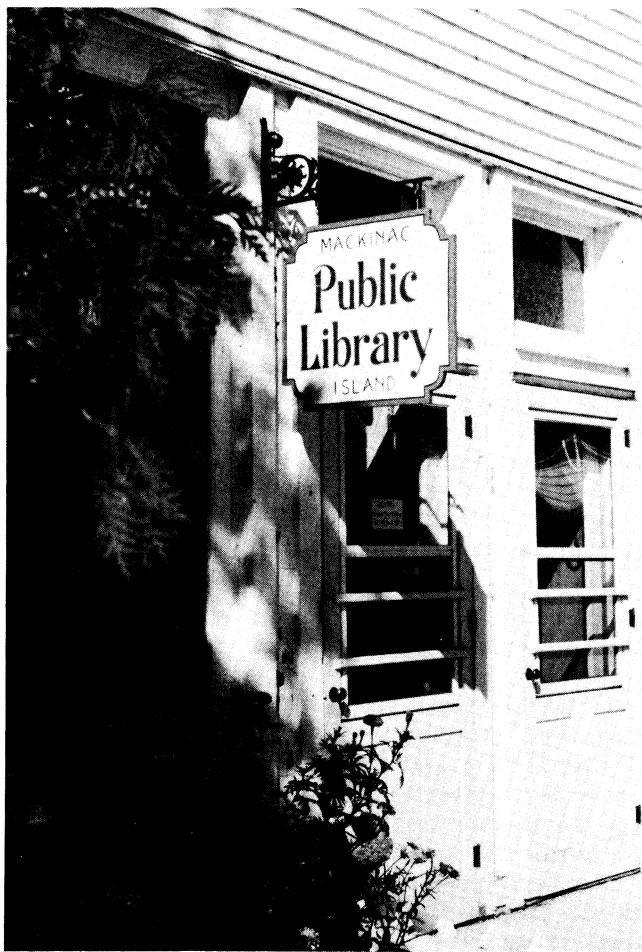


Photo by Charles Eshbach

Charting a Course for the 1990s: A Summary of the El Paso Conference

Thomas M. Gavin

**USNPS Western Regional Office
1990 Conference Co-Chair**

With the Society's Sixth Conference on Research and Resource Management in the National Parks and Equivalent Reserves behind us now, I would like to summarize the results and my thoughts on the conference.

Let me begin by stating that my general impression of the conference is that it was well-organized, well-attended despite national budget uncertainties and travel restrictions, and highly successful. Most people seemed to find that El Paso and the Westin Hotel provided a perfect cultural setting for the conference. The hotel staff did a terrific job in accommodating our membership, and the park staff at Chamizal National Memorial were outstanding hosts

and most helpful throughout the week.

On the final day of the conference, participants were given a ballot containing the issues raised during the week's concurrent workshops and asked to choose the five most important. The following issues, along with others identified in the Society's Strategic Plan (currently being developed by the Board of Directors), will form the basis for the Society's platform for the 1990s:

- *Global Climate Change*
- *Fauna: Population Dynamics and Management*
- *Monitoring Needs, Principles, and Techniques*
- *Communicating Threats: Considerations for Success*
- *External Influences and Considerations for Ecosystem and Political Boundary Management*

At the end of this summary is a listing of issue statements written during the remainder of the more than 20 concurrent workshops held during the conference. There were also several write-in issue statements received during the balloting, but none received enough support to surface as a Society platform thrust.

Judging from the five platform issues selected, it would appear that the membership is becoming much more diversified with respect to its management, cultural, and interpretive interests; a move away from the pure science emphasis that the Society has been associated with in past years. This, I feel, is a reflection of healthy growth within the Society and by its nature is most appropriate for an organization that bears the name of George Wright. At least four of the issues (climate change, moni-

toring, communicating threats, external influences) are universal in nature in that they apply equally to both cultural and natural resources. It is also clear from the voting that while the Society is concerned about events taking place outside of our preserves, it hopes to counter such threats through the power of science and data collection rather than through a political approach which in the long run could conflict with the original intent of the Society's charter.

As conference co-chair, I am recommending that the Society use its human and fiscal resources to achieve goals tied to one or all of the platform issues adopted in El Paso, and that these issues be emphasized throughout the Society's Strategic Plan. These are the issues, as identified by the concurrent workshops, along with suggested actions that will enable the Society to counter them:

Workshop A3—Global Climate Change

Issue: Global climate change threatens not only parks and reserves, but the integrity of the entire biosphere in which our cultural and natural heritage has evolved. This threat, therefore, subsumes all others and should be considered as a platform initiative.

Action by GWS: Inventory and establish baselines; coordinate research; standardize methods; select indicator systems and species; identify long- and short-term sensitive processes; preserve biodiversity. **Education:** Develop educational tools to explain the causes and risks of global climate change. **Government:** Lead by example.

Workshop B1—Fauna: Population Dynamics and Management

Issue: Development, both existing and planned, may contribute to unanticipated resource impacts and human/wildlife conflicts. (For example, facility placement at Big Bend National Park may contribute to mountain lion attacks. Snowplowed roads in Yellowstone National Park provide energy-efficient routes for bison to travel on during winter months. This allows for greater ease in accessing winter feeding areas which *may* contribute to less natural mortality and subsequent population increases.)

Action by GWS: Establish a small grants (competitive) program that provides dollars on an annual basis for research and development leading to techniques which could anticipate or resolve development-related faunal conflicts.

Issue: Most parks are increasingly becoming biogeographic islands. This can be both a direct threat to park fauna and increase the opportunity for conflict with park neighbors.

Action by GWS: Support funding for research on population viability analysis, especially as it relates to numerically small populations.

Issue: Understanding of faunal population dynamics lags behind state-of-the-art technology which could be employed and developed to enhance that understanding.

Action by GWS: Develop a fund to purchase specialized equipment and data analysis. For example: radio telemetry, video recorders, computer software for data analysis, DNA probes, and fingerprinting.

Statement of Principle strongly recommended by workshop partici-

plans for the GWS to consider as a platform issue: "Biodiversity and ecosystem integrity are the highest and best goals within the USNPS mandate. GWS should support these both scientifically and as a goal for public education."

Workshop C2—Monitoring Needs, Principles, and Techniques

Issue: Ignorance of resource conditions is the greatest threat to the integrity of parks and their intrinsic values. Identifying and defining changes in resource conditions, i.e., monitoring, is fundamental to park protection and preservation.

Action by GWS: 1. Encourage development of better ways to acquire and communicate knowledge of resource conditions, such as: (a) produce a video presentation of GWS meetings, indexed by presentation, that would be widely available via a tape library; (b) provide a professional publication outlet for presentation and evaluation of monitoring methodology. 2. Encourage development of objective measures of accountability for knowing resource conditions. Establish professional criteria for measuring resource conditions via formal peer review/discussion and publications.

Workshop D1—Communicating Threats: Considerations for Success

Issue: The failure to effectively communicate threats to a wide audience hampers and may even doom the mission of parks and reserves not only in the USA, but around the world. A major effort is needed to educate people about threats to parks.

Action by GWS: The George Wright Society should assist in developing strategies for integrating research and resource management information on threats into public relations, interpretation, and communication activities of the NPS. Such strategies should include ways to link specific threats with global resource issues and provide various means of taking explicit action for reducing the seriousness of the threat. Examples of strategies might include the development of "research interpreters," identifying methods for targeting audiences with facts and emotional information, and publishing the research abstracts and platform of the GWS to a wider audience.

Workshop E1—External Influences and Considerations for Ecosystem and Political Boundary Management

Issue: Parks are not independent biotic units by virtue of their boundaries and size. Global, national, state/provincial, local, and individual actions, uses, and impacts are real or potential threats to the purposes and resources of every protected area in the world. Park managing agencies lack: legal/ administrative authority; fiscal, technical, and human resources; and the sociopolitical prominence to assure the long-term safeguards for the protection of park values and resources.

Action by GWS: The George Wright Society should include in its position statements strong support for aggressive involvement by the USNPS in comprehensive planning strategies for adjacent/related lands. The resolution should recommend policy directives, funding initiatives, and

employee support and development.

In addition to the recommendations above, I would like to submit the following list of more specific action items which surfaced during the conference and would appear to be practicable within the present sphere of our platform:

In support of platform item A3:

Devote a future Society conference to the issue of global climate change, with *solicited* international participation by representatives of other environmental organizations and government agencies with formal positions and action plans on the issue. Provide matching grant funds for the research and development leading to the publication of standardized methods and the identification of indicator species to monitor global change.

In support of platform item B1:

Have the Society lend the specialized equipment referred to above (software, DNA probes, etc.) to universities, agencies, and other users.

In support of platform item D1:

Devote a complete issue of the *Forum* to strategies for communicating threats. Encourage a more aggressive and visible public representation of the Society to formally present a "Society position" on different threats—both their causes and effects. Develop a proactive posture as a Society through the development of threat-related Society "white papers," suitable for publication.

In support of platform item E1:

Provide formal Society comment on park and reserve protection plans, urban development plans, etc., as they relate to new park acquisitions or expansion. Impress on the membership the importance of becoming active on planning commissions and within their work environment to work for the long-term protection of park values and resources.

In addition to the action items listed above, I would like to recommend that the Board of Directors create a working committee which would meet annually to discuss the Society's progress as it relates to platform issues. Additionally, this committee would provide a continual source of recommendations to the Board on related opportunities for Society involvement and full implementation of platform initiatives.

Attendance & New Memberships

According to a count of registration forms, 252 people attended the conference. This seems low. Our general impression was that 300+ attended.

Jonathan Bayless and Stephanie Toothman signed up 101 new or lapsed members. In addition, 10 others signed up directly at the registration desk, for a total of 111.

Awards

Robert Moon received the Francis Jacot Memorial Award, given by the Society for outstanding contributions to natural resources management programs in national parks and equivalent reserves. Since 1980 Moon has been the Chief of the Division of Resources Management at Joshua Tree National Monument in California. Previously, he held positions

with the University of California and the College of the Desert. He holds an M.S. in Ecology from the University of California at Irvine. The award was presented to Moon for his outstanding work in vegetation and fire management, and his work with the endangered tortoise at Joshua Tree.

Finances of the Conference

The Society spent about \$33,100 directly on the conference. This figure represents direct expenditures only; a sizable portion of other expenditures by the executive office, such as salaries, utilities, and office supplies, could be attributed to the conference. When all invoices are paid, the Society will have received about \$28,400 in conference receipts, leaving a difference of \$4,700.

Conclusion

As I stated in my closing remarks to the Sixth Conference, it is unrealistic to believe that the Society can completely resolve any of our platform issues, especially within the next decade. However, I hope that at the end of the decade, when we ponder our platform for the year 2000 and beyond, that we can reflect on our recent accomplishments and demonstrate that the Society has *contributed* its resources in a fashion which lessens the impacts of the issues identified within our platform.

Let me take this final opportunity to thank the Board of Directors and my co-chair, Frank Smith of Chamizal, for all your support and guidance over the last two years. As I consider the successes of the Sixth Conference, I look forward to the implementation of our platform over the next decade and hope that the Seventh Conference will be designed with these platform issues in mind.

APPENDIX

ISSUE STATEMENTS AND SUGGESTED ACTIONS FROM OTHER WORKSHOPS

A1—Deteriorating Air Quality: A Universal Legacy

Issue: Deteriorating air quality poses a threat to not only our national parks and reserves but to all organisms on this planet. To reverse this trend will take a monumental effort from humankind in general; the GWS can contribute to this effort by adopting this issue as a platform initiative for the next decade.

Action by GWS: Assess within-park pollution sources, including campfires and other wood-burning sources, concession and government facilities, and transportation sources. The aggregate may be locally significant enough to influence regional air quality values. Traditional campfires may have to be curtailed at times, but this may better focus the concern of the public about wildland air quality, which in turn might result in greater movement from apathy to action. Improve information regarding research to all principals with emphasis on standardization of monitoring and research protocols between cooperating agencies. This would include the sharing of successful mitigation strategies to assure that air quality resources are being directed toward the highest needs, while reducing the chance of costly duplication.

A2—Toxins in Our Preserves

Issue: Toxins are an insidious threat to biotic resources in the parks through the process of biomagnification. Their effects are chronic and often not easily detected. The

GWS recognizes this as a potentially significant resource hazard that has been relatively unrecognized in the parks. Managers must become more aware of the need to conduct baseline surveys of their biotas with emphasis on top trophic level organization.

Action by GWS: The Society should meet this need by taking steps to increase awareness of the threat of toxins in our preserves by sponsoring publications and workshops on this issue.

B2—Flora: Disturbances to and Successional Patterns of Selected Native North American Plant Assemblages

Issue: The lack of systematic review and evaluation of vegetation management programs threatens the long-term integrity of park ecosystems. Examples include prescribed fire objectives (season of burns), method of prioritizing exotic species problems and responses, equilibrium-based management strategies, natural fire management policy, poorly defined USNPS role in efforts to maintain successional species. [No actions specified.]

Issue: The lack of a synthetic, holistic, ecosystem perspective in problem-solving frequently results in spillover effects or impacts to other system components. Examples include: removing hazard fuels during seasons when burning is comfortably controllable may result in changes in forest composition or structure, removing feral or domestic herbivores may unleash exotic species or alter fire regimes.

Actions by GWS: Encourage a broad-based review of action programs, systematic monitoring, and in

creased exchange of knowledge at all levels.

Issue: The lack of basic information, including inventory, population and system dynamics, vegetation history, and human influences, prevents formulation of management strategies that can be expected to efficiently and cost-effectively meet important goals. Examples: How to mitigate impacts of air pollution with status dynamics of many basic components, how to effectively remove exotic species without tremendous counter-direction system responses, and how to maximize efficiency and lower costs, are all unknown.

Issue: Variable and sometimes conflicting vegetation management missions and directives result in seemingly incompatible management requirements. Without clarification, widely divergent vegetation management perspectives will evolve at parks experiencing similar challenges. Example: Maintaining specific successional species, maximizing biodiversity, and permitting process-driven ecosystem dynamics are not necessarily congruent concepts, yet all are generally perceived to be policy directives. A park may choose to favor one or the other.

Actions by GWS: Develop guidelines to assign specific USNPS units or portions of units a primary vegetation management perspective, defined to be either: (a) process-driven; (b) process-driven but combined with restoration actions to mitigate human impacts, or (c) specific "landscape goals," such as preserving a given species.

C1—Geographic Information System (GIS) in Our Work Place

Issue: The natural and cultural resources of public and private lands experience continual direct and indirect changes, many the result of human activities. It is absolutely necessary to determine and monitor these resources through a computerized system available to and usable by all resource managers at a reasonable price.

Actions by GWS: The GWS should endorse and promote the adoption and continued use of GIS for documenting resources. Specifically, the GWS should: Inquire of the USNPS Director his definite beliefs and expectations in the next 3 to 5 years. Encourage expansion of the USNPS planning budget to ensure that GIS is adequately promoted and funded. Help develop a cadre of GIS specialists to retain at present and build on our expected future investment. Encourage better GIS education for *all* managers. Work with and develop federal, state, and local government and private organizations into a coalition supporting and promoting the use of GIS in management actions where necessary. Urge consideration of effective alternatives for other automated programs, and infuse GIS into them where beneficial and feasible. Encourage that successful GIS programs be applied in areas such as personnel, data, hardware, etc. Work to make sure GIS is not applied to wrong issues, but emphasize that it *must* be a part of any comprehensive planning strategy. Urge that GIS be used in life-cycle management—it can hold “all of the story.” Help maximize the analytical capability of

GIS to effectively communicate our needs and concerns—a picture’s worth a thousand words. Now that we started it, let’s use it. Use GIS as a means to an end; it is not the end itself.

C3—Measuring and Maintaining Watershed Integrity: A Key in Predicting Ecosystem Demise

[Statement of issue and suggested actions not received in time to put on ballot.]

D2—Communicating Threats: Dispelling Apathy

Issue: Ignorance and apathy threaten resources in a variety of ways. They are the catalyst that creates a reaction producing misunderstanding, political inactivity, or vandalism. At times they are the reaction to problems. Bureaucracy creates apathy. Whether the root or the branch, the tree of ignorance or vine of apathy produce a bitter fruit of lost resources and opportunities, surrender without struggle, and dissension.

Actions by GWS: Advocate a public education requirement as part of all research and resource management programs that will define in simple terms the goal of the program before it begins and a summary of the work when completed. Express support for the increased emphasis the USNPS has given to public involvement, cooperation with park neighbors, and cooperation with local, state, and federal government organizations. Encourage team-building activities in the operational divisions of field areas and central offices to ensure that barriers are broken down and channels of communication opened and maintained. The goal is to develop

wide support for and understanding of resource preservation.

D3—The Columbus Quincentenary: A Medium for Intercultural Exchange and Understanding

Issue: The opportunity may be lost to educate the public regarding the dramatic effect the European encounter had upon the social and natural environment of the New World.

Actions by GWS: To ensure substantive benefit from the Columbus Quincentenary, the Society should take an active role in the development of ongoing programs of cross-cultural and interdisciplinary studies regarding the pre- and post-Columbian social and natural environment. The Society should encourage the exploration of non-traditional means to accurately and meaningfully communicate cultural sensitivity.

E2—Internal Ramifications: Use or Abuse?

Issue: Natural and cultural resources in parks and reserves have been compromised by recreational and commercial use.

Actions by GWS: Identify and assess recreational and commercial activities (e.g., rock climbing, aircraft overflights, audio disturbance, developments) which impair and degrade tangible and intangible resources consistent with USNPS mandates. Increase information gathering to determine the level of impacts, and devise mitigation strategies. Improve communication and education concerning these impacts and USNPS mandates.

F1—The US National Park Service and the Human Remains Issue

Issue: Nurturing and respecting cultural diversity is just as important to the welfare and success of parks as is protecting ecosystem integrity and biodiversity. The past debate on the repatriation issue manifested many of the threats to cultural diversity, including a lack of cross-cultural sensitivity, the difficulty of promoting a multicultural ethic, and mutual distrust among different interest groups. [No actions specified.]

F2—Restoration Successes and Failures

Issue: Many USNPS units have severely degraded natural systems. Sources of disturbance include mining, construction, and cattle grazing. Many disturbances predate the creation of the unit, while others are associated with recent developments. Without intervention, many sites will not be restored naturally. In fact, without stabilization many sites continue to deteriorate. Therefore, restoration based on solid research is critically needed.

Actions by GWS: Develop a position on pending legislation, such as new mining law, with provisions for restoration. Develop a position in favor of mining rights acquisition in areas such as Alaska. At the next conference, create a panel made up of key authors of the vegetation management sections of NPS-77 and the USNPS Western Region's *Handbook for Revegetation in the Western Region* to address emerging restoration issues. Devote one issue of the *Forum* to restoration successes.

F3—Let's Talk Non-Renewable Resources

Issue: *Documentation and Information:*

The integrity of cultural resources (archaeological sites, structures, museum objects, landscapes, and ethnographic resources) is threatened by: insufficient resource inventory, lack of planning documents (e.g., collection management plans) and resource condition assessment, and insufficient monitoring. *Physical Threats:* Resources are threatened through uncontrolled development on adjacent lands, vandalism and looting, erosion through natural and human-made causes, inadequate storage and environmental controls for collections, and the lack or loss of archival records related to cultural resources and treatments.

Actions by GWS: Work with and support the strategic planning effort of the USNPS to address these threats, as follows: promote the development and transfer of technology to solve cultural resource preservation problems; increase the use of partnerships with federal, state, and local governments to plan for and protect against external threats to park resources; make preservation of cultural resources an interdisciplinary concern and function; protect and retain the archival record of resources and management actions; reduce security and fire risks to collections; increase emphasis on public education and employee training; increase law enforcement efforts against vandalism and theft; and encourage broader participation of cultural resources staff and other programs, such as maintenance and law enforcement, in the Society.

G1—Policy, Politics, Problems, and Progress: Issues and Roadblocks

Issue: Issues affecting but not controllable by park authorities threaten to nullify our efforts. This threat is exacerbated by the fact that land management agencies lack specific legal mandates to deal with these emerging issues.

Actions by GWS: Issues larger than the parks are overtaking them. The Society needs to advocate that the USNPS be given a broader mandate and a refocusing of its mission to meet these new threats. The Society should urge the USNPS to undertake a proactive education program with interpretation, public involvement programs such as Earthwatch, and school programs. The Society should encourage the USNPS to develop broadly coherent, systematic approaches (handbooks) to foster consistency in management policies and actions for the future.

G2—Policy, Politics, Problems, and Progress: Progress Reports

[Statement of issue and suggested actions not received in time to put on ballot.]

G3—Policy, Politics, Problems, and Progress: International Developments

Issue: Natural and cultural resources are threatened by limited communication across political boundaries. Limited projects accomplished or in the planning stage have demonstrated that sharing of data, research, and methodology is practical and economically beneficial.

Actions by GWS: Encourage the immediate establishment of a central repository to collect available journals, research reports, and

project data from other nations, and disseminate to central offices and field areas translated abstracts of material collected. Express concern to the U.S. Department of the Interior that unrealistic international travel restrictions, especially for field researchers, field interpreters, and field resource managers, endangers their ability to develop cooperative relationships to meet resource threats. Express support for a formal, greatly increased, systematic approach to international exchange: peer-to-peer, agency-to-agency, and nation-to-nation.

Issue: Inadequate understanding of the cultural relationships within the preservation-utilization continuum may significantly decrease the levels of achievement in international resource management projects.

Actions by GWS: Encourage the USNPS to take the lead in developing training and publications addressing the broad cultural differences involved in international resource management projects, recognizing that these differences may otherwise be exceptionally significant barriers to successful resource management in continent-wide and planet-wide projects.

Special Recommendation: The Society, through communications with Congressional leaders and administrative departments, voice its unequivocal support for strong enforcement of the Unesco Convention on the repatriation of national treasures and cultural properties on the part of the federal government, and strong enforcement of all laws relating to this Convention.

A sampling of write-in issue statements & suggestions:

"The GWS believes the highest values of the U.S. National Park System are embodied in a mandate for protection and preservation of natural and cultural resources, above all other uses." [Appeared on seven ballots.]

"Failure to have good interpretation programs in parks will lead to public apathy and loss of support."

"The greatest effect to preservation of resources in the USNPS would be to change the organizational structure, similar to the military, so that professionals would report to line management administratively but report to their discipline for the professional aspects of their position."

"Provincial, territorial behavior on the part of park scientists threatens the scientific credibility of park science. This issue is avoided if scientific research is competed in a national peer-reviewed program like that used by the National Science Foundation, National Institutes of Health, Environmental Protection Agency, Department of Energy, etc."

"Minimum academic requirements are needed to professionalize the USNPS."

"The USNPS needs to define with precision its resource management goals and objectives, and improve its ability and willingness to address those goals on a regional rather than a park-by-park basis."

"The GWS should cultivate private funding sources (e.g., The Nature Conservancy) to acquire inholdings (private property rights) within park boundaries when the USNPS identifies acquisition as the preferred course of action. This

should include mineral rights and water rights as well as surface land ownership."

"The GWS recognizes that the inability of management to take strong stands on controversial issues to protect resources endangers those resources. GWS should provide support to management to defend controversial stands in defense of

park resource—stands which uphold the spirit and the letter of the [USNPS] Organic Act."

"The GWS should take a position supporting U.S. efforts at addressing the global overpopulation issue. Considering the inability of government employees to speak out, GWS could make a difference."



Mark your Calendar now for the 1992 George Wright Society Conference. The week indicated below, while somewhat tentative at this writing, is fairly certain. Where? Jacksonville, Florida. Keep tuned—final arrangements will be made known as soon as *the word* becomes available.

NOVEMBER 1992

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FIRST WEEK IN NOVEMBER 1992—GWS SEVENTH CONFERENCE—JACKSONVILLE, FLORIDA

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Thanksgiving

29	30
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Protected Areas and Human Survival: Enhancing the Role of Conservation in Sustaining Society

***A preview of the Fourth
World Congress on
National Parks and
Protected Areas
February 10-21, 1992
Caracas, Venezuela***

**by the
International Union for
Conservation of Nature and
Natural Resources (IUCN)
Gland, Switzerland**

INTRODUCTION

Our species entered the industrial age with a population of one billion and with biological diversity possibly at an all-time high. Species and habitats were freely available for people to exploit.

Our species has flourished. The human population is now over 5 billion, and still growing. This is a time of extraordinary change in the relationship between people and biological resources, because our numbers are expanding exponentially at the expense of wild species and habitats. Human activities are progressively eroding the Earth's capacity to support life at the same time that growing numbers of people are making ever greater demands on the planet's resources. As the World Commission on Environment and Development pointed out in their report in April 1987 [*Our Common Future*, Oxford University Press], the combined destructive impacts of a poor majority are rapidly eroding the buffer that has always existed, at least on a global scale, between human resource consumption and the planet's productive capacity.

Maintaining maximum biological and cultural diversity assumes far greater urgency as rates of environmental change increase. Diversity in genes, species, ecosystems, and resource management systems provides the raw materials for adapting to changing conditions. But the erosion of the planet's life-support systems is likely to continue until human aspirations come more into line with the Earth's resource capacities, thereby becoming sustainable over the long term. The problems of conservation therefore cannot be separated from the larger issues of social and economic development.

Growing public concern about the environment is convincing politicians that the issue is no longer whether conservation is a good idea, but rather how it can be implemented under the social, economic, and political constraints within which conservation organizations must operate.

We are at a crossroads in the history of human civilization. Our actions in the next few years will determine whether we take a road towards a chaotic future characterized by over-exploitation and abuse of our biological resources, or take the opposite road toward maintaining biological diversity and using biological resources sustainably. The future well-being of human society hangs in the balance.

As a contribution to a more productive future for the planet, the Fourth World Congress on National Parks and Protected Areas will help ensure that representative examples of the world's natural habitats are effectively managed for the sustainable benefit of both people and nature. This specific contribution from the Congress must be integrated with wider programs designed to achieve global harmony between humanity and the natural world, to be considered *inter alia* by the United Nations Conference on Environment and Development in June 1992 in Brazil.

CONGRESS OBJECTIVES

The goal of the Congress is to promote the effective management of the world's natural habitats so that they can make their optimal contribution to sustaining human society. The specific objectives of the Congress will be to:

- *Assess the current status* of the protected area estate, and review progress since the Third Congress in Bali in 1982;
- *Demonstrate the value* of protected areas within wider strategies for the conservation and sustainable use of the Earth's natural resources;
- *Expand the rationale* for the various categories of protected areas and demonstrate the contribution

each can make to conserving biodiversity and sustaining society;

- Promote the concept and tools of *regional planning*, with conservation of biological diversity as a key dimension, thereby demonstrating that protected areas can be a focal point of much more broadly based *rural development initiatives* which can bring genuine benefits on a long-term basis to rural communities;
- Greatly *expand the constituency* for protected areas by identifying productive partnerships with a broad range of other sectors;
- Consolidate the *global system of protected areas*, identify gaps in coverage, note the vulnerability of the system to climate changes and social pressures, and develop a system for assigning priorities for action;
- Further develop a *system for monitoring* the status of protected areas, both nationally and internationally;
- Strengthen the *application of science* to protected area management issues, including the design of protected area systems, management of threatened species, reintroductions, the relationship between *in situ* and *ex situ* efforts, control of exotic species, and restoration of degraded ecosystems;
- Develop improved concepts of *protected areas in coastal and marine habitats*, taking full account of the distinctive ecological features of the marine environment and leading on to encouraging creation of additional such areas;
- Greatly increase *international support* for protected areas as an integral part of national development efforts, and enhance the

financial means available to manage protected areas;

- Develop and transmit *a message to the United Nations Conference on Environment and Development* regarding the value of protected areas in the wider strategy for global sustainable development; and
- Agree on a *Global Plan of Action* for achieving significant progress in protected area management over the next decade.

PREVIOUS CONGRESSES

The first two National Parks Conferences (in 1962 and 1972) helped to lay the foundations for the selection, establishment, and management of protected areas, improving information about such areas, enhancing the professionalism of those involved in their planning and management, and strengthening the international network of experts involved in protected areas.

Since the publication in 1980 of the World Conservation Strategy by IUCN, the United Nations Environment Programme, and the World Wildlife Fund, the role of protected areas in sustaining society has been made much more explicit, through recognition of the vital functions which they play in conserving biological diversity and maintaining ecological processes. This expanded awareness of the values of protected areas led IUCN and its partners to elevate the meeting to a Congress, a meeting of professionals which is convened on a regular basis to agree on a course of action. It was also agreed that a third meeting—the first to be called a Congress—needed to include other kinds of protected areas, a principle that was carried forward in the work of that Congress, held in Bali, Indonesia, in October

1982. The Bali session was the first such congress held in the developing world and began to examine the relationships between protected areas and sustainable development. In the words of the World Commission on Environment and Development, "The Bali Congress demonstrated the many contributions that protected areas, managed in the modern way, are making to sustaining human society." The Congress concluded with the adoption of:

- Twenty resolutions which focused international attention and action on the needs of protected areas;
- The Bali Declaration, a short statement of participants' views on the vital importance of protected areas; and
- The Bali Action Plan, a detailed set of objectives and activities for IUCN and others to undertake in the ensuing ten-year period. A "mid-term review" of the Action Plan produced by IUCN in late 1987 demonstrated the numerous solid achievements that came out of the Bali Congress.

The Bali Congress also generated three major publications: *National Parks, Conservation, and Development* (Smithsonian Institution Press, 1984), which contains a series of papers on how the world's protected areas are contributing to sustaining society; *Managing Coastal and Marine Protected Areas* (IUCN, 1985), which provides the basic manual for planning and managing protected areas in these habitats; and *Managing Protected Areas in the Tropics* (IUCN/UNEP, 1986), which provides the basic protected area management manual for much of the terrestrial world. Numerous shorter publications and journal articles were also generated.

In recognizing that the state of conservation is constantly changing, and that changes were likely to accelerate in the subsequent years, the Bali Congress called for a Fourth Congress in 1992, and agreed that it should take place in Latin America.

THE AUDIENCE

While the three previous congresses primarily involved the professionals directly concerned with protected areas, the Fourth Congress will also aim to reach out to and influence the numerous other sectors which affect protected areas. These include those who depend on the genes, species, and ecosystem services provided by protected habitats (indigenous people, agriculture, forestry, fisheries, pharmaceutical and other interests) as well as those who require wildlands for other purposes (water, timber, wilderness, tourism, etc.). Since financial support for protected areas is a major concern of the Congress, numerous donor agencies will be invited to participate. A major effort will be made to involve the private sector as well, including non-governmental conservation organizations, relevant industries, indigenous peoples' groups, and local resource managers. Economists and land-use planners will be invited, so as to enhance the flow of ideas between professionals concerned with protected area management and those concerned with wider conservation concerns. Attendance of 800-1,000 participants from outside Venezuela is projected; participation will be by invitation only.

VENUE, DATE & SPONSORSHIP

The Congress will take place in Caracas, Venezuela, from 10 to 21 February 1992.

As with previous congresses, IUCN will be the organizer, in close collaboration with the Host Government (as represented by Venezuela's Ministry of the Environment). Co-sponsors will include UNEP, Unesco [United Nations Educational, Scientific, and Cultural Organization], FAO [Food and Agriculture Organization of the United Nations], the U.S. National Park Service, and the Federation of Nature and National Parks of Europe; numerous others will be invited to be co-sponsors, especially from among the members of IUCN.

PROGRAM CONTENT AND APPROACH

The Fourth World Congress on National Parks and Protected Areas will be a technical meeting which concentrates on how protected areas can better contribute to sustaining societies. It will seek to bring those concerned with professional management of protected areas together with a larger audience of potential supporters. It will therefore include both plenary sessions designed to involve this larger community, and technical workshops which are designed to promote a better future for protected areas and to support protected area managers in their efforts to manage their areas more effectively.

In the time between now and February 1992, numerous activities carried out by many organizations in all parts of the world will be addressing the major challenges to conservation across a broad front. The Congress will build on such action, and bring it to a stage of maturity such that Congress participants will be able to develop a body of principles, practice, and examples for solving a broad range of conservation

problems in the decade of the 1990s and beyond.

It is intended that the Congress be participatory. In principle, every participant should be expected to make both written and verbal contributions to the outputs of the Congress. This calls for a Congress with relatively few plenary sessions and many workshop and other participatory sessions. In summary, the Congress is envisaged to include:

Plenary Sessions

- "Major Protected Area Issues of the 1990s." These papers will provide an overview of the development and conservation context within which protected areas must fit, and identify both obstacles and opportunities for protected areas. They will provide the foundation for many of the workshop sessions that follow.
- "The Contributions of Protected Areas to Sustaining Society: A Global Review." This session will include an overview on the subject, followed by nine geographically based reviews which assess current status, relations with development, and future directions. Each review will highlight areas of particular concern to that region. It will establish a factual basis for the Congress.
- "Expanding Partnerships in Conservation." Many sectors outside of traditional conservation have intimate ties with natural areas. This session will bring leading figures from these sectors to suggest how new or strengthened alliances could be formed. This will be a major outreach session.
- "Protected Areas in Latin America and the Caribbean." A spe-

cial session designed by the Host Country and its neighbors, to give participants a summary of current status and trends, innovative approaches to conservation problems, obstacles to conservation, and other issues of concern.

- A Concluding Plenary Session to receive summary reports from workshops, adopt recommendations and the Action Plan for Protected Areas, adopt a Declaration for transmittal to the United Nations Conference on Environment and Development, and see a closing summary address by the Congress' Secretary General.

Workshops

The workshops will each involve producing a product, often based on significant participatory work. Because the workshops are expected to be participatory, they must be relatively restricted in size; numerous parallel sessions will be held so that all participants will find subjects of interest. Addressing terrestrial, wetland, and marine protected areas, the workshops will be based around four themes:

- "Building Partnerships for Conservation." Workshops under this theme will go into the practical details of how productive new linkages can be forged between protected areas and other sectors of society, building on the premise that substantial protected areas are an essential part of the development process if it is to be sustainable. Workshops will also identify mechanisms for increased international support, including means of increasing funding, investment opportunities for banks and donors, and international conventions.

- "Social, Economic, and Political Issues." These workshops will seek to incorporate the concepts of sustainable development (a series of social, economic, and political ideas which are aimed at building consensus for forms of development which do not destroy the environment), thereby enabling the constituency in support of protected areas to be strengthened and made more responsive to society's needs.
- "Protected Areas in a Changing World." Climate change is often the most obvious dynamic, but protected areas also need to deal with a range of other changes, both positive and negative. These workshops will identify the issues and suggest solutions.
- "Strengthening Protected Areas Management." These workshops will deal with three main issues: expanding the global network, managing protected areas, and managing biological diversity. Topics covered will include systems plans, conservation of the coastal zone, legislation and policy formulation, institutional options, use of modern technology by area managers, data management, training, and species management issues.

Films, Posters, and Displays

In addition to the formal sessions of the Congress, a series of parallel efforts and events will be held, as part of a comprehensive communications strategy aimed at building a larger constituency for protected areas. They will include:

- Trade show exhibits and demonstrations by manufacturers of recreational equipment, radio equipment, computers and software, solar cells, eco-

tourism, structural designs, architectural and landscape design firms, etc.

- A Nature Tourism Marketplace, which would bring together the demand (tour agents) and supply (those offering opportunities for nature tourism) sides of the nature tourism equation. (The involvement of the World Tourism Organization is being sought.)
- An exhibit of "National Parks and Protected Areas of the World" by IUCN.
- A series of exhibits on "Public Information in Protected Areas," consisting of examples of material from around the world.
- On-line database demonstrations of Geographical Information Systems and other computer applications to protected area issues.
- A festival of films on protected areas and biological diversity.
- A workshop for media people.
- Posters and exhibits from participating institutions and individuals.
- A televised debate, which might form an element within a major international TV series on protected areas.
- Book exhibits, both technical and popular, dealing with the theme of the Congress.
- Videos on a wide range of conservation topics.

Associated Tours

As part of the Congress, the Organizing Committee will be organizing a number of professional tours of varying durations (from day trips to 10 days) before, during, and after the Congress. These will be designed specifically to demonstrate to professionals in protected area manage-

ment the kinds of problems and solutions that are being experienced in Latin America and the Caribbean. Tours will be designed to highlight Venezuela and surrounding countries, including Brazil, Suriname, Colombia, Ecuador, Panama, Costa Rica, and Peru.

A Caribbean Parks Cruise, designed to focus attention on the national parks and protected areas of the insular Caribbean, is also being planned as part of the Congress program, to be organized by the Caribbean Natural Resources Institute.

OUTPUTS

As at the Bali Congress, the outputs will be multiple. In summary, the following can be expected:

- A *succinct message from the Congress* to be transmitted to the June 1992 United Nations Conference on Environment and Development in the form of a recommendation to be considered for adoption by the Conference (in essence conveying the message to the outside world that protected areas have a vital role to play in sustaining human society, thereby enlarging the constituency in support of protected areas).
- *Recommendations* (very limited in number) addressed principally to conservation organizations, intergovernmental bodies, and governments; many of these will be developed by workshops.
- A *Global Plan of Action*, to set the course for protected areas into the next century, seeking to identify the proportion of the terrestrial surface which should be managed to conserve biological diversity. This would identify precisely where new protected areas

should be located, agree on priorities for action, and create a world-wide network of demonstration protected areas to illustrate the application of principles in widely varying circumstances and different realms.

- An *investment portfolio*, including a set of proposals to enable the major development agencies to invest in improving the contributions of protected areas in sustaining society.
- *Messages to policy makers*, succinct and to the point, on, for example, the economic benefits of protected areas, climatic change and protected areas, biodiversity and protected areas, protected areas and civil conflict, conservation benefits of restored landscapes, establishing areas to conserve genes, and "sector" principles and guidelines arrived at as a result of the outreach sessions. These messages would carry forward the priority requirements identified in the report of the World Commission on Environment and Development.
- Books for both general and specialist audiences. These will include: *Major Conservation Issues of the 1990s*, with contributions from leaders in a wide range of sectors from all parts of the world; *How Protected Areas Sustain Society*, incorporating the experience from the past 10 years from all parts of the globe; *Building Partnerships for Conservation*, identifying the contributions from "non-traditional" sectors; *Regional Planning Approaches to Habitat Protection*, placing protected areas in a larger context and illustrating approaches that have worked in various parts of the world; *People in Protected Areas*, specifying the

variety of approaches that have worked in various circumstances; *Consolidating the World's Network of Protected Areas*, specifying the locations of the additional areas to be added to the protected estate in a variety of management categories; *Systems of Protected Areas: Principles, Procedures, and Case Studies*, providing planners with an approach to actually establishing the areas proposed; *International Peace Parks: Principles, Procedures, and Case Studies*.

- *Shorter publications for conservation planners*, such as "Private Protected Areas," "Tourism in Protected Areas: Guidelines for Management," "Research to Enhance Management of Protected Areas," "How to Generate Greater Support for Conservation from Politicians," "How to Determine the Economic Contributions of Conservation," "Conservation in a Changing World," "Extending the Benefits of Protected Areas to

Surrounding Lands," "Categories of Protected Areas," "Institutional Options for Protected Areas," "Data Management for Conservation," and "How to Pay for Conservation."

- *Manuals for use in the field or in training by park managers*, such as: management manuals on *Managing Protected Areas in the 1990s* and a totally new *Managing Coastal and Marine Protected Areas*, each of which will draw on the entire corpus of material available at the Congress; and shorter works on "Measuring Effective Management of Protected Areas," "How to Manage Genebank Areas," "Reintroducing Extirpated Species: Principles and Practice," "Dealing with Introduced Species," "The Conduct of Research in Protected Areas," and "Managing Endangered Species." All of these will be of a practical, "hands-on" nature.



Thoughts & Observations from an ex-Regional Director

Howard Chapman
San Rafael, California

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(Howard Chapman, formerly Regional Director of USNPS's Western Region, delivered these remarks at the opening plenary session of the Society's El Paso conference last November.)

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It is a distinct honor to be asked to address this conference—but even more so, I am humbled by the responsibility I shoulder here in the shadow of those who first led the way by their stewardship of the early U.S. National Parks. Those

people made significant contributions to park management on a worldwide scale as they formulated the early policies and standards for that fledgling System. Then, as subsequent generations picked up the unfinished work, each had to ponder his or her ability to live up to the challenge laid down by these early pioneers. Too often we take for granted these personages whose names we take for our academies or our forums where we find common goals. It is as though we take on their cloak of authority and seek to use it as a shield, behind which we wish to advance our own ideas and rationalize where we break with the past, because we feel our situation is so unique—for after all, we say, times have changed. And yet all the time we espouse the philosophy that parks are forever! To which I would add: *but in what condition?*

Speaking of change, I would be the first to agree that there is change. As individuals, you and I change, and collectively we change. I will readily admit that retirement has brought change to me! There was a day when retirement was the furthest thing from my mind; I could not even think of leaving the organization except in a pine box. But, unbeknown to me, I was becoming lethargic. Inside of me selfish personal goals as well as comfort levels were replacing what I wanted others to believe was committed devotion to the parks—to the visitor and all the great things that parks could become. But events in our lives have strange ways of breaking with the past and describing new horizons. It has been no different with me. I look back and see actions set in self-protecting and self-rewarding patterns that were justified by saying, "But that was the way the system

worked!" However, *now*—there is a new freedom. An exhilarating one, in fact, though there are limitations. Now I stand as an individual. If I am listened to, *maybe* it is because of what I have to say, but *certainly* not because of a position title that expects attention. If there is truth and meaning in what I say it is because of the substance of the remark and not because my position demanded acceptance. Unbridled by the expectations and limitations of an organization, I can now view events from a different perspective. I have to remember, however, that my exhortations may bring retorts of being "bitter," "unrealistic," or just plain windy. For there is always a price to pay.

It was Horace Albright who said some years ago, "As bureaus grow older, and men, too, advance in age, and as bureaus inevitably take on new activities and responsibilities, they tend to become too bureaucratic, have more red tape and more rules and regulations, and in time get farther away from the people, and ultimately will become just another bureau." Sadly, if Mr. Albright were alive today I have no illusions but that he would say that it has come to pass. This is a harsh assessment and I do not escape my own part in bringing it about. But, equally, and with whatever hazard there is associated with it, I intend to speak out because of the one thing that has not changed—the idea personified in the parks themselves—the National Park System. I owe it to Frank Kowski who beat it into my head at the training center that "System" and "Service" are not interchangeable when speaking of National Parks. He meant it when he said, "And don't you ever forget it!"

When I retired I set a goal to visit every unit in the U.S. National Park

System, and no park visited during my active career was to count. Now, after three and a half years, I have been to 237 areas from the Virgin Islands to Aniakchak, from Cabrillo to Lowell. As I believe many others visitors experience, I have been moved by visualizing the struggle at Antietam or to imagine life as it might have been along the Chaco wash. In each case it is the scene, the subtleties of natural process, or the historic events that have moved my senses and brought awe, appreciation, or understanding. The park's existence as a unit of the National Park System gives geographic location and the expectation of its preservation and how it will be cared for.

Which brings me to the USNPS and those who bear responsibility for the care and management of the System. In whatever way we wish to describe the period of time when Horace Albright, George Wright, Joseph Dixon, Ben Thompson, or Harold Bryant left their mark, the Service would do well to pay attention to their admonishments, their basic honesty in their efforts, as well as their fundamental commitment to the parks. They came from an era where it was the idea that was important—not who said it or how it was said!

However, as my career progressed I sensed a meddling by political forces in the affairs of the National Park Service. Then, in my latter years, the involvement of the Interior Department became more and more intense until I felt it personally. It caused me to reflect back to that fateful night in October 1963 as superintendents were gathered at the closing banquet of their Service-wide conference in Yosemite, when Interior's John Carver rose to ring down the curtain. Instead of sending forth

those park men recharged with new energy, he chose to berate them for their spirit and commitment to their Service. He spoke of the homage they owed to their parent, the Interior Department. He was also critical of them as being insular and unresponsive. He made it clear that every park entrance sign would include the inscription "U.S. Department of the Interior" *above* and in larger letters than "National Park Service"! Let it be clear on every mountain, in every valley and across the breadth of the land: the National Park Service was neither one nor only!

Before we allow ourselves to rise up and defend the Service as an end unto itself, we must remember *what* some of our own parks would teach us—if we are listening! That is: our government is of the people, by the people, and for the people. Somewhere, then, the politics of carrying out a citizen's expectations must meet the steward who minds the parks! While I may question some of Mr. Carver's directives and I may be sympathetic to some crushed egos, I have to admit that he did have the principle correct.

In one way, Mr. Carver was demonstrating the Department's envy of the National Park Service's pride in its role as steward of the nation's heritage. It had not gone unnoticed that there had been a proud history of professional men within the ranks who had risen to eminence, such as George Wright. With an academic background, seasoned experience, and a professional commitment, he and others like him had set high standards as they brought recognition to their fields. Their leaders—such as Mather, Albright, and Drury—were respected and deeply committed to the parks' mission. They demonstrated beyond any

doubt the importance of the integrity of the park's resource and they worked tirelessly to build support for the emerging U.S. National Park System. No one questioned their motives; they were for the parks—first, last, and always! It was little wonder there was an *esprit de corps*.

Then, as events unfolded through the succeeding years, we see the direction of Departmental involvement becoming more and more active, though sometimes hardly obvious, while at other times almost blatant. Again, however, let us be very clear: there is a place for that interface, but not where it was headed a year ago. What was being proposed was to place several senior park superintendents in the Senior Executive Service. Playing to the recognition of the incumbents, the Department said it wished to provide pay and bonus incentives for the demands made on those individuals. Except the harsh reality was that the positions would come under the direct influence of the Assistant Secretary, who would control appointment, promotion, transfer, and performance evaluation. Thus, Mr. Carver's principle had moved past its logical relationship with the Director of the Service, only to bolt past the Regional Directors and down to the final bastions where lasting decisions are (or were) made. Only when the Congress threatened legislation did the Department move to shelve the proposal.

The array of influence the political appointees of the Department have had in usurping the authority of the Director in the day-to-day affairs of the National Park Service is almost unbelievable. We have seen the Assistant Secretary require appointments to Service-wide positions at GS/GM-13 and above [i.e., the high-

est-paid positions] be cleared in that office. We have seen the Director being required to create new positions to place high-graded Departmental people in the Washington Directorate. We have seen the Secretary attempt to force an office reorganization that was opposed by the Director, and only after being faced with punitive legislation did the Secretary back off. We have seen the Director testify before Congress in opposition to important legislation designed to give essential protection to a park's integrity. We have seen the Director testify before Congress and voice no strong objection to the politicizing of his major superintendencies. Thus, what we have seen has been the Assistant Secretary of the Interior taking over from the Director as the decision-maker of the National Park Service.

Against that backdrop of political manipulation, particularly as it has occurred over the last ten years against the National Park Service, it is not surprising that I have found disarray in the field. It is only by virtue of the field people's devotion to the Service's mission that the parks function at all today. There is no one in charge, they say. Information is passed to outside sources in hopes of accomplishing that which can't be done within the organization. In some areas they believe the concessioner virtually runs the park. They see political maneuvering that affects people's assignments as well as driving decisions that affect the very resources the employee is trying to protect. Many complain that personnel management lacks integrity, that it's who you know that gets you ahead, and out of utter frustration trying to resolve position issues, they file complaints that only result in more bitterness. After being

told of significant increases in a particular year's budget, they frequently find whatever increases were to be passed on to them wiped out by central office assessments. Finally, they are told again and again that they will be expected to do more with less and less, while their own dwindling paychecks in some cases hardly raises them above the poverty level. To many employees there is the feeling the organization is no longer their champion.

I believe the spirit of an organization lives or dies by its leadership. I speak of a leadership that shows concern for the principles of fairness, is open in its deliberations, that builds loyalty and respect as it shows an unflinching allegiance to the organization's mission. Inspired leadership can be cited time and again as being the catalyst that has brought people together for the achievement of goals far beyond their wildest expectations. But, when the leaders are manipulated by faceless political appointees, they lose control of their organization and they fall prey to every political pressure point that is brought their way. Then, when the political intrigue becomes a fact of life to virtually every level of the Service, it is little wonder that some members of Congress believe the Service must be reorganized in ways to minimize and control this political influence.

A spin-off of this political manipulation over the years has been to direct more and more attention to process and procedure—the very elements that Mr. Albright warned would diffuse the focus from the basic mission and thereby cause the Park Service to lose touch with the park resource and its visitor. In some parks, one is left to believe that internal process and procedure are more important than visitor service.

As an example: Contrary to a time when service to visitors was paramount, the message transmitted to the field now seems to be that it is more important for a limited staff to be together to meet, write reports, and be available when the central office calls than it is to spread their members to cover weekends in the off-season. To be sure there are fewer visitors; yet the visitor in need of help, be it for information or emergency assistance, has fewer options open to them in the off-season than the visitor under similar circumstances in the regular season. Out of sight, out of mind, the off-season visitor runs a distant last compared with meeting deadlines for reports that for all practical purposes are filed away and forgotten. Nearly 300 reports were on the report calendars of every park, large or small, only a few years ago. Today you know better than I the exact number required, but, more important, I can tell you the visitor—and the management of the resource—stands wanting in many instances. But then, complaints about reports have always been around, and probably will be as long as there is an abundance of the central office people who generate them!

After being exposed to Watergate, Iran-Contra, the savings and loan scandal, as well as the recent U.S. federal budget deficit issue, the public has become skeptical about government—its integrity as well as its responsiveness. While the National Park Service has a high approval rating, it is not something that is so impervious that shortcomings won't be noticed and could become embarrassments.

Here's an example. In 1980, after a long and intense effort of some eight years, the Service approved a master plan for Yosemite that set a

goal to de-urbanize the Valley by 1990, the park's 100th birthday. Little realizing we were entering a decade which would best be described as the Age of Adversaries, we sought in that plan to meet the public's expectations about lessening the impacts made by automobiles and overnight accommodations on one of the greatest parks in the world. However, swept up by concerns over health and safety, we chose plan elements that dealt with sewers, water supply, and electric power distribution. We expended time on transportation studies that produced few results and ducked the infighting with a concessioner who was well-protected politically and whose very aggressive development stance had set the stage for the plan that evolved in 1980.

What was happening was the lack of a Service-wide commitment to meet its 1980 commitment to the public. Instead, as priorities were hammered out for each year's budget it was easier to divide funds among ten Regions than forge a commitment which would rise above the provincial turf and recognize obligations made to the public. Unfortunately, the National Park Service had already developed a reputation for seldom meeting its target dates, whether they were related to Congress or the public at large. Thus, lacking accountability, the Service saw little problem in its slippage. As a result, we blithely marched toward 1990 as the public waited. For several years we planned for a centennial celebration—for everything but what we had committed ourselves to in 1980! And then what did we do? The Service re-examined the 1980 plan and said that while the goals were noble, they were unrealistic since it was too

hard to separate the public from their automobile and the graying of America was more concerned about a bath in each guest room than removing the clutter from Yosemite Valley.

Instead, however, the public became aroused when a plan that had developed consensus through compromise was now being watered down without even an opportunity to comment. Suddenly caught, the Service retreated behind what they now called a "scoping document"—implying that they never meant to shy away from those now-noble goals of 1980! And that now they were affording the public a chance to comment. But the public's outrage was only heightened as they read of MCA's [the Yosemite concessioner] profits while the park's budget was falling further and further behind in meeting Yosemite's needs. Then, amid angry charges directed at the Service, the superintendent rose in indignation and told his cooperating association to cease and desist their criticism or he would banish them from the park. Unquestionably, he was frustrated at the blame being directed toward him that had not been of his making. But the attempt to muzzle those who were devoting their energies in support of park programs was the unfortunate display of the Service's deep-seated uneasiness of how to deal with public participation in the decision-making process.

It is my contention that when we are talking about the public's involvement, whether it relates to their generic participation or a specific subject area, our success or failure revolves around our leadership's commitment to listen and be responsive. It is not the "I'm listening but my mind's made up" syndrome, but a demonstrated willingness to re-ex-

amine and the ability to rally competing forces and bring them together as an inspired entity directed toward a common goal. We have already seen what the manipulation by political forces outside the organization has done to USNPS credibility and leadership. Then, when elements of the internal organization whose self-centered interests are competing with each other for resources and attention, we have come full circle in destroying the principle of team effort.

I have observed occasions when several USNPS Regional Offices dealt with the same issue only to develop diametrically opposed solutions while Washington stood idly by. Seasonal maintenance personnel would face differing interpretations of procedures for handling step increases [in pay] as well as employment benefits as they moved between Regions. Clearly, Washington leadership has abdicated its responsibility to require consistency and build consensus toward solutions fair to everyone.

In our spare time as Americans, there are few things that elicit more attention than sporting events. We cheer and the wave moves through the stands as offensive units execute with precision or defensive units hold against what seems overwhelming odds. And how many times have we witnessed fan disapproval when just one team member fails in his or her assignment? No quarter is given and fan disapproval soon results in drastic action if the offender fails his or her obligation to the team. Clearly and unmistakably, success is measured by how well the efforts of every person are integrated, whether they are on the playing field or in any multitude of activities on the sidelines. Such an effort means sacri-

fice, but it offers the best chance for organizational success. It also means greater satisfaction for all members of the whole team than what is gained independently at the expense of others.

Unfortunately, we have seen in the National Park Service rewards going to those who cast their lot as individuals and who were oblivious that their efforts in the long run resulted in shortcomings for the organization. An example comes to mind of an event that occurred several years ago. It dealt with an issue now under study by the National Academy of Science.

Periodically, the USNPS Washington Office has pondered the effectiveness of the Service's science program. As had been the case for some time, each Region had been allowed to organize its science and resource management program to meet its own peculiarities. But, a few years ago the USNPS Director registered distress about how research was being done throughout the Service and asked his science staff to make an internal review. Out of this study came a menu of options from which the Director made his choice. In fact, he moved to make the plan even tougher than what had been presented to him. In simplistic terms, it would result in focusing more Washington involvement in these programs, direct a more uniform science organization in each region, and elevate the science and resource management function to an equal footing with other divisions in appropriate parks and Regions. For in some Regions there was no parity between this function and other divisions such as ranger activities, which appeared to demonstrate lip service rather than commitment to make the program strong. The staff then prepared for

the presentation at the next Regional Directors' meeting. But, when that meeting took place, the subject had hardly been identified when outrage came forth from the Regional Directors that couldn't have been any worse had the proposal been to turn Yosemite Valley into a second reservoir. Reasons all the way from "It is working fine in my Region, so why fix it?" to "Over my dead body is anyone going to take this away from me!" The emotional attacks designed to protect individual turf were so intense that any opportunity to examine the proposal objectively quickly evaporated. It demonstrated again that internal examinations to find new solutions seldom succeed when they upset the status quo of people who are comfortable where they are. It was one of the clearest examples of the self-centered actions that continues to result in the fragmentation of the Service into a loose consortium of ten Regional fiefdoms.

Recently, a respected non-USNPS scientist looked into the Service's science program and delivered a critical review, describing it as "dismal, abominable, and almost criminal." Given the fact that the National Park System is composed of unique lands—supposedly the best of this country—and facing the awesome threats the human race is unleashing on the planet by the fallout from all its technology, it is unconscionable that there is not a more comprehensive science program. What notable science there is in the USNPS has been the result of some parks and Regional efforts, but not from the national level. In the reviewing scientist's words, "There is no capable national leadership."

Science in the Service today is only based on perceived USNPS needs, generally of a crisis nature. Its

narrow focus fails to recognize parks as parts of larger systems that are subject to global influences. As an example, the scientist made clear he had in mind areas far larger than the Greater Yellowstone ecosystem. If the idea behind what is conceived as the mission of the parks is to survive, the Service must understand that its science program is not just for the parks; it is essential to target it toward society as well. In this way parks demonstrate to society that they are an indispensable part of their social and ecological fabric and not merely luxuries.

To achieve this means the establishment of an altogether different relationship between scientists and managers. Since they are not natural partners, it will require real dedication to forge the kind of partnership to meet the kind of aggressive program envisioned. To meet such demands, the Service will have to go to Congress and seek a charter that recognizes science as a major program that requires funding stability to be an effective long-range effort. From the standpoint of the individual scientist, a true professional cadre has to be developed that is challenged by the offerings of a career ladder which inspires rather than results in stagnation. It means linkage with scientists in other agencies, together with a peer review that occurs on a broader basis than just within the Service.

Pursuing publication of research results in professional journals sharpens peer review, and sabbaticals designed not only as benefits to the agency's science but to the professional enhancement of the individual as well are essential if stature in the scientific community is to be achieved. While it is recognized that organizational alignment, control of budget, supervision, and setting priorities have been closely guarded prerogatives of management, there is little doubt that if the Service is to embark on a science program equal to meeting the challenge of the 21st century, then a whole new vision is necessary!

I would only add a footnote to this in closing. George Wright and others who worked alongside him contributed significantly to the U.S. National Park System as we know it today. They may have lived in a simpler time by our standards, but the challenges of a known and unknown world about them were, without a doubt, just as troubling as we find ours today. They showed vision and provided stature to the Service as they defined principles that helped to chart the direction for the parks of their time. Your efforts in picking up where these men left off can be the basis on which a professionalism can once more emerge that will carry forth the mission that will truly keep the *parks forever!*



Society News, Notes & Mail

The George Wright Society • 1991

Now You Can Fax Us Directly!

The Society's executive office in Hancock has installed a fax machine. The number is (906) 487-9405. You can fax to us 24 hours a day, every day. The above number is a "dedicated line"—no need to phone ahead for clearance.

We found during the organizing stages leading up to the El Paso conference that many people are addicted to faxing things, and that the

rest of us sure find it convenient (and sometimes a life-saver). Previously, we used two local service bureaus that charge about \$2.00 per page to send or receive. It soon became apparent that it would be more cost-effective over the long run for us to have our own machine.

Please make a note of the number above, and discard all previous fax numbers for the Society's office.

Earthwatch Offers Research Grants

Earthwatch, a private nonprofit organization that promotes significant scholarship by offering capital, labor, and greater visibility to the scientific community, will award more than 140 grants in 1992. Field grants range from \$10,000 to \$100,000, with the average being about \$20,000. Funds are contributed by nonspecialist volunteers who participate in the field research. Preliminary proposals may be made

by telephone or by a detailed letter; upon favorable review, full proposals will be invited for submittal 12 months before the starting date for the project. For further information, contact Dee Robbins, Program Director, The Center for Field Research, 680 Mt. Auburn Street, P.O. Box 403, Watertown, Massachusetts 02172; telephone (617) 926-8200.

"Partnership Parks" Conference Slated for September

Albany, New York, will be the scene for a conference on "partnership parks" this September. Partnership parks are a cooperative strategy for protecting natural and cultural resources. Also referred to as "urban cultural parks," "heritage parks," "heritage corridors," "greenways," "ecomuseums," or "the city as a park," they are more diverse and complex than the traditional park or green space. They often include regular parks, and may also encom-

pass large urban or rural settled areas of public and private lands, ranging in size from a portion of a municipality to a large regional area with a special coherence. Partnership parks are distinguished by cooperation among governments and by nonprofits and business.

Partnership parks provide a conceptual framework to help a community understand and enhance its cultural and natural resources and econ-

omy. They link streets, neighborhoods, commercial districts, historic sites, scenic areas, natural resources, and intangibles such as ethnic heritage.

The conference will allow participants to get a firsthand look at New York state's urban cultural parks. Conferees will join a workshop to plan and carry out a partnership park. A proceedings will be published to summarize the conclusions

of the conference. It will take place September 9-12 at the Hilton Hotel in Albany. The sponsors are the U.S. National Park Service; the New York Office of Parks, Recreation, and Historic Preservation; and the National Parks and Conservation Association, a Washington-based nonprofit group. The USNPS contact for the conference, Bill Walters, can be reached by calling (202) 208-3264.

Minucci Joins GWS Board

George J. Minucci, Jr., president of the Eastern National Park & Monument Association, was appointed to the Society's Board of Directors in December 1990. He takes his seat under the provision of the newly revised by-laws which allows elected Directors to appoint others to the Board.

Minucci has been associated with Eastern National, a nonprofit cooper-

ating association serving 120 U.S. National Park System units, since 1977. His previous career included working in various administrative and accounting positions in manufacturing, and as a general manager for an import-export company. He has been active in community nonprofit activities such as scouting, professional organizations, religious institutions, and youth sport groups.

Wildlife Classic Book Offer Continues

Many of you have already taken advantage of our offer for George Wright and Ben Thompson's *Wildlife Management in the National Parks*, whose contents were described in Volume 7 No. 1 of the *Forum*. If you haven't, here's a nudge: For just \$2.00 postpaid, you can have your own copy of this out-of-print classic. (Note the price increase, which reflects much higher mailing costs.) If you're interested, send a check, made out to the "George Wright Society," to GWS, P. O. Box 65, Hancock, MI 49930. Please note

"Fauna Series #2" on your check, and allow three or four weeks for delivery. To our Canadian friends: This offer is open to you as well, but U.S. book rate postage to Canada has just gone up considerably. Rather than make you run to your bank and get an international money order, here's our offer. What with our local bank's exchange rate, handling, etc., etc., the cost to mail to you approaches CAN\$4.00. To simplify matters, we will accept personal checks drawn in Canadian funds for this amount, made out as above.

Membership in the Society

The George Wright Society was founded August 18, 1980. It is chartered in the State of Delaware, in accordance with the laws of the State of Delaware and of the United States of America, as a nonprofit educational and scientific organization dedicated to the protection, preservation, and maintenance of cultural and natural parks and reserves through research and education.

Membership is open to those who are "interested in promoting the application of knowledge, understanding, and wisdom to the management of the resources of natural and cultural parks, sites, and equivalent reserves." Annual dues are: Regular Member, \$25; Student Member, \$15; Sustaining Member, \$500. Life Memberships are \$250. Annual subscription rates to The George Wright Forum only (without membership in the Society) are: Libraries, \$25; Individuals, \$20. Dues, contributions, and subscriptions are tax-deductible for US citizens. A membership brochure with full details is available upon request.

Materials Submitted for Publication

The editorial board welcomes articles that bear importantly on the objectives of the Society—promoting the application of knowledge, understanding, and wisdom to policy making, planning, management, and interpretation of the resources of natural and cultural parks, sites, and equivalent reserves around the world. The Forum is distributed internationally; submissions should minimize provincialism, avoid academic and agency jargon, and aim to broaden international aspects and application.

Language of Submission Current readership is primarily English-speaking, but submissions in other languages will be considered; in such cases an English summary should be prepared.

Form of Submission We strongly urge authors to submit articles on computer disk. This eliminates troublesome re-keying. Almost any Apple Macintosh disk can be read in its original format (please indicate the version of the software). Otherwise, send an ASCII-file disk; both 3.5" and 5.25" double-density formats are acceptable. (No high-density disks, please.) A double-spaced manuscript must accompany all submissions in case there are compatibility problems.

Style The Forum contains articles in varied fields: history, geology, archeology, botany, zoology, management, etc. Please follow your field's conventions for citations, bibliographies, and so on. Normally these various styles will be retained in the Forum.

Illustrations Submit line drawings, charts, and graphs as nearly "camera-ready" as possible. If submitted in a size that exceeds the Forum's page dimensions, please make sure the reduction will still be legible. The preferable form for photographs is black-and-white (matte or glossy) prints. Medium contrast makes for better reproduction. Color prints and slides may not reproduce as well, but are acceptable. Half-tones from newspapers and magazines should be avoided if at all possible. Please secure copyright permissions as needed.

Correspondence

All correspondence, requests for information, and Forum submissions should be sent to:

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